Doing More with Less:
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Executive Summary

While significant progress on women empowerment has been achieved since 1994, many women continue to experience discrimination, poverty, domestic violence, rape and abuse. According to the National Planning Commission diagnostic report, there are still more women affected by poverty than men, poverty among women-headed households is higher than the average, and women continue to earn less than men, even though differences in years of education have largely been narrowed. About 61% of women live in poverty, and 31% are destitute, compared with 39% and 18% of men respectively. Their decline in poverty since 1995 has been relatively small given rising per capita income, a growing economy and significant social policy interventions (Bhorat & Van der Westhuizen 2011).

The unemployment rate for women also continues to be higher than for women by 3 to 4 percentage points, with gender discrepancies in employment reflected at the highest as well as the lowest levels of the employment ladder. In the formal sector, men number 4 465 000, with women at 3 944 000. The number of women in senior management positions totals 357 000 while men total 745 000. In the informal sector, employed men total 1 249 000, while women total only 877 000. The only sector where the majority of women outnumber men is in the lowest paid, most unskilled jobs (such as work in private households, or as domestic workers), and in work that is traditionally considered ‘women’s work’ (such as community, domestic work, and social services).

Women and girls in rural areas are still burdened with the responsibility of attending to practical household needs such as walking long distances to fetch water and wood, looking after babies and taking care of the sick. Added to this burden is the devastating impact of HIV/AIDS which affects more women than men.

This report by the Motsepe Foundation represents an effort to reinvigorate multi-stakeholder Gender-Responsive Budget Analysis in the South African context by assessing, from a gender perspective, the budgets and policy frameworks of four departments Health, Trade and Industry, Agriculture, Forestry and Fisheries, and Energy. Central to the approach employed is the assumption that budgets can and should be a central tool of development, poverty alleviation and redistribution, and that the developmental impact of budgets is significantly enhanced if it includes mechanisms to ensure allocated funds benefit women. In other words, we assume, as most gender budget approaches do, that a ‘gender neutral’ budget is not enough, and that gender equity requires specific measures addressed at women. For example, a gendered agriculture budget would, amongst other things, need allocations which attempt to address the actual circumstances of women in the sector.

To be effective, such an approach also requires that departmental budgets be conceptualized in a manner which allows assessment for their gendered dimensions. In the absence of such efforts by departments it is hard, if not impossible, to come to a final conclusion about their differential impact on men and women.

The report provides a snapshot of how far government has progressed in gender responsive budgeting since it implemented the Women’s Budget Initiative (WBI) in the early 1990s. It specifically focuses on the progress made by various government departments in addressing gender issues in their policies, programmes and budgets. Finally, it examines the current status quo with regard to the number and quality of human resources available for gender responsive budgeting and provides an overview of South Africa’s institutional framework in this respect. It is hoped that the report will help generate awareness of GRB and encourage
stakeholders to meet to discuss the future direction of this vital process. It is also intended to stimulate further discussion about the increasing role that GRB can play in advancing government transparency, and increasing development effectiveness and accountability. The report is intended to establish a baseline for subsequent annual gender budget audits, and will gather relevant data for subsequent national development planning and resource allocation processes.

Most of the findings and recommendations in this report are not new. What the findings hope to reinforce is:

- the need to build institutions and human development that foster the implementation of GRB;
- the development of sex disaggregated data, a major barrier to carrying out effective gender responsive work;
- fully funded gender units with adequate human resources, technical skills and knowledge for those providing technical support in translating the conceptual understandings of gender responsive work into practice;
- economists with an understanding of gender mainstreaming;
- improved monitoring mechanisms for tracking budget outcomes as they relate to gender.

The report notes that government has one of the most progressive policies in the region for empowering women economically and reducing inequality. It has furthermore made significant strides in improving women’s welfare by means of a number of programme interventions. However, there are insufficient monitoring mechanisms to track progress in advancing gender equality within the four above sectors. The report tracks where progress has been made, as well as the areas that need to be addressed or improved. All four departments seem to have, to differing degrees, established gender units, focal points, and programmes which could benefit women. However, it is not clear to what extent the gender units have been effective or what kind of systems, plans, budgets and human resources are in place to effectively coordinate, implement and monitor gender mainstreaming or budget work in sector policies and programmes.

Health

The context of health policy and budgeting in South Africa is the so-called quadruple disease burden consisting of unacceptably high levels of HIV/AIDS and TB, maternal and child mortality, non-communicable diseases, and violence and injuries.

Within this framework of health challenges the main health issues for women in South Africa are currently those of high HIV prevalence and incidence, poor pregnancy related outcomes (postpartum hemorrhage, pregnancy related sepsis) and hypertension.

In the case of the National Health Department, our analysis finds a clear policy statement for achieving gender equality goals and that the policy has been adequately translated into ensuing programmes.
The budgetary allocations to HIV and AIDS, TB, Maternal and Child Health allocation, Hospitals, Tertiary Health Services and Human Resource Development and to Transfers and Subsidies are a significant portion of the 2012/2013 health sector budget.

However, while the budgetary allocation towards priority areas of need for women is positive, it should be noted that, in real terms, the allocation to Maternal and Child Health at a national health level for 2012/13 is only R 51 million, and in fact declines quite significantly over the MTEF period from R 51 to R 32 million in 2012/13 and then R 34.6 million in 2013/14.

Importantly, maternal mortality rates take a long period of time to show improvement. Since the majority of women live in rural areas where access to health services is still not optimal, there should be no complacency in tackling maternal mortality.

The analysis of the DoH 2010/11 budget versus expenditure indicates that the department underspent its budget by R 1.4 billion. This is a sizeable discrepancy. A large portion of this under-spending occurred in the category of capital spending. Underspending in this regard is likely to have serious consequences for hospital revitalisation and service delivery.

Given the above analysis, we identify two main recommendations which would enhance the gendered impact of the national health budget.

Firstly, care needs to be that health programme allocations which are clearly linked to the wellbeing of women, such as those to maternal health, remain constant in real terms, at the very least, and that they are adequate for addressing need. It is generally recognised that the fiscal period ahead for South Africa will be characterised by a degree of ‘plateauing’ if not actual decrease of budgetary allocations. However, although we recognise the necessity for such adjustments, these adjustments should not be borne by programmes targeted at women, and poor women in particular, since such allocations yield a large positive contribution to the social and developmental return of the budget.

Secondly, underspending in the health budget generally, and on the capital budget in particular, needs to be addressed urgently and decisively. Inadequate infrastructure for health services remains a key negative factor in poor public health care and in the ability of health staff to do their work well. The consequences are poor morale within public health institutions, poor health outcomes and negative perceptions amongst beneficiaries of the ‘public health experience’. It hardly needs to be added that the burden of infrastructural underspend falls disproportionately on poor women.

Agriculture

Agricultural exports remain a predictable source of export earnings for South Africa, and downstream linkages of primary agriculture to sectors such as agro-processing make the more broadly understood contribution of agriculture to GDP substantially larger than 2.4%. Subsistence farming, particularly in rural areas, remains a key means of ensuring food security for many South Africans.
Because women play a significant role in all aspects of agriculture and rural development as food producers, carriers of water, collectors of firewood, processors of food, caretakers of children and the elderly in many communities, adopting a gender approach in the agricultural sector is essential to achieving better developmental results. Unfortunately, women’s contributions towards food security, their needs and constraints are yet to be fully acknowledged and incorporated into agricultural policy formulation processes.

The two areas of agricultural production most pertinent from a gendered perspective are those of subsistence and smallholder farming and of wage employment in the commercial agricultural sector. In both of these areas, women outnumber men and such production is used, by the entire household, as an income diversification measure - a ‘safety net’ practice. Subsistence farming also provides women with income and / or greater food security than would be the case if they were reliant solely on the monetary income of a male household head or, indeed, if they were reliant on the manner in which their own earned monetary income was divided to meet household needs and wants.

Unfortunately, attempts to conduct a thorough gender budgeting of DAFF are constrained by the fact that the Department does not keep gender-specific figures. It is difficult, if not impossible, to track how much of the budget has been spent on women, or gender sensitive programmes, and how much on men. The best that can be done is to try and lift out programmes which may have an impact on women given certain behavioural and policy impact assumptions.

DAFF does not appear to have a well-developed gender policy nor does gender seem to be adequately prioritised at the moment. The Minister’s budget speech made no references to women or gender, and did not clarify when such a policy would be finalized or what its contents would be. The thrust of the Department for the coming budget year appears to be on food security. In the light of the gendered dimensions of food production and food security outlined above, it is unclear how an effective policy can be constructed without it.

Within the Department, the Gender and Transformation directorate, reviewed by the Commission for Gender Equality (CGE) in 2009, has now become Sector Transformation and Gender Mainstreaming, falling under the Food Security and Agrarian Reform Branch. This suggests that, though at the level of policy the links between gender and food security have not been recognized, at the level of organizational infrastructure there may perhaps be a functional connection.

In its report, the CGE concluded that employment equity still had some way to go in the department. At the time, some 34 males were employed in the senior management, as opposed to 25 females. The following year, 56 males were employed in the two top management grades, as opposed to 33 females. In the next two grades, 1335 males were employed and the number of females amounted to 180.

A not insignificant gender inequality in overall employment persists, with men accounting for about 56% of employees. These overall trends however, mask large disparities in specific grades, with women accounting for the majority of unskilled and clerical staff, while technical and professional levels remain male-dominated. DAFF does not reveal overall pay differentials by gender. Were this to be done, however, the preceding analysis would indicate a finding that the largest proportion of the DAFF salary budget is spent on men.
DAFF did not publish its Employment Equity Plan as part of its Strategic Plan, so we are unable to analyse trends for the current year. While in 2009 DAFF provided the CGE with statistics on its developmental programme for women employees, such details have not been provided in its Strategic Plan for 2012/2013.

In its 2012/13 to 2016/17 Strategic Plan, the department, in commenting on its strategic priorities, highlights the following key initiatives over the MTEF:

- The Zero Hunger Programme
- The Strategic Plan for Smallholder Producers
- The Aquaculture Programme
- The Agro-Processing Strategic Framework
- Spatial Analysis of Agriculture, Forestry and Fisheries

The Zero Hunger Programme would have been useful for women in that it sought to link subsistence producers and smallholder producers to government institutions such as schools (i.e. to supply the School Nutrition Programme), public hospitals and prisons, and in the medium term to be a conduit through which food produced by smallholders can be used to meet the nutritional needs of low-income individuals and households in communities at large. However, recent reports state that the budget allocated to the Zero Hunger Programme has been reallocated, and that there is therefore no programme in place. It will therefore be necessary to wait for the Departmental Annual Report before any firm conclusions can be drawn.

Given these considerations, we make the following recommendations:

Firstly, DAFF should strive to keep gender specific figures, that is to conceptualise its planning, its programming and its budget allocations in a way which allows at least some quantitative assessment of the Department’s impact on women in the agriculture sector.

Secondly, the Department should place more emphasis on women and gender issues in its policy pronouncements and policy documents, for example in the budget vote speech of the Minister.

Thirdly, DAFF should develop and publicise a clear and comprehensive gender policy which takes into consideration both the significance of women in the agriculture sector and the particular and serious challenges they face.

Fourthly, DAFF should strive for greater departmental employment equity and adequate women representation in senior management positions.

Fifthly, the Department should ensure that the zero hunger programme is prioritised and thoroughly implemented, and receives adequate budgetary resources to do this.

Energy
Access to appropriate energy sources for lighting, heating and cooking remains an issue that impacts disproportionately on women, both because more female- than male-headed households tend to be poor and because of the cultural norms in many contexts which views women as responsible for energy-related household tasks.

The Department of Energy’s Mission is to regulate and transform the sector for the provision of secure, sustainable and affordable energy. The departmental goal which is perhaps most relevant to considering the gender-equity dimension of the Department’s work is articulated as the goal of Universal Access and Transformation; more specifically to ensure an “Efficient and diverse energy mix for universal access within a transformed energy sector”.

However, the Department of Energy’s Minister’s budget speech delivered in parliament on 17 May 2012 made no mention of women and gender. Scrutinising the budget itself as laid out in the Annual Performance Plan 2012/13 similarly suggests gender budgeting is not a priority.

Given this analysis, we make the following recommendations:

Firstly, the Department should broaden its gender policies in line with the requirements of the National Gender Policy Framework so that they cover the full spectrum of work and mainstream gender in all the work being budgeted for. The policies should include a cross reference to Presidential Outcomes specific to Department and ensure that these are engendered. Further, the gender policies should cease to remain in draft form; they should be finalized in consultation with relevant stakeholders and formally adopted. It is particularly disappointing to observe that out of the political heads, two Ministers and one Deputy Minister are women.

Secondly, the Department should ensure that key policy articulations are internally coherent and consistent with each other, to enable external users to get a clear and accurate sense of the Department’s plans and the resources it has available for implementing them.

Thirdly, the Department should complete, as quickly as possible, the various strategies for ‘disadvantaged groups’, so that they can form the rigorous basis of policy and action.

Fourthly, the Department should place more emphasis on women and gender issues in its policy pronouncements and policy documents, for example in the budget vote speech of the Minister.

Fifthly, it is recommended that the Department’s Employment Equity statistics also include aggregate information on salaries and benefits by gender, so that it is possible to understand more about gender equality in employment.

Finally, it is recommended that Gender Units (as defined in the National Gender Policy Framework) be fully instituted and receive adequate budgets to do the work mandated in the NGPF.
Trade and Industry

Trade and industrial support and development policies need to be inclusive, pro-poor, aligned to national priorities and informed by gender realities and relationships. According to SEDA (2006), the share of females in small-business ownership is approximately 40 per cent. Underlying this, however, are important differential trends. A far higher percentage of women entrepreneurs are involved in the informal sector. Some estimates indicate that as many as 80 per cent of female-headed businesses are informal, compared to 65 per cent of male-owned businesses. The most important policy articulation of the Department is the Industrial Policy Action Plan (2012/13 – 2014/2015) and the National Industrial Policy (NIPF) Framework underpinning it. The NIPF objective most pertinent from a gendered perspective is to promote industrialization characterised by the increased participation of historically disadvantaged people and marginalised regions in the industrial economy. However, we could find no articulation of a gendered aspect of the Department’s work in the Industrial Policy Action Plan (IPAP) itself, which suggests that the task of ‘mainstreaming’ gender issues in economic policy has made less progress, and is perhaps conceptually more complex, than mainstreaming in social policy.

Fortunately, this ‘gender blindness’ in broad policy articulation does not extend to the department itself, which has various policies, programmes and institutions aimed at facilitating women’s economic empowerment and inclusion. Women’s economic empowerment strategies include, but are not limited to, strategies with the following aims:

- increasing the number of women who manage, own and control enterprises and productive assets;
- developing human resources and skills;
- achieving equitable representation in all occupational categories and levels in the workforce;
- referential procurement; and
- investment in enterprises that are owned or managed by women.

Given the above analysis, we make the following recommendations:

Firstly, the Department should try to include gender dimensions in the next iteration of its Industrial Policy and Action Plan.

Secondly, in the case of the ‘Broadening Participation’ programme, information should be conceptualised and presented in a manner which enables external users to determine precise allocations intended for the benefit of women.

Thirdly, in the case of transfers to Women’s Funds and Women’s business networks, which are welcomed, it would be useful to more detail on the use of such funds as well as some performance targets associated with them. In the absence of such targets there is a risk that these funds will not translate into long-term structural changes in business ownership and structure to the benefit of women.
Part I: Contextualising the Gender Responsive Budgeting Initiative

1. Global Experiences in Gender Budgeting

National budgets are planning and prioritization tools of government that link policy intentions to resource allocations for a given period in order to achieve a set of goals. Budgets can play a vital developmental and redistributionary role, both directly through who and what they support and indirectly through changes in opportunities and incentives. At the core of gender budgeting is the proposition that budgets need to take into account, and allow for, the different circumstances and needs of women, and that gendered budgeting enhances social and economic development. A basic set of criteria for evaluating budgets from a gender perspective would seek to assess for the following:

Criteria: 1: Gender-active policy items which seek specifically to improve the circumstances of women in the sector

Criteria 2: No gender regressive elements; gender-neutral elements should not be gender blind

Criteria 3: Allocations to gender-active policy should be adequate to implement them

Criteria 4: Gender-active allocations should have an appropriate priority in the budget and should show progress in real terms over time

Criteria 5: Expenditure on gender-active policies should not diverge more than the vote average from allocations, and in particular not diverge towards under-spending

For too long it was assumed that national development planning and budgeting processes belonged only to a few technocrats with financial and economic training and was thus out of bounds to ordinary citizens. It was also assumed that national development plans and budgets were automatically gender neutral. These assumptions were found to be at the core of national government underperformance in relation to achieving positive Human Development Indices in many countries globally.

Since the World Conference on Women in Beijing in 1995, civil society organisations have continued to engage with governments to ensure they are delivering on their commitments on gender equality and the empowerment of women. Gender Responsive Budgeting (GRB) has been a pillar of this engagement. As a tool and methodology, GRB was developed following the Beijing Conference and has been applied especially in the developed countries including Canada, Australia, the Netherlands, Belgium, Austria, Germany, Sweden and other Nordic countries. South Africa is one of the first African countries to adopt GRB.

GRB is hinged on four pillars: Transparency, Accountability, Efficiency, and Equality. The pioneering work on GRB by developed countries was based on vigorous and systematic piloting of the GRB tools and methodology by the United Nations (then Development Fund for Women UNIFEM).

Gender analysis has demonstrated that in whichever sector of analysis, the experiences of women and men, boys and girls are not the same. Data disaggregation by gender, age, and other demographics has made it possible for governments to not only align their national
development plans with the priority needs of citizens—men, women and children, but also to align the priority needs with budgetary allocations thereof.

Not only do GRB methodologies and tools give effect to national development priorities, it enhances citizen participation in the planning and budgeting processes. By opening the budgetary process to include ordinary citizens, government is better able to know the needs and concerns of its citizens and citizens are also able to understand their governments’ resource/capacity constraints better and thus negotiate annually on realistic development goals that are aligned with available national resources.

GRB is also proven to enhance accountability in relation to tracking budget performance to show results/impact. When citizens are able to be part of the entire national development planning and budget allocation processes, they are better to understand how their governments deliver on the commitments they have made in relation to reducing poverty and hunger, reducing deaths through health services, improving infrastructure, ensuring access to education and social and opportunities to their citizens.

Thus, GRB enhances government accountability to its citizens; enhances transparency and closer community participation and empowerment in the affairs of their governments. GRB has become an important tool of economic and public financial management which is at the heart of equality, fairness, efficiency and a good governance agenda.

In many countries, before GRB programmes were undertaken, it was established that more often than not, national provincial/district budgetary allocations bore little resemblance to actual expenditures. And while expenditures most of the time exceeded budgetary allocations, more often, and in particular relation to gender issues, there was always under expenditure.

2. Key elements of a Gender Responsive Budget

A good gender responsive budget should have the following key elements:

- Based on the national policies and sector policies derived from the national policies
- Based on specific sector policies and plans
- Based on up-to-date gender disaggregated data
- Gender inclusive and participatory. Budget drafting should emanate from priority needs determined by the intended users’ of the planned services. Therefore, budget drafting should be based plans derived from popular consultations between government and the citizens --women, men and all categories of women and men (.e.g. youth on people living with HIV, disability, rural urban, formally and non-formally educated, children etc).
- Budgetary allocations should be adequate to implement the priority needs identified through the consultative process Should align/match input in relation to expected outputs and outcomes (Budget performance)
- Ensure that service provision and recurrent budget expenditure are matched so that service provision are allocated specific votes in the budgetary allocations
- Should have in place expenditure tracking mechanisms from a gender perspective to assess whether or not the budgetary allocations were spent according to the sector plans
In addition to assessing the actual expenditures against the national budget allocations (expenditure versus budget); GRB tools also enable the implementers of the sector plans to undertake the following core aspects in GRB analysis:

- Assess the overall situation of women and men in the country as well as the situation of women and men within the sector based on reliable data which is disaggregated by gender
- Assess the extent to which the specific sector policy/policies are gender responsive and have been implemented within the national development planning cycle
- Track and assess who actually benefited from the services provided by the sector and the extent of the benefit by the targeted beneficiaries in the sector
- Establish whether or not the budgetary allocations have generated any positive or negative impact on women and men within the implementation cycle of the development plan (Budget performance)

3. Gender Responsive Budgeting in South Africa

South Africa was one of the first 60 countries in the world to champion Gender Responsive Budgeting (GRB) when it launched the Women’s Budget initiative (1996-1999). South Africa had two separate GRB initiatives – one involving civil society organizations and parliamentarians and the second led and undertaken by government through the Ministry of Finance. The civil society GRB initiative involved an NGO alliance which analysed 26 national budget votes. Through the systematic gender analyses of the 26 budgets the alliance successfully demonstrated that GRB was an important tool for pursuing and furthering gender equality goals for South Africa. The WBI’s analyses revealed specific expenditures based on policies that subvert gender equity and inhibit the attainment of gender equity. (Budlender, 1996; 1997; 1998; 1999).

These analyses also generated the development of a gender disaggregated statistical base, target indicators and gender sensitive programme review mechanisms (United Nations, 1998) and encouraged policy makers to be more gender-sensitive. As a result, government expenditure programmes, particularly the Expanded Public Works Programme (EPWP) reflect the gender impact of work opportunities created across the environmental, social and infrastructure sectors of government (DPW, 2009). However, the initiative stalled and eventually stopped because the period between 1996 and 1999 was generally regarded as a transition period for government and as a result, most of its gender legislation was not well operationalised. The sectors necessary to implement the WBI had also not yet been established at sectoral or local levels and the GRB/WBI was therefore not institutionalised. The alliance lobbied Parliament’s Joint Standing Committee on Finance to do so but this did not materialise as different departments and sectors did not have the technical capacity to do so. The WBI was thus restricted to being a research and advocacy base which focused on national and sub-national budgets, with civil society doing the research and parliamentarians engaging in advocacy. During the first five years, the initiative only focused on analyzing the gender impact of expenditures. Analyses of the revenue side of the budget began later with research on direct and indirect taxation, donor funds, and excise and customs (Sharp 2003; Budlender et al, 2002; Budlender et al., 2002).
A key feature and strength of the project was the multi-disciplinary background of the participants. Individual researchers and members of the reference group were sourced from various disciplines, ranging from economics to sociology. Moreover, new members were elected to the reference groups each year. The involvement of a wide range of people created an opportunity for a number of diverse ideas to be put forward, and helped to identify the implications of particular expenditures for different groups of women.

Many of the participants, who now hold important positions as cabinet ministers in South Africa, were also active opposition leaders in the Apartheid era. This was also to the WBI’s benefit, as it enabled them to form a strong political culture in support of continuing gender budget analyses into the future.

The WBI strengthened government’s gender mainstreaming capacity. For example, gender issues were integrated into some departments such Trade and Industry, and the National Statistical Office began collecting sex-disaggregated data. Although government officials are required to disaggregate outputs indicators when drafting their submissions for the budget, this is seldom done. The WBI impacted positively in a number of ways in respect of government policy and budgets.

However, the project received diminished consideration due to the departure of key people such as the Deputy Minister of Finance, a British consultant in the budget office, and one of the key players who took temporary leave in 2000. This expose a key weakness of many GRB initiatives: they are often linked to few motivated persons and if these leave the initiative comes to a halt.

4. Lessons Learned from Previous Gender Responsive Budgeting Initiatives

Any government intending to replicate the WBI should bear in mind that support from within is a prerequisite for its success, given the fact that outside bodies have less influence over government policy.

The project would also need a broader participatory base to reduce the level of dependency on a few political leaders or motivated individuals.

Evidence shows that the impact of initiatives such as the WBI is felt only in the medium to long term. Policy changes and implementation on a national level is tedious and gradual process. Concrete differences in terms of greater gender equity and empowerment of women require time before visible changes can be detected.

In a bid to institutionalise the GRBI in national, provincial and local government, The Motsepe Foundation has reactivated it as an initial three-year project and is championing it in collaboration with the Ministry of Women, Children and People with Disabilities (MWCPD). Born out of the screening of a video narrated by former finance minister Trevor Manual, in which the viewer learns about the cyclical nature of poverty via the true life story of a South African rural woman named Thandi, this collaborative initiative will include national and provincial governments, development partners, policy-makers, parliamentarians, gender focal groups, women and non-governmental organisations as well as other key stakeholders. Together, these parties will systematically review, analyse and input into national and provincial budgets from a gender perspective as a measure towards establishing gender responsive national budgets capable of promoting gender equality and the empowerment of women. These goals are implicit in the Millennium Development Goals (MDGs), particularly MDG3 and are supported by the Convention on the Elimination of all Forms of Discrimination
against Women (CEDAW), the African Protocol on Women’s Human Rights and the Beijing Platform of Action (which also specifically calls for the integration of a gender perspective into the budgetary decision making process).

Part II: Gender Responsive Budget Analyses of Four Departments

1. The National Department of Health

A. Health Challenges and Health Policy

South Africa’s population (2011) was estimated at 50.3 million, and the annual population growth rate between 2010 and 2011 was about 1.9%. Just over 60% of the population is under thirty years of age, and the split between male and female in different age bands is equal, until the 80+ age band, where women outnumber men by 62% to 38%

South Africa is often described as suffering from a ‘quadruple disease burden’. This burden is both exacerbated by and contributes to income poverty and broader ‘capabilities deprivation’. The quadruple disease burden consists of high levels of the following:

- HIV and AIDS and TB
- Maternal and Child Mortality
- Non-Communicable Diseases
- Violence and Injuries

The MMR is a key indicator of women’s wellbeing or none wellbeing. MMR remains high and is of serious concern considering that South Africa is a middle-income country. Although South Africa’s MMR MDG target is 38 per 100 000 live births, the current ratio of between 310 and 410 100 000 live births (DoH, 2011) is worrisome. The MMR statistics for South Africa varies from one source of literature to another. Some give the MMR of 410 while others give it as 310 for the same period. The World Health Organisation MMR rate for S.A. is 410 (2011).

WHO 2012 life expectancy data for South Africa reflect a decline for both men and women over the last two decades, particularly precipitously for women from 68 in 1990 to 55 in 2009. In other words, the health status of women has declined during these two decades. HIV has seriously contributed to the poor health status of women, since the HIV and AIDS prevalence rate is higher for women than for men.

South Africa has been particularly hard hit by the HIV/AIDS epidemic. The total HIV positive population is currently estimated at 5.575 million, with an adult (15 to 49) prevalence rate of 17.9%. 58% of HIV positive adults are women, or some 2.945 million women, reflecting both biological transmission factors and the lack of power women and girls often have to negotiate safe sex practices. New infections amongst adults are estimated at some 332 000

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2 The divergence in the 2009 female life expectancy rate with that cited previously should not detract from the general, alarming trend.
per year, and the number of adult AIDS deaths per year is estimated at 252,000. Finally, the number of infected mothers requiring ARVs for PMTCT is estimated at 260,000.³

High prevalence and incidence rates for HIV/AIDS are also closely linked to high TB rates in South Africa. South Africa is one of 12 countries classified as having a high TB burden, and 73% of TB patients are HIV positive. The WHO estimates the prevalence of TB at 0.8%, compared to a global average of 0.2%. TB prevalence, furthermore, reflects a similar sex-bias as HIV/AIDS.

Non-communicable diseases (NCD’s) include chronic conditions such as hypertension, diabetes and obesity. Around 35% of all deaths in South Africa result from non-communicable conditions. Over the next 10 years, deaths due to NCDs, notably cardiovascular diseases, cancer, diabetes and respiratory diseases are projected to increase by 24%. Globally and in South Africa, it has been identified that the lack of focused disease prevention programmes and interventions, poor health-seeking behaviour and late detection of diseases are some of the factors contributing to the high burden of non-communicable diseases. Consequently, healthcare costs, morbidity and mortality associated with the management and treatment of NCDs will increase.⁴

This quadruple disease burden should be viewed against the backdrop of a highly unequal health system: the private health system in South Africa spends about the same amount of money in absolute terms as the public health system though it serves a very small proportion of the population. The private system, furthermore, seems to have become unaffordable for a growing number of South Africans, even those who have medical insurance, a result of factors such as the oligopolistic nature of private health service provision, the over-prescription of costly medical services and the under-utilisation of private hospitals.

The public health system, on the other hand, has been expected to transform itself into a truly democratic, effective system offering decent care to all South Africans at the very same time as a sharp escalation of HIV/AIDS prevalence and incidence rates and HIV-related TB rates has made this more difficult to achieve. However, notwithstanding these exogenous challenges, the public health system has also failed in ways which could have been avoided. It remains beset by a failure of basic service delivery in many instances, often a result of poor leadership and management, a shortage of key personnel, a deterioration of infrastructure and an inability to spend efficiently and effectively on health infrastructure revitalisation.⁵

The main health issues for women in South Africa are currently then as follows:

- HIV
- Pregnancy related causes; (postpartum haemorrhage, pregnancy related sepsis)
- Hypertension

³ The 2010 National Antenatal Sentinel HIV& Syphilis Prevalence Survey in South Africa
⁴ APP report.
⁵ Ref to health system’s trust evaluation, as well as NHI green paper summary of public health system challenges
Non-pregnancy related deaths in women including HIV and AIDS and T.B. contribute 43.7% of all deaths in women. Pregnancy related causes (postpartum haemorrhage 12.4%, pregnancy related sepsis 9.0%) contribute to 21.9% of all deaths in women while hypertension contributes to 15.7% of all deaths in women.

Unsurprisingly, there are strong correlates between poor socio-economic status and the health status of women. Many women suffer postpartum depression and postpartum psychopathology is high in South Africa. For women, low socio-economic status and experience of gender based violence can lead to low social esteem and depression.

The combination of pregnancy and HIV/AIDS can give rise to HIV related complications in pregnancy. On the other hand, the interactions of poverty, pregnancy, HIV, GBV and women’s disproportionate share in the child care burden, are a recipe for disaster for women. This may also explain why, in South Africa, neuropsychiatric conditions are higher for women than men and years lost to disability (YLD) are also higher.

Against this backdrop, the South African government’s Vision for health is: ‘A Long and Healthy Life for All South Africans’. The DoH’s Mission Statement is: ‘To improve health status through the prevention of illnesses and the promotion of healthy lifestyle and to consistently improve the health care delivery system by focusing on access, equity, efficiency, quality and sustainability’.

The national health policy aims at achieving the following objectives:

1. Improved access to quality health care
2. Increased patient’s participation and dignity
3. Reduced underlying causes of illness, injury and disability
4. Expanded research on treatment specific to South African needs and on evidence of effectiveness and to ensure appropriate use of health services

The South African public health care system comprises three tiers; National, Provincial and District. The public health sector is by far the largest health care provider, providing health care services to approximately 80% of the population. Much of health ‘service delivery’ occurs at sub-national levels of government. This study, however, as an initial evaluation, is concerned only with the role of the national department.

Over the years, the DoH has exerted considerable effort to reduce inequalities in resource availability and quality of care between the public and private sector health care services. These health sector reform efforts culminated in the establishment of the Health Charter by the S.A. Department of Health. The 10 point plan for health reform and the medium- and longer term plan for a National Health Insurance-based health system for South Africa is one of the key results of the health sector reform initiative.

The 10 Point Plan for Health Sector reform aims at achieving the following:

1. Provision of Strategic leadership and creation of a social compact for better health outcomes
2. Implementation of National Health Insurance (NHI)
3. Improving the Quality of Health Services
4. Overhauling the health care system by
a. Refocusing on primary health care (PHC)
b. Improving the functionality and management of the health system
5. Improving human resources, planning, development and management
6. Revitalisation of infrastructure, with a focus on:
   a. accelerating the delivery of health infrastructure through public-private partnerships (PPPs)
   b. Revitalising primary level facilities
   c. Accelerating the delivery of health technology and information communication technology (ICT) infrastructure
7. Accelerated implementation of HIV and AIDS and sexually transmitted infections national strategic plan, 2007-2011 and reduction of mortality due to TB and associated diseases
8. Mass mobilisation for better health for the population
9. Review of drug policy
10. Strengthening of research and development

Following from these priorities, the DoH, through its Annual Heath Sector Performance Plan (2011/12 – 2013/14), articulates the following four outcomes:

- Increasing Life Expectancy
- Reducing Maternal and Child Mortality Rates
- Combating HIV and AIDS and decreasing the burden of diseases from Tuberculosis
- Strengthening Health System Effectiveness

Associated with these outcomes are the following targets:

- Life expectancy must increase from 54 years for males and 59 years for females in 2009 to 56 years for males and 61 years for females by 2014/15
- South Africa’s Maternal Mortality Ratio (MMR) must decrease from 310 per 100 000 to 270 per 100 000 live births by 2014/15
- The child mortality rate must decrease from 56 per 1000 live births to 50 deaths per 1 000 live births by 2014/15
- The TB success rate among all TB patients must improve from 73.9% in 2009 to 85% by 2014/15
- The total number of patients on ART must increase from 1.1 million in 2009 to 2.5 million in 2014/15

B. The Health Department Budget

The gender analysis of the Health Department Budget (2012/13) is undertaken within the overall framework of the Health Sector Policy and the Health Sector Plan for the same year. The focus in this report is on budget allocations and budget expenditure and not on the health sector policy per se. That is, we have not engaged with the context or process of the health sector policy formulation, the extent to which policy drafting, for example, was participatory or gender responsive.

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APP page 37.
The health sector policy contains a clear policy statement for achieving gender equality goals. The policy has also been adequately translated into ensuing programmes addressing the health sector policy as reflected in the programmes targeting decreasing maternal mortality through, amongst others, the Save Mothers Initiative. There are also clear targeting for combating HIV/AIDS and TB in women.

The consolidated health function was allocated R 121.9 billion (which is equivalent 12.7% of consolidated government allocated expenditure) for the 2012/2013 fiscal year. Table 1 compares real (inflation-adjusted) trends in the health function allocation to trends in overall non-debt allocations as well as to trends in the cost of debt servicing. Aggregate resources going to public health show a slight decline compared to total non-debt allocations for 2011/12 to 2012/12 and for 2012/13 to 2013/14, and are identical to aggregate trends for 2013/14 to 2014/15. A slight deprioritisation can be said to occur, though real resources going to health do increase over this time. The impact on social spending of an increased debt servicing burden can be seen in the far larger increase of debt servicing costs over the same period. For example, from 2012/13 to 2013/14 debt service costs increase at a real rate of 6.5%, whilst health increase at 1.1%.

Table 1: Consolidated Health Function MTEF Allocations

<table>
<thead>
<tr>
<th>R million</th>
<th>2011/12</th>
<th>2012/13</th>
<th>2013/14</th>
<th>2014/15</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nominal Health Function Allocation</td>
<td>R 113 796</td>
<td>R 121 906</td>
<td>R 130 536</td>
<td>R 139 352</td>
</tr>
<tr>
<td>Real Health Function Allocation (2011/12 base year)</td>
<td>R 113 796</td>
<td>R 114 897</td>
<td>R 116 135</td>
<td>R 118 195</td>
</tr>
<tr>
<td>Inflation Rate (Actual or Forecast for MTEF period)</td>
<td>6.1%</td>
<td>5.9%</td>
<td>5.3%</td>
<td>4.9%</td>
</tr>
<tr>
<td>Real Annual % Change Health Function</td>
<td>/</td>
<td>1.0%</td>
<td>1.1%</td>
<td>1.8%</td>
</tr>
<tr>
<td>Real Annual % Change Allocated Expenditure (debt servicing and contingency reserve excluded)</td>
<td>1.3%</td>
<td>1.6%</td>
<td>1.8%</td>
<td></td>
</tr>
<tr>
<td>Real Annual % Change Debt Servicing</td>
<td>9.9%</td>
<td>6.5%</td>
<td>3.1%</td>
<td></td>
</tr>
</tbody>
</table>

The national health department budget is organised into six programmes:

- Administration
- National Health Insurance, Health Planning and Systems Enablement
- HIV and AIDS, TB, Maternal and Child Health
- Primary Health Care Services
- Hospitals, Tertiary Health Services and Human Resource Development
- Health Regulation and Compliance Management

Table 2 and 3 provide absolute amounts and percentage of total trends for allocations going to these programmes.
Table 2: National Health Department MTEF Allocations

<table>
<thead>
<tr>
<th>Programme (R '000)</th>
<th>2012/13</th>
<th>2013/14</th>
<th>2014/15</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration</td>
<td>R 357 852</td>
<td>R 382 143</td>
<td>R 397 623</td>
</tr>
<tr>
<td>National Health Insurance, Health Planning and Systems Enablement</td>
<td>R 315 521</td>
<td>R 526 332</td>
<td>R 670 166</td>
</tr>
<tr>
<td>HIV and AIDS, TB, Maternal and Child Health</td>
<td>R 9 292 548</td>
<td>R 11 081 238</td>
<td>R 12 816 303</td>
</tr>
<tr>
<td>Primary Health Care Services</td>
<td>R 87 420</td>
<td>R 92 925</td>
<td>R 97 093</td>
</tr>
<tr>
<td>Hospitals, Tertiary Health Services and Human Resource Development</td>
<td>R 16 927 870</td>
<td>R 18 016 512</td>
<td>R 19 232 174</td>
</tr>
<tr>
<td>Health Regulation and Compliance Management</td>
<td>R 575 807</td>
<td>R614 449</td>
<td>R 645 223</td>
</tr>
<tr>
<td>TOTAL</td>
<td>R 27 557 018</td>
<td>R 30 713 599</td>
<td>R 33 858 582</td>
</tr>
</tbody>
</table>

Table 3: Changes in Share of Total for National Health Department Budget

<table>
<thead>
<tr>
<th>Programme (R '000)</th>
<th>2012/13</th>
<th>2013/14</th>
<th>2014/15</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration</td>
<td>1.3%</td>
<td>1.2%</td>
<td>1.2%</td>
</tr>
<tr>
<td>National Health Insurance, Health Planning and Systems Enablement</td>
<td>1.1%</td>
<td>1.7%</td>
<td>2.0%</td>
</tr>
<tr>
<td>HIV and AIDS, TB, Maternal and Child Health</td>
<td>33.7%</td>
<td>36.1%</td>
<td>37.9%</td>
</tr>
<tr>
<td>Primary Health Care Services</td>
<td>0.3%</td>
<td>0.3%</td>
<td>0.3%</td>
</tr>
<tr>
<td>Hospitals, Tertiary Health Services and Human Resource Development</td>
<td>R 61.4%</td>
<td>58.7%</td>
<td>56.8%</td>
</tr>
<tr>
<td>Health Regulation and Compliance Management</td>
<td>2.1%</td>
<td>2.0%</td>
<td>1.9%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>R 27 557 018</td>
<td>R 30 713 599</td>
<td>R 33 858 582</td>
</tr>
</tbody>
</table>

The budgetary allocations to HIV and AIDS, TB, Maternal and Child Health allocation, Hospitals, Tertiary Health Services and Human Resource Development form the lion's share of the 2012/2013 national health budget. Prioritising allocations to HIV and AIDS, TB, Maternal and Child Health is to be commended since it is aligned with the DoH's 2012/2013 health sector priorities.  

Combating HIV/AIDS is the largest programme area in improving maternal health in the health sector plan (2012/2013). Table 4 shows the sub-programme breakdown as a share of the programme total for recent years and also in relation to the MTEF.

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7 Estimates of National Expenditure (ENE): Health Vote
### Table 4: Sub-Programme Allocations and Shares of Total in the HIV and AIDS, TB, Maternal and Child Health Programme

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>HIV/ AIDS</td>
<td>3 359 780</td>
<td>4 851 645</td>
<td>6 415 939</td>
<td>7 960 151</td>
<td>9 233 905</td>
<td>11 020</td>
<td>12 752</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>123</td>
<td>864</td>
</tr>
<tr>
<td>TB</td>
<td>11 113</td>
<td>16 378</td>
<td>15 822</td>
<td>17 954</td>
<td>25 710</td>
<td>26 495</td>
<td>27 257</td>
</tr>
<tr>
<td>Maternal and</td>
<td>23 549</td>
<td>55 248</td>
<td>51 236</td>
<td>51 737</td>
<td>32 933</td>
<td>34 620</td>
<td>36 182</td>
</tr>
<tr>
<td>Child Health</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>3 394 442</td>
<td>4 923 271</td>
<td>6 482 997</td>
<td>8 029 842</td>
<td>9 292 548</td>
<td>11 081</td>
<td>12 816</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>238</td>
<td>303</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>HIV/ AIDS</td>
<td>98.98</td>
<td>98.55</td>
<td>98.97</td>
<td>99.13</td>
<td>99.37</td>
<td>99.45</td>
<td>99.51</td>
</tr>
<tr>
<td>TB</td>
<td>0.33</td>
<td>0.33</td>
<td>0.24</td>
<td>0.22</td>
<td>0.28</td>
<td>0.24</td>
<td>0.21</td>
</tr>
<tr>
<td>Maternal and</td>
<td>0.69</td>
<td>1.12</td>
<td>0.79</td>
<td>0.64</td>
<td>0.35</td>
<td>0.31</td>
<td>0.28</td>
</tr>
<tr>
<td>Child Health</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The bulk of this HIV and AIDS sub-programme allocation, in turn, is in the form of transfers and subsidies for the HIV and AIDS conditional grant in order to achieve the CD 4 count threshold. While the budgetary allocation towards priority areas of need for women is positive, it should be noted that in real terms, the allocation to Maternal and Child Health at a national health level for 2012/13 is only R 51 million, and in fact, as the table shows, declines quite significantly over the MTEF period from R51 to R 32 million in 2012/13 and then R 34.6 million in 2013/14. There is no rationale for the budgetary reduction. Even if the 2012/2013 targets/outcomes were to be achieved, there are no projections and or adjustments to cater for new infections.

Four performance indicators are provided for the objective of reducing maternal mortality, namely the Antenatal care coverage rate, Antenatal coverage before 20 weeks, Proportion of deliveries taking place in health facilities under the supervision of trained personnel, and the Percentage of Mothers and Babies that received post natal care within 6 days after delivery. The performance plan provides for increased values in the targets of the latter three, for example antenatal coverage before twenty weeks is aimed to increase from 37.5% in 2010/11 to 65% in 2014/15, deliveries in health facilities from 86.5% to 96% in 2014/15, and post natal care within 6 days from 30% in 2009/10 to 82% in 2014/15. It is not clear whether these targets are in fact achievable given the de facto cut in resources going to the national department’s role in ensuring improved maternal mortality.

In addition, maternal mortality ratio takes a longer period of time to show improvement. Since the majority of women live in the rural areas where access to health services is still not optimal, there should be no complacency in tackling maternal mortality.
The analysis of the DoH 2010/11 budget versus expenditures indicates that the department underspent its budget by R1.4 billion. This is sizeable discrepancy.\textsuperscript{8} A large portion of this under-spending occurred in the category of capital spending. This resulted in serious consequences for hospital revitalisation and service delivery. In the case of the provinces, the 2011 MTBPS reports similarly reflect significant under-spending of their budgets, as Table 5 shows.

Table 5: Provincial Health Department Expenditure versus budgetary allocations for 2010/11.\textsuperscript{9}

<table>
<thead>
<tr>
<th>Province</th>
<th>Underspend</th>
<th>Overspend</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Cape</td>
<td>R 570 million</td>
<td></td>
</tr>
<tr>
<td>Free State</td>
<td>R 288 million</td>
<td></td>
</tr>
<tr>
<td>Gauteng</td>
<td></td>
<td>R 80 million</td>
</tr>
<tr>
<td>KZN</td>
<td>R 1 441 million</td>
<td></td>
</tr>
<tr>
<td>Limpopo</td>
<td>R 138 million</td>
<td></td>
</tr>
<tr>
<td>Mpumalanga</td>
<td>R 63 million</td>
<td></td>
</tr>
<tr>
<td>Northern Cape</td>
<td>R 114 million</td>
<td></td>
</tr>
<tr>
<td>North West</td>
<td></td>
<td>R 12 million</td>
</tr>
<tr>
<td>Western Cape</td>
<td>R 64 million</td>
<td></td>
</tr>
</tbody>
</table>

As a result of these combined provincial budget under-spending, the total under spending on provincial health budgets for 2010/11 was more than R2.5 billion.

Given the high maternal mortality rate in South Africa and given the fact that South Africa is a middle income country with adequate budgetary allocations for the DoH to meet it planes health service delivery, it is not understandable why the sector underspent its budget.

C. Recommendations

Given the above analysis, we identify two main recommendations which would enhance the gendered impact of the national health budget.

Firstly, care needs to be that health programme allocations which are clearly linked to the wellbeing of women, such as those to maternal health, remain constant in real terms, at the very least, and that they are adequate for addressing need. It is generally recognised that the fiscal period ahead for South Africa will be characterised by a degree of ‘plateauing’ if not actual decrease of budgetary allocations. However, although we recognise the necessity for such adjustments, these adjustments should not be borne by programmes targeted at women, and poor women in particular, since such allocations yield a large positive contribution to the social and developmental return of the budget.

Secondly, underspending in the health budget generally, and on the capital budget in particular, needs to be addressed urgently and decisively. Inadequate infrastructure for

\textsuperscript{8} 2011 Medium-Term Budget Policy Statement, Appendix A

\textsuperscript{9} ibid
health services remains a key negative factor in poor public health care and in the ability of health staff to do their work well. The consequences are poor morale within public health institutions, poor health outcomes and negative perceptions amongst beneficiaries of the ‘public health experience’. It hardly needs to be added that the burden of infrastructural underspend falls disproportionately on poor women.

2. The Department of Agriculture, Forestry and Fisheries

“... Attention to rural women came at a moment of renewed interest in agriculture as a key driver of development and poverty eradication. Economic empowerment should go hand in hand with enabling women and men to have equal voices and influence institutions and organisations, reducing women’s workloads and achieving an equal sharing of economic and social benefits between women and men... ”

A. Agriculture Challenges and Agriculture Policy

South Africa’s agricultural sector contributed 2.4% to GDP in 2010 and employed about 625,000 workers. However, the true contribution of the sector is larger than these numbers suggest, for a number of reasons:

- Agricultural exports remain an important, predictable source of export income/earnings.
- ‘downstream linkages’ such as agro-processing make the more broadly understood contribution of agriculture to GDP substantially larger than 2.4%.
- subsistence farming, particularly in rural areas, remains a key means of ensuring food security for many South Africans.

The importance of subsistence-style food production in South Africa should not be underestimated, in particular if one considers the high levels of unemployment and underemployment in rural areas, particularly amongst women.

While South Africa produces enough food for its domestic consumption, a significant percentage of the population has insufficient food, or is exposed to an imbalanced diet as a result of low incomes. In considering the agricultural sector, it is necessary to examine the ‘dual’ nature of the sector which is similar to many other aspects of South African society. On the one hand there is a sophisticated, well developed and commercially viable part, while on the other, large parts of the sector are characterised by marginal subsistence farmers and smallholdings that generally produce only enough for their own needs. Not surprisingly, the largest share of value added emanates from the commercial agriculture sector. Equally unsurprisingly, the majority of people engaged in agriculture are involved in subsistence-oriented practices in rural areas.
Furthermore, for the last decade and a half the agricultural sector as a whole has been going through a secular crisis caused in large part by the uncritical application of "Green Revolution" policies. As a result the commercial sector has been experiencing increased levels of indebtedness and a fall in the number of family owned farms, while the subsistence sector also appears to have experienced a decline. The DBSA concludes that since 1994:

"There seems to have been both an absolute and a relative loss of access to land, particularly for households with very small land parcels...Hence, for most of the 1.3 million rural households with access to land for farming purposes, farming production makes only a limited contribution to their livelihood. Rather, their most important sources of livelihood are social grants and remittances, while farming often serves as a coping strategy when other livelihood sources fall away. Thus, the significance of agricultural income as an asset for poor rural households is also declining."

A study by Baiphethi and Jacobs\(^1\) points to the complex interaction between subsistence agriculture and other income sources for rural households, which in essence face the question of how to optimise their available resources and use subsistence agriculture as a livelihood strategy or form of risk diversification. Various studies in South Africa have also shown that although the number of households engaging in subsistence agriculture as a main source of food and income is declining, there is a rise in the number of households engaging in subsistence production as an extra source of food (Aliber, 2005; 2009). The Labour Force Surveys conducted between 2000 and 2004 (Aliber 2005) show that the proportion of households that practised agriculture as a main source of food declined from 33% to 6%, whereas those using it as an extra source of food increased from 54% to 88%. Reasons for this shift include more wage labour opportunities becoming available, access to agriculturally productive land reducing, and the continued commercially low value of subsistence farming production. Although little empirical data is available, it is likely that the exodus of women to the cities has deprived communal agriculture of unpaid labour power.

When reviewing patterns of agricultural employment, a clearly gendered pattern emerges. Thus, for instance, a recent study in the Western Cape found not a single housing contract issued in the name of a woman farm worker.\(^12\) Because their access to tenure is dependent on a male partner, women on farms are extremely vulnerable to sexual harassment both by the farmer and their male partners. Their very right to work is defined by this relationship with women typically being defined as part-time or seasonal workers while, when permanent or skilled work is available, it is considered the prerogative of men. In the context of a long term fall in agricultural employment as well as increasing casualization of agricultural work, this has meant that today, over 60 % of agricultural workers are casual contract workers, with over two-thirds of these being women.\(^13\)

In short, on South Africa's commercial farms, African women produce food under the same conditions as women elsewhere in Africa, and indeed the world over. As Holmes and Slater have observed:

\(^{10}\) Ibid., pp. 13.
\(^{11}\) ‘Contribution of subsistence farming to food security in South Africa’
\(^{13}\) Ibid., pp. 4.
“... wage labour in agriculture is characterised by low wages, seasonal work, and difficult labour conditions for mostly unskilled workers. In many countries, it is women who make up the larger share of the workforce in agriculture – employment that is seasonal and casual, leading to lower wages and precarious livelihoods.”

Landlessness and insecure conditions of labour form a poverty trap out of which women seldom, if ever, escape.

Because women play a significant role in all aspects of agriculture and rural development as food producers, carriers of water, collectors of firewood, processors of food, caretakers of children and the elderly in many communities, adopting a gender approach in the agricultural sector will help achieve better and sustainable people development results. Unfortunately, women’s contributions towards food security, their needs and constraints are yet to be fully acknowledged and endorsed in central policy formulation processes.

In the agricultural sector, linkages are yet to be made between gender and other factors of production such as land, labour, capital, technology and the dynamic synergies that result from these linkages. This ‘gender blindness’ has hindered rural women from achieving their potential in self-empowerment and has hampered their contribution towards the development of their communities. It has also compromised the effectiveness and efficiency of well-intended policy and programmes meant to support women.

Outside commercial farmlands, an estimated 30% of women live in areas governed by traditional leaders; they work land they do not own, they often labour for ‘free’, and they are prevented from making decisions about crop selection and marketing. Like women elsewhere in Africa, Asia and South America, these women also make a major contribution to family food security and health through the gathering of ‘wild’ plants from field edges, forest islands or commonages. This food is normally known as morogo, imifino, famine food, or revealingly ‘women’s food’, thus reflecting cultural values that ranks cultivated foods above food gathered from the wild, and meat above vegetables.

Simply put, the effectiveness of policy interventions and its associated budgets hinges critically on a solid understanding of who is doing what, where and with what and a determination of what the needs of men and women are, where they are the same, and where they may differ. Only then can policy makers design appropriate policies and associated interventions that reflect these differences. A study by the Food and Agricultural Organisation found that women farmers are 20%-30% less productive than men, not because they manage their farms less well or work less hard, but rather because they have limited access to resources such as land, finance, technology and training.

Numerous studies suggest that many of these women continue to subsist rather than seek wage employment even where there is a reasonable chance of finding such employment. There are three reasons given for this by the authors. Firstly, women regard food as a form of income that is less easily expropriated by other members of the household than is cash. That is to say, subsistence agriculture can help to ensure women’s food security where there is gender-based intra-household inequality in access to resources. Secondly, the authors

argue that women may access cash from informal businesses that rely on agricultural produce, especially the preparation of food for sale, as small vendors by the roadside selling vegetables and fruits. Most importantly, subsistence farming is a task that falls well within women’s multiple roles and responsibilities within their households. This final argument, though, is highly problematic since it does not provide reasons for behaviour but tries instead to legitimate the division of labour and the role of women as defined by society.

However, the two areas of agricultural production most pertinent from a gendered perspective are those of subsistence, smallholder farming and wage employment. In both of these areas, women outnumber men and such production is used, by the entire household, as an income diversification measure - a ‘safety net’ practice. Subsistence farming also provides women with income and / or greater food security than would be the case if they were reliant solely on the monetary income of a male household head or, indeed, if they were reliant on the manner in which their own earned monetary income was divided to meet household needs and wants.

Poor rural households combine their resources in a variety of ways to enable them to maintain a minimum living standard. These livelihood strategies include agricultural production, off-farm wage labour, small and micro-enterprise activities, and reliance on social networks. Poor people have few opportunities for economic activity. For example, in 2011 it was estimated that only 26 % of rural South African households had access to land for cultivation and furthermore, that regular wages were the primary source of income for 32 % of the poor. One of the significant developments in recent years has been the growth in home gardens, especially in peri-urban and urban areas, where women use small plots to grow vegetables and thereby contribute significantly to their families’ livelihoods strategy and nutritional needs.

The aim of the South African Department of Agriculture, Forestry and Fisheries is to ‘establish an environment in which opportunities for higher incomes and employment are created for resource-poor farmers alongside a thriving commercial farming sector.’ To achieve this, the department has set the following three major goals, each of which necessitates policy reform:

- Build an efficient and internationally competitive agricultural sector
- Support the emergence of a more diverse structure of production with a large increase in the numbers of successful smallholder farming enterprises
- Conserve the country’s agricultural natural resources and establish policies and institutions for sustainable resource use

The department’s Strategic Plan for 2012/13 to 2016/17 seeks to address the challenges facing the agriculture, forestry and fisheries sector and sets new targets for continued service delivery. Its primary goal is to ‘improve the lives of the majority of our people which requires that programmes are directed towards unemployment, food security and the reduction of poverty. We aim to address rural and economic growth, food security and inequality through increased productivity and job creation in the sector.’

B. The DAFF Budget
In its review of the Department of Agriculture, Forestry and Fisheries, as well as the Department of Rural Development and Land Reform in 2010, the Commission for Gender Equality (CGE) noted the following:

"With respect to monitoring and evaluation, both departments fell far short of having a comprehensive system of monitoring and evaluating gender-disaggregated data that is used consistently across provinces. This compromised the consistency in terms of quality and quantity of performance indicators...”

In effect, attempts to do a gender budgeting of DAFF are obstructed by the fact that the Department does not keep gender specific figures. It is difficult, if not impossible, to track how much of the budget has been spent on women, or gender sensitive programmes, and how much on men. The best that can be done presently is to try and lift out programmes which may have an impact on women given the sectoral and behavioural assumptions outlined above.

DAFF does not appear to have an articulated gender policy. The Minister’s budget speech made no references to women or gender, and did not clarify when such a policy would be finalized or what its contents would be. The thrust of the Department for the coming budget year appears to be on food security. In the light of the gendered dimensions of food production and food security outlined above, it is unclear how an effective policy can be constructed without it. Moreover, in South Africa, generally a very dry country, access to water is as important as access to land, since most of the crops on which we depend are irrigated. Should a food security policy not address the issue of water rights, it is to be feared that the impact on women’s unpaid labour will continue to be severe, reducing the amount of time they can spend on productive work.

Having said this, it is to be hoped that the emphasis in the budget speech on providing sufficient food at reasonable prices will have a generally beneficial effect on the lives of women. Similarly, the new supports provided to agro-processing may assist smallholder farmers to diversify farm incomes and in that sense reduce rural poverty. Within the Department, the Gender and Transformation directorate, reviewed by the CGE in 2009, has now become the Sector Transformation and Gender Mainstreaming, falling under the Food Security and Agrarian Reform Branch. This suggests that, though at the level of poverty the links between gender and food security have not been recognized, at the level of organizational infrastructure there may perhaps be a functional connection.

Since salaries are typically 70-80% of a government department’s budget, the portion of the salary bill spent on women tends to be the most crucial indicator of gender equity. Long term trends in employment equity for DAFF are difficult to deduce since the Department was split in two in 2009. In its 2010 report, the CGE concluded that employment equity still had some way to go. At the time, some 34 males were employed in the senior management, as opposed to 25 females. The following year, 56 males were employed in the two top management grades, as opposed to 33 females. In the next two grades, 1335 males were employed and the number of females amounted to 180.

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17. DAFF Budget Vote Speech By Minister Tina Joemat Patterson, 3 May, 2012
18. CGE A Gendered Analysis, pp. 48.
Overall, DAFF employed 3487 males and 2758 females in 2010/2011.\textsuperscript{19} It can be seen, then, the trend in senior management appears to be reversing, with the gender disparity increasing rather than decreasing. Moreover, while an improvement on overall government figures, a not insignificant gender inequality in overall employment persists, with men accounting for about 56\% of employees. These overall trends however, mask large disparities in specific grades, with women accounting for the majority of unskilled and clerical staff, while technical and professional levels remain male-dominated. DAFF does not reveal overall pay differentials by gender. Were this to be done, however, the preceding analysis would indicate a finding that the largest proportion of the DAFF salary budget is spent on men.

DAFF did not publish its Employment Equity Plan as part of its Strategic Plan, so we are unable to analyse trends for the current year. While in 2009 DAFF provided the CGE with statistics on its developmental programme for women employees, such details have not been provided in its Strategic Plan for 2012/2013.

In 2009, the CGE study revealed some 576 900 women (64\% of total) benefited from empowerment programmes in communities, while a further 133 women benefited from provincial programmes specifically targeting women, and another 29 benefited from specific Women in Agriculture and Rural Development Programmes.\textsuperscript{20} There have been no targets provided in the Strategic Plan for 2012/2013, so we are unable to determine secular trends in these programmes. It is a pity since it would seem, based on 2009 figures, as if more gender equality pertains in programme delivery than in employment.

The remainder of this section comprises an overview of the (ungendered) Strategic Plan for 2012/2013. The Department of Agriculture, Forestry and Fisheries’ service delivery targets for the (in full) MTEF period contribute directly to three of the 12 outcomes of Government’s Medium-Term Strategic Framework. These three key outcomes are:

**Outcome 4:** Decent employment through inclusive economic growth

**Outcome 7:** Vibrant, equitable and sustainable rural communities contributing towards food security for all

**Outcome 10:** Protect and enhance our environmental assets and natural resources

The 2012/13 Strategic Plan notes that ‘through the New Growth Plan agriculture has been identified as a key sector with the potential for large-scale job creation. The agriculture value chain is one of the priority sectors in government’s IPAP2 for economic growth and job creation. The focus will be on agro-processing as a long-term growth strategy to create employment.’

In its 2012/13 to 2016/17 Strategic Plan, the department, in commenting on its strategic priorities, highlights the following key initiatives over the MTEF:

- The Zero Hunger Programme
- The Strategic Plan for Smallholder Producers
- The Aquaculture Programme
- The Agro-Processing Strategic Framework

\textsuperscript{19} \textsuperscript{20} DAFF Annual Report, pp. 194.  
CGE A Gendered Analysis, pp. 50-51.
Bullets 1, 2 and 4 are of particular interest because they deal with issues to which women are particularly attuned.

**The Zero Hunger Programme** would have been useful for women in that it sought to link subsistence producers and smallholder producers to government institutions such as schools (i.e. to supply the School Nutrition Programme), public hospitals and prisons, and in the medium term is intended to be a conduit through which food produced by smallholders can be used to meet the nutritional needs of low-income individuals and households in communities at large. As such, the programme seeks to provide a boost to existing smallholder producers, and an opportunity through which subsistence producers can start generating a sustainable income through farming, and thereby become smallholder producers in their own right. While it has not been adopted yet as a formal policy, its implementation is already being tested and refined by means of a collaborative effort between DAFF and the provincial departments of agriculture and by means of linking it to the Comprehensive Agricultural Support Programme (CASP). However, recent reports state that the budget allocated to the Zero Hunger Programme has been reallocated, and that there is therefore no programme in place. It will therefore be necessary to wait for the Departmental Annual Report before any firm conclusions can be drawn.

The **Strategic Plan for Smallholder Producers** is a broader initiative that seeks to improve support to smallholder producers and in doing so increase their numbers. It plans to do this by means of better aligning—and where necessary adjusting—what are in effect a large number of distinct functions e.g. extension, cooperatives development, marketing, mechanisation, financial services, spatial planning, etc. The plan also seeks to identify innovative means by which the environment can be made more conducive to smallholder development, for instance by promoting land rental markets, and by using land acquired via land redistribution. The plan is closely related to Zero Hunger, in that the latter is an important means of addressing the marketing challenges that smallholders face. Increasing the production of small scale farmers will improve the availability and nutritional content of food, and hence food security generally among the poor.

Work on the Strategic Plan for Smallholder Producers began in 2011/12 and will be completed and formalised in 2012/13. As a complementary measure, in order to fast-track the shift towards a more efficacious way of supporting the smallholder sector, DAFF has initiated the Smallholder Development Working Group, which comprises representatives from provincial departments of agriculture, the Agricultural Research Council, the Department of Rural Development and Land Reform, the Economic Development Department and the DAFF. The DAFF has initiated the elaboration of its **Agro-Processing Strategic Framework**, covering the period 2012 to 2016. Agro-processing is one of the sectors identified in both the (in full) IPAPs and NGP as potentially capable of creating jobs on a large scale. This is validated by the fact that agro-processing — and in particular food processing — has the highest employment multipliers in South Africa’s economy.

The NGP forecasts the creation of 145,000 jobs in agro-processing by 2020. The central challenge that remains is how the potential that has been identified can be realised in practice. The Strategic Framework, which will be finalised in the first half of 2012, is a contribution towards the efforts of the rest of the economic cluster departments in terms of

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how the agriculture, forestry and fisheries sectors can be supported to achieve agro-processing job creation and related government priority targets. The department’s strategic planning process has, unfortunately, generated a fairly complicated and cumbersome articulation of strategic objectives and goals which float above programme and sub-programme goals and which accordingly need to be linked to them before it is clear what allocated funds are for.

There have been several special interventions aimed at boosting agricultural productivity, in particular an allocation of R1.9 billion mainly to improve agricultural support services and a further investment of R150 million for provincial and municipal agriculture colleges. The Department of Rural Development and Land Reform has been allocated R3 billion over the MTEF period to implement the government’s comprehensive rural development strategy. In examining the estimates of National Expenditure (detailed on-line version) and the Strategic Plan (which includes the Annual Performance Plan), as well as the Food Security Strategy, we did not find any references to the particular circumstances of women working in the agricultural sector and the particular needs of subsistence women producers.

As Table 6 shows, after fairly large (in real and nominal terms) increases from 2010/2011 to 2011/2012 and from 2011/12 to 2012/13 to the DAFF, the MTEF provides for a small nominal increase which may very well amount to real decreases. The 2012 Budget Review provides fiscal year inflation forecasts that average 5.4% for the MTEF. In other words, the 2013/14 allocation to agriculture represents a real decrease, and the 2014/15 allocation will, in all likelihood, amount to a roughly constant allocation in real terms.

Table 6: Budgetary allocations and nominal percentage changes to DAFF (2008-2015)

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</thead>
<tbody>
<tr>
<td>Allocation</td>
<td>3 564.9</td>
<td>3 961.8</td>
<td>3 850.7</td>
<td>4 964.4</td>
<td>5 798.8</td>
<td>5 975.7</td>
<td>6 329.1</td>
</tr>
<tr>
<td>Annual Nominal Percentage Change</td>
<td>11.1</td>
<td>-2.8</td>
<td>28.9</td>
<td>16.8</td>
<td>3.1</td>
<td>6.0</td>
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</tr>
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</table>

As Table 7 shows, over the MTEF period there is some increase in the priorities within the departmental resource envelope accorded to food security and agrarian reform, and a decreasing priority given to Forestry and Fisheries, whose allocations in essence do not keep pace with the rates of increase to the other programmes. If the stated commitment to smallholder support and the Zero Hunger Programme are carried through, these allocations do indeed seem to put resources in place to realise key objectives.

Table 7: Share of Total Trends for DAFF Programmes

<table>
<thead>
<tr>
<th></th>
<th>2012/13</th>
<th>2013/14</th>
<th>2014/15</th>
</tr>
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<tbody>
<tr>
<td>Administration</td>
<td>10.6</td>
<td>11.0</td>
<td>10.9</td>
</tr>
<tr>
<td>Agricultural Production, Health and Food Safety</td>
<td>32.6</td>
<td>32.6</td>
<td>33.5</td>
</tr>
<tr>
<td>Food Security and Agrarian Reform</td>
<td>24.3</td>
<td>26.8</td>
<td>27.1</td>
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</tbody>
</table>
Programme Three, Food Security and Agrarian Reform, is most closely related to improving the circumstances of women in the agricultural sector, in particularly poorer women. It is designed to facilitate and promote household food security and agrarian reform programmes and initiatives targeting subsistence and smallholder producers. The programme consists of three sub- programmes, namely Food Security, Sector Capacity Development and National Extension Support Services.

The sub-programme descriptions are as follows:

**Food Security:** This sub-programme provides national frameworks to promote the Sustainable Household Food Security Programme by improving the production systems of subsistence and smallholder producers in the agriculture, forestry and fishery sectors to achieve food security, improve livelihoods and facilitate the provision of inputs, implements and infrastructure support.

**Sector Capacity Development:** This sub-programme facilitates the provision of agriculture, forestry and fisheries and training in support of sustainable growth and equitable participation in the sector. This will be achieved by facilitating and supporting education and training skills, promoting the development of centres of excellence in skills training and developing, managing and coordinating the sector transformation policy and strategy in line with the government’s objectives for the departments.

**National Extension Support Services:** This sub-programme provides national extension policies, norms and standards on the transfer of technology. It will provide strategic leadership and guidance for the planning, coordination and implementation of extension and advisory services in the sector. It will also provide leadership and strategic support in the implementation of norms and standards for extension.

Key deliverables relevant to gender equity for 2012/13 are the Gazetting of a Green Paper on Food Security, the implementation of the Zero Hunger Programme, and the support of 15 000 smallholders annually through the Smallholder Support Strategy, which is intended to increase the number of smallholder producers from 200 000 to 250 000 by 2014 and 500 000 by 2020.

The total food security sub-programme budget for 2012/13 is R1 408 million, or just over R1.4 billion. Of this, 0.16% goes to management, 61.7% goes to food security, 13.4% goes to sector capacity development and 24.8% goes to National Extension Support Services. As Table 8 shows, the management line item exhibits some strange and somewhat anomalous fluctuations over the time period captured in the ENE.

<table>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Management</td>
<td>R10 691</td>
<td>R2 891</td>
<td>R 19 311</td>
<td>R 2 064</td>
<td>R 2 348</td>
<td>R 2 4666</td>
<td>R 2 586</td>
</tr>
</tbody>
</table>
Although the reasons are for the extreme spike in the management allocation for 2010/11, and the very high management allocation in 2008/09 are can be accounted for by the fact that the Department was split into two in that year, these are prima facie worrying irregularities.

C. Recommendations

Given the above analysis, we identify the following recommendations:

Firstly, DAFF should strive to keep gender specific figures, that is to conceptualise its planning, its programming and its budget allocations in a way which allows at least some quantitative assessment of the Department’s impact on women in the agriculture sector.

Secondly, the Department should place more emphasis on women and gender issues in its policy pronouncements and policy documents, for example in the budget vote speech of the Minister.

Thirdly, DAFF should develop and publicise a clear and comprehensive gender policy which takes into consideration both the significance of women in the agriculture sector and the particular and serious challenges they face.

Fourthly, DAFF should strive for greater departmental employment equity and adequate women representation in senior management positions.

Fifthly, the Department should ensure that the zero hunger programme is prioritised and thoroughly implemented, and receives adequate budgetary resources to do this.

3. The Department of Energy

A. Energy Challenges and Energy Policy

In South Africa, where a large share of the population remains poor by both income and more multi-dimensional poverty measures, access to appropriate energy sources for lighting, heating and cooking remains an issue that impacts disproportionately on women both because more female- than male-headed households tend to be poor and because of the cultural norms in many contexts which views women as responsible for energy-related household tasks. Access to appropriate energy is, further, restricted by a number of interrelated factors, which include:

- Entitlement
- Unavailability of infrastructure / technology
- Service delivery failures where infrastructure does exist

‘Entitlement’ in this context borrows from the influential work of Amartya Sen. It refers to his seminal work on famine and the conclusions he derived from recognising that famines have often occurred where, in fact, there was adequate food to feed the population. What was lacking, however, were means of establishing entitlement to such food for a large part of the population. In a market system, income (ability to pay) is the primary means of
securing entitlement to what has been produced in the economy. Other forms of entitlement are also possible and feasible. They may include state-provided free basic amounts of a good or service, which may in turn, be linked to a socio-economic rights framework. They may also include culturally embedded notions of care and solidarity which places a responsibility on the community to ensure none of its members are entirely without necessities. The fundamental point which needs to be grasped here is that a society where many members lack any form of socially recognised entitlement is a society that will not exhibit social justice and that will in all likelihood also not be stable over longer periods of time.

However, in many contexts ‘entitlement’ may exist even for poor households, but the required infrastructure and / or service delivery does not make it possible to claim such entitlements.

Energy budgeting and policy which recognises the burden of energy responsibility on women is a key means of improving the circumstances of women. Where effective, it gives women time for other activities and improves their health outcomes.

The “White Paper on Energy Policy” (1998) the notes that pre-democratic South Africa did not provide equal energy services to all its country’s citizens but instead that its emphasis was to ‘create a modern industrial society to meet the needs of the industrial sector and a privileged white minority’ (1998: ix). Even though the energy policy white paper was compiled 16 years ago, it acknowledged the importance of gender sensitive policy making: ‘Although most household consumers are women, past energy policy has largely ignored their needs’ (ibid). This suggests that the department, even then, was serious about addressing the inequalities of the past and heeding the needs of women by addressing gender issues in its intended policies.

In relation to ‘improving energy governance’ there is an emphasis on the transformation of energy governance institutions to make them ‘more representative, particularly in terms of participation by blacks and women’ (1998: viii). The White Paper mentions the need for the department to ‘attract skilled people and correct the imbalances of the past’, and hopes s to do so by ‘increasing the number of women and black people in all policy development structures...’ (1998: xv). The document also recognises the role of women as service beneficiaries: ‘in formulating policies affecting household energy services, government also acknowledges the central role played by women in utilising these services’.

In the discussion below we look more specifically at the contents of the National Department of Energy’s budget. It should be born in mind, however, that energy services require a complex series of inter-departmental and inter-governmental cooperative activities if ground-level improvements and service extension are to be achieved. Also, energy services can and have been delivered publicly, privately, as well as through public-private partnerships. Within this sector, then, the Department of Energy’s role is primarily that of regulation, coordination and establishing longer-term planning frameworks to meet the country’s energy needs effectively and equitably.

In its Strategic Plan for 2011/12 -2012/13 the Department articulates its own purpose as follows:
- Mandate: Ensure secure and sustainable provision of energy for socio-economic development

- Vision 2014: A transformed and sustainable energy sector with universal access to modern energy carriers for all by 2014

- Vision 2025: Improving our energy mix by having 30% of clean energy by 2025

- Mission: To regulate and transform the sector for the provision of secure, sustainable and affordable energy

It should be noted that there are discrepancies between key departmental planning documents, for example between the DOE’s Strategic Plan (2010/11 – 2012/13) and the Annual Performance Plan (2012/13) which reflects the overview of the 2012/13 Estimates of National Expenditure allocation and MTEF baseline. In the analysis that follows we use the information of the Annual Performance Plan (APP) and the Estimate of National Expenditure allocation (ENE) as the authoritative articulations.

According to the APP the Department’s work is organised into the following programmes:

- Administration
- Energy Policy and Planning
- Energy Regulation
- National Electrification Programme
- Nuclear Energy and Regulation

The departmental goal which is perhaps most relevant to considering the gender-equity dimension of the Department’s work is articulated as the goal of Universal Access and Transformation; more specifically to ensure an “Efficient and diverse energy mix for universal access within a transformed energy sector”.

Later in the APP, the Department rearranges the budgetary programmes according to the departmental programmes as shown in Table

<table>
<thead>
<tr>
<th>Departmental Programmes</th>
<th>Budgetary Programmes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration</td>
<td>Administration</td>
</tr>
<tr>
<td>Energy Policy and Planning</td>
<td>Energy Policy and Planning (excluding Nuclear policy)</td>
</tr>
<tr>
<td>Petroleum Regulation</td>
<td>Energy Regulation</td>
</tr>
<tr>
<td>Nuclear Energy</td>
<td>Energy Policy and Planning</td>
</tr>
<tr>
<td></td>
<td>Nuclear Energy and Regulation</td>
</tr>
<tr>
<td>Clean Energy</td>
<td>Energy Policy and Planning (Nuclear Policy)</td>
</tr>
<tr>
<td></td>
<td>Energy Regulation</td>
</tr>
<tr>
<td>Programmes and Projects</td>
<td>Energy Regulation</td>
</tr>
<tr>
<td></td>
<td>National Electrification Programme</td>
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</table>
Unfortunately, in the APP document it is not clear for all Departmental Programmes how much of the funds are allocated to each. ‘Petroleum Regulation, Clean Energy and Programmes and Projects’ all draw from the Energy Regulation budget but it is not shown how much of the funds are allocated to each item. Clarification in these terms is important, especially for this study.

According to the Department of Energy, as a Strategic Objective Community Upliftment’s objective is as follows:

“To identify, implement, manage and coordinate programmes / projects aimed at poverty alleviation, rural development, mainstreaming and upliftment/empowerment of disadvantaged / vulnerable groups and communities; and to promote public awareness on energy issues”.

The baseline that will be used to meet the objective of the ‘Community Upliftment Strategic Objective’ is, in essence, a series of intended rather than realised energy strategies for groups that might reasonably be considered disadvantaged or vulnerable. They are stated as follows in the APP document:

- Draft Youth Strategy for DoE
- Draft Gender Policy for DoE
- Draft Disability Guidelines for DoE
- Women in Energy and Gas in South Africa (WOEA) 22
- Women in Nuclear in South Africa (WINSA)
- Inclining Block Tariff introduced but does not cover pre-paid meters
- Draft report on fixed retail margin for illuminating paraffin

More detail is awaited before any conclusions can be drawn in this regard.

B. The Department of Energy Budget

The Departments of Energy’s Minister’s budget speech delivered in parliament on 17 May 2012 made no mention of women and gender. If a speech detailing future plans is given by the highest office within a department, it is usually taken seriously by all those concerned and the non-mention of women and gender indicates that these two important issues are not a priority for the Department.

In the absence of budget gender data, we provide an indication, by programme, of ways in which the Department could in fact make its planning and work gender sensitive.

Programme 1: Administration

The role of the Administration Programme is very important to the Department. It ensures executive support to the Minister, Deputy Minister and the Director General – which are offices very importance in the implementation of gender equality within the Energy Sector. The Administrative Programme is also responsible for Human Resource Management and Development, an important entity for any organisation. This entity’s objective is to fill

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22 This is a mistake on the Department of Energy’s part. The correct name of the organisation is Women in Oil and Energy in South Africa (WOESA).
available positions within the Department with ‘required skills and competencies’ in order to deliver on the Department’s mandate. It is however not stated how the Department will ensure and maintain a gender balance of its employees through employing equal numbers of qualified male and female candidates, and where possible to empower those within the department with the required skills and ensure that they are competent. Other Strategic Objectives under the Administrative Programme such as Records Management, Security Services, Legal Services, Communication Services, Knowledge Management and Research Coordination, Supply Chain Management - do not state how a positive gender impact can be achieved through their activities.

Programme 2: Energy Planning and Policy

This programme received its funding from ‘Energy Planning and Policy – which excludes Nuclear Policy’. This is most important in the delivery of energy services for the country where policy analysis and research, energy planning, policy development and transfers and subsidies are the key components of this programme. In order for the Department to know the impacts of its services to the country’s citizens, its Policy Analysis and Research needs to have a sharp focus on gender. Energy Data is important and if segregated according to the demographics of the population, it becomes more useful for those planning future energy policies and interventions on implementation that is not realized. It is important to ensure gender segregation of data as analysis in most cases, especially in unequal societies, shows that men, women, girls and boys use energy services and need energy resources in different ways. Therefore the use of energy sources is not homogenous and policies should be sensitive to that.

Programme 3: Petroleum Regulation

This programme, similar to the previous ones, does not show how its budget is structured to show how women’s and men’s interests are addressed in the Petroleum industry, except where the Charter and Permit Compliance is mentioned. This is also vague as it refers to the baseline of ‘25% Historically Disadvantaged South African (HDSA) ownership, which does not ensure gender equality and treats Historically Disadvantaged Individuals as a homogenous group. The rest of the sub-programmes, i.e. Petroleum Licensing, Petroleum Compliance, etc – are industry and production focused and fail to show how gender inequalities can be addressed using the current budget.

Programme 4: Nuclear

The Nuclear Programme also has no focus on gender equality and how this will be addressed by the Department for this part of the sector. As mentioned above, the Department has established a network of women in the nuclear industry, namely WiNSA – but it is unclear how in this particular programme this network fits and is supported. The sub-programmes under Nuclear focus mainly on the technicalities of this programme. This leaves no room for gender budgeting and ensuring gender equality within this sub-sector.

Programme 5: Clean Energy

In the times of energy shortages and instability in the environment, the focus on Clean Energy is important. The objectives of this Programme are to: ‘promote and facilitate energy efficiency through Demand Side Management interventions and mitigate anticipated
electricity supply shortfall through demand side options’. The objectives for this Programme also focus on Renewable Energy Interventions, Climate Change adaptation and mitigation, Low carbon economy and CDM interventions.

It is not too optimistic nor is it ambitious to say that this Programme is important for the future energy production and consumption of the country. How it is implemented is of outmost importance as it seeks to work with sensitive issues impacting in most cases on the most vulnerable population groups – the poor living in low-income rural and urban areas, mostly who are women. Unfortunately, this Programme does not focus on how these planned interventions will impact on and address the gender inequalities of the country.

Programme 6: Programmes and Projects

This Programme focuses on important sub-programmes, namely: Access to energy, Community Upliftment, Infrastructure / industry, Regional Programmes and Projects, Project Management and Transfers and Subsidies.

Funds for such activities will be allocated from the ‘Energy Regulation’ and the National Electrification Programme’ budgets. ‘Universal access to energy’ is most important in South Africa where a majority of the population relies on electricity. Even though more than 80% of the country’s households have electricity connections, the remaining few that live in informal urban areas and in remote rural areas battling poverty, is not connected to the grid and has to rely on ‘unreliable’ sources of energy that bring all sorts of danger to their lives. In such areas, women and girl children are still burdened with wood collection and scraping for alternative means of energy sources.

The document shows that the objective statement of ‘Community Upliftment’ is as follows:

“identifying, implementing, managing and coordinating programmes / projects aimed at poverty alleviation, rural development, mainstreaming and upliftment / empowerment of disadvantaged / vulnerable groups and communities and promotion of public awareness on energy issues”

Where gender is concerned, the above will be achieved through the baseline of a ‘Draft Gender Policy, Women in Oil and Energy in South Africa (WOESA) and Women in Nuclear Energy in South Africa (WiNSA)’. This translates to the Department of Energy developing a ‘Gender Policy’ that will guide the implementation of the ‘Community Upliftments’ objective statement and supporting WOESA and WiNSA’s activities.

The department’s ties with WOESA are not that clear except for occasional support given by the department to the organisation in the form of hosting and attending workshops and conferences. It is commendable that the department associates itself with the development of women in the energy sector, but there needs to be a wider range of activities that it commits itself to so that gender budgeting is not limited to a few activities on the budget – but impacts on all budget items.

In the ENE, however, which follows the dividing of the Department’s work into the 5 programmes mentioned previously, namely:

- Administration
there is no mention whatsoever of any of these initiatives or any money going to them. Presumably the National Electrification Programme would be the programme responsible for access issues, as it is tasked to oversee the planning, funding and implementation of the integrated national electrification programme to ensure universal access to electricity and an effective and efficient electricity distribution industry capable of providing affordable electricity to consumers. The quantified goal of the national electrification programme is to increase access to electricity by monitoring the implementation of the integrated national electrification programme, which aims to electrify 540 000 households by 2014/15. Again no gendered measures found.

C. Recommendations

Given this analysis, we make the following recommendations:

Firstly, the Department should broaden its gender policies in line with the requirements of the National Gender Policy Framework so that they cover the full spectrum of work and mainstream gender in all the work being budgeted for. The policies should include a cross reference to Presidential Outcomes specific to Department and ensure that these are engendered. Further, the gender policies should cease to remain in draft form; they should be finalized in consultation with relevant stakeholders and formally adopted. It is particularly disappointing to observe that out of the political heads, two Ministers and one Deputy Minister are women.

Secondly, the Department should ensure that key policy articulations are internally coherent and consistent with each other, to enable external users to get a clear and accurate sense of the Department’s plans and the resources it has available for implementing them.

Thirdly, the Department should complete, as quickly as possible, the various strategies for ‘disadvantaged groups’, so that they can form the rigorous basis of policy and action.

Fourthly, the Department should place more emphasis on women and gender issues in its policy pronouncements and policy documents, for example in the budget vote speech of the Minister.

Fifthly, it is recommended that the Department’s Employment Equity statistics also include aggregate information on salaries and benefits by gender, so that it is possible to understand more about gender equality in employment.

Finally, it is recommended that Gender Units (as defined in the National Gender Policy Framework) be fully instituted and receive adequate budgets to do the work mandated in the NGPF.
4. The Department of Trade and Industry

A. Trade and Industry Challenges and Policy

As an engine of economic growth, trade is widely regarded as critical to the achievement of the Millennium Development Goals (MDGs) including MDG 3 (gender equality), MDG 5 (maternal health), and a number of other broader poverty reduction objectives. Trade policies and related interventions thus need to be inclusive, pro-poor, aligned to national priorities and inclusive of gender realities and relationships (considered to be factors of production). Trade affects women and men contrarily due to their different roles and responsibilities, especially in southern Africa. In this region, as in many other developing world countries, women can be producers, paid and unpaid workers, street vendors, entrepreneurs, cross border traders, consumers and carers for the labour force. They are also often responsible for providing so-called reproductive labour - reproducing the social conditions that enable economic production.

South Africa is an Upper Middle Income country with a population of about 50 million. Sectorally, trade is the single largest private sector employer. Community and Social Services employment is high, but this is really a proxy for government employment. According to SEDA (2006), the share of females in small-business ownership is approximately 40 per cent. Underlying this, however, are important differential trends: A far higher percentage of women entrepreneurs are involved in the informal sector, compared to men, with estimates as high as 80 per cent of these businesses being informal, compared to 65 per cent of the male-owned businesses. Analysis of Gender and Women’s Economic Empowerment indicated that women constitute approximately 50 per cent of informal-sector entrepreneurs, but only 30% among formal businesses (though SEDA notes an upward trend during the period 2001 to 2006).

African women have a much higher share in business ownership (just above 50%) compared to the other groups, whose share is below 30 per cent. MasterCard Worldwide Insights (2010) point out that in the period of 2001 to 2007, the number of women SME owners in South Africa increased from 162 800 to 187 000. However, it believed this number declined in 2008 and 2009, to 172 000 and 138 000 respectively, pushing down the country’s average annual growth rate from 2001 to 2009 to -1.65 per cent. The FinScope South Africa small business survey 2010 found that small businesses create an estimated additional six million employment opportunities and that females are more likely to own businesses, but less likely to be ‘financially served’ than males.

Despite their large and varied contribution, women in these areas remain on the periphery of the mainstream trade sector, often dominating the informal economy. This status quo debilitates women and limits their economic potential. Their plight is often made worse by the disparities they face in accessing productive resources such as land, finance, and technology and market information. An encouraging sign is that international trade organisations such as the World Trade Organisation (WTO) and major regional blocks like the European Union and NEPAD are pressurising donors and developing countries to harmonise their efforts in respect to gender issues, and specifically to create an understanding of women’s contributions to trade and the obstacles that impede their integration into international and domestic trading systems.

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23 Gender dimensions of EIF and Aid for Trade.
The mandate of the Department of Trade and Industry (DTI) is to lead and facilitate access to sustainable economic activity and employment for all South Africans through its understanding of the economy, its knowledge of economic opportunities and potential, and its anticipation of future economic trends. The department also aims to catalyse economic transformation and development, and to provide a predictable, competitive, equitable and socially responsible environment for investment, enterprise and trade, which will contribute towards achieving government’s vision of an adaptive and restructured economy that is characterised by accelerated economic growth, employment creation and greater equity by 2014.

In order to achieve this aim, the Department is structured into seven programmes, namely:

1. Administration
2. International Trade and Economic Development
3. Broadening Participation
4. Industrial Development: Policy Development
5. Consumer and Corporate Regulation
6. Industrial Development: Incentive Administration
7. Trade and Investment South Africa

The DTI is governed by a broad legislative framework that includes the Broad-Based Black Economic Empowerment Act (2003), the Companies’ Act (2008), the Consumer Protection Act (2008), the National Small Enterprise Act (1996) and the Small Business Development Act (1981). The department has 15 listed entities that report to the minister. The most important policy articulation of the Department is the Industrial Policy Action Plan (2012/13 – 2014/2015) and the National Industrial Policy (NIPF) Framework underpinning it.

The NIPF’s objectives are as follows:

a. To facilitate diversification beyond the economy’s current reliance on traditional commodities and non-tradable services that require the promotion of value-addition, characterised particularly by the movement into non-traditional tradable goods and services that compete in export markets and against imports

b. To ensure the long-term intensification of South Africa’s industrialisation process and movement towards a knowledge economy

c. To promote a labour-absorbing industrialisation path, with the emphasis on tradable labour-absorbing goods and services and economic linkages that create employment

d. To promote industrialisation, characterised by the increased participation of historically disadvantaged people and marginalised regions in the industrial economy
e. To contribute towards industrial development in Africa with a strong emphasis on building the continent’s productive capacity and secure regional economic integration.

The objective which is most pertinent from a gendered perspective is probably defined as: ‘to promote industrialisation, characterised by the increased participation of historically disadvantaged people and marginalised regions in the industrial economy’. This objective would also seem to link quite clearly with Programme 3 on ‘Broadening Participation’. However, we could find no articulation of this aspect of the Department’s work in the Industrial Policy Action Plan (IPAP) itself, which suggests that the task of ‘mainstreaming’ gender issues in economic policy has made less progress, and is perhaps conceptually more complex, than mainstreaming in social policy.

It is important to note that the Trade Policy Framework (2010) is more focussed on international and trade with regional integration arrangements blocks such as those with SACU, SADC, and COMESA as well as other South-South relationships with countries like India, Brazil. The trade policy is silent on gender issues.

Fortunately, this gender blindness in trade policy does not extend to the department itself, which has various policies, programmes and institutions aimed at facilitating women’s economic empowerment and inclusion. For example, in 1998 it launched a gender programme to target women involved in external and internal trade as a means of advancing gender equity in trade facilitation. It also has a Gender and Women Empowerment Unit and a gender framework policy document that provides guidance on gender mainstreaming throughout the department and its sister institutions.

The South African National Policy Framework for Women Empowerment and Gender Equality (Department of Trade and Industry, 2006) outlines the framework for mainstreaming gender issues in the department. The gender unit aims to address gender equity and economic growth, although it is not clear how effective it has been to date in addressing gender issues.

B. The DTI Budget

A targeted and integrated approach has been adopted as part of the delivery mechanism to promote women’s economic participation and empowerment. These programmes were supposed to target women and disaggregate information when reporting. However, this has not been the case. Women’s economic empowerment strategies include, but are not limited to, strategies with the following aims: (a) increasing the number of women who manage, own and control enterprises and productive assets; (b) developing human resources and skills; (c) achieving equitable representation in all occupational categories and levels in the workforce; (d) preferential procurement; and (e) investment in enterprises that are owned or managed by women (Department of Trade and Industry).

Table 10: Share of Total Trends for DTI Programmes

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<tr>
<td>Administration</td>
<td>6.7</td>
<td>6.7</td>
<td>6.5</td>
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Due to the dual nature of the trade sector itself, with its well developed, sophisticated exports on the one hand and its underdeveloped and marginalised imports on the other, it is difficult to assess the department’s policy with regards to women in the informal sector.

It would appear that the principal means of empowering women via the department’s sub-programmes is through transfers. In 2012/13 for example, transfer payments are to be made to the ‘South African Women Entrepreneurs’ Network’ (R7.7 million in 2011/12) according to the ENE. This is currently administered by Khula Enterprise Finance, which supports and develops women entrepreneurs by means of networking facilities, and the Industrial Development Corporation’s Isivande Women’s Fund (R10.7 million in 2011/12). This initiative has a staff complement of 26 and a total budget of R41.4 million, the bulk of which is spent on transfer payments to organisations.

Table 11: Allocation Trends in the ‘Broadening Participation’ Programme

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<tbody>
<tr>
<td>Enterprise Development</td>
<td>431596</td>
<td>348848</td>
<td>419170</td>
<td>439700</td>
<td>454136</td>
<td>478658</td>
<td>506819</td>
</tr>
<tr>
<td>Equity and Empowerment</td>
<td>353858</td>
<td>461501</td>
<td>39547</td>
<td>41421</td>
<td>43094</td>
<td>45331</td>
<td>48059</td>
</tr>
<tr>
<td>Regional Economic Development</td>
<td>279673</td>
<td>350152</td>
<td>339360</td>
<td>384574</td>
<td>382661</td>
<td>404373</td>
<td>430710</td>
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Table 12 converts these numbers to annual nominal percentage changes.

Table 12: Nominal Percentage Changes in the ‘Broadening Participation’ Programme

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<tr>
<td>Enterprise Development</td>
<td>-19.2</td>
<td>20.2</td>
<td>4.9</td>
<td>3.3</td>
<td>5.4</td>
<td>5.9</td>
<td></td>
</tr>
<tr>
<td>Equity and Empowerment</td>
<td>30.4</td>
<td>-91.4</td>
<td>4.7</td>
<td>4.0</td>
<td>5.2</td>
<td>6.0</td>
<td></td>
</tr>
<tr>
<td>Regional Economic Development</td>
<td>25.2</td>
<td>-3.1</td>
<td>13.3</td>
<td>-0.5</td>
<td>5.7</td>
<td>6.5</td>
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Clearly the nominal percentage change for the total programme of 1.6% from 2011/12 to 2012/13 is less than the expected inflation rate, and so represent a decrease in the real value of the allocation. The two outer year total allocations are likely to keep pace with inflation but not exceed it. The brunt of this cut in the programme allocations falls to the Regional Economic Development allocation, which decreases nominally by 0.5% and in real terms therefore by some 4% to 5%. The MTEF allocations to Equity and Empowerment increase at close to the expected inflation rate: certainly there is no large increase or decrease relative to expected inflation. In other words, the purchasing power associated with these transfers remains roughly the same over the coming period. It is impossible not to notice, however, the extremely large change in the Equity and Empowerment allocation from 2009/10 to 2010/11, representing roughly a 91% decrease. Indeed, this is large enough to suggest a significant policy change or a shift of resources elsewhere.

The 2012 ENE does not provide further information on this. It is noted, however, in the 2010/11 ENE (in the economic classification) that the total transfers amount decreased from R 1.1 billion to R 692.8 million, with the bulk of this in turn accounted for by a decrease in the transfer to Departmental Agencies and Accounts’, from R 999.0 million to R 620.1 million. Further examination shows that this decrease is largely the result of the termination of capital funding to the ‘National Empowerment Fund’, a BEE vehicle, which received R 311.6 million for the 2009/10 fiscal year. It would be useful to disaggregate the financial information in this sub-programme to distinguish between sums intending to benefit women in business and those aimed at BEE (though of course there will be a degree of overlap). As it is, it is difficult to ascertain what has been achieved with the money allocated to benefitting women.

According to the ENE information, R 10.9 million of the sub-programmes’ R 41.4 million went to the Isivande Women’s Fund, and R 7.9 million to the South African Women Entrepreneur’s Network, leaving a sizable sum which is assumed to have been left for the department itself and to ‘Empowerment’ transfers that are not specifically aimed at women.

An analysis of the 2011 MTBPS information on spending versus allocations shows that the department initially received an allocation of R 6.15 billion in the 2011 Budget. This was adjusted to R 6.19 billion in the mid-year adjustment budget. The department under spent on this amount by R 397 million.

C. Recommendations

Given the above analysis, we make the following recommendations:

Firstly, the Department should try to include gender dimensions in the next iteration of its Industrial Policy and Action Plan.

Secondly, in the case of the ‘Broadening Participation’ programme, information should be conceptualised and presented in a manner which enables external users to determine precise allocations intended for the benefit of women.

Thirdly, in the case of transfers to Women’s Funds and Women’s business networks, which are welcomed, it would be useful to more detail on the use of such funds as well as some
performance targets associated with them. In the absence of such targets there is a risk that these funds will not translate into long-term structural changes in business ownership and structure to the benefit of women.

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2 Department of Energy. “Annual Performance Plan 2012/13”