

COORDINATION FRAMEWORK ON SOUTH AFRICA'S NATIONAL GENDER MACHINERY



women, youth &
persons with disabilities

Department:
Women, Youth and Persons with Disabilities
REPUBLIC OF SOUTH AFRICA





TABLE OF CONTENTS

TABLES AND FIGURES.....	3
ACRONYMS	3
1 CHAPTER 1: INTRODUCTION	4
1.1 INTRODUCTION	4
1.2 PROBLEM STATEMENT.....	5
1.3 KEY MANDATES OF THE NATIONAL GENDER MACHINERY.....	5
1.3.1 KEY INTERNATIONAL MANDATES	6
1.3.2 KEY REGIONAL MANDATES.....	6
1.3.3 KEY NATIONAL MANDATES	6
1.4 PURPOSE.....	7
1.5 SPECIFIC OBJECTIVES.....	8
1.6 GUIDING PRINCIPLES	8
1.7 KEY ASSUMPTIONS	9
1.8 SCOPE OF APPLICATION	10
1.9 SPECIFIC TARGET GROUPS	10
2 CHAPTER 2: CONTEXTUAL BACKGROUND	11
2.1 FOUNDATIONS OF THE NATIONAL GENDER MACHINERY:	
THE WOMEN'S CHARTER CAMPAIGN	11
2.2 CONCEPTUALISING THE NATIONAL GENDER MACHINERY	11
2.3 ESTABLISHMENT OF THE NATIONAL GENDER MACHINERY.....	12
2.4 PREVIOUS ATTEMPTS AT STRENGTHENING THE NATIONAL GENDER MACHINERY	13
2.5 INTERNATIONAL PRACTICE.....	15
2.5.1 INTRODUCTION	15
2.5.2 INSTITUTIONAL TRENDS	15
2.5.3 COMMON CHALLENGES	15
3 CHAPTER 3: IMPROVEMENT PLAN	16
3.1 INTRODUCTION	16
3.2 KEY APPROACH OF NATIONAL GENDER MACHINERY FRAMEWORK: GENDER	
MAINSTREAMING	17
3.3 INTEGRATED COORDINATING FRAMEWORK	18
3.4 THEORY OF CHANGE.....	18
3.5 PROSPECTS FOR SUCCESS.....	20
3.6 OVERSIGHT AND COORDINATION OF GENDER MAINSTREAMING	20
3.6.1 KEY OBJECTIVES	20
3.6.2 INSTITUTIONS OF THE NATIONAL GENDER MACHINERY FORUM – UPDATED BASED ON	
MACRO-ORGANISATION OF THE STATE	21
3.6.3 KEY STRUCTURES OF THE NATIONAL GENDER MACHINERY FORUM	21
3.6.4 GENDER MAINSTREAMING PROCESS.....	24
3.6.5 IMPLEMENTATION MODEL OF THE NATIONAL GENDER MACHINERY FORUM	26
3.6.6 MEETINGS OF NATIONAL GENDER MACHINERY FORUM	26
3.6.7 COORDINATING AND ACCOUNTABILITY MODEL OF THE NATIONAL	
GENDER MACHINERY FORUM.....	27
3.6.8 STRENGTHENING GENDER FOCAL POINTS	27
4 CONCLUSION.....	29

TABLES AND FIGURES

Table 1:..... Principal Structures of the NGM as per the National Gender Policy Framework (2000)	13
Table 2:..... Updated NGM Structures	21
Table 3: Programme areas, skills requirements and projected outputs of GFPs	22
Figure 1: Guiding Assumptions	9
Figure 2: Evidence based policy making and implementation	19
Figure 3: Implementation Model of NGM Forum	26
Figure 4: Coordinating and Accountability Model of NGM Forum	27

ACRONYMS

AG	Auditor-General
AU	The African Union
BPfA	Beijing Declaration and Platform for Action
CBO	Community-Based Organisation
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CGE	Commission for Gender Equality
CODESA	Convention for a Democratic South Africa
CONTRALESA	Congress of Traditional Leaders of South Africa
CRL	Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities
CSO	Civil Society Organisation
DG	Director-General
DOW	Department of Women
DPME	Department of Planning, Monitoring, and Evaluation
DPSA	Department of Public Service and Administration
DWCPD	Department for Women, Children and People with Disabilities
DWYPD	Department of Women, Youth and Persons with Disabilities
EA	Executive Authority
GAD	Gender and Development
GBVF	Gender-Based Violence and Femicide
GFP	Gender Focal Point
GMS	Gender Management System
GRPBMEA	Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing
IDASA	Institute for Democratic Alternatives in South Africa
IEC	Independent Electoral Commission
JMC	Joint Monitoring Committee
MIS	Management Information System
MPSA	Minister for Public Service and Administration
MPWC	Multi-Party Women's Caucus
NCOP	National Council of Provinces
NDP	National Development Plan: Vision 2030
NGM	National Gender Machinery
NGO	Non-Governmental Organisation
OSW	Office on the Status of Women
PEPUDA	Promotion of Equality and Prevention of Unfair Discrimination Act No.4 of 2000
PP	Public Protector
SADC	South African Development Community
SAHRC	South African Human Rights Commission
SALGA	South African Local Government Association
SGGs	Sustainable Development Goals
TOC	Theory of Change
UN	United Nations
WEGE	Women Empowerment and Gender Equality
WID	Women in Development
WNC	Women's National Coalition



CHAPTER 1: INTRODUCTION

1 CHAPTER 1: INTRODUCTION

1.1 Introduction

In 1994, the South African democratic government inherited a deeply divided society, with profound inequalities and a history of violence across racial, class, gender, sexual orientations, and ethnic groupings. Although women constituted a higher proportion of the national population relative to men, they were more vulnerable to socio-economic inequalities and marginalisation due to the gendered nature of colonial and apartheid oppressions.

The enactment of policy, legislative, and programmatic protections against gendered inequalities since 1994 is widely viewed as resulting from the efforts of a united national movement comprising of women politicians, feminist legal theorists and academics, and women's movement activists – under the umbrella of a Women's National Coalition (WNC). The WNC successfully lobbied for a Women's Charter for Effective Equality (1994),¹ which identified and championed two main conditions for the inclusion of women's inequality concerns in the democratic dispensation, namely: (1) increased presence of women in decision-making bodies and positions; and (2) the establishment of state structures to monitor the gendered impact of public policies.

Furthermore, the WNC led the country's adoption, in September 1995, of the Beijing Declaration and Platform for Action (BPfA). The BPfA provides a formal template for the establishment of institutional mechanisms for the advancement of gender equality. The BPfA instructs signatory governments to create National Gender Machineries (NGMs) for gender equality, at the highest possible level of governments, with clearly defined mandates and authority.² This follows the first United Nations (UN) Women's Conference in Mexico City in 1975, and the Nairobi Conference on Forward Looking Strategies for the Advancement of Women in 1985. Paragraph 57 of the Nairobi Declaration states that:

“Appropriate governmental machinery for monitoring and improving the status of women should be established where it is lacking. To be effective, this machinery should be established at a high level of government and should be ensured adequate resources, commitment and authority to advise on the impact on women of all government policies. Such machinery can play a vital role in enhancing the status of women, inter alia, through collaborative action with various ministries and other government agencies and with Non-Governmental Organisations (NGOs) and indigenous women's societies and groups”.

The structure and functions of the South African National Gender Machinery (NGM) are outlined in South Africa's National Policy Framework for Women's Empowerment and Gender Equality (2000),³. The National Gender Policy Framework outlines key proposals for ensuring that the NGM is at the centre 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. Key to the effective realisation of such proposals are adequate human and financial resources, communication and advocacy networks, as well as coordination and monitoring of implementation. Across all state institutions, policy and programme implementation has been singled out as a common challenge. During her address at the Presidential Summit on Gender-Based Violence and Femicide (GBVF) on 01 and 02 November, 2018, the former Speaker of the National Assembly, Baleka Mbete, asserted that “for years we have known we have good policies, programmes, and actual budgets. It is not the budget. Don't blame money. We need to look at every minute detail of implementation. Yes, corruption. We need to fix that which is wrong, including the corruption. If the money is there, the next question is: are we deploying the right people? Are we holding people to account? Are we doing things according to rules?”⁴

1.2 Problem Statement

The National Gender Policy Framework recommends a decentralised ‘package’ of structures to constitute the institutional framework of the NGM. This design was aimed at enabling a parallel and transversal progression towards gender equality. However, since the approval of the National Gender Policy Framework in 2000, there have been cumulative reconfigurations of NGM structures.

¹ Federation of South African Women. 1994. Women's Charter for Effective Equality.

² Beijing Declaration and Platform for Action. Strategic Objective H.1. (a). Paragraph 203 (b).

³ Hereafter referred to as the National Gender Policy Framework.

⁴ Mbete, B. 2018. Presidential Summit on Gender-Based Violence and Femicide. 1-2 November 2018. Irene, Midrand.

In 2009, the Office on the Status of Women, which had been the principal coordinating structure of the NGM, was replaced by the Department of Women, Children, and People with Disabilities (DWCPD). On 7 July 2014, the President signed a Proclamation establishing the Department of Women (DOW). On 26 June 2019, the department was re-established as the Department of Women, Youth, and Persons with Disabilities (DWYPD). Similarly, the oversight bodies in Parliament have been restructured in line with the changes in government. Such changes have been widely viewed as contributing to the destabilisation of women's movement efforts at sustaining a strong coordinating structure for the NGM within government.

At present, the 'package' of NGM structures envisioned by the National Gender Policy Framework operate in an uncoordinated, unregulated and disintegrated manner. The activities of the NGM are often also hindered by structural and communication problems within and among government agencies. The overall result is minimised impact of women's power and gender equality programmes, and a widened gap between constitutional ideals for gender equality and the lived realities of the majority of women. Together, the cumulative changes render the National Gender Policy Framework historically out-dated.

1.3 Key Mandates of the National Gender Machinery

South Africa's commitment to gender equality is enshrined in the 1996 Constitution, which highlights a strong political commitment to the realisation of a fairer and transformed society in which women, men, and gender non-conforming persons benefit equally. South Africa has ratified and adopted an array of international and regional instruments and strategic agendas that set rules, norms and standards for member States in addressing gender equality. Their importance lies in the articulation of women's rights as human rights, engendering of socio-economic development policy and legislative instruments, and in defining integrated plans of action. This Framework seeks to strengthen government's efforts in complying with international, regional and national obligations to combat gendered inequalities.

1.3.1 Key International Mandates

- The United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), signed in January 1993 and ratified in December 1995;
- The Beijing Declaration and Platform for Action (BPfA), signed in September 1995;
- Commonwealth Plan of Action for Women's Empowerment and Gender Equality 2005–2015, adopted in 2005;
- Sustainable Development Goals (SDGs) – Agenda 2030 (2015).

1.3.2 Key Regional Mandates

- The African Union Heads of States' Solemn Declaration on Gender Equality in Africa, ratified in August 2004;
- Optional Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (Maputo/AU Women's protocol), ratified in December 2004;
- SADC Protocol on Gender and Development, ratified in 2008 and as amended in 2017;
- African Union – Agenda 2063.

1.3.3 Key National Mandates

Constitution of the Republic of South Africa: The strategic focus of this Framework supports South Africa's Constitutional vision of a society free of gender inequality. The Founding Provisions and the Bill of Rights, as enshrined in Chapters 1 and 2 of the Constitution of the Republic (Act 108 of 1996), establish the rights of women in South Africa. Moreover, substantial success has been achieved in inserting gender equality principles into policy and legislation in order to create an enabling environment for women's full participation in society, politics, and the economy.

Furthermore, the South African government, as signatory to the BPfA, is constitutionally bound to establish the NGM in accordance with Section 231 of the Constitution (Act 108, 1996), and to report periodically to the United Nations in line with CEDAW.

National Development Plan: This Framework affirms the strategic goal of the National Development Plan (NDP): Vision 2030, which makes explicit the requirement of mobilising state and non-state capacities and resources at all levels, and citizen involvement and co-responsibility for realising South Africa's developmental agenda.

National Gender Policy Framework: In December 2000, the National Gender Policy Framework was approved by Cabinet. It represents the culmination of consultative processes with members of civil society, academia, government and the labour movement. The National Gender Policy Framework outlines South Africa's vision for gender equality and provides a framework for the coordination of structures within and outside Government. This design is aimed at enabling a parallel and transversal progression towards gender equality.

The Framework suggests key institutional processes and mechanisms that must be adopted to affirm a vibrant national gender programme for advancing the country toward gender equality. These include: Human Resource Norms, Standards and Practices; Coordination, Networking, Monitoring and Evaluation; Resource Allocation; Gender Mainstreaming; and an Integrated Coordinating Framework for the NGM, amongst others. Advancing this vision required a review of the outdated 2000 Policy Framework with clear pathways for the monitoring and evaluation of the work conducted by the NGM. These include platforms for feedback and accountability where there is failure to comply (including criminalisation and the issuing of compliance certificates).

Framework on Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing (GRPBMEA): Gender mainstreaming and budgeting are areas of significant weakness in the historical configuration of the NGM. GRPBMEA Framework aims to ensure a sustainable, comprehensive and multi-sectoral approach to gender mainstreaming within the country's planning, monitoring and evaluation and public financing systems. It recognises that individual stakeholders, champions and technical experts have a key role to play in kick-starting GRPBMEA interventions, but sustainability requires that the GRPBMEA 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, private sector, and civil society.

The Framework emphasises the critical requirement of strong coordination by the NGM under the leadership of the Ministry responsible for Women and full integration of gender equality into sectoral plans and corresponding budgets. This highlights the importance of active participation of stakeholders inside and outside of government, specifically parliaments, academia, the private sector and civil society. A strengthened NGM therefore complements this framework by presenting a platform for accountability which is centred on, and co-ordinated by institutions and organisations for gender equality. While NGOs can play a support and watchdog role, the initiative must be driven by the executive and the administration.

The Presidential GBVF Summit of November 2018 resolved to strengthening institutional mechanisms for gender equality. Article 10 of the Summit Declaration declares that "existing NGM and other mechanisms are maintained, resourced, and strengthened and reinvigorated". The revival and strengthening of the NGM complements this resolution by contributing to the conceptual foundations for the identification and development of government's policy priorities for gender equality.



1.4 Purpose

This Framework seeks to update the National Gender Policy Framework, as well as to strengthen and revive the structural mechanisms of the NGM. In light of the manner in which processes of globalisation and liberalisation have, and continue to transform the way economic, social and cultural life is organised across the world and in South Africa – this Framework sets out what is expected of state and non-state agencies in the development of and shift to evidence-based and performance orientated systems, including how to make them gender-responsive in the process.

In order to protect and sustain the historical achievements of the South African women's movement, a multi-sectoral and interdisciplinary approach to the revival of the NGM is required. The Framework aims to foreground the critical importance of strategic alliances between key structures and components of the NGM in pursuit of effective socio-economic empowerment of women and gender equality. As such, the Framework also gives guidance to state and non-state agencies and institutions about how to foster a gender-sensitive culture in their organisations, become more gender-responsive in their own actions and become more proactive in ensuring that states are accountable to their commitments taken in regard to gender equality and that citizens– girls and boys, men and women– are able to claim their rights.

1.5 Specific Objectives

It is recognised and acknowledged that while South Africa has a globally respected and emulated framework for an NGM, effective implementation has been compromised by a compound of structural factors, including human and financial resources capacity constraints; weak to non-existent accountability measures for institutional non-conformity; as well as uncoordinated strategic vision and inter-relations across NGM structures.

The specific objectives of this Framework are thus on: 1) coordination within the NGM; and 2) accountability for gender equality across all public and private institutions. Importantly, this Framework does not seek to replace the National Gender Policy Framework (2000). Instead, it addresses and seeks to remedy the factors that inhibit its optimal implementation. Accordingly, this Framework sets forth two key processes:

1. Establishment of an NGM Coordination and Accountability Forum to respond more effectively to the vision of gender equality. The Forum supports closer collaboration between government, Parliament, independent bodies, private sector and civil society so that the revival and strengthening of the NGM is coordinated across the strategic areas of state function;
2. Strengthening structural mechanisms for gender equality within government. This emphasises the employment of Gender Focal Points (GFPs) in government departments as outlined in the National gender Policy Framework (2000).

1.6 Guiding Principles

The Framework on South Africa's NGM operates under the principle that women cannot be treated as a homogeneous category. This principle needs to inform all policies and programmes in order to make them gender-responsive. Differences among women and among men based on race, class, ethnicity, sexuality, disability, age that are more embodied on the one hand, and on the other relate to more socio-economic variables such as education, marital status, income, health, geography – should not be overlooked. This principle means that all sectoral interventions have to be sensitive to gender differences. At the core of this principle is the basis that legal rights in support of gender equality are fundamentally centred on justice. Beyond legal rights, it is critically important to “create an environment where different kinds of women, women with of different backgrounds and with different relationships, are treated justly and have access to justice. Women must be a part of deciding which values make up justice.”⁵

The Framework on South Africa's NGM invites all sectors and institutions to focus on justice, outcomes and impacts relating to the lives and livelihoods of human beings who are holders of rights. The implementation of this Framework will be guided by the values and fundamental principles of the Constitution of the Republic of South Africa, namely: equal human rights for all; gender equality; democracy; peace and security; good governance and the rule of law; tolerance; respect and understanding; freedom of expression; economic and social development. This focus on the active realisation of human rights involves starting from an examination of the situation of groups and individuals at household and family-levels; keeping sight of the transformation desired in these situations on the basis of the human rights, values and standards; steering

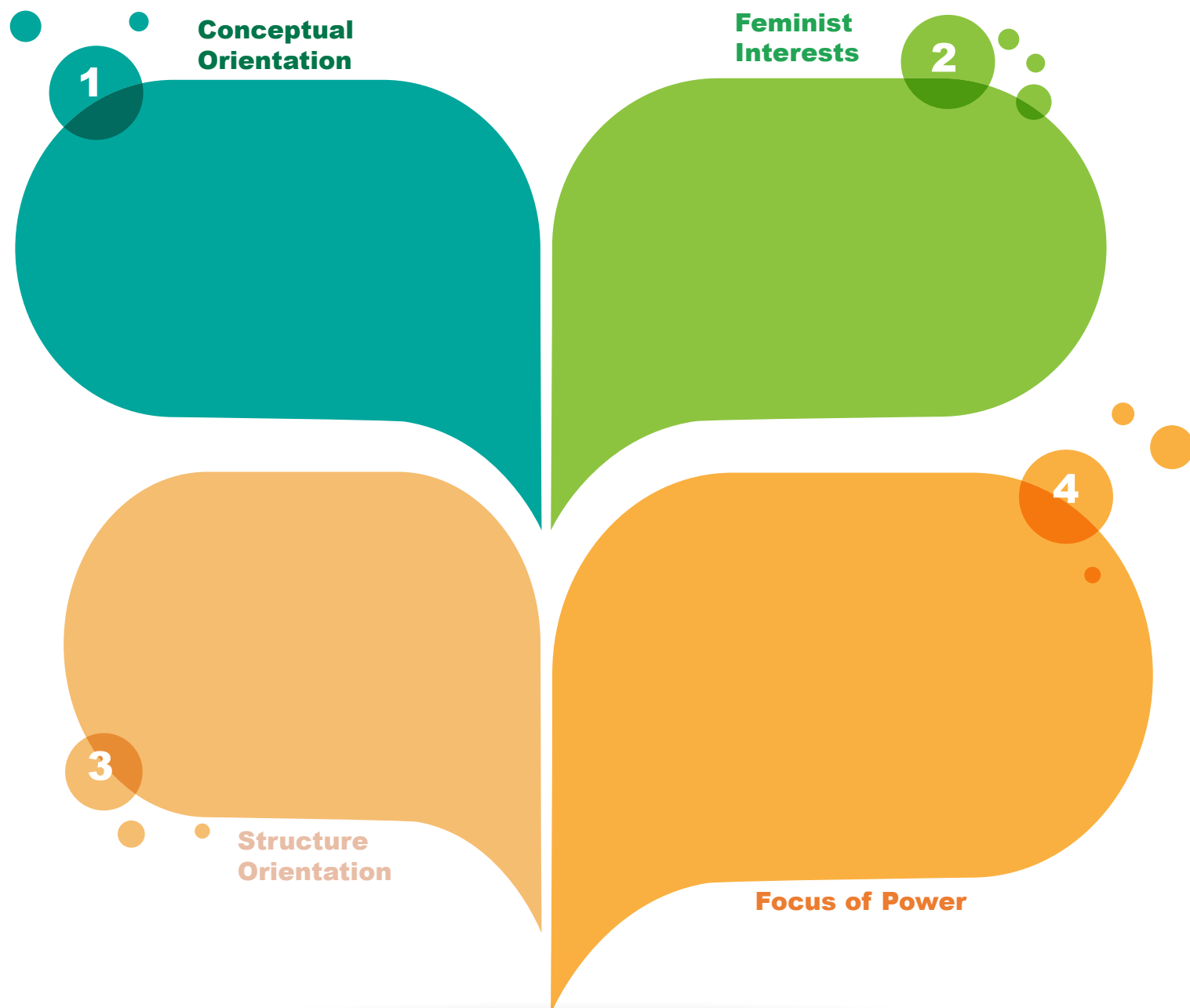
⁵ Ncube, W. and Stewart, J (Eds). 1995. *Widowhood, Inheritance Laws, Customs and Practices in Southern Africa*. Women and Law in Southern Africa Research Project.

the policy, planning and budgeting processes accordingly and evaluating the effectiveness of government intervention to achieve this transformation at each point of the process.

1.7 Key Assumptions

This Framework is informed and guided by four key assumptions, one conceptual orientation, feminist interests, structural orientation and focus of power.

Figure 1: Guiding Assumptions



1.8 Scope of Application

This Coordination Framework is vested in the Presidency, under the custodianship of the Minister responsible for Women, Youth, and Persons with Disabilities.

This Framework applies to:

- a) All members of Cabinet and Executive Councils;
- b) All Heads of National, Provincial and Local government departments and public institutions;
- c) All public officials;
- d) All members of the National Assembly and Provincial Legislatures;
- e) All institutions established in accordance with Chapter 9 of the Constitution of the Republic of South Africa;
- f) The Judiciary;
- g) Civil Society; and
- h) The Private Sector.

This Coordination Framework provides the overarching framework and principles which the various entities within the public and private sectors, as well as Civil Society Organisations (CSOs), can draw on to produce their own, more detailed policy documents, programmes and codes of practice in accordance with their respective areas of institutional focus and function.

This Framework is applicable and enforceable upon approval by Cabinet.

1.9 Specific Target Groups

Section 9(3) of the Constitution Act No.108 of 1996 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”.

Section 10 further states that “everyone has inherent dignity and the right to have their dignity respected and protected”. Section 12 states that everyone has the right to freedom and security. This includes the right to be free from all forms of violence from either public or private sources; and the right to bodily and psychological integrity, which includes the right.

The Coordination Framework attempts to ensure that the process of achieving gender equality is at the very centre of socio-economic transformation within all the structures, institutions, policies, procedures, practices and programmes of government, its agencies and parastatals, civil society and the private sector.

This Coordination Framework recognises differences and inequalities among women. Gender inequalities are further compounded by variables such as race, class, disability, sexual orientation, religion, geographic location and other socio-economic factors. Accordingly, the Coordination Framework is founded on increased representation of women in all spheres of life in terms of their race, disability, socio-economic class, culture, religion, sexual orientation, gender identity and geographic location.

The Coordination Framework is about providing an enabling environment to ensure that both men and women participate fully in society's development and benefit equally from society's resources. The Coordination Framework spans women across the life cycle: young women; older women; disabled women; lesbian women; transgender women; migrant women; rural women; urban women; and women across ages, nationalities, sexual orientation and gender identities;



CHAPTER 2: IMPROVEMENT PLAN

2 CHAPTER 2: CONTEXTUAL BACKGROUND

2.1 Foundations of the National Gender Machinery: The Women's Charter Campaign

The Women's Charter Campaign was the primary project of the WNC. The WNC, formed in April 1992, was a structural lobby of approximately 60 to 70 organisations representing women from across political party, race, class, and other divides. The primary aim of the Charter Campaign was to consult with women throughout South Africa about their problems, needs and hopes for the new democratic dispensation. Through the Charter Campaign, the WNC would draft and present the Women's Charter for Effective Equality to the Convention for a Democratic South Africa (CODESA) for inclusion in the draft Bill of Rights.⁶

The Charter Campaign followed a dual process of action research and campaigning. The research process was conducted using qualitative, mixed research methods such as focus groups, questionnaires, chain letters, community reports, tribunals and in-depth interviews. The campaigning process prioritised community engagements on five issues namely, women's legal status, women and land, women and violence, women and health, and women and work. The Campaign is estimated to have reached more than two million participants. The Women's Charter for Effective Equality (1994) identified two main conditions for the effective inclusion of women's equality concerns in the new state, namely: 1) the increased presence of women in decision-making bodies and positions; and 2) the establishment of state structures to monitor the gendered impact of public policies.

2.2 Conceptualising the National Gender Machinery

In conceptualising the NGM, South African gender experts embarked on intensive, multi-disciplinarian research and consultations, including drawing on the experiences of other UN member states who had established similar institutions. While initial debates about the form of structures that would advance the interests of women in democratic South Africa had focused on the feasibility of a women's Ministry, consensus was reached on the establishment of a package of structures at all levels of government and civil society. The decision to create a package of institutions as opposed to a single Ministry was discussed at two conferences in December 1992 initiated by the Institute for Democratic Alternatives in South Africa (IDASA), and the WNC respectively.

Concerns against a Ministry included "the ghettoizing effect of single structures such as women's ministries"; the "lack-lustre history of such ministries in other countries;" as well as the "costs associated with establishing separate infrastructures."⁷ It was agreed that a variety of structures situated at different levels of the bureaucracy were the most effective model for the articulation of women's interests in democratic states, as opposed to one Ministry.⁸ A central recommendation of the consultations supported the establishment of package of structures that were to include NGOs and Community-Based Organisations (CBOs) in the performance of their functions. These included: a coordinating structure located in the President's Office (Office on the Status of Women [OSW]); a Cabinet Committee on Gender; Gender desks/units in various government departments; an independent research and advisory council (Commission for Gender Equality); a multi-party Women's Parliamentary Caucus; and structures at provincial and local levels.

2.3 Establishment of the National Gender Machinery

In 1996 Cabinet approved the establishment of the OSW in the Presidency.⁹ Cabinet also approved the establishment of GFPs in all government departments at the national level; gender desks in some government departments at provincial levels; and provincial offices of the OSW in all Offices of the Premiers.¹⁰ In 1998 the OSW completed an audit of systems in place in national departments to facilitate effective gender mainstreaming.¹¹ This process produced South Africa's National Gender Policy framework

⁶ Hassim, S. & Gouws, A. (1998). Redefining the public space: women's organisations, gender consciousness and civil society in South Africa. *Politikon: South African Journal of Political Studies*, 25(2), 53-76.

⁷ Vetten, L. (2013). The Simulacrum of Equality? Engendering the Post-94 African State. In *Essays on the Evolution of the Post-Apartheid State: Legacies, Reforms, and Prospects*. Ndletyana M. & Maimela, D (Eds). Mapungubwe Institute for Strategic Reflection: Johannesburg.

⁸ Ibid.

⁹ Cabinet Minutes. (31 August 1996). Re: Cabinet Meeting of 3rd July 1996. Office on the Status of Women: Cabinet Memorandum 3 of 1996, dated 27 June 1996, file no 13/1/1/1, Office of the President.

¹⁰ Ibid.

¹¹ Meeting Report. (26 June 2001). Joint Monitoring Committee on the Improvement of the Quality of Life and Status of Women. National Policy Framework for Women's Empowerment and Gender Equality: Parliament's Gender Conference.

for Women's Empowerment and Gender Equality in 2000 (National Gender Policy Framework). The Policy provides a framework for the coordination of structures within and outside Government which aim to achieve equality for women in all spheres of life.

The National Gender Policy Framework outlines South Africa's vision for gender equality and sets out a plan for realising this ideal. It is not meant to be prescriptive for the various sectors of government. Instead, it details the overarching principles, which would be integrated by all sectors into their own sectoral policies, practices and programmes. The Framework establishes guidelines for South Africa as a nation to take action to remedy the historical legacy by defining new terms of reference for interacting with each other in both the private and public spheres, and by proposing and recommending an institutional framework that facilitates equal access to goods and services for both women and men.

According to the Framework, and until May 2009, the NGM consisted of the following institutions:

Table 1: Principal Structures of the NGM as per the National Gender Policy Framework (2000)

Government	Parliament
• The Presidency • Office on the Status of Women (OSW) • Provincial Offices of the Status of Women • Gender Units in Line Departments • Gender Units in Local Government Structures	• Portfolio Committees (Including the Parliamentary Joint Committee on the Improvement of the Quality of Life and Status of Women) • Parliamentary Women's Caucus • Steering Committee to Women's Caucus • Provincial Women's Caucus Group • Women's Empowerment Unit • Cabinet • Government Departments
Independent Bodies	Civil Society
• Constitutional Court and Other Courts • Commission on Gender Equality • Public Service Commission • Human Rights Commission • SA Law Commission • Public Protector • Land Commission, Truth Commission, Youth Commission, and Independent Electoral Commission	• Non-Governmental Organisations • Religious Bodies • Congress of Traditional Leaders of South Africa (Contralesa) • The South African Local Government Association (SALGA)

2.4 Previous Attempts at Strengthening the National Gender Machinery

Following the approval of the National Gender Policy framework, and in order to harmonise the networks of key institutions within the NGM, a coordinating mechanism was established in 2001, and met bi-monthly from 2002. The NGM meetings were jointly chaired by the OSW, the Joint Monitoring Committee (JMC) on the Improvement to the Quality of Life and Status of Women, and the Commission for Gender Equality (CGE). Civil society participation in the NGM coordinating structure fluctuated, with the busiest wave of participation occurring between 2003 and 2004. Participation over the years has been enjoyed by a few CSOs.

In 2007, the Public Service Commission Report on Gender Mainstreaming in the Public Service noted a general lack of compliance by the public service with the National Gender Policy Framework. On 20 December 2007, and in light of mounting challenges faced by the NGM, the 52nd National Conference of the ANC in Polokwane recommended that an assessment be undertaken in consideration of the establishment of a Women's Ministry.

Subsequently, the OSW conducted a preliminary assessment of the challenges facing the NGM in delivery on its core mandate. The assessment presented four critical options for the protection of institutional gains and the enhancement of the NGM. These include:

1. Elevating the status of the government arm of the gender machinery at the highest level of government by ensuring that the OSW is headed by a Director-General responsible for women's empowerment and gender equality in the Presidency;

2. Strengthening the management and accountability of the NGM by putting in place a comprehensive strategy for improving the effectiveness, efficacy, sustainability and impact of the NGM;
3. Promulgating legislation on the institutional arrangements for women's empowerment and gender equality; and
4. Exploring the viability of a Ministry for women's empowerment and gender equality.

In May 2009 the OSW was replaced by the National Department for Women, Children and People with Disabilities (Parliamentary Monitoring Group, 2013). The JMC was subsequently replaced by the Portfolio Committee on Women, Children and Persons with Disability in Parliament, and a Select Committee on Women, Children and Disability in the National Council of Provinces. As a result of these and other developments in politics, government, and in societal behaviour, there were calls for a re-look at the model proposed by the National Gender Policy Framework.

The Ministry for Women, Children and People with Disabilities initiated a review of the Policy Framework with the intention to develop a National Gender Policy and a binding legal framework to ensure compliance with legislation by all the entities to which gender transformation was vested. The Ministry gazetted (GG 35637) the Draft Women Empowerment and Gender Equality (WEGE) Bill (B50-2013) for public comment on 29 August 2012. The Bill purported to advance women's empowerment and gender quality; and eliminate Gender-Based Violence (GBV) in both public and private sectors. It also sought to align aspects and implementation of legislations relating to women's empowerment; and provide for the progressive realisation of a minimum of 50% representation and participation of women in decision-making structures. The Bill also included provision relating to education and training, reproductive health, and socio-economic empowerment of women. The Bill further sought to ensure the development and implementation of plans and measures to redress gender imbalances; and to submit those plans and measures to the Minister for consideration, evaluation and guidance.

While the Bill was perceived as a progressive legislation, some CSOs raised concerns that it duplicated already-existing legislation that the government has not successfully implemented, it lacked specific guidelines on the plans and measures for the advancement of gender equality, and did not effectively address issues of patriarchy, traditional and cultural practices that hinder women's empowerment. For example, the Community Law Centre submitted that the WEGE Bill over emphasised women's economic empowerment through the formal economy with inadequate focus on the informal sector, the unemployed, women as entrepreneurs and supporting women's roles within in their families.¹²

Amid the aforementioned criticisms, in March 2014, the Bill was passed by the National Assembly and the National Council of Provinces approved it with amendments. It was anticipated that the bill will be elevated into an Act that defines South Africa's institutional mechanism for gender transformation. However, given the rising of Parliament in that period for the upcoming elections of 2014 it did not materialise into an Act and the Bill lapsed in April 2014.

Following the National Elections in May 2014, the President announced that the functions relating to support for children and people with disabilities would be transferred to the Department of Social Development, and the department was re-established as the DOW located in the Presidency. Likewise, the Portfolio Committee on Women, Children and Persons with Disability in Parliament was renamed as the Portfolio Committee on Women in the Presidency.

After the DOW was established, the decision was taken to hold-off the pursuance of the WEGE Bill processes and to focus on monitoring and evaluating the full implementation of existing legislative frameworks for gender mainstreaming. On 26 June 2019, the department was re-established as the DWYPD.

2.5 International Practice

2.5.1 Introduction

The Beijing Declaration and Platform for Action instructs and binds signatory governments to establish institutional mechanisms for women's empowerment and gender equality. The South African government, as signatory to the BPfA, is constitutionally bound to establish the NGM in accordance with Section 231 of

¹² Community Law Centre. 16 January 2014. Submission to the Portfolio Committee on Women, Children and People with Disabilities on the Women's Empowerment and Gender Equality Bill (B50 – 2013).

the Constitution (Act 108, 1996), and to report periodically to the United Nations in line with CEDAW. When examining signatory government reports on the effective functioning of NGMs, the CEDAW Committee examines a number of factors, namely the status, structure and location, scope of mandate and functions, legal basis, financial and human resources, political legitimacy, power, visibility and authority of these mechanisms, both at central and decentralised level in executive and legislative branches of Government.

2.5.2 Institutional Trends

Although almost all UN member states have established NGMs, there is no uniform structure globally. In many countries, there is progress with regards to visibility, status, outreach and coordination of activities. The range of institutions that exist include women's ministries, women's departments within ministries or presidential offices; entities with the mandate to design specific programmes, monitor their implementation and evaluate their impact and outcomes; institutions within local, regional and federal governments for advising on matters of concern to women, or coordinating, supporting, monitoring and advocating for women's equality; equality ombudspersons, gender focal points, Women's Liaison Officers (especially within rural areas), and regional desk offices; amongst others.

2.5.3 Common Challenges

However, while much has been achieved at the policy and normative level, implementation continues to be a critical challenge. In many areas, the positive policy interventions have not translated into the necessary changes in practice. Reviews of implementation by various signatory governments under the CEDAW convention, the BPfA, and the commitments made at the level of regional intergovernmental organisations reveal a huge gap between global and regional policies and norms and actions at national level.

The CEDAW Committee has consistently identified inadequate financial and human resources and a lack of political will and commitment as being the most common obstacles to implementation. Similarly to the South African experience, NGMs internationally are often marginalized in national governments structures and are frequently hampered by unclear mandates; lack of adequate staff, training, and sufficient resources; and insufficient support from national political leadership.

Although location at the highest level of government and sufficient financial resources are necessary conditions for effective functioning of NGMs, professional capacity of staff is crucial as it is linked with the capacity and competence to influence development of all government policies. As such, where there is insufficient understanding of gender equality and gender mainstreaming among government structures and officials, NGMs tend to be less effective.

Prevailing gender stereotypes, discriminatory attitudes, competing government priorities, lack of data disaggregated by sex and age in many areas and insufficient applied methods for assessing progress, in addition to paucity of authority and insufficient links to civil society – together contribute to common challenges across international practice. The activities of the national machineries are often also hindered by structural and communication problems within and among government agencies. In many instances, there is also a lack of gender equality and/or anti-discrimination legislation.





CHAPTER 3: IMPROVEMENT PLAN

3 CHAPTER 3: IMPROVEMENT PLAN

3.1 Introduction

Processes of globalisation and liberalisation have, and continue to transform the way economic, social and cultural life is organised across the world and in South Africa. Policy and institutional reforms seek to alter the way government shapes and conducts its core missions and relates to other institutional actors such as the private sector and civil society. These reforms entail a shift towards programme-based budgeting and new performance management systems and human resource development strategies in the public sector. Such technical and operational changes require transformations in/of institutional culture and mind-sets towards evidence-based and performance-driven approaches.

An evidence-based and performance-driven budgeting system seeks to align state budgets and programmes more closely to policy priorities. Apart from this greater effectiveness, it also aims to achieve greater efficiency in public sector actions. Ministries and agencies have to be more transparent about and accountable for what they will spend on, for what purpose, and with what results. They need also to take steps to understand what factors lead to or inhibit performance, and to take appropriate corrective measures in the light of such knowledge and information.

However, and at the same time, the management of such transformations presents significant challenges, and can pose threats to the gender equality agenda, as the drive for efficiency in public financial management is not inherently egalitarian and thus not risk-free. As such, the basis for state or public action in conditions of liberalisation have to be carefully examined and asserted. In the absence of a widely-endorsed policy framework for guiding public interventions –for including gender analysis in the changing institutional and technical routines from the outset– gender equality can be ranked as a low priority. In mitigating against this risk, the GRPBMEA Framework ensures a sustainable, comprehensive and multi-sectoral approach to gender mainstreaming within the country's planning, monitoring and evaluation and importantly, public financing systems.

It recognises that individual stakeholders, champions and technical experts have a key role to play in kick-starting GRPBMEA interventions, but sustainability requires that the GRPBMEA 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. Such an integrated planning and budgeting system creates appropriate conditions for implementing evidence-based, results-oriented strategies for achieving gender equality, for learning from practice how to improve on these strategies and for reporting on progress achieved.

This NGM Framework complements the GRPBMEA Framework by emphasising the critical requirement of strong coordination by the NGM in ensuring the full integration of gender equality into sectoral plans and corresponding budgets. This highlights the importance of active participation of stakeholders inside and outside of government, specifically parliaments, academia and civil society. A strengthened NGM creates a platform for accountability which is centred on, and co-ordinated by institutions and organisations for gender equality. While NGOs can play a support and watchdog role, the initiative must be driven by the executive and the administration.

To achieve gender equality, government must embark on a rigorous gender mainstreaming strategy. Gender mainstreaming is globally acknowledged as a strategy to promote and enhance principles of gender equality into policy, legislation, programmes and projects. The key responsibility for mainstreaming gender for the promotion of gender equality is vested with key structures of the NGM, particularly individual government departments at the national, provincial and local levels.

3.2 Key Approach of National Gender Machinery Framework: Gender Mainstreaming

The Beijing Platform for Action clearly instructs that in addressing the function of NGMs, Governments and others should promote an active and visible policy on mainstreaming a gender perspective in all policies and programmes so that, before decisions are taken, an analysis is made of the effects on women and men, respectively. The “Strategic objectives” spelt out include the need to:

- Create or strengthen national machineries and other governmental bodies;

- Integrate gender perspectives in legislation, public policies, programmes and projects;
- Generate and disseminate gender-disaggregated data and information for planning and evaluation.

Two dominant positions prevail in theoretical analyses regarding the interpretation and implementation of gender mainstreaming. On the one hand, gender mainstreaming is viewed as successful in securing the visibility and legitimacy of women's concerns by inserting gender equality discourse into policy and legislation. On the other, and while acknowledging the legitimacy of this strategy, others argue that its demands are often not met beyond women's incorporation into policy prescripts and organisational positions previously reserved for men. This binary is also widely articulated as Women in Development (WID)/integrationist and the Gender and Development (GAD)/agenda-setting in feminist theoretical debates. While the integrationist WID approach incorporates women into institutions through improved "trickle down" technical processes without substantive change, the GAD approach focuses on broader social practices and gendered power relations, which is seen as potentially transformative.¹³

Although inserting gender equality discourse is important for women's socio-economic empowerment, alone this does not address gendered distributions of power and resources. This current Framework therefore posits that the "Gender and Development" (GAD) approach is useful for addressing women's 'strategic needs,' the goal of which is gender equality. Effective NGM and mainstreaming practice from the GAD perspective is enhanced by healthy, constructive and consultative relationships between women's movement and state feminists actors, as well as by strategic alliances between national and international policy actors.¹⁴ This perspective views the relationship between gendered constituencies (inside and outside the state), elected representatives, women's units, academic experts and CSOs at local levels as important factors in determining the impact of the mainstreaming approach. From this perspective, gender mainstreaming is most effective where there is a constant flow of information into the public domain, particularly to actors who are outside of the immediate processes of mainstreaming.

3.3 Integrated Coordinating Framework

Co-ordination and Gender Mainstreaming takes place within the Gender Management System (GMS). A key feature of a GMS is its ability to establish a comprehensive network of structures, mechanisms and processes for bringing a gender perspective to bear in all government policies, programmes and projects. That is, its ability to co-ordinate and mainstream gender equality. The goal of a GMS is to mainstream gender into all government policies, programmes and activities in keeping with the constitutional imperative of gender equality. The Gender Management System (GMS) is composed of four pillars. These are: (a) Enabling Environment; (b) GMS Structures; (c) GMS Mechanisms and (d) GMS Processes.

The co-ordinating framework and gender mainstreaming process that guides and mobilises ministries, provinces and local government towards integrated programme delivery does not describe a new structure but a network of existing structures, mechanisms and processes for effecting gender mainstreaming. The Integrated Co-ordination Framework is a communication, service delivery and accountability framework. More importantly, it is a tool for developing and maintaining a Management Information System (MIS) which should be the very engine of the National Gender Programme. The Co-ordination Framework assigns clear roles and responsibilities within a participatory framework that is built upon collaboration and requires synergy for effective delivery.

The co-ordination process is centred in The Presidency which is accountable for the delivery of the National Gender Programme. The Presidency, in consultation with key stakeholders, develops major frameworks for delivery, and facilitates the integration of information on best practices into the different frameworks to ensure that the Gender Programme addresses the unique gender needs of each sector.

3.4 Theory of Change

The overall approach and Theory of Change (ToC) presented by this NGM Framework is guided by the methods for Evidence-Based Policy Planning and Development outlined by the Department of Planning, Monitoring, and Evaluation (DPME). The ToC emphasises reliance and use of evidence at all stages of policy planning and development, i.e: diagnosis, planning, implementation and monitoring of outputs, and evaluation of outcomes and impacts. Key components of the ToC include:

- Clear diagnosis of the situation and understanding of where delivery must improve;

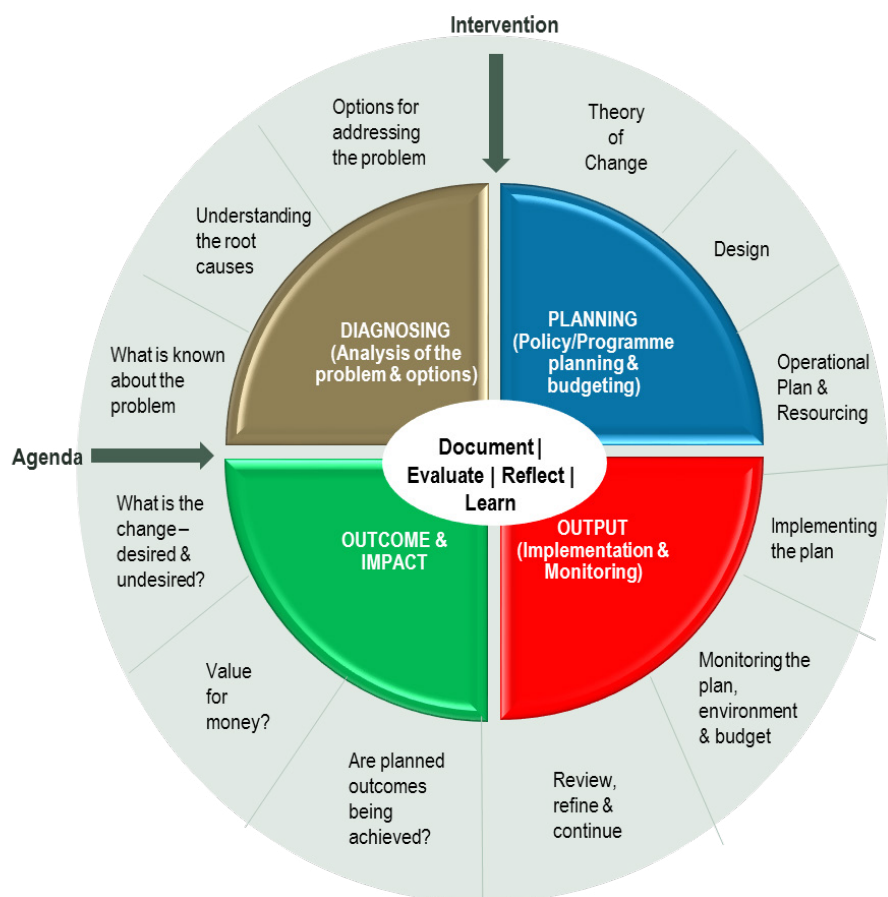
13 True, J. (2003). *Mainstreaming Gender in Global Public Policy*. *International Feminist Journal of Politics*, 5(3), 368–396

14 Ibid

- Dynamic performance management/M&E system design and implementation;
- Need for incentives including the ability to use hard and soft authority to enforce change;
- Establishing the culture and capacity to analyse, learn, and use evidence at all stages;
- Effective communication and structural arrangements to ensure reliable data; systems and objective M&E;
- Key role of a powerful, capable central 'champion' with political will for the long haul;
- Substantive government demand – utilisation of systems as the measure of 'success';
- Skills and staff capacity to drive the system, identify and solve problems timeously; and
- Experimentation, piloting and scaling up.

The key components are applied to each stage of the DPME Evidence-Based Policy Making and Management Cycle as follows:

Figure 2: Evidence based policy making and implementation



While the use of evidence-based methods for policy development have gained substantial momentum across policy environments in the public and private sectors, models for planning often differ. This Framework uses the following common architecture for national development planning:

- Participatory approach to NGM Diagnostic Review Report;
- Collaborative / inclusive planning;
- Strong, effective and integrated planning and implementation mechanisms;
- Reliable statistical data for analysis and projections; and

- Effective mobilisation of resources for plan implementation.

3.5 Prospects for Success

Primarily, the success of the NGM depends on sustainable relationships within the women's movement in various organisational and individual capacities. These include women politicians, particularly those in executive and other decision-making positions, women's organisations, NGOs, academics, community-based organisations, the media, and women professionals in all fields. As demonstrated by the history of women's rights activism, through ally-relations across sectors, women are able to articulate and demand for their interests to be placed on the agendas of national, international, and regional decision-making platforms.

The historical trajectory of the NGM shows that when the machinery fails, or is unable to sustain ongoing relations and dialogue across sectors, the purpose for which it is established becomes invalid. It is therefore of paramount importance that the primary focus of the NGM be on reviving, strengthening, and sustaining ally-relations between those inside state institutions, and those outside, in civil society, academia, and the media.

3.6 Oversight and Coordination of Gender Mainstreaming

The management of gender mainstreaming in public and private institutions is vested with the NGM Coordinating and Accountability Forum (NGM Forum). The primary purpose of the NGM Forum is to broaden sectoral participation in the National Gender Programme.

The efforts of the NGM Forum in mainstreaming gender equality will be supported by the management of all respective institutions. The overall responsibility for ensuring the implementation of the NGM Policy Framework lies with the NGM Forum. In particular, the NGM Forum will have a key role to play in actively supporting and valuing the policy and providing leadership for gender mainstreaming. Senior managers will lead the implementation of the policy within their divisions and institutions.

3.6.1 Key Objectives

The key objectives of the NGM Forum are as follows:

- i. To establish a consultative network amongst NGM practitioners and enhance collaboration and information-sharing;
- ii. To facilitate the effective resolution of challenges faced by NGM practitioners in ways that threaten gendered hierarchies;
- iii. To implement actions prescribed by the National Gender Policy Framework on Women's Empowerment and Gender Equality (2000);
- iv. To assess, redesign and align the operations of the NGM at governance and operational levels to make them more relevant and responsive to addressing the needs of women;
- v. To facilitate and provide for the formulation of gender-specific action priorities at national, provincial and local government levels;
- vi. To provide a platform for the participatory development of a revised and updated NGM Policy Framework;
- vii. To enable a process of institutional accountability for National Gender Policy Priorities; and
- viii. To report on progress to those responsible at the highest level i.e., Presidency and Executive (Cabinet) and address any issue/s that may have a bearing on the successful functioning of the NGM Forum.

3.6.2 Institutions of the National Gender Machinery Forum – Updated based on Macro-Organisation of the State

Table 2: Updated NGM Structures

Government	Parliament
- Department of Women, Youth and Persons with Disabilities (DWYPD) - Provincial Offices on the Status of Women - Gender Units in Line Departments - Gender Units in Local Government Structures - National School of Government (NSG) National GBVF Council (NCGBVF) - Various Mandatory Task Teams (TTs)	- Cabinet - Portfolio Committees - Multi-Party Women's Caucus - Provincial Women's Caucus Group
Independent Bodies	Civil Society
- Constitutional Court and Other Courts - Commission for Gender Equality (CGE) - All Chapter 9 Institutions - Health Ombudsman	- Non-Governmental Organisations (NGOs) - Religious Bodies - Congress of Traditional Leaders of South Africa (CONTRALESA) - House of Traditional Leaders - The South African Local Government Association (SALGA) - Men's Forums - Feminist Movements
Partners – Private Sector and Development Partners	

3.6.3 Key Structures of the National Gender Machinery Forum

DWYPD: The Minister in the Presidency Responsible for Women, Youth and Persons with Disabilities is the Executive Authority of the NGM. The DWYPD under the stewardship of the Minister, is the coordinating agent of the NGM. The mandate of the DWYPD is to champion the advancement of women's socio-economic empowerment and the promotion of gender equality. The Department's vision is 'a society that realises the socio-economic empowerment of women and the advancement of gender equality'.

Gender Focal Points: The National Gender Policy Framework (2000) makes provision for the establishment of gender units with GFPs in all government departments and local government. According to its integrated approach, each provincial and local GFP maintains the autonomy to determine its own programme towards gender equality, guided by the "generic" principles outlined in the Policy Framework, and informed by the specific needs of the local contexts where they are located.

National Gender Policy Framework guides that GFPs should be appointed at minimum Director level and located in the Offices of the Directors-General or the Head of Department to enable effective gender mainstreaming of the programmes. The National Gender Policy Framework determines the orientation of GFPs as such:

- The responsibility for gender in national departments rests with the Directors-General of departments.
- Provision for the placement of the GFPs in the Office of the Director-General to enable effective gender mainstreaming of the department's programmes
- GFPs should be appointed at Director level.

The National Gender Policy Framework further identifies the skills requirements consummate with the recommended level for the post of the GFP in national departments. The identified skills are related to the key programme areas of policy, gender mainstreaming, advocacy, co-ordination and planning, liaison networking and capacity building. MP

Programmes on gender mainstreaming would also imply that 'institutions of national governance have a duty at ensuring that they are accountable to women as citizens; changing rules, procedures, and priorities that exclude the participation of poor women and the incorporation of their interests in the development agenda; and mobilising and organising women is voices in civil society'.

Table 3: Programme areas, skills requirements and projected outputs of GFPs

PROGRAMME AREAS	SKILLS REQUIRED	OUTPUTS
Policy	- Gender based analysis; - Policy formulation; - Programme design; - Programme planning.	- Gender sensitive programme; - Clear sectoral policies; - Plans of action.
Gender Mainstreaming	- Statistical analysis; - Gender based analysis; - Training skills; - Research skills; - Planning.	- Disaggregated data; - Integration of gender into day to day activities of departments; - Clear gender planning programmes.
Co-ordination and Planning	- Strategic planning; - Communication skills; - Quantitative and qualitative evaluation skills; - Co-ordination.	- Management information system; - Consensus about the role of the gender programme.
Advocacy	- Social and Economic skills; - Research/analytical skills; - Planning; - Training; - Monitoring and evaluation.	Common understanding of gender and its role in transformation.
Liaison Networking	- Communication; - Grasp of stakeholders' interests; - Organisational skills; - Report writing.	Clear communication with NGOs and international agencies.
Capacity Building	- Management skills; - Training; - Facilitation skills; - Analytical skills; - Insight into social situation.	- Training modules; - Best practices; - Skilled cadre of gender people; - General awareness of all government officials about the goals, objectives and strategies of the gender programme.

The NGM Diagnostic Review Report, however, reveals that GFPs are neither positioned to serve as the strategic interface between women's empowerment and government planning and implementation, nor as an effective interface between government and communities.

The NGM Forum is tasked with ensuring all Directors-General account for the appointment of GFPs in their Offices, and at Director levels as determined by the National Gender Policy Framework. Departments whose organisational structures do not make provision for the appointment of GFPs are to follow the "Step by Step Guide to Assist Organisations Design practitioners on the Creation of Units and Posts" published by the Department of Public Service and Administration in 2016.

Parliamentary Portfolio Committees: Parliamentary Portfolio Committees are established in terms of Chapter 4 of the South African Constitution, which gives powers to the National Assembly to establish committees with assigned powers and functions. According to the National Assembly 'Guide to Procedure', Portfolio Committees are appointed to help Parliament perform its constitutional functions, and their composition reflects, "as far as is practicable", the numerical strengths of the parties represented in the Assembly.

The main functions of the Committees include the provision of oversight of the Executive, including monitoring of government departments and statutory bodies, considering and drafting legislation, and considering international treaties and agreements, amongst others (National Assembly, 2004, p. 249). Parliament views the Committees as one of the mechanisms required by the Constitution to ensure effect to the constitutional concept of participatory democracy by holding public hearings and affording the public the opportunity to contribute to their deliberations. The DWYPD reports to the Portfolio Committee on Women, Youth and Persons with Disabilities in line with Parliamentary regulations.

The Multi-Party Women's Committee (MPWC): The MPWC is comprised of all women Members of Parliament,

from all parties, in both Houses of Parliament. It has both a Chairperson and Deputy Chairperson, who are elected by the Caucus at the beginning of the Parliamentary term. The Caucus mandate is derived from Joint Rule 137 of Parliament, which states that the Multi Party Women's Caucus acts as an influencing advisory and consultative body.

The Commission for Gender Equality (CGE): The CGE is a state institution established by Chapter 9 of the Constitution to strengthen constitutional democracy. Similar to the Public Protector (PP), the South African Human Rights Commission (SAHRC), the Commission for the Promotion and Protection of the Rights of Cultural (CRL), Religious and Linguistic Communities, the CGE, the Auditor-General (AG), and the Independent Electoral Commission (IEC) the CGE is an independent and subject only to the Constitution and the law.

The obligation of the CGE to strengthen constitutional democracy is focussed on the attainment of gender equality. Section 187(2) of the Constitution grants the CGE “the power, as regulated by national legislation, necessary to perform its functions, including the power to monitor, investigate, research, educate, lobby, advise and report on issues concerning gender equality.” The CGE also has the power to institute proceedings in terms of the Promotion of Equality and Prevention of Unfair Discrimination Act No.4 of 2000 (PEPUDA).

Civil Society: In line with the principles of participatory democracy and governance by citizens, as enshrined in the South African Constitutional Framework, civil society has a central responsibility of supporting democracy and ensuring accountability of the State to national policies and laws. The National Gender Policy Framework (2000, p. 32) states that the NGM “alone cannot shift public policy agendas for women without the participation of organisations of civil society. Strong women's organisations are therefore an important part of effective national machinery. This implies that the institutions of the national machinery must have structures and mechanisms to facilitate close and effective relationships with organisations in civil society.” As such, participation of civil society is a key requirement for reviving and strengthening the NGM.

3.6.4 Gender Mainstreaming Process

The efforts of the NGM Forum in mainstreaming gender will be supported by the management of all respective institutions. The overall responsibility for ensuring the implementation of the NGM Policy Framework lies with the NGM Forum. In particular, the NGM Forum will have a key role to play in actively supporting and valuing the policy and providing leadership for gender mainstreaming. Senior managers will lead the implementation of the policy within their divisions and institutions. The process for gender mainstreaming, in line with the DPME Evidence-Based Policy Making and Management Cycle, is as follows:



DEFINE: This stage entails the definition of the precise policy needs to be addressed in a specific policy field. Individual institutions, with the assistance of the NGM, must assess and indicate in which way and to what extent the policy is gender relevant, and what specific interventions are needed to address gender gaps. This stage requires gathering of sex-disaggregated data and information that are useful to analyse the situation of women and men in the respective policy domain. Key questions include:

- ❖ In which ways does the policy affect the everyday lives of women and men in general or specific groups of women and men?
- ❖ Are there any gender differences and/or gaps in the policy (with regard to rights, participation/representation, access to and use of resources, values and norms that affect gender-specific behaviour)?

PLAN: This stage refers to the process of planning the implementation phase of policies or programmes from a gender perspective. It involves identifying gender policy objectives, appropriate approaches and interventions, and specific actions to be conducted in order to achieve the goals and measures established in the policy or programme.

At this stage, the GRBPMEA takes a central role. It is relevant to analyse budgets from a gender perspective and to identify how budget allocations contribute to the promotion of gender equality. Gender budgeting is a useful technique that can be used in the planning stage, but is equally important to monitor on-going programmes and to review past expenditures. Gender budgeting contributes to accountability and transparency about how public funds are being spent. At this stage, it is important to establish indicators that will allow for monitoring of equality objectives. It is also important to define the appropriate moments to monitor and evaluate the policy.

ACT: This stage requires that all who are involved in the policy or programme are sufficiently aware about the relevant gender objectives and plans. Gender equality training – as part of capacity building initiatives to raise capacity on how to integrate a gender equality dimension in the sector – may be needed for all actors who are expected to contribute. Where needed, support measures must be put in place so that during implementation, difficulties can be overcome and further guidance is available. Support measures can take various forms, including but not limited to coaching and training by a gender expert; setting up an informal working/support group on the issue of gender equality in the policy sector; consulting the Secretariat of the NGM Coordinating and Consultation Forum for advice.

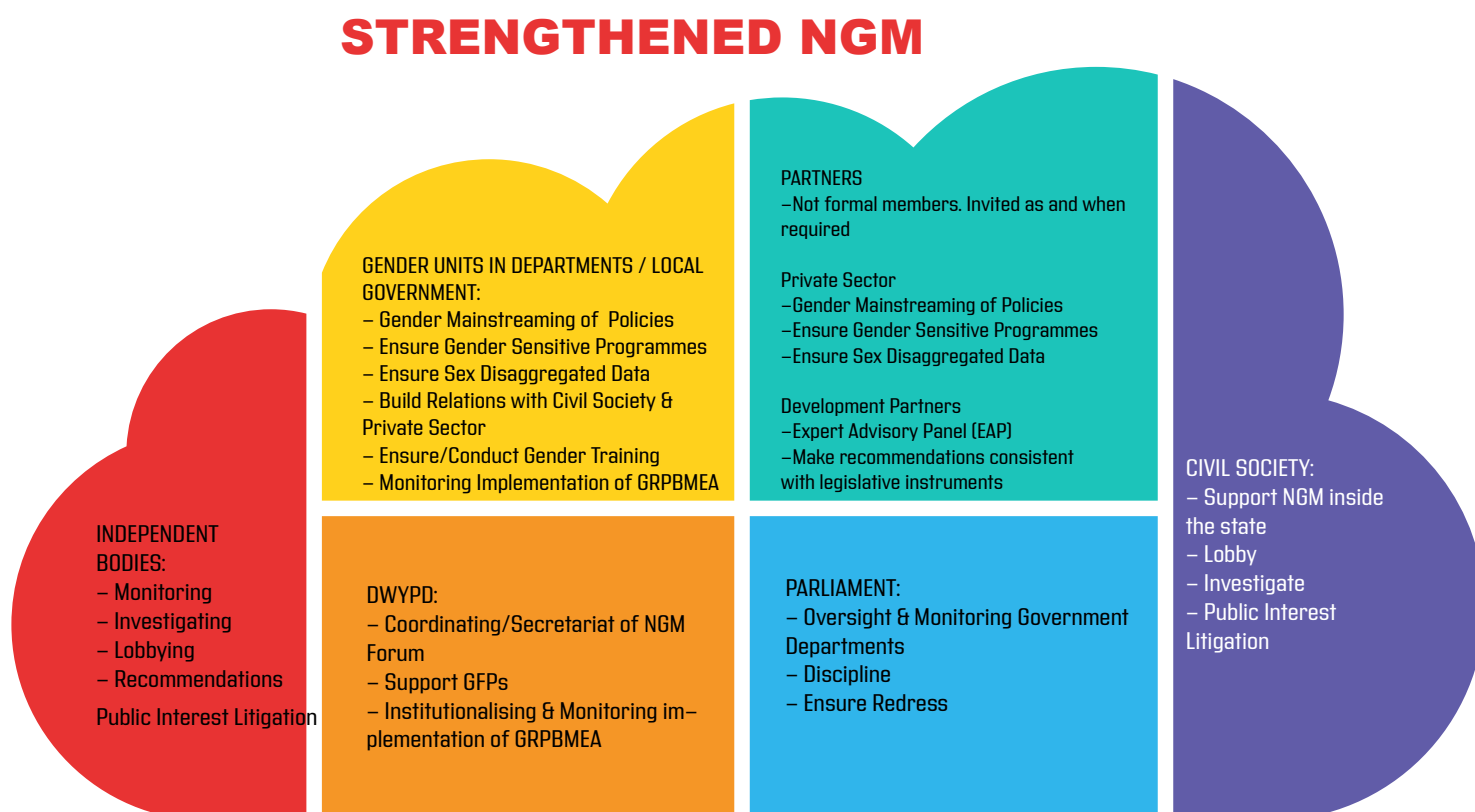
CHECK: This stage is reserved for monitoring and following-up on progress and remedying possible unforeseen difficulties in on-going work. The collection of data and information must be based on the indicators defined at the planning stage, in order to verify whether goals and measures are being achieved.

Changes that are necessary to accomplish what has been planned can be introduced at this stage. Corrective actions in case obstacles can be immediately identified at this stage. The implementation of targets must be reported upon in consultation with the NGM Forum. This monitoring and evaluation stage promotes accountability and allows for those responsible for the implementation of actions to be held accountable, and sanctions considered. This should take into account information and data collected and collated in the course of the policy or programme, as well as other knowledge and sources. Gender-sensitive evaluation should rely on evaluators with gender expertise, who are able to identify and apply evaluation questions and methods which integrate a gender equality perspective.

3.6.5 Implementation Model of the National Gender Machinery Forum

The diagram below illustrates the accountability model of the NGM Forum:

Figure 3: Implementation Model of NGM Forum



3.6.6 Meetings of National Gender Machinery Forum

All *NGM Forum* agenda items must be forwarded to the NGM Secretariat by 10 working days prior to the next scheduled meeting. The *NGM Forum* meeting agenda, full copies of the previous minutes, including meeting documentation will be distributed no later than five (5) working days prior to the next scheduled meeting. The NGM Secretariat with the Chair will finalise items on the formal agenda, but members may raise an item under “Other Business” if necessary and as time permits.

The minutes of each *NGM Forum* meeting will be prepared by the Secretariat. By agreement of the *NGM Forum*, out-of-session decisions will be deemed acceptable. Where agreed, all out-of-session decisions shall be recorded in the minutes of the next scheduled *NGM Forum* meeting. The Minutes of each *NGM Forum* meeting will be monitored and maintained by the Secretariat.

3.6.7 Coordinating and Accountability Model of the National Gender Machinery Forum

The diagram below illustrates the coordinating and accountability model of the NGM Forum:

Figure 4: Coordinating and Accountability Model of NGM Forum



3.6.8 Strengthening Gender Focal Points

3.6.8.1 Seven Phase Guide of the Organisational Design Process in the Public Service

- Phase 1: Diagnostic.
- Phase 2: Determine organisational requirements.
- Phase 3: Design a functional structure.

- Phase 4: Determine staff establishment requirements and the costing thereof.
- Phase 5: Completion of the full business case for consideration by the relevant Executive Authority (EA) and consultation with the Minister for Public Service and Administration (MPSA).
- Phase 6: Implementation phase.
- Phase 7: Monitoring and evaluating the success of the adjusted or new organisational structure.

3.6.8.2 Summary on Steps and Method/Techniques

STEPS	DESCRIPTION
OBTAINING AUTHORISATION TO CONDUCT ORGANISATIONAL REVIEW PROCESS	- Obtain formal approval to carry-out the investigation (it should be clear where the request emanate from and the approval should be in a written form e.g. management minutes). - Conduct diagnosis to confirm if the problem is structural or not. - If the problem is non-structural, the department should embark on other relevant and appropriate processes to address the identified challenges/issues. - If the problem is structural then engage on the review or/and redesign process in line with the Guide and Toolkit on Organisational Design. - Consider the triggers of organisational change. - Consider the design process and approach. - Develop the project plan. - Consider all consultation requirements. - Consider change management activities.
MANDATE ANALYSIS	- Identify where the function derives the mandate from, as well as the limits and boundaries. The analysis will focus on i.e. Constitution; National legislative; Provincial legislative; Policy statements. This will assist in understanding the roles and responsibilities of the department in relation to the implementation of the function under investigation.
STRATEGY ANALYSIS	- Conduct broader analysis of the current strategy of the Department, to identify where the function under investigation fits within the overall strategy, mission and vision of the department. - This process will unpack and describe the “what” of the function under investigation i.e. what need to be achieved by implementing the function. This will in turn guide the formulation of the strategic objectives linked to the function.
FUNCTIONAL AREA ANALYSIS	- List and elaborate on all the functional areas in the organisation to identify and assess duplications, overlaps, dependencies and linkages and its relevance to the strategy. - Assess if the function under investigation cannot be incorporated within the existing function (stop/go decision making).
SERVICE DELIVERY MODEL AND PROCESS ANALYSIS	- Brainstorm, List and Elaborate on all the services to be provided. - Brainstorm, List and Elaborate on all the critical stakeholders and beneficiaries. - Brainstorm, List and Elaborate on all the duties/activities to be performed. - Select critical activities that lead to value, delivery effectiveness, quality and cost efficiency. - Mapping of business processes. This is a step-by-step breakdown of the phases of a process, used to convey the inputs, outputs, and operations that take place during each phase. A process analysis can be used to improve understanding of how the process operates, and to determine potential targets for process improvement through removing waste and increasing efficiency. - Consider value analysis. - Confirm the delivery mode and requirements to inform the configuration. - Consider the context, environment and technological requirements.

STEPS	DESCRIPTION
ORGANISATIONAL DESIGN: FUNCTIONAL STRUCTURE	- Confirm functional grouping. - Consider the differences between core and support/Programme 1: Administration functions - Confirm key functional areas/units. - Confirm purposes of functional areas. - Confirm key functions within functional areas. - In formulating functions consider the key legislative mandate, business processes and delivery model. - Consider the level of implementation (i.e. VIRACE- verify, informed, responsible, and accountable, consult, and execute). - Consider management proficiency levels (operational, tactical and strategic). - Clarify the functional location. - Clarify reporting lines.
DETERMINE STAFF ESTABLISHMENT REQUIREMENTS	- Conduct job analysis to determine roles and proficiency. - Assess work volume/workload (workload table) - Determine the number of resources required and consider Span of Control. - Develop job descriptions - Conduct job evaluation - Confirm the level of the post - Assess the costs implications - Engage the Chief Financial Officer and Treasury Budget Analyst responsible for the department. - Engage the relevant structures and authority in the department.
DEVELOP BUSINESS CASE WITH RECOMENDATION AND IMPLEMENTATION PLAN	- Finalise the proposal that adheres to the requirements of the 2015 Organisational Design Directive. - Prepare a management service report, presenting the areas to be addressed, investigation conducted, findings, optional analysis and recommendations. - Develop an implementation plan.
SUBMIT TO MPSA FOR CONSULTATION	- Prepare a consultation request, letter signed by the Executive Authority to the MPSA. - Attach all the necessary documents stipulated on the 2015 Organisational Design Directive.
APPROVAL OF THE ORGANISATIONAL STRUCTURE AND IMPLEMENTATION	- Executive Authority receipt of a signed letter from the MPSA containing recommendations, comments or advice on the organisational structure for approval. - Executive Authority to consider the content of the MPSA letter and approved the organisational structure for implementation in good faith by signing all the pages (including the date) to avoid unauthorized changes. - The department to submit an approved and signed organisational structure to the DPSA to update the database.

4 Conclusion

This Framework has sought to update the National Gender Policy Framework, as well as to strengthen and revive the structural mechanisms of the NGM. Cumulative restructuring of structures of the NGM have rendered the National Gender Policy Framework historically out-dated. Furthermore, and In light of the manner in which processes of globalisation and liberalisation have, and continue to transform the way economic, social and cultural life is organised across the world and in South Africa – this Framework sets out what is expected of state and non-state agencies in the development of and shift to evidence-based and performance orientated systems, including how to make them gender-responsive in the process.

The primary focus of the NGM must be on patriarchal power in all its manifestations. The focus of patriarchy is what distinguishes women's organisations from feminist organisations. A feminist orientation lends itself to a gendered power analysis of women's subordination. It contests and seeks to disrupt gendered political, social, and other power arrangements of domination and subordination. This cannot be achieved

without strategic alliances between key structures and components of the NGM.

Primarily, the success of the NGM depends on sustainable relationships within the women's movement in various organisational and individual capacities. These include women politicians, particularly those in executive and other decision-making positions, women's organisations, NGOs, academics, CBOs, private sector, the media, and women professionals in all fields. As demonstrated by the history of women's rights activism, through ally-relations across sectors, women are able to articulate and demand for their interests to be placed on the agendas of national, international, and regional decision-making platforms. When the machinery fails, or is unable to sustain ongoing relations and dialogue across sectors, the purpose for which it is established becomes invalid.



