

2021

Is there room for efficiencies at National level: Analysis of the Department of Women, Youth and Persons with Disabilities

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CLUSTER: SOCIAL DEVELOPMENT

NATIONAL TREASURY

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Key points

The main findings

- **The unique role of the Department of Women, Youth and Persons with Disabilities is less clear**
 - On gender advocacy and oversight matters, overlaps exist between Department of Women, Youth and Persons with Disabilities (DWYPD) and the Commission for Gender Equality (CGE). Improved synergy or streamlining could improve resource utilization and possibly effectiveness.
 - The line between the DWYPD and service delivery departments such as the Department of Social Development is also distorted when DWYPD attempts to reach beneficiaries directly at local level.
 - Overlaps between the DWYPD and Department of Planning, Monitoring and Evaluation (DPME) are also evident in relation to planning, monitoring and evaluation of issues related to women, youth and persons with disabilities.
 - With regard to youth development, similarities in purpose are evident between DWYPD/National Youth Development Agency (NYDA), the Presidency, and the Economic Cluster departments especially the Department of Employment and Labour (DEL) and Department of Small Business Development (DSBD). These duplications exacerbate the ambiguity of the role of the NYDA.

These overlaps in roles do not only increase other departments' reporting burden but create parallel processes (reporting to different portfolio committees as well) that limits effective mainstreaming and oversight envisaged in MTSF 2019 – 2024.

- **Department has a top-heavy structure**

Administration programme personnel is 58 percent of the department total personnel and most of the posts are managerial. Despite a low headcount when compared to the other two departments within the Presidency, the unit cost for Department of Women, Youth and Persons with Disabilities is higher at R790 000 per staff member, which is 39% higher.

- **Higher administration costs borne by government departments are also a function of a big central government subdivided into small specialist units**

The Presidency has three votes, namely the Presidency, the Department of Planning, Monitoring and Evaluation (DPME) and the Department of Women, Youth and People with Disabilities (DWYPD), all with separate administration programmes and accounting officers, and all providing coordination and oversight functions. A shared Administration programme, or a merger of the departments, would result in savings amounting to R40 million per annum from the Department of Women, Youth and Persons with

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Disabilities alone. Further savings could be realised from the streamlining of functions and operations.

Based on the overlaps, there is no evidence that the size (headcount and branches) of the DPME is warranted either.

- **To realise efficiency gains, there is a need to look within the department and across the Presidency and other central government departments to assess DWYPD's comparative advantage.**

The department's spending is dominated by Compensation of Employees and transfers to NYDA and CGE. The department's budget averaging R160 million without transfers. If spending were to be used to extrapolate function, then DWYPD's main function appears to be the administration of transfers to entities. Although some room exists for further efficiencies within the department, real budgetary gains will be realised through the management of duplications with DPME, CGE and other departments, and elimination of a top-heavy administrative structure.

- **The GBVF crisis inspires the department's reach but compounds their indistinct mandate**

The department's direct clientele is other government departments responsible for policies and programmes targeting all South Africans. Despite having no concurrent function, the department's plans and operations include advocacy programmes, and direct service delivery and oversight at local level, along with oversight of the private sector. The department remains on a path of defining its mandate.

Proposed interventions and recommendations

- Merge the Department of Women, Youth and Persons with Disabilities with the Department of Planning, Monitoring and Evaluation and mainstream gender responses into government departments' planning and performance reporting that fit into MTSF implementation. Deliverables relating to women, youth and persons with disabilities are already addressed as crosscutting priorities in the 2019-2024 MTSF.
 - Work on the implementation of the GBVF strategic plan can be shifted to DSD while advocacy and monitoring roles can be distributed between CGE, DPME and the Presidency.
 - Persons with Disabilities sub-programme can be set up as a desk in the Presidency or DPME to steer the advocacy for the rights of persons with disabilities while policy and delivery of services rests with Department of Social Development and Department of Public Service and Administration.
- Strengthen capacity of the Commission for Gender Equality – to track government and private sector performance and advocate for needed reforms.

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- Align the work of the National Youth Development Agency to the work of Department of Small Business Development and its agencies, and Department of Employment and Labour. This could possibly include further clarification of role and location of the NYDA.

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Executive Summary

The problem statement and context

As per the Medium Term Strategic Framework 2019- 2024, targets on women, youth and persons with disability are integrated across the seven priority areas. All government departments have an obligation to address gender inequality and exclusion of youth and people with disability. The three themes are identified as crosscutting issues and feature in the Department of Planning, Monitoring and Evaluation's (DPME) monitoring programme and templates. This raises a question regarding what is the strategic role of the Department of Women, Youth and Persons with Disabilities (DWYPD) and how can it contribute to efficiencies and government-wide savings needed during this time of a constrained fiscus?

The Spending Review aims to look at the role of the department in relation to institutions that might be playing the same or similar roles such as the Commission for Gender Equality, DPME, and others.

With the fiscus permitting, the South African government grew in size with new departments and entities to champion priority issues including enhancing coordination. In 2009, the *National Planning Commission*, the Department of *Performance Monitoring and Evaluation* and the *Department of Women, Youth, Children and Persons with Disabilities*, were added to the central government. The two departments have since undergone several reconfigurations with their roles and objectives refined several times, and with the DPME growing significantly in size and budget. Today's DPME and DWYPD, remain departments in the Presidency, with DPME's allocation in the 2020 Budget amounting to R500 million and DWYP's at R778.5 million (R156 million excluding transfers) for 2020/21. The mandates and operations of the two departments show some signs of overlap. DWYPD is of the view that, like DPME, it too should be big in size, despite the absence of evidence justifying even their current size.

The review seeks to analyse the mandate and operations of the DWYPD to interrogate if (i) there is indeed a case for expansion as argued by the Director-General in her proposal for additional 109 personnel to strengthen the department's capacity, (ii) whether there is room for realising savings within the department and within the National Youth Development Agency; and (iii) whether there is a window to advocate for a streamlining of monitoring roles between DPME and DWYPD and other entities. In the 2021 MTEC, the team proposed closure of the department as a way to realise savings and as an alternative to continuous chipping of a small budget of the department. The spending review was initiated to explore the initial views regarding closing the department and to assess whether there are significant practicalities that might have been missed by the regular budget analyses and in-year monitoring reports.

The analysis covered spending trends analysis, review of strategic plans and APPs of the DWYPD and DPME and Presidency for the past five years, review of the MTSF and related outcomes, and policies on gender equality, scan through DEL, DPSA and DSD strategic plans

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and APPs, and review of minutes of the parliamentary portfolio committee of Women, Youth and Persons with Disabilities.

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1. Introduction

The aim of the spending review is to look at the role of the Department of Women, Youth and Persons with Disabilities (DWYPD) to understand what the department does, and whether there is room for increased efficiency. Due to its budget size, averaging R160 million per annum (excluding transfers), additional cuts are hard to motivate while proposals for internal reprioritisation are met with strong objection and appeals for additional staff and resources. The spending review will look at the institutional mapping of the department, compare the department's functions with other institutions and provide a brief expenditure analysis and propose a set of recommendations.

1.1 Problem Statement

As per the Medium Term Strategic Framework 2019- 2024, targets on women, youth and persons with disability are integrated across the seven priority areas. All government departments have an obligation to address gender inequality and exclusion of youth and people with disability. The three themes are identified as crosscutting issues and feature in DPME's monitoring programme and templates. This raises a question about the purpose and potential role of the DWYPD, whether its operations can be made more efficient and contribute to savings needed during this time of a constrained fiscus. The Spending Review aims to compare the role of the department against institutions that might be playing the same or similar roles such as CGE and DPME.

1.2 The context of the topic under review

The department was established in 2010 as Department of Women, Children and People with Disabilities. This was in line with a view that the operating authority and budget of the offices on the status of women, rights of the child and status of people with disabilities in the Presidency had not been adequate in providing necessary strategic leadership. The objective of the department was to formulate and lead the strategic agenda of government on women empowerment and gender equality, children's rights and responsibilities, and the rights and equality of people with disabilities. The department was to collaborate with civil society to ensure conditions for integrated transformation in the three sectors; improve government's capacity to align planning across the three spheres of government; monitor policy implementation and the realisation of sector specific targets for attaining the national goal to halve poverty and unemployment by 2014; and develop global partnerships to strengthen the development of women, children and people with disabilities.¹

In the same year, the Department of Planning, Monitoring and Evaluation (then the Department of Performance Monitoring and Evaluation) was established to facilitate the implementation of the National Development Plan (NDP) through the development of sector-specific and outcome-specific medium-term plans and delivery agreements, monitor and evaluate the implementation of these plans and ensure alignment of departmental strategic and annual plans and budget allocations with government's medium-term strategic framework, monitor the performance of individual national and provincial government departments and municipalities, facilitate targeted intervention programmes, monitor frontline service delivery and manage the presidential hotline, develop and implement the annual national evaluations

¹ 2010 Estimates of National Expenditure

plan and support the national evaluations system, as well as promote good planning, monitoring and evaluation practices in government.²

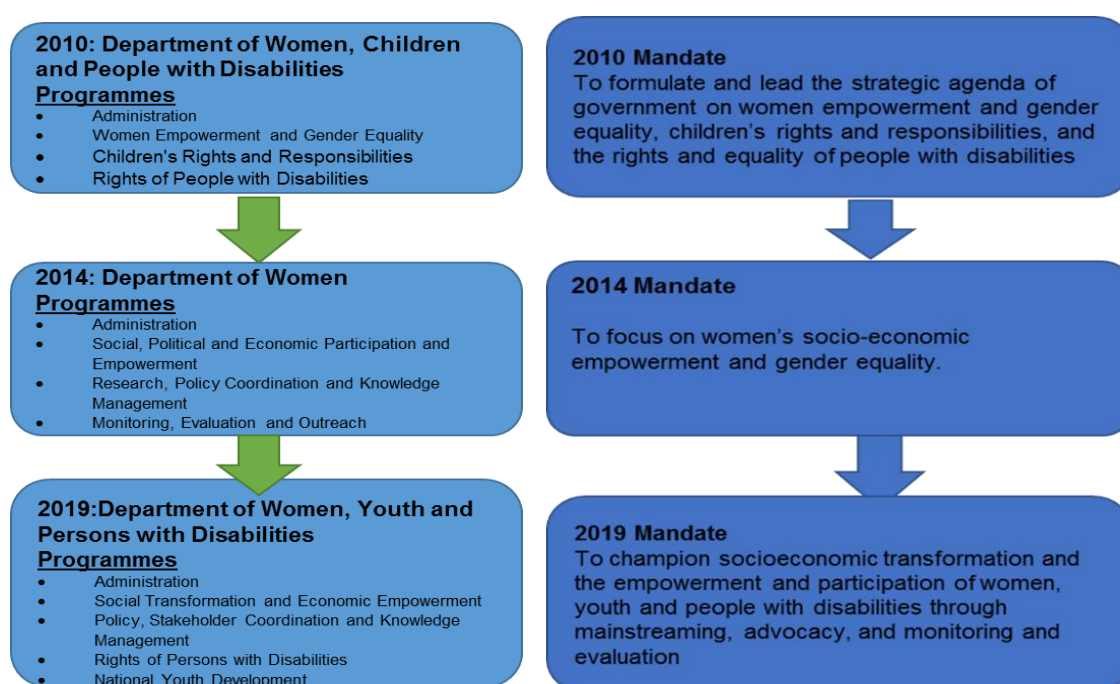
The DWYPD underwent several reconfigurations over the years, a process that can be attributed to trialling of new roles, purpose and fit. Among the changes were a shift of the youth function back to the Presidency in 2010 (a change from the initial announcement of Department of Women, Youth, Children and People with Disabilities), and a shift, of the function of the rights of people with disabilities and of the rights of children moving to Department of Social Development in 2014. This latter shift announced by the former President Jacob Zuma on 25 May 2014, narrowed the department's focus to women's socio-economic empowerment and gender equality. This remained the focus until the 2019 NMOG (National Macro organisation of Government)

In May 2019, President Cyril Ramaphosa announced a reconfiguration of government which resulted in the transfer of Persons with disabilities sub-programme from Department of Social Development to Department of Women and transfer of Youth Development programme from Department of Planning, Monitoring and Evaluation to the Department of Women. This broadened the department's coverage to women, youth and people with disabilities. The new portfolio includes responsibility for paying transfers to the National Youth Development Agency (NYDA) which is a schedule 3 entity, and transfers to the Commission for Gender Equality (CGE) which is a chapter 9 institution.

Since its pronouncement in 2009 and establishment in 2010, the department changed its mandate at least three times, from Department on Women, Youth, Children and Persons with Disabilities, to Department of Women, Children and People with Disabilities to Department of Women, and then DWYPD. Each change required the mandate to be amended as illustrated in figure 1 below.

² Department of Performance Monitoring & Evaluation Spending Review (2020)

Figure 1: Transition of the department



According to DWYPD, it derives its mandate from Section 9(3) of the Constitution of the Republic of South Africa, which states that “the state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth³. This section applies equally to all government departments and is the basis for the establishment of the Commission for Gender Equality, a constitutional institution responsible for promoting respect for gender equality and the protection, development and attainment of gender equality, and monitor, investigate, research, educate, lobby, advise and report on issues concerning gender equality.

As captured in 2020 ENE, the purpose of the DWYPD is to lead, coordinate and oversee the transformation agenda for the socio-economic empowerment of women, youth and persons with disabilities⁴. This is done through mainstreaming, advocacy, monitoring and evaluation. The purpose is further defined in the DWYPD 2021/22 Annual Performance Plan as “regulate the socio-economic transformation and implementation of the empowerment and participation of women, youth and persons with disabilities”.

Beyond advocacy for, and supporting government departments in mainstreaming inclusion and empowerment of women, youth and person with disabilities, the role and operations of the DWYPD in monitoring and evaluation – a function they are seeking to expand, strengthen, and capacitate further, is less clear.

There remains limited clarity on how the department's mandate differs from that of Commission for Gender Equality, DPME (with its current focus on planning, monitoring and

³ The Constitution of the Republic of South Africa

⁴ 2020 Estimate of National Expenditure

evaluation), and DSD in some instances⁵. Limited clarity of purpose is noted in the NYDA's operations as well. It is therefore impracticable to make an argument for improved in-department efficiencies and effectiveness without reflecting on the strategic role of the department and its entities and overlaps with other state institutions.

⁵ Report of the Portfolio Committee on Women, Youth and Persons with disabilities 4 May 2021
<https://pmg.org.za/taled-committee-report/4582/> 2021/06/22

2 Policy and Institutional Information

2.1 Policy and legal framework and relevance

a. National Development Plan (NDP)

The NDP asserts that young people deserve better educational and economic opportunities, and focused efforts are required to eliminate gender inequality and that promoting gender equality and greater opportunities for young people are integrated themes that run throughout this plan. NDP recommends that Commission on Gender Equality and the Ministry for Women, Children and People with Disabilities should jointly set clear targets for the advancement of women's rights and report on progress annually. The NDP also proposes that public employment be expanded to provide work for the unemployed, with a specific focus on youth and women; the transformation of the economy should involve active participation and empowerment of women; the role of women as leaders in all sectors of society should be actively supported; and social, cultural, religious and educational barriers to women entering the job market should be addressed. Concrete measures should be put in place and results should be evaluated over time. The NDP also says that women, children and those who are vulnerable should feel protected; and the Department of Health should design and pilot a nutrition intervention programme for pregnant women and young children amongst others.

b. Women Empowerment and Gender Equality Bill (2013)

The bill, developed by the Department of Women, Children, and Persons with Disabilities, proposes that designated public bodies and designated private bodies must develop and implement plans and measures which seek to ensure gender mainstreaming. The bill suggest that the Minister may require a designated public body or a designated private body to submit its plan and measures for consideration, evaluation and guidance; may require a designated public body or a designated private body to submit to the Minister a report on its implementation for consideration, review and guidance, and may develop guidelines to assist designated public bodies and designated private bodies to comply.

c. The National Gender Policy Framework on Women's Empowerment and Gender, 2000 (The National Gender Policy)

The National Gender Policy Framework, approved by Cabinet in 2000 requires that all Directors-General and Ministers implement gender mainstreaming within their department and institutions, report on progress made and use the recommendations outlined within the policy to enhance the socio economic empowerment of women. The placement of gender focal points in the offices of the Directors-General with access to strategic decision making processes is expected to support gender mainstreaming in all programmes in the departments and explore suitable mechanisms such as gender responsive budgeting or gender score cards, to mainstream gender and ensure that the strategic plans of their departments have gender indicators.⁶

⁶ Department of Women Strategic Plan 2015-2020

d. National Youth Policy (2020-2030)

The desired outcome of the current and previous five-year policies are empowered young people who possess information, knowledge and skills that enable them to seize opportunities, play their role and take responsibility in making a meaningful contribution to the development of a democratic and prosperous South Africa. The Objectives of the National Youth Policy 2020-2030 are to (a) Integrate youth development into the mainstream of policies, programmes and the national budget; (b) Accelerate young people's access to quality social, political and economic opportunities; (c) Improve coherence and reach of youth development service providers; (d) Facilitate young people's smooth transition into independence; (e) Inculcate and strengthen a culture of patriotism among young people; (f) Strengthen youth development institutions in delivering coordinated packages of service; (g) Collaborate with youth in building a better South Africa, and a better world.

e. Integrated Youth Development Strategy (IYDS)

IYDS stipulates key strategic activities through which the priorities contained in the youth policy will be implemented. It further specifies relevant monitoring and evaluation mechanisms. IYDS follows a new policy, and details how the policy will be implemented including identifying roles of all key players. The IYDS serves as a translation of youth policy into activities for implementation by the NYDA in the main, and other stakeholders.

f. National Strategic Plan on Gender-Based Violence and Femicide (2019)

The development of the plan was coordinated by the DWYPD in partnership with the Interim GBVF Steering Committee (ISC), a forum consisting of civil society, government departments and development partners, and chaired by the Presidency and Civil Society representative, to provide a multi-sectoral, coherent strategic policy and programming framework to ensure a coordinated national response to the crisis of gender-based violence and femicide by the government of South Africa and the country as a whole.⁷

g. Framework On Gender-Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing

On 27 March 2019, Cabinet approved the Framework on Gender Responsive Planning, Budgeting, Monitoring Evaluation and Audit. The framework places gender mainstreaming at the center of public policy by putting forward a strategy and implementation plan towards gender responsiveness of existing planning, budgeting, monitoring, evaluations and auditing systems.

h. 2015 White Paper on the Rights of Persons with Disabilities

The white paper proposes putting in place measures that will reduce exclusion and inequality experienced by persons with disabilities, and contribute to mitigating poverty among persons with disabilities and their families, and providing policy guidelines on building capacity in the public sector to deliver equitable and accessible services

i. Other policies of relevance

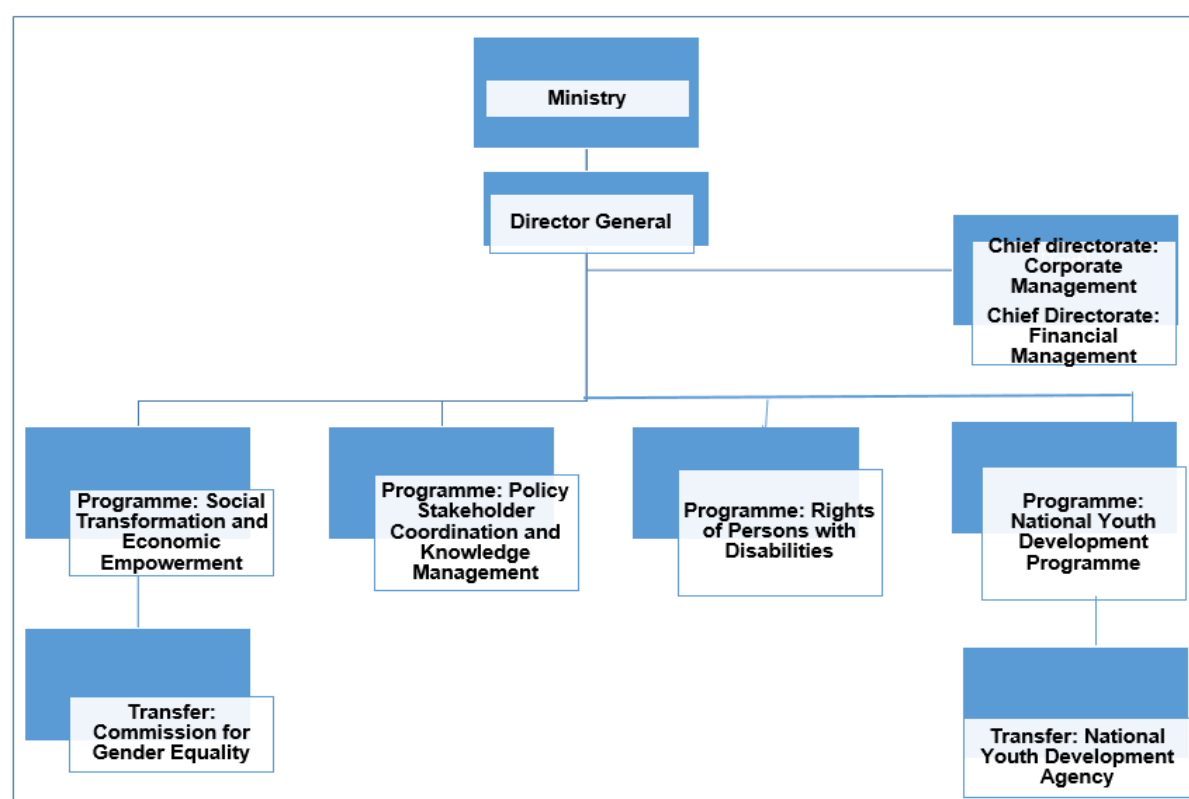
⁷ National Strategic Plan on Gender-Based Violence and Femicide

- Promotion of Equality and Prevention of Unfair Discrimination Act (2000)
- National Youth Development Agency Act
- Commission on Gender Equality Act (No. 39 of 1996)
- The Constitution of the Republic of South Africa

2.2 The governance arrangement and structure of DWYPD

The DWYPD's organisational structure is outlined in Figure 2 below.

Figure 2: Organisational Structure Department of Women, Youth and Persons with Disabilities



Data Source: 2019/20 Annual Report

2.3 Department's beneficiaries

The department advocates for the rights of women, youth and persons living with disabilities by developing policies and plans that guide government departments to ensure inclusion of women, youth and persons living with disabilities in programmes and services. Direct beneficiaries of DWYPD programmes are government departments who in turn provide services to the public in general, and to women, youth and persons living with disabilities as a special target group.

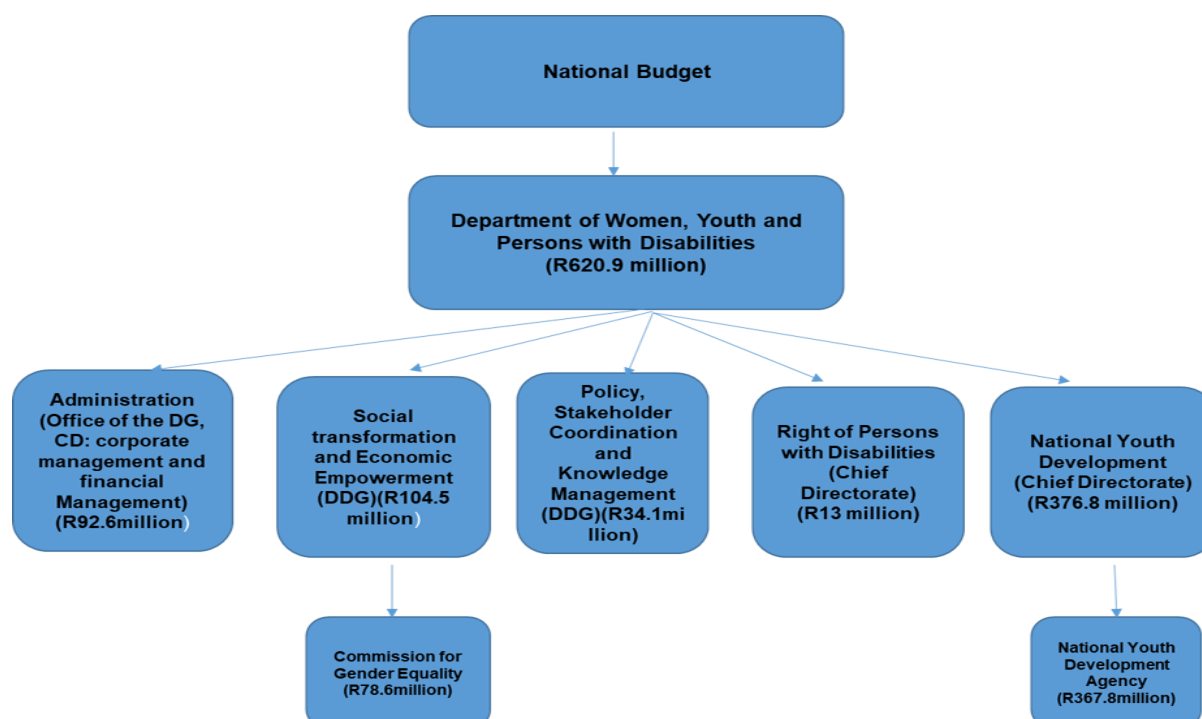
DWYD is a central government department and has no concurrent or direct service delivery function, there is nothing in their reference documents that suggests they operate across the three spheres of governmental. Calls for significant increases in the department's budget

expressed in portfolio committee⁸ meetings with National Treasury are informed by a comparison with the DPME's organisation structure, limited synergy between DWYPD and DPME, and the desire to deliver services directly to the public.

2.4 Flow of funds

The following figure sets out the follow of funds to and through the DWYPD. Note that the NYDA has a separate executive authority in the form of a board appointed by the President and interviewed by a Cabinet Committee, and was set up as an implementing agency. CGE is a chapter 9 institution accountable to Cabinet.

Figure 3: Flow of funds(numbers from 2020AENE)



⁸ DWYD 2021/22 Annual Performance Plan; <https://pmg.org.za/committee-meeting/32769/>

3 Analysis of the DWYPD's operations

3.1 Comparing functions of DWYPD with DPME and others

The introduction of women, youth and persons with disabilities as a crosscutting deliverable across all the MTSF's seven priorities had led to the integration of the three themes in all departments targets and outcomes, and made these a performance assessment area for DPME as well.

Figure 4 below compares programmes in the DWYPD with the DPME, the NYDA, the national Department of Social Development and priority areas' outcomes in the Medium Term Strategic Framework. The colour coding shows overlaps or duplications between the programmes.

Figure 4: Programmes comparison with other institutions

DWYPD Programme 2: Social Transformation and Economic Empowerment	CGE	DPME Programme 3: Sector Monitoring Services	Priority 2 of the MTSF Employment
- Promoting the social empowerment and participation of women through national dialogues on violence against women and children, and social upliftment programmes for women - Proposing and developing interventions for the socioeconomic empowerment and participation of women - Developing interventions to advance gender equality, and establishing a just and safe society	Shall develop, conduct or manage (i) information programmes; and (ii) education programmes, to foster public understanding of matters pertaining to the promotion of gender equality and the role and activities of the Commission	- Ensure government policy coherence. - Develop, facilitate, support and monitor the implementation of sector plans and intervention strategies	- Employment and women, youth and PWD participation (DTIC, DSI, DCDT and priority sectors). Localisation and industrialisation through govt procurement (DTIC, NT) - Employment through policy and regulations (DEL, DHA). Macro economic policy alignment and coherence (NT, DTIC, DPME, DEFF, DMRE); BEE – to support worker empowerment (DTIC) - Gender Equity and eliminate gender and race wage disparities (DEL); Financial sector code (NT/DTIC); Conducive environment enabling industrialisation support - Priority 6: Increased feelings of safety: Reduced contact crime, reduced violence against women, reduced violence against children (SAPS, DSD), CSPA);

DWYPD Programme 3: Policy, Stakeholder Coordination and Knowledge Management - Ensure that government departments improve their contribution to the socioeconomic empowerment of women by improving the mainstreaming of gender equality within government's planning, monitoring and evaluation systems on an ongoing basis. - Improve gender-sensitive planning, monitoring and evaluation systems by <u>analysing</u> other departments' plans and performance against priority indicators and targets for gender development, facilitating the evaluation of key gender policies and <u>programmes</u>, and making recommendations for improvement on an ongoing basis. - Position the department as an effective information and knowledge hub on the socioeconomic empowerment of women and gender equality by developing a central national gender information system to enable stakeholders to contribute to and access gender knowledge and information over the medium term. - Enable the fulfilment of commitments to and effective participation in international multilateral forums on the empowerment of women and gender equality by instituting timely reporting and convening consultative workshops with relevant stakeholders annually	CGE - CGE shall develop, conduct or manage information - shall monitor the compliance with international conventions, international covenants and international charters, acceded to or ratified by the Republic, relating to the object of the Commission; (i) shall prepare and submit reports to Parliament pertaining to any such convention, covenant or charter relating to the object of the Commission	DPME Programme 3: Sector Monitoring Services - monitoring the achievement of targets for government institutions in priorities 1 to 5 and priority 7, and reporting progress to Cabinet biannually - monitoring and reporting on the achievement of targets in performance agreements - supporting, where and when required, the development and implementation of special intervention Programme 4: Public Sector Monitoring and Capacity Development - Support the implementation of the medium-term strategic framework by monitoring and improving the capacity of state institutions to develop and implement plans, and provide services. Programme 5: Evidence and Knowledge Systems: evaluation, evidence and knowledge systems: subprogramme2: Evaluation, Research, Knowledge and Data Systems: Provide evaluation, research, knowledge management and data integration and analysis services.	
DWYPD Programme 4: Rights of Persons with Disabilities Oversee the implementation of <u>programmes</u> pertaining to the rights of persons with disabilities by supporting and monitoring the implementation of policies, and coordinate government's implementation of the 2015 White Paper on the Rights of Persons with Disabilities on an ongoing basis		DSD Programme 4: Welfare Services Policy Development and Implementation Support Sub programme People with Disabilities Promotes the empowerment of people with disabilities by strengthening and <u>standardising</u> social welfare services for them.	MTSF Priority 1: monitoring framework: professional, meritocratic and ethical public administration (DPSA, DCOG, <u>contr</u> – NSG, NT) MTSF Priority 3: Enroll children with disabilities in appropriate formal education <u>programmes</u>. (DBE, PED)
DWYPD Programme 5: National Youth Development Facilitates the development and implementation of national strategies and policies aimed at young people and oversees the transfer of funds to the National Youth Development Agency	NYDA - Develop guidelines for the implementation of an integrated national youth development policy and make recommendations to the President; - Initiate, design, co-ordinate, evaluate and monitor all <u>programmes</u> aimed at integrating the youth into the economy and society in general	DSD Programme 4: Welfare Services Policy Development and Implementation Support Sub programme: Youth Develops and facilitates the implementation of policies, legislation and <u>programmes</u> aimed at <u>mobilising</u>, developing skills among and protecting vulnerable young people	MTSFT Priority 2: Employment and women, youth and PWD participation (DTIC, DSI, DCDT and priority sectors),

Data: 2021 ENE, CGE Act, NYDA Act, MTSF 2019-2024

From the above analysis, it shows there are overlaps and duplications on core programmes of the DWYPD when compared to other institutions. This raises questions on whether the content separation between them is not artificial and whether more value would not be realised through streamlining. DWYPD indicates that its role is to lead and advocate for the empowerment and inclusion of women, youth and persons with disabilities by developing policy frameworks, advocacy, coordination of events/programmes, monitoring of government departments and compiling reports. These functions can be done by the other institutions, especially now that there are specific indicators in the MTSF and ministerial performance agreements covering these groups. At the same time, DSD remains responsible for social welfare service delivery and the sector has targeted programmes including grants to NPOs for support of vulnerable youth, children, women and persons with disabilities. In addition, economic cluster departments and the Department of Employment and Labour are expected to do more to promote youth and women employment and entrepreneurship, and inclusion of people with disability. Implementation gaps across these service delivery departments cannot

be addressed through advocacy, policy and monitoring but through targeted oversight or technical support – and DWYPD is not positioned to give such support

3.2 Performance Reporting and Oversight Functions

Duplications in monitoring and evaluation processes result in line-function departments having to report to the DPME, the DWYPD, the CGE and outcome-coordinating departments. This makes reporting a demanding and inefficient task for departments. For instance, the work on socio-economic transformation targets is reported in performance reports that go to DPME, are fed into economic cluster as part of the quarterly reporting to Cabinet, and monthly implementation reports are requested by DWYPD to cover delivery of targets sets in y the National Strategic Plan on Gender Based Violence Femicide (GBVF NSP) and the GRBMEA (Gender Responsive Budgeting, Planning, Monitoring, Evaluation and Auditing) framework, in separate and distinct templates.

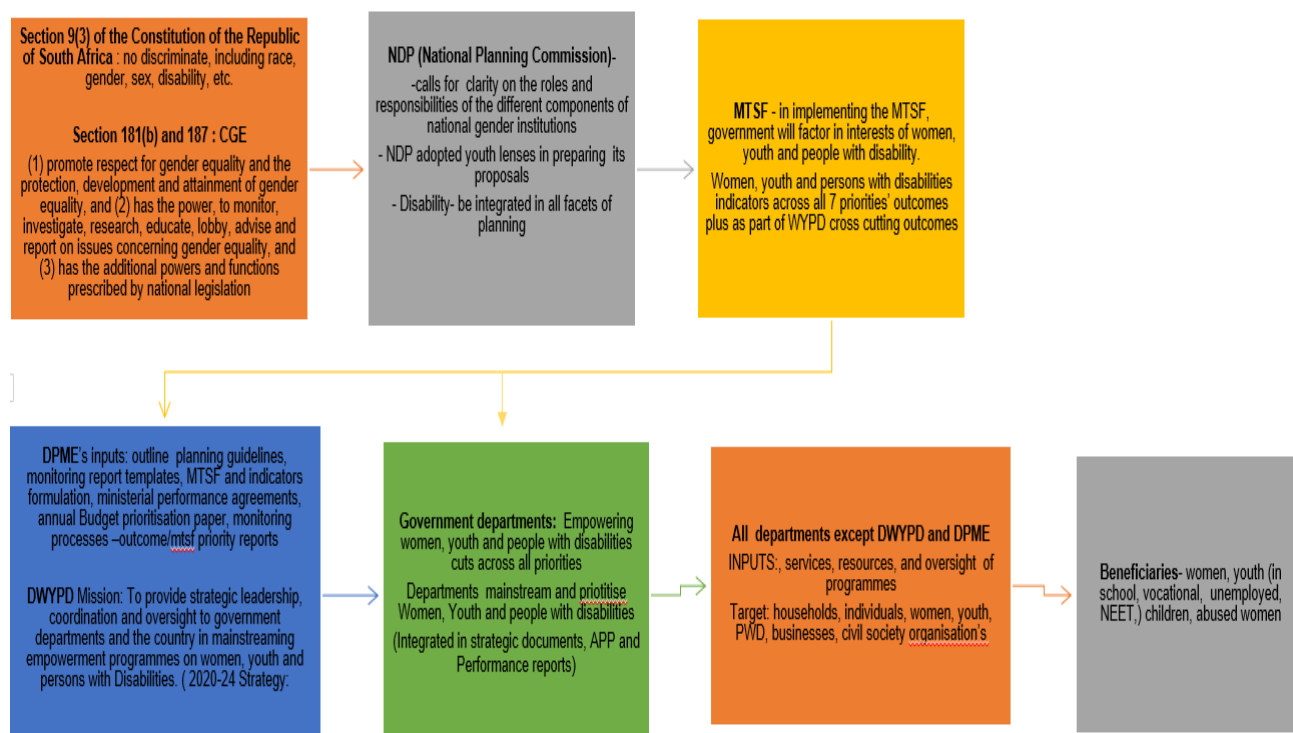
In line with current practice, outcome facilitators based in the DPME support MTSF priority coordinating departments (previously referred to as outcomes- coordinating departments) in setting quarterly targets drawn from MTSF, noting expected deliverables for the cluster/outcome group, interrogating reports, and preparing for cabinet reporting. The cabinet cluster/outcome report incorporates progress reports from all member departments and are discussed at both Director-General and Ministerial level's implementation forums before presentation to cabinet. For some clusters such as health and provincial competencies, such reporting is discussed with provincial HOD and MECs as well.

While responses to include women, youth and persons with disabilities are integral in the MTSF 2019 -2024, and respective targets are covered and can be enhanced in all cluster/outcome reporting, the DWYPD is a member of the Social Cohesion cluster chaired by DSAC and reports compiled by the DWYPD are captured in this cluster. DWYPD also participates in all other clusters as an agitator and advocate. This high prominence is useful for heightened awareness, but impactful implementation and inclusion women, youth and PWD can only be driven by respective sector departments. The value of the parallel report sought by the DWYPD is not clear and their frequency and separation from statutory performance reporting processes, may make them less efficient and reliable as an oversight tool, while also encouraging vertical programmes as opposed to integrated programming. At the same time, the Portfolio Committee on Women, Youth and Persons with Disabilities operates as a vertical committee overseeing DWYPD, NYDA and CGE.

Acknowledging WYPD targets within all cluster/outcome groups' deliverables and reports as dictated by MTEC, may be the best strategy as opposed to parallel cabinet committee and DWYPD reporting processes.

3.3 Logical Framework – delivery of women, youth and PWD priorities and services

Figure 5: Process Map



According to the process flow, DPME and DWYPD are playing support and oversight roles over all departments in relation to the implementation of programmes geared to uplift and support women, youth and persons with disabilities by ensuring that departments' Annual Performance Plans, and Strategic plans respond to these priorities. The MTSF 2019-24 marks a critical step in the integration on WYPD in government priorities and is a key frame of reference for planning and for performance monitoring. MTSF stipulates which departmental responsibilities, placing ownership of outcomes and processes within respective departments. It can therefore be said that DWYPD, through its advocacy and mainstreaming programme, duplicates what is already prescribed in the MTSF, and through its monitoring and evaluation programme, runs a parallel process to that of the DPME.

3.4 Performance Analysis

Table 1: Historical performance analysis

Indicator	Programme	Target	Outcome	Target	Outcome	Target	Outcome
		2017/18		2018/19		2019/20	
Number of progress reports on implementation of the sanitary dignity implementation framework produced per year.	Social Transformation and Economic Empowerment	1	1	1	1	4	4
Number of research reports produced on government priorities per year	Policy, Stakeholder Coordination and Knowledge Management	1	1	1	1	1	0
Number of reports on the compliance of government commitments on international instruments produced per year		4	4	2	2	2	2
Number of public participation and outreach initiatives on women's empowerment, including girls and young women, conducted per year		10	10	10	13	10	10
Number of community mobilisation initiatives aimed to fostering the social and economic inclusion of women, youth and person with disabilities		4	4	4	3	4	4

1. No historical data

Source: ENE 2021, Annual reports

Table 1 above shows the historical performance of DWYPD from 2018/19 to 2019/20. All indicators are focused on activities, primarily advocacy and reports, and none speak to service quality or inclusion related outputs. Indicators relating to *Youth development* and *Persons with Disability* are not included. Over-achievement on the *Number of public participation and outreach initiatives on women's empowerment, including girls and young women* in 2018/19, is attributed to high demand of outreach initiatives whereas, poor performance on *Number of community mobilisation initiatives aimed to fostering the social and economic inclusion of women, youth and person with disabilities* is attributed to delays in approval of the initiatives.

Sustaining a full department, especially one with a top-heavy administrative structure, for the purpose of awareness building and engagement with stakeholders does not seem strategic nor cost-effective.

3.5 Expenditure Analysis

Table 2 captures departmental expenditure for the period 2018/19 to 2020/21.

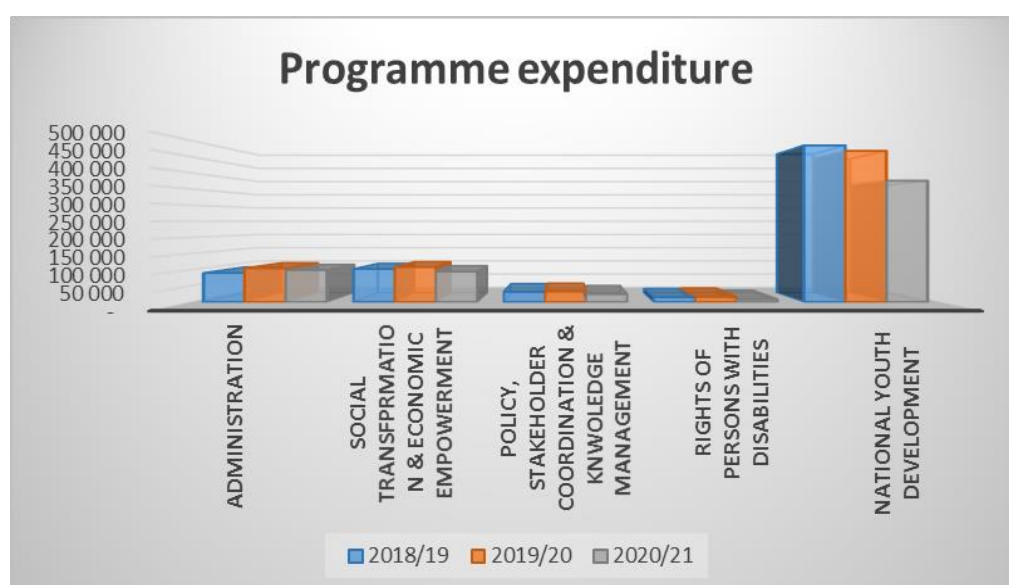
Table 2: Expenditure analysis for the period 2018/19 to 2020/21

Programmes	2018/19	2019/20	2020/21	Average growth
	Expenditure	Expenditure	Expenditure	
Administration	90 031	104 596	99 275	3%
Social Transformation & Economic Empowerment	102 355	108 436	94 653	-3%
Policy, Stakeholder Coordination & Knowledge Management	31 934	33 731	25 141	-8%
Rights of Persons with Disabilities	15 315	16 575	8 647	-17%
National Youth Development	484 288	467 538	375 182	-8%
Total	723 923	730 876	602 898	-6%
Economic Classification				0%
Compensation of employees	93 934	107 709	110 310	6%
Salaries and wages	83 602	95 365	98 955	6%
Social contribution	10 332	12 344	11 355	3%
Goods and Services	67 974	73 167	43 742	-14%
Transfers and subsidies	559 341	546 897	446 818	-7%
Municipalities	5	2	1	-38%
Departmental agencies and accounts	557 880	544 754	446 435	-7%
Department Agencies	557 880	544 754	446 435	-7%
Households	1 456	2 141	382	-36%
Social Benefits	410	2 141	382	-2%
Other transfers to household	1 046	-	-	-100%
Payments for capital assets	1 936	2 703	1 955	0%
Machinery and equipment	1 936	2 703	1 955	0%
Transport equipment	202	1 380	1 955	113%
Other machinery and equipment	1 734	1 342	-	-100%
Software & other intangible assets	515	-	-	-100%
Payment for financial assets	223	381	74	-31%
Total	723 923	730 858	602 898	-6%

The department's overall allocation is declining like the rest of government departments due to the budget cuts. Goods and services expenditure has significantly decreased in 2020/21 in line with reduced traveling and meetings' catering as a result of Covid-19 regulations. This resulted in decreased average growth in expenditure of 14 percent. Transfers and subsidies, which constitute 75 percent of the department's expenditure, also went down by 7 percent for the period under review.

Despite overall reductions, compensation of employees' expenditure grew by 6 percent, and this is as a result of cost of living adjustments. The administration programme comprises 47 percent of the total department's COE spending.

Figure 6: Programme expenditure for period 2018/19 to 2020/21



For the period 2018/19 to 2020/21 financial years, the National Youth Development programme, the Social Transformation and Economic Empowerment programme. The two facilitate transfers to entities totalling 75 percent of the department spending: National Youth Development programme make up about 61 percent of the programme spending mainly due to the NYDA allocation and Social Transformation and Economic Empowerment programme makes up about 15 percent of average expenditure mainly due to transfers to the Commission for Gender Equality. For the Administration programme, higher Compensation of Employees costs makes up about 14 percent of total departmental voted funds.

Compensation of employees is the second leading cost driver after transfers to entities, at 15 per cent of total budget. The department's operational costs (goods and services) are around 9 per cent, R43,7 million in 2020/21. From this, it is evident that the department's key activity is the administration of transfers to entities and making payments to personnel who conduct advocacy initiatives.

Figure 7: Programme expenditure without transfers for period 2018/19 to 2020/21

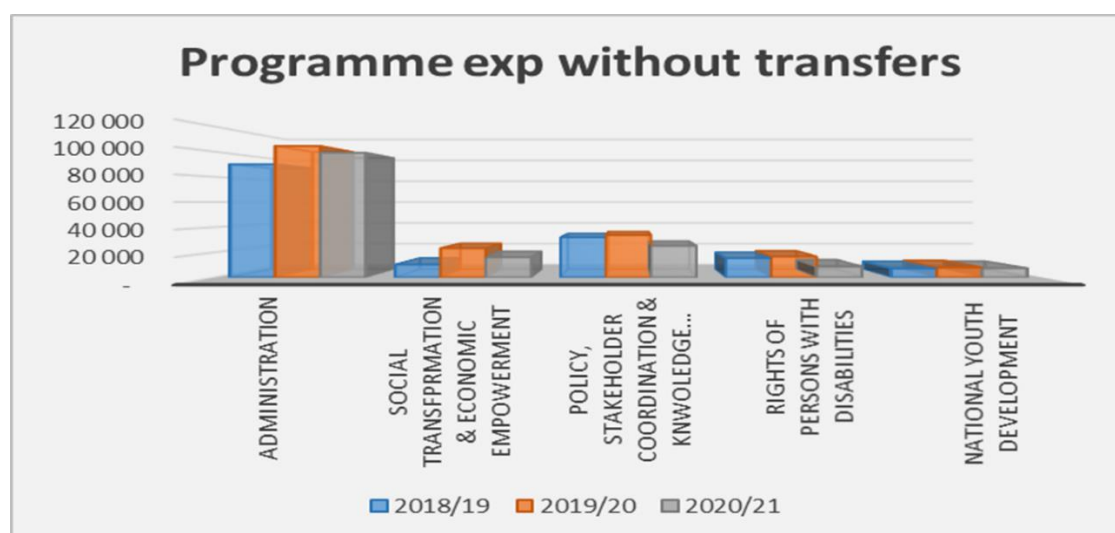


Figure 7 above shows programme expenditure without transfers for the period 2018/19 to 2020/21, which totalled R155 million in 2018/19, R186 in 2020/21, and R156 in 2020/21. Excluding transfers to NYDA and CGE, Administration programme is the main spending driver, at 59.3 percent average expenditure, mainly due to compensation.

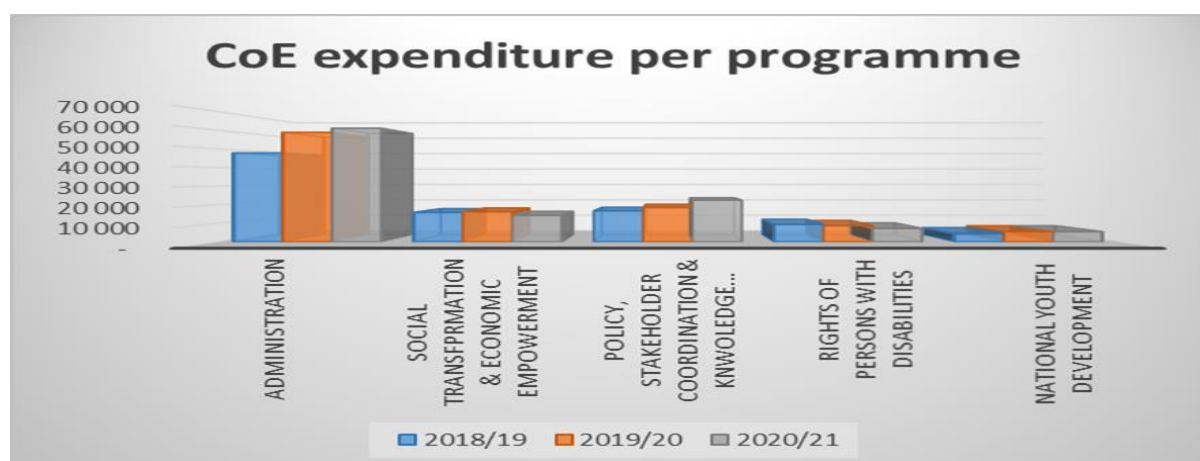
The department had a staff complement of 159 in 2020/21, Of these,

- 92 in Administration which is 58 per cent of the total department personnel
- 19 in Social Transformation and Economic Empowerment
- 29 in Policy, Stakeholder Coordination and Knowledge Management
- 13 in Rights of Persons with Disabilities
- 12 in National Youth Development

Some of the functions and appointments in the Administration programme are prescribed, nevertheless 58 per cent of the total department personnel is an undesirable ratio. Figure 8 below shows the expenditure per programme.

The department budget is small and further cuts are unlikely to improve effectiveness especially if Administration costs can't be reduced significantly. At programme level most of the posts are at managerial level

Figure 8: Compensation of employees' expenditure per programmes



When compared with the DPME and the Presidency, (the two other departments within Presidency and with overlapping mandates with DWYPD, and the department with which DWYPD uses for budget and staffing comparative purposes), the personnel unit cost of DWYPD is higher. This is in line with the dominance of managerial level-tilted appointments in DWYPD.

Table 3: Personnel budget -departments in the Presidency

	21/22	22/23	23/24	Growth rate over MTEF	No of funded posts	Posts additional to establishment	21/22 head count	Unit costs in 21/22
1.The presidency	372.1	374.9	376.4	3.1%	630	51	659	565
9. DPME	302.6	303.5	306.5	5.1%	463	40	437	693
20. DWYPD	111.3	111.1	111.9	4.4%	135	1	141	790

Data source:2021 ENE

4 Key findings

- **The unique role of the DWYPD is less clear**

The mainstreaming of women, youth and persons with disabilities across the seven government priorities in MTSF 2019 – 2024 is a significant step towards fostering ownership of the three themes, and has provided a frame for departmental performance monitoring. This positive development has, however, muddled the water in as far as defining the special role and mandate of the DWYPD. Although the department argues that others such as National Treasury has a poor understanding of its role, it would seem the department has no distinct mandate unique to them or such is yet to be articulated.

- Published performance indicators (ENE 2021) points to a bias towards advocacy and reporting. At the same time overlaps exist between DWYPD and the CGE on gender advocacy and gender oversight responsibilities.
- The line between the DWYPD and service delivery departments such as DSD is often blurred on GBVF responses, begging the question on what DWYPD's reach and focus is or should be, and what their strategic complementarity should entail.
- Overlaps between the DWYPD and DPME are also evident in relation to planning, monitoring and evaluation, resulting in parallel investments, processes and coordination platforms, and additional reporting demands on departments and provinces. The reporting burden increases administration costs that can't be linked value addition for beneficiaries.
- With regard to youth development, similarities in purpose is evident between DWYPD / NYDA, the Presidency, and Economic Cluster departments especially Department of Employment and Labour and Department of Small Business Development. These duplications exacerbate the ambiguity of the role of the NYDA and by extension the role of DWYPD.

- **Department has a top-heavy administrative structure**

The Administration programme personnel comprise 58 percent of the department's total personnel compliment, and most of the posts in the department are at managerial level. Further COE cuts if imposed on the department are most likely to be borne by thematic and operational programmes. Despite a low head-count when compared to the other two departments within Presidency, the COE unit cost for the DWYPD is 39% higher than the average for the other two departments at R790 000 per annum. Compared with service delivery pressures and deficiencies, especially on GBV in provinces, the merits of a costly coordinating, oversight structure are not clear.

- **DWYPD has a small budget. To attain efficiency gains, there is a need to look within the department and across the Presidency and other central government departments to assess the DWYP's comparative advantage.**

The department's spending is dominated by COE (62 percent on average of the budget excluding transfers, of which 54 percent on average is in Administration programme) and transfers to NYDA and CGE. For the department's budget that averages R160 million per year for its current operations, R98 million spending on administration programme is a heavy lift. If spending is to be used to extrapolate mandate, then DWYPD's mandate appears to be the administration of transfers to entities. Although some room exist for further efficiencies within the department, albeit small, real budgetary gains could be realised through the management of duplications with DPME, CGE and other departments, elimination of a heavy administrative burden, and rationalisation of the advocacy role of the department into existing departments.

- **Higher administration costs borne by government are also a function of a big central government subdivided into small departmental units**

The South African Presidency has three votes, namely Presidency, DPME and DWYPD, all with separate administration programmes and accounting officers, and all providing coordination and oversight functions. The separate administration and special focus does not always result in stronger internal capacity as is the case of the department. Shared Administration programme, or a merger, would result in excess of R40 million per annum from the DWYPD alone. Further savings could be realised from the streamlining of functions and operations.

- **The GBVF crisis continues to inspire interest in a department focused on women and the department's attempt to reach everyone. This compounds DWYPD's indistinct mandate**

The portfolio Committee on Women, Youth and Persons with Disabilities and other stakeholders often question the department on service delivery matters, especially with reference to GBV incidents covered in the media. These kind of questions are shaping the department's plans and aspirations and a results, the department expressed intentions to be represented at local level, increase staff compliment to deliver services at district level and train others, and undertake oversight at local level and of the private sector.

The department's direct clientele is however other government departments responsible for policies and programmes targeting and providing services to all South Africans

including women, youth and persons with disabilities. The department has no concurrent function, and aspiration for a broadened scope if accommodated with result in duplications and muddling of roles with those of provincial departments of social development, health, and others. While the department remains on a path of defining its mandate but unlikely to realise efficiencies or effectiveness if left in its current form.

- **An evaluation of the Youth Development Programme and National Youth Development Agency would assist their focus**

The role of the NYDA overlaps with that of other organs of state while NYDA's comparative advantage is unclear even to the entity management. Overlaps are apparent even in the areas of the entity's programmatic focus namely (i) skills development which is a focus area for DHET and SETAs, (ii) implementation of youth programmes which is the focus of all service delivery departments in line with youth as one of the population groups served, (iii) economic development/grant making – an area of focus for the DSBD, SEFA and IDC; and (iv) youth pathways management – an area of shared focus with SETAs, DEL, UIF and DEL, and jobs fund in GTAC/National Treasury. Operational spending is high including the costs of personnel and the board, while the entity remains heavily dependent on consultants. Over 63 percent of project disbursement costs in NYDA is spent COE, leaving less than percent of resources to flow directly to beneficiaries as grants or vouchers.

The national youth development unit, programme 5 in DWYPD which shifted from DPME as part of the function shift in 2019 will too benefit from strategic review. The unit focuses on legislative and policy making, international engagements, advocacy and coordination of youth engagement (a role shared with NYDA). Youth policies and strategies, which integrate interventions from different sectors and departments, are developed on a five yearly basis.

- **Acknowledging gender, youth and persons with disability targets within existing performance reporting mechanisms may be a better way to entrench the mainstreaming of the three themes beyond advocacy.**

Given that inclusion of women, youth and persons with disabilities is already incorporated into sector departments' deliverables in MTSF 2019 – 2024, a parallel fully fledged department focussing on advocacy and policy is not necessary, nor is it a good mechanism to promote ownership of these deliverable across sectors. Such resources can be directed towards direct service improvements for these target populations.

5 Recommendations

The recommendations are made in the spirit of enhancing effectiveness and streamlining programmes and processes, and promoting real service delivery to vulnerable groups. It is acknowledged that financial savings are not huge, unless serious consideration is made to close the department and merge some entities. Considered choices include the following:

- Merge DWYPD with DPME and mainstream gender responses into government departments' planning and performance reporting that fit into MTSF targets and

outcomes. Deliverables on women, youth and persons with disabilities are already addressed as crosscutting themes in the 2019-2024 MTSF.

- DPME is significant in size and has created parallel divisions for planning and for monitoring. All these are targeting national departments and provinces and seek to standardize and coordinate planning (including Annual Performance Plans and Strategic Plans), performance reporting and monitoring and evaluations. It seems reasonable for the planning, monitoring and evaluation of Women, Youth and Person with Disabilities to be integrated within these existing instruments and processes as opposed to setting another layer of processes facilitated by a separate department, DWYPD in this case. The MTSF 2019 – 2024 is the base document for all the planning and monitoring.
- The implementation of the GBVF strategic plan rests primarily with DSD, SAPS and DOJCD (mainly NPA). Respective implementation related deliverables should be shifted to DSD while advocacy and monitoring roles can be shared between CGE, DPME and Presidency.
- The persons with disabilities sub-subprogramme can become a desk in the Presidency, retaining the prominence envisaged while policies to support delivery of services will be best served by locating within the Department of Social Development where it is possible to build complementarities with other service provisions. Such will enhance accountability and consolidation of responses. Following ECD the function shifts from DSD to DBE, the DSD is too becoming a smaller department and should be challenged to refine its operating model and improve service delivery responses.
- Strengthen capacity of the Commission for Gender Equality – to track government and private sector performance and advocate for needed reforms. A share of the DWYPD's current advocacy agenda can be implemented and managed by CGE.
- Align the work of the National Youth Development Agency to the work of Department of Small Business Development and its agencies, and Department of Employment and Labour. This could possibly include further clarification of role and location of the NYDA and strengthen collaboration on employment pathways matters.
 - To address the growing ambiguous role of the NYDA and the national youth development programme, which morphed from advocacy on all youth issues to employment support interventions, further deliberation on the mandate and positioning of the national youth development programme in the context of increased prioritization of youth across all sectors, and the growing need to focus in skills and jobs. Possible merger or shift of the NYDA to with Department of Small Business Development (DSDB) or Department of Employment and Labour should be explored, to align with the entrepreneurship and employment priorities led by these departments. Furthermore, along with the value addition of the NYDA board, and effectiveness of NYDA as an implementing agency. should be evaluated.

6 Conclusion

Both DPME and DWYPD are in the Presidency with Ministers, and Deputy Ministers. At the same time the Presidency (office of the President, office of the Deputy President, and PMO in Presidency) is championing the women, youth and disability while a chapter 9 institution – Commission for Gender Equality, and an entity – the National Youth Development Agency, and other departments – Department of Social Development also play a role in implementation and oversight of gender, youth and persons with disabilities matters respectively. Evolution of the two ministries over the years, along with maturity of other government systems, some of which these departments can be credited for, is resulting in increased overlaps and ambiguity of the role of the DWYPD. The purpose, structure and continued relevance of the DWYPD needs to be re-evaluated.

Concerns over progress in realising gender equality and integration of person with disabilities has seen government passing numerous policies, and introducing several structures to address the problem. Evolution of these processes was fast tracked at the time when overall government planning and monitoring process were being strengthened along with changes in the configuration of the economic cluster (trade, employment, economic development, small business). The result is organs of state with overlapping mandates and functions, and several parallel programmes and spending inefficiencies that not only increases the reporting burden on departments but misses the opportunity of channelling limited resources directly to service the beneficiaries. Some government systems have matured and the parallel two ministries and a commission introduced in the Presidency in 2009, are now converging in focus warranting adaptations that will contain increasing administration costs that cannot be linked to direct service delivery improvements, and reduce overlaps across departments as a way to foster accountability.