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Monitoring and Evaluation Practise Contributions to Gendered Policies and Gender Mainstreaming at Wits University

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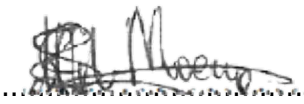
Supervisor: Prof. Caitlin Blaser-Mapitsa

October 2023

A research report submitted to the Faculty of Commerce, Law and Management, University of the Witwatersrand, in partial fulfilment of the requirements for the degree of Master of Management in the field of Governance (Monitoring and Evaluation).

Declaration

I Sharon Gail Keitumetse Mpheletso Moeno (Student no: 780786) declare that this research report, submitted in partial fulfilment of the requirements for the degree; Master of Management in the field of Governance (Monitoring and Evaluation), is the product of my efforts wherein all reference material used have been acknowledged and specified. I certify that this report has not been accepted or submitted for any other degree at this institution or any other university.


.....

Signature

Signed at Parktown, Johannesburg on the 03 day of October 2023

Acknowledgements and Dedications

There are numerous people for whom my heart brims with appreciation. I would be remiss if within these lines I did not express gratitude to him who cradles me through the harsh storms of life—because of his unreserved grace, I live to see a brand-new day.

Second, I remain eternally grateful to my Master of Management (MM) supervisor, Dr. Caitlin Blaser-Mapitsa. I am humbled by your kindness and patience. The advice and assistance both before and after you accepted me as a student under your supervision are much appreciated. Your warm words of support gave me the boost I needed. I am grateful.

Third, failing to express my gratitude to Prof. Erin McCandless, who oversaw a portion of my MM degree work, particularly at the protocol stage, would be negligent on my side. I appreciate the guidance you provided in getting me to where I am.

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Fifth, time fails me in recounting those to whom I am indebted for emotional and physical support. To all the friends, colleagues, staff (academic, professional, and support) who contributed in more ways than one, I am ever grateful for the assistance and support you lent me in my hour of need.

Last but not least, I wish to express gratitude to all the women who came before us and paved the road so that we can celebrate this foothold in our time. We would not have made the gains we have without these women's unrelenting efforts. Thank you. My hope is that through collective efforts and a clear resounding voice, we can achieve equality in society and traverse to a future where women can escape the ‘brazen clutches’ of secondary citizenship at workplaces or even in our own homes.

Table of Contents

Declaration ii
Acknowledgements and Dedications iii
Table of Contents iv
Table of Figures vii
List of Tables viii
List of Abbreviations ix
Abstract 1
Chapter 1 : Introduction 2
1.1. Introduction 2
1.2. Problem statement 5
1.3. Research purpose and objectives 6
1.3.1. Research purpose statement 6
1.3.2. Research objectives 7
1.4. Research questions 7
1.5. Significance of the study 8
1.6. Chapter outline 10
1.6.1. Chapter 1: Introduction 10
1.6.2. Chapter 2: Literature Review 10
1.6.3. Chapter 3: Methodology 11
1.6.4. Chapter 4: Presentation of Research Findings 11
1.6.5. Chapter 5: Analysis of Research Findings 11
1.6.6. Chapter 6: Conclusion and Recommendations 12
Chapter 2 : Literature Review and the Conceptual Framework 13
2.1. Introduction 13
2.2. Background 14
2.3. Gender equality 16
2.3.1. Global commitments to gender equality 20
2.3.2. Gender equality in South Africa 22
2.4. Gender policies 24
2.4.1. Gender equality awareness 25

2.4.2. Gender equality policies and empowerment of women....26
2.4.3. Achievements and challenges (successes and failures) of gender policies....28
2.4.4. Gender mainstreaming in policy implementation....30
2.5. Gender mainstreaming....31
2.5.1. Components of gender mainstreaming....34
2.5.2. Gender mainstreaming outcomes/goals/objectives....35
2.5.3. Approaches to gender mainstreaming....38
2.5.4. Experiences of gender mainstreaming (successes and failures)....43
2.5.5. Factors contributing to success of gender mainstreaming and gendered policies....45
2.6. Monitoring and evaluation....46
2.6.1. Monitoring and evaluation discourse....47
2.6.2. Monitoring and evaluation as a management and governance tool....52
2.6.3. Gender-sensitive/responsive monitoring and evaluation....56
2.6.4. Monitoring and evaluation of gender mainstreaming in higher education institutions 60
2.7. Conceptual / theoretical framework....61
2.7.1. Gender mainstreaming outcomes as a theoretical framework....61
2.7.2. Systems thinking as a theoretical framework....63
Chapter 3 : Research Methodology....68
3.1. Introduction....68
3.2. Research approach....68
3.3. Sampling and data collection....70
3.3.1. Demographics of the participants....72
3.3.2. Primary and secondary data collection....73
3.4. Data presentation and analysis....75
3.5. Validity and reliability or trustworthiness....76
3.6. Ethical considerations....77
3.7. Limitations of research and positionality....78
Chapter 4 : Presentation of Research Findings....82
4.1. Introduction....82
4.2. Presentation of data by themes....85
4.2.1. Transformation agenda at Wits University....86
4.2.2. Internal monitoring and evaluation systems and practises at Wits University....94

4.2.3. Factors that contribute to the achievement of gendered policy outcomes at Wits University. 111
4.2.4. Institutionalisation of internal monitoring and evaluation systems and practises at Wits University 116
4.3. Conclusion....121
Chapter 5 : Analysis of Research Findings 123
5.1. Introduction....123
5.2. Analysis of research findings 124
5.2.1. Transformation agenda at Wits University 124
5.2.2. Internal monitoring and evaluation systems and practises at Wits University 131
5.2.3. Factors that contribute to the achievement of gendered policy outcomes at Wits University 138
5.2.4. Institutionalisation of internal monitoring and evaluation systems and practises at Wits University 145
5.3. Conclusion....150
Chapter 6 : Conclusion and Recommendations....154
6.1. Introduction: study purpose and the most compelling findings 154
6.2. Reflection on the contributions to knowledge....156
6.3. General recommendations 157
6.3.1. Recommendations for future studies 159
6.4. Conclusion....160
References....161
Appendices....180
Appendix 1 181
Appendix 2 182
Appendix 3 184
Appendix 4 186
Appendix 5 190

Table of Figures

Figure 2.1. Chart showing the different dimensions considered in developing the African gender equality index (African Development Bank group, 2015). 18

Figure 2.2. A pictogram of the results for development of the overall African gender equality index for African countries (African Development Bank group, 2015). 19

Figure 2.3. Scheme showing a holistic approach on how to tackle gender inequalities (British Council, 2018). 26

Figure 2.4. Depiction of the minimum standards for the mainstreaming of gender equality policies (Gender Practitioners Collaborative (GPC), nd). 33

Figure 2.5. Pictogram showing the pervasive nature of bias, discrimination, and patriarchy in institutions (Stamarski and Son Hing, 2015). 41

Figure 2.6. A picture of the twelve components of an effective M&E system (Görgens and Zall-Kusek, 2009). 48

Figure 2.7. Types of evaluation in the lifecycle of a programme (GREO, n.d.). 51

Figure 2.8. A representation of a Theory of Change (ToC) for an initiative on the well-being of disadvantaged children and youth (Global Fund for Children (GFC), n.d.). 56

Figure 2.9. A representation of the relationship between the four components or foundations of systems thinking (Gharajedaghi, 2011). 65

Figure 4.1. Conceptual Mind Map for this research study. 84

Figure 5.1. An illustration of the mapped 'Mess' for the Wits University case study. 142

Figure 5.2. Problem tree for the Wits University case study. 144

Figure 5.3. Objective tree for the Wits University case study. 147

Figure 5.4. Alternative analysis showing (i) Pathway A and (ii) Pathway B for solutions to the Wits University case study. 148

List of Tables

Table 2.1: The two models through which gender equality policies effect change (Dahlerup and Fredienvall, 2005) 27

Table 2.2: The components and target activities of a gender mainstreaming policy (Moser and Moser, 2005) 35

Table 2.3: Strategies used in gender equality policies (Verloo, 2001) 36

Table 2.4: Gender mainstreaming evaluation framework (de Waal, 2006) 37

Table 2.5: Elements of effective results-based monitoring (adapted with modification from Zall et al., 2004) 50

Table 3.1: Demographic information on the research study participants (n=12) 73

Table 4.1: Wits University full-time permanent academic staff headcounts for the period 2017 to 2021 (The Analytics and Institutional Research Unit, 2022) 106

Table 4.2: Wits University workforce profile for 2021 (The University of the Witwatersrand, 2022a) 107

Table 4.3: Wits University recruitment profile for 2021 (The University of the Witwatersrand, 2022a) 108

Table 4.4: Wits University promotion profile for 2021 (The University of the Witwatersrand, 2022a) 109

Table 4.5: Wits University termination profile for 2021 (The University of the Witwatersrand, 2022a) 110

Table 4.6: Wits University skills development profile for 2021 (The University of the Witwatersrand, 2022a) 110

List of Abbreviations

BBBEE: Broad-Based Black Economic Empowerment 127
CEDAW: Convention on the Elimination of All Forms of Discrimination against Women 20
CSW: Commission on the Status of Women 20
DFID: Department for International Development....42
e.g.: For example 83
EEAS: European Commission and European External Action Service 27
etc.: Etcetera....82
EU: European Union 42
GAD: Gender and Development 31
GE: Gender equity 7
GFC: Global Fund for Children....53
GM: Gender mainstreaming 2
GPF: Gender Policy Framework 13
HEIs: Higher education institutions.... 2
HR: Human Resources 28
HREC: Human Research Ethics Council....75
LGBTQ : Lesbian, Gay, Bisexual, Transgender, Queer....126
M&E: Monitoring and Evaluation 3
MDGs: Millennium Development Goals....20
NGOs: Non-governmental organisations....33
PME: Participatory Monitoring and Evaluation 143
ToC: Theory of Change....54
UN: United Nations 15
UNDGDOCO: United Nations Development Group Development Operations Coordination Office 44
US: United States 30
WHO: World Health Organization....19
WID: Women in Development 30

Abstract

The Commission for Gender Equality (CGE) released a report in 2014 and 2015 on several South African Higher Education Institutions (HEIs). This report made recommendations for these institutions, Wits University being one of them. These HEIs were advised to work on gendered transformation, empowerment, and gender equality and adopt the gender mainstreaming (GM) strategy to achieve these outcomes. However, information about GM in HEIs is limited.

The perceived research gap in the lack of monitoring and evaluation (M&E) of GM or gender policies and the indistinguishable impact of M&E practises on the achievement of GM results was identified; This research study sought to address this gap. A qualitative exploratory case study design with Wits University as the study site was used to investigate how M&E systems or practises contribute to the achievement of GM outcomes. Stratified purposive and convenience sampling were applied yielding 12 consenting participants with whom semi-structured interviews were conducted.

According to the findings of the interviews, Wits does not have an internal M&E system or an official GM strategy, but elements of GM were recognised in policies and M&E practises. Factors such as resources and willpower were identified as contributing to achieving the GM outcomes. To improve the attainment of GM outcomes, it was proposed to establish an M&E system and an M&E unit.

Chapter 1 : Introduction

1.1. Introduction

Gender inequalities are commonplace and established worldwide, with the result that the majority of women in the workplace continue to be disadvantaged and assigned supporting roles (despite their qualifications and experience) as opposed to the management and leadership positions relished by their male colleagues (Kalev et al., 2006; Timmers et al., 2010). Gender mainstreaming (GM) and gender policy measures have been introduced in both the public and private sectors to combat gender inequality globally (de Waal, 2006; Kalev et al., 2006; Tsvere & Nyaruwata, 2012). Although these measures have increased the proportion of women in the public and private spheres, vertical gender segregation is still widely observed, resulting in low numbers of women in high-ranking positions (Fagenson, 1990; Timmers et al., 2010; Toren & Moore, 1998).

In higher education institutions (HEIs), few women are located in decision-making positions (Timmers et al., 2010; Tsvere & Nyaruwata, 2012; Verge et al., 2018). Since HEIs are on the front line of efforts to build a society that is both well-educated and just (Kromydas, 2017), the expectation is that they will foster a conducive environment for the career advancement of women and their representation at all major management levels (Aikman & Unterhalter, 2005; Forum of African Women Educationalists (FAWE), 2015). However, several reports focused on HEIs and the academic context show that efforts to develop

and successfully implement gendered policies or GM continue to be limited because these policies are not adequately monitored or evaluated (de Waal, 2006; Timmers et al., 2010). This study will investigate how monitoring and evaluation (M&E) practises around GM or gendered policies at the University of Witwatersrand (Wits University), an HEI in South Africa, contribute to the realisation of GM or gendered policy outcomes.

According to de Waal (2006), the GM strategy generally has five outcomes (gender parity, gender equality, gender equity, empowerment, and transformation) that can be tracked. Of particular interest to this study is the empowerment outcome in support of women, because this outcome shows how women are empowered (for management roles) and, in turn, leads to gender equality. The outcomes stated for GM are also applicable for gendered policies, as these policies have elements of GM interwoven into them. Mergaert and Lombardo (2014) and Verge et al. (2018) contend that resistance to gender reforms and the evaluation of GM or its outcomes is widespread and seeks to guard male privilege.

In South Africa, resistance to gendered policies or GM efforts and their M&E was identified in hearings conducted by the Commission for Gender Equality in 2014 and 2015 (Commission for Gender Equality (CGE), 2014, 2015). The hearings focussed on gender transformation challenges in HEIs in South Africa (including but not limited to, University of South Africa, University of Venda and University of Pretoria). To deepen the transformation brought about by gendered policies or GM in South African HEIs, a gendered lens is used.

This study will employ a qualitative exploratory case study design to assess how internal M&E systems or practises promote accomplishment of outcomes of gendered policies or GM at Wits University, to contribute to the scholarly and policy literature on this subject. This research design focusses on identifying cogent themes from respondent descriptions and perceptions about M&E systems and practises to understand their effect on outcome attainment on GM or gendered policies at Wits University. Furthermore, this study will examine and assess what works and what does not work in these M&E practises, allowing analysis and providing insight, contributing to scholarly debates on the role of M&E in the implementation of the Wits University GM strategy or gender policies.

Wits University was selected as the single exploratory case study for this investigation, because it is one of the South African HEIs identified for inclusion in a subsequent investigation by the Commission for Gender Equality (CGE, 2014, 2015). Located in Johannesburg, South Africa, Wits University is primarily structured into five faculties comprised of 34 schools as of 2021, with 42175 student enrolments and 1174 academic staff (The Analytics and Institutional Research Unit, 2022). In 2015, Wits University adopted an accelerated transformation programme that involved the incorporation of transformation as a core element of the institution’s mandate (University of Witwatersrand, 2022b).

Primary data will be collected using semi-structured interviews, while secondary data will be extracted from internal institutional documents to assess the presence and contribution of internal M&E systems or practises in the achievement of GM outcomes at Wits University. If GM outcomes are perceived

to not be met, the views of the participants will provide the basis for understanding this non-attainment and formulating recommendations to realise the institution's GM or gendered policies objectives.

1.2. Problem statement

Gender mainstreaming is a strategy that seeks to address gender inequality and cultivate gender equity and sensitivity through the transformation of gender norms and values (de Waal, 2006; ModupeOladunni, 2014; Verge et al., 2018). Gendered policies or GM strategies have been developed and implemented in public and private institutions worldwide, including HEIs (Kalev et al., 2006; Tsvere & Nyaruwata, 2015). However, these initiatives have had varying degrees of success (Timmers et al., 2010; Verge et al., 2018).

In particular, the incorporation of M&E into the GM strategy or gendered policy implementation has been found lacking across several countries and sectors (CGE, 2015; de Waal, 2006; Jansen Van Rensburg et al., 2017). Scholars posit that the use of appropriate M&E frameworks (systems) can allow improved tracking of GM initiatives (Jansen Van Rensburg et al., 2017; Timmers et al., 2010). Hemelrijck et al. (2016), Hemelrijck and Goh (2015), and de Waal (2006) reason that M&E enables information to be gathered about what is effective and ineffective in GM and policy initiatives, which in turn informs decision-making and future policy cycles. Others are of the view that, in the process of ramping up accountability (M&E) measures, the transformation potential of implemented policies risks being watered down (Mapitsa & Khumalo, 2018; Ssentamu, 2018). In other words, the problem is not only the perceived lack of M&E practises

around GM or gendered policies, but also the unclear impact that M&E practises have on GM outcomes.

Studies have been conducted on this complex issue in the context of HEIs, but these studies have been limited to countries such as Spain, the Netherlands, Uganda, Malawi and Zimbabwe (Ssentamu, 2018; Timmers et al., 2010; Tsvere & Nyaruwata, 2012; Verge et al., 2018). Apart from the findings of the Commission for Gender Equality (CGE, 2014, 2015), there are no specific studies on GM or their monitoring and evaluation in the South African HEIs. This presents an important research gap to which the present study seeks to respond. The study will use a gender lens to analyse the debates around GM and particularly how crucial M&E practises contribute to meeting GM or gendered policy objectives. Looking at Wits University in particular, this research will investigate how gendered policies or GM implementation are being monitored and evaluated at the institution and whether M&E systems and practises are contributing to the achievement of GM outcomes, primarily empowerment and gender equality outcomes.

1.3. Research purpose and objectives

1.3.1. Research purpose statement

The purpose of this study is to explore whether internal M&E systems and practises contribute to the realisation of gender mainstreaming (or gendered policy) empowerment and gender equality outcomes at Wits University.

1.3.2. Research objectives

The objectives arising from the research question(s) and purpose of this study are to:

1. Establish the presence of functional internal M&E frameworks (systems) and practises used for the implementation of gendered policies or GM at Wits University.
2. Examine the effect of using internal M&E frameworks or practises on GM or gendered policies at Wits University.
3. Analyse and understand the perceptions of the staff (from the university's gender equity (GE) and transformation units, transformation committees) and a representative of the academic and support staff on how M&E practises:
    a. affect GM or gendered policy implementation at Wits University;
    b. contribute to the achievement of gendered policy or gender equality and empowerment outcomes at Wits University.

1.4. Research questions

The following main research question guides this study:

- What is the effect of monitoring and evaluation (M&E) practise on gendered policies or gender mainstreaming (GM) strategy at Wits University and on facilitating the achievement of empowerment and gender equality outcomes at the institution?

The following sub-questions support the study:

1. What internal M&E systems and practises are in place to track the achievement of gendered policy or GM empowerment and gender equality targets at Wits University?
2. What other factors contribute to gendered policies or GM and how could the relative contributions of these, versus M&E systems or practises, best be understood in achieving GM empowerment and gender equality targets at Wits University?
3. How can internal M&E systems and practises be improved to support gendered policies and GM at Wits University?

1.5. Significance of the study

The research gap of insufficient information on HEIs around adoption of GM and gendered policies, as well as the M&E processes in these policies, is explored in this qualitative case study. This research study provides a true reflection of the gendered policies currently in place at Wits University. The means by which the implementation of these policies is carried out, the targets are tracked, and the analysis of the results is carried out is investigated. Interrogation of the adoption of GM, M&E systems and practises to track progress and targets on this strategy or gendered policies is crucial because it revealed whether Wits University applied itself to the recommendations from the 2014 and 2015 Commission for Gender Equality report on transformation and gender issues.

From this study, it is evident that GM and gendered policies are transformative in nature; they do not only involve inclusion of women to increase the numbers of female staff but promote gender equity and equality between men and women.

Transformational changes encouraged in gendered policies and the GM strategy are required at the procedural, structural, and cultural levels to achieve an institutional environment conducive to the empowerment of women and in support of gender equality. An informal adoption of GM, absence of a stand-alone policy, and non-existent M&E systems are identified as gaps or challenges which Wits University could work on in the next policy implementation cycle(s).

Furthermore, this study provides recommendations to Wits University management from the unique perspective of staff, in order to meet the outcomes of gendered policies and GM for improved accountability and transparency. While M&E practises are shown to support gendered policies and GM outcome achievement, they fall short. Toward fostering the achievement of GM outcomes (particularly empowerment of women and gender equality), M&E systems and the establishment of M&E units are proposed as necessary tools to adopt. The collective suggestion arising from this research is that these M&E practises should be reinforced with M&E systems and a unit equipped with adequate resources and human capacity.

The study demonstrates its value by pointing out the root cause of the main challenge of gender inequality at Wits and suggesting different routes to take toward solution finding (for the challenge(s) identified). Additionally, it provides recommendations from Wits staff on how to improve the situation on the ground for a meaningful and significant impact. When the recommendations stated here are met, women will be empowered, and gender equality will gradually be achieved at Wits. Further to this, this study proves useful because; it builds onto

the existing body of knowledge and the findings can be used to inform future policy cycle iterations at Wits University as well as by other researchers as a point of reference.

1.6. Chapter outline

1.6.1. Chapter 1: Introduction

In this chapter an introduction to the study undertaken and the dissertation is made by considering the theory and context underpinning the research topic selected. The research topic and its significance are clearly identified, as well as how the study will contribute to the scholarly discourse. An explanation for the study site and the context surrounding this site is provided. The purpose of the study, the objectives and the research questions are framed in this first chapter.

1.6.2. Chapter 2: Literature Review

This chapter considers logically the themes emerging in the review and their relationship to the research enquiry (on the contribution of monitoring and evaluation practises to gendered policies and gender mainstreaming at Wits University) undertaken. Different sources of literature are synthesised to develop a critical review of debates on the research topic. A conceptual/theoretical framework comprised of the concepts and theories relevant to the research topic is framed and explained, as well as the reasons for their use and how they will be used in line with the research enquiry.

1.6.3. Chapter 3: Methodology

The research approach used for the research study is identified in this chapter. Additionally, an explanation is given for the research design, the paradigmatic approach selected, and how this approach enables finding answers to research questions posed. Other aspects related to the methods undertaken for the research study such as sampling and data collection, data presentation and analysis, trustworthiness of the methods (as well as results), ethical considerations, limitations of the research, and the timeline are also interrogated in this chapter.

1.6.4. Chapter 4: Presentation of Research Findings

This chapter focusses on clarifying the data collected and a description of the themes to be used for data presentation. Further to this, a logical discussion on the reasons for using the selected themes is undertaken. The data and results are framed and presented according to the themes described.

1.6.5. Chapter 5: Analysis of Research Findings

In this chapter, the analysis of research findings is undertaken according to the themes identified in the chapter on Presentation of Findings and in line with the paradigmatic approach selected for this research study. As the analysis ensues, the relationship of the data with the research questions is considered and the conceptual and theoretical framework applied to answer the research questions.

1.6.6. Chapter 6: Conclusion and Recommendations

As the final chapter, a summary is given on the purpose of the study and answers drawn to the research questions. Reflections on any contributions made to scholarly debates are undertaken in this chapter whilst also considering possible implications on future policies at the study site.

Chapter 2 : Literature Review and the Conceptual Framework

2.1. Introduction

This chapter considers logically the themes emerging in the review and their relationship to the research enquiry undertaken (on Monitoring and Evaluation contributions to gendered policies and gender mainstreaming at Wits University). The literature review starts by considering the historical background of South Africa in relation to gender equality, after which it proceeds to reflect on gender equality globally and locally, as well as on commitments toward its realisation. Next, gender policies and gender mainstreaming as vehicles of gender equality, their successes and failures, are examined.

Drivers to achieve gender equality are deliberated on, with Monitoring and Evaluation identified by Görgens & Zall-Kusek (2009) as being one of the primary factors facilitating its attainment. Different sources of literature are synthesised to develop a critical review of debates around the research topic. A conceptual/theoretical framework comprised of the gender mainstreaming concepts (de Waal, 2006) and systems thinking theories (Gharajedaghi, 2011) relevant to the research topic is framed and explains the reasons for their use and how they will be used with modification in line with the research enquiry.

2.2. Background

Gender inequality in society, particularly in the workplace, continues to be a scourge to women globally (Gouws, 2005; Stamarski & Son Hing, 2015; Timmers et al., 2010; van der Westhuizen, 2005). Booysen (1999), Gouws (2005) and Meer (2005) are of the same thinking that, in African countries, gender inequalities are tied to poverty, violence against women, limited access to resources, and inadequate representation of women in decision-making positions in places of employment. In South Africa, the gender inequality predicament of women can only be understood by considering the background of colonial and subsequent apartheid rule, which resulted in disrupted social relations across race, gender, and ethnic lines (Meer, 2005). The 1994 elections ushered in a democratic government, and thereafter the Constitutional Bill of Rights was introduced enabling women to gain formal recognition as 'equal citizens' (Republic of South Africa, 1996).

When the democratic government came into effect in South Africa, a transformation mandate was piloted. This mandate involved legislative changes in the form of the Employment Equity Act of 1998, the Gender Policy Framework (GPF), and the National Policy Framework for Women's Empowerment and Gender Equality (Department of Environmental Affairs, n.d.). Although the South African national gender machinery has seen some moderate successes (van der Westhuizen, 2005), the actual changes in women's lives and in the representation of women in decision-making positions remain minimal (Davidson & Burke, 2011; Ilesanmi, 2018; van der Westhuizen, 2005). The consensus

among some scholars is that legislation and policies alone are unable to bring about the desired levels of women empowerment and gender equality (Mathur-Helm, 2005; van der Westhuizen, 2005). Imperative to the success of these instruments is a clear identification of an additional ingredient(s) that, when coupled with legislation and policies, would ensure success in achieving women's empowerment and gender equality.

The literature overview unfolds through consideration of five themes, with the first theme considering the global and regional outlook on gender equality. In the second theme, gendered policies are interrogated as a vehicle of gender equality. As part of this interrogation, the second theme will delve into whether gendered policies have raised gender equality awareness and if they have brought about empowerment of women, as well as consider policy successes and failures. For the third theme, gender mainstreaming is examined as another vehicle for gender equality. The origins, approaches to GM, outcomes (objectives) of this strategy, experiences of GM implementation in different settings, and factors for GM success are identified. In the fourth theme, Monitoring and Evaluation is considered as a governance and management tool, as well as a driving factor for GM or gendered policy success. To wrap the review of literature, a theoretical interpretive framework is developed to guide the study as the fifth theme, which will in turn serve as a tool in achieving the purpose of this study, meeting the objectives, and in answering the research questions posed (refer to Sections 1.1, 1.2 and 1.3).

2.3. Gender equality

Gender equality is defined as the enjoyment of equal opportunities, human rights and freedoms, and responsibilities for men and women or boys and girls (Department of Foreign Affairs and Trade, 2016; Republic of South Africa, 1996). Many are of the view that gender equality relates to the ability of women to exercise their full and active citizenship, where the expectation is that there would be no discrimination based on gender to the rights and freedoms all are entitled to (Bangani & Vyas-Doorgapersad, 2020). According to UN (United Nations) WOMEN International (2013), gender equality is innately multi-dimensional and may be considered to revolve around three core domains. The first domain relates to "freedom from violence against women and girls," while the second is on "gender equality in capabilities and resources", and the third domain is on "gender equality in decision-making power in public and private institutions" (UN WOMEN, 2013).

Elements or domains of gender equality are closely tied to women's human rights and empowerment. Although gender equality and empowerment are often misconstrued as synonyms of each other, they are two separate entities that can have similarities in measurement methods or even share some indicators used in taking measurements (Buviníc & Morrison, 2008). Buviníc and Morrison (in The World Bank, 2008, ch 1) elaborate on the main difference between the two by explaining that, measurement of empowerment indicators serves to depict the overall well-being of women, whereas measurement on equality indicators

depicts the status of women relative to that of men (hence they are often shown as ratios or indexes).

The African continent is comprised of countries with high gender inequality, but it differs from one country to another. In the chart obtained and used without modifications from the African Development Bank Group (2015), shown in Figure 2.1, the criteria used to develop the African gender equality index are charted. Using the criteria mentioned and shown in Figure 2.1, overall African gender equality indices were obtained for African countries based on the basis of; equality in economic opportunities, equality in human development, and equality in laws and institutions; the indices are shown in Figure 2.2. Similarly, European states have also developed a gender equality index based on areas of intersecting inequalities such as violence (domestic and other), work, financial capacity, knowledge (education), time, power, and health (European Institute for Gender Equality (EIGE), 2021).

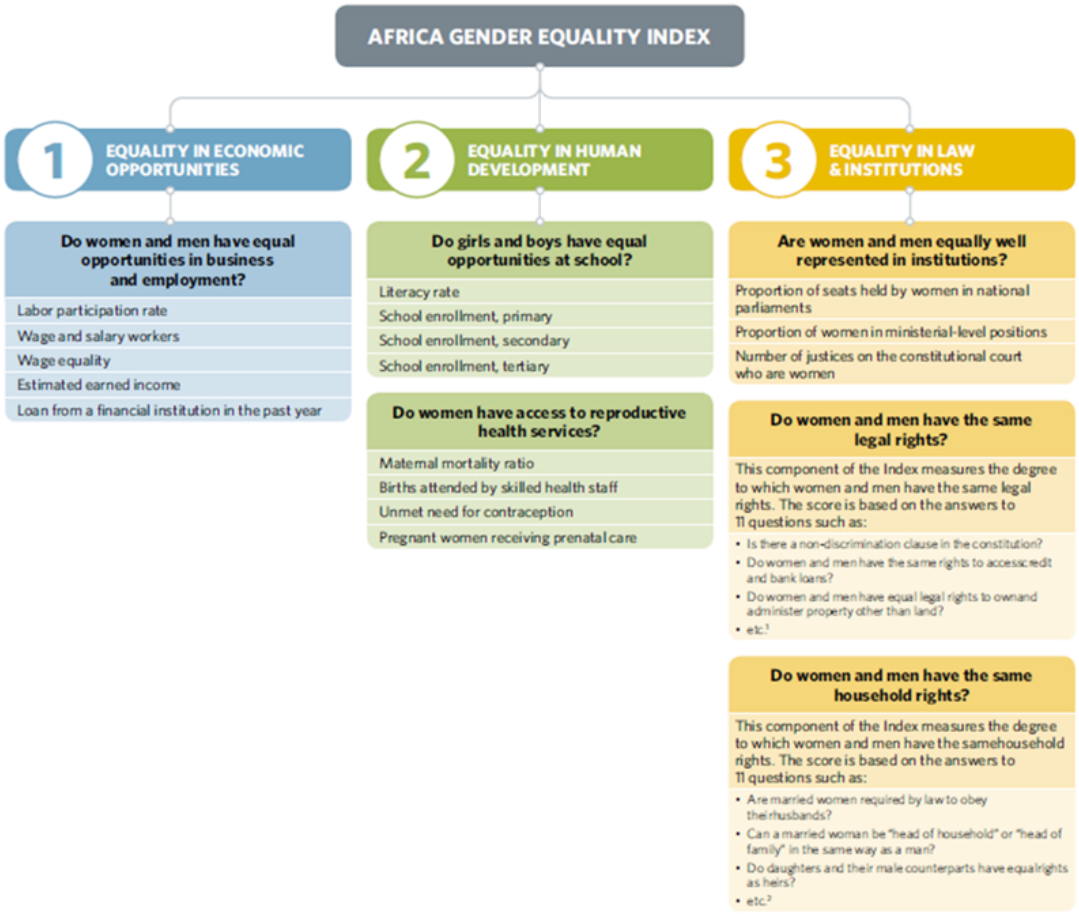


Figure 2.1. Chart showing the different dimensions considered in developing the African gender equality index (African Development Bank group, 2015).

Results of the Africa Gender Equality Index 2015

		Overall	Economic opportunities		Human development		Laws & institutions	
RANK	COUNTRY	SCORE	SCORE	RANK	SCORE	RANK	SCORE	RANK
1	South Africa	**74.5**	63.4	21st	92.0	3rd	68.1	3rd
2	Rwanda	**74.3**	75.2	5th	79.4	12th	68.4	2nd
3	Namibia	**73.3**	64.7	20th	89.7	5th	65.5	4th
4	Mauritius	**73.2**	52.9	37th	97.6	1st	69.1	1st
5	Malawi	**72.8**	88.9	1st	68.6	21st	60.8	7th
6	Lesotho	**70.0**	70.8	10th	81.0	11th	58.4	13th
7	Botswana	**69.4**	76.3	4th	91.1	4th	40.6	27th
8	Zimbabwe	**69.1**	70.8	9th	77.4	14th	59.1	10th
9	Cape Verde	**66.8**	55.4	31st	88.1	8th	57.0	15th
10	Madagascar	**65.0**	60.9	27th	75.3	18th	58.7	11th
11	Burundi	**64.4**	69.1	13th	60.7	30th	63.4	6th
12	Tanzania	**64.2**	73.0	8th	65.1	26th	54.4	16th
13	Uganda	**63.4**	73.7	7th	58.1	34th	58.4	12th
14	Kenya	**63.3**	63.3	22nd	69.1	20th	57.5	14th
15	Ghana	**62.3**	68.1	14th	67.0	23rd	51.8	18th
16	Mozambique	**61.9**	67.2	17th	58.0	35th	60.3	8th
17	Tunisia	**60.4**	53.6	34th	93.5	2nd	34.1	33rd
18	Zambia	**58.3**	67.4	16th	62.5	29th	44.9	23rd
19	Swaziland	**58.1**	64.8	19th	85.9	9th	23.7	39th
20	Sierra Leone	**57.6**	70.6	12th	43.0	44th	59.2	9th
21	Algeria	**57.6**	41.6	46th	88.9	7th	42.1	25th
22	Burkina Faso	**56.6**	63.3	23rd	60.1	31st	46.4	22nd
23	Nigeria	**54.7**	66.2	18th	59.0	32nd	39.1	30th
24	Gambia, The	**54.7**	77.5	2nd	66.1	25th	20.5	44th
25	Angola	**53.2**	54.5	32nd	41.0	46th	64.3	5th
26	Morocco	**52.9**	38.1	48th	79.0	13th	41.7	26th
27	Eritrea	**52.8**	61.1	26th	47.8	39th	49.6	19th
28	Gabon	**52.4**	60.1	28th	75.3	17th	21.6	41st
29	Benin	**52.0**	61.5	24th	47.3	41st	47.3	20th
30	Senegal	**51.9**	50.9	39th	64.6	28th	40.3	28th
31	Ethiopia	**51.0**	67.7	15th	33.1	49th	52.1	17th
32	São Tomé and Príncipe	**50.0**	60.0	29th	75.6	16th	14.4	46th
33	Togo	**49.5**	61.4	25th	40.6	47th	46.5	21st
34	Equatorial Guinea	**49.4**	49.5	41st	67.6	22nd	31.2	35th
35	Egypt	**49.3**	47.1	42nd	84.6	10th	16.2	45th
36	Congo, Dem. Rep.	**49.2**	75.1	6th	50.8	38th	21.7	40th
37	Congo, Rep.	**49.0**	39.7	47th	76.6	15th	30.8	37th
38	Liberia	**48.4**	53.1	36th	47.5	40th	44.6	24th
39	Guinea-Bissau	**47.7**	56.7	30th	57.8	36th	28.5	38th
40	Central African Republic	**46.9**	77.1	3rd	32.6	50th	30.9	36th
41	Cameroon	**46.7**	53.9	33rd	64.7	27th	21.6	42nd
42	Comoros	**44.0**	46.6	43rd	72.4	19th	12.9	48th
43	Côte d'Ivoire	**43.7**	33.9	49th	57.0	37th	40.1	29th
44	Chad	**42.2**	70.7	11th	24.2	51st	31.7	34th
45	Niger	**42.2**	50.5	40th	41.5	45th	34.5	32nd
46	Mauritania	**41.9**	53.2	35th	58.6	33rd	13.9	47th
47	Djibouti	**41.1**	51.8	38th	66.7	24th	4.9	52nd
48	Guinea	**39.5**	44.5	45th	39.5	48th	34.7	31st
49	Libya	**37.9**	11.8	52nd	89.5	6th	12.5	49th
50	Mali	**33.4**	32.2	50th	46.7	42nd	21.3	43rd
51	Sudan	**31.9**	46.0	44th	43.4	43rd	6.2	51st
52	Somalia	**15.8**	26.9	51st	8.8	52nd	11.8	50th

Figure 2.2. A pictogram of the results for development of the overall African gender equality index for African countries (African Development Bank group, 2015).

2.3.1. Global commitments to gender equality

In an ideal world, gender equality reigns, women are empowered, and the outlook of life is one of prosperity, with pleasant work-life experiences and where women have equal access to opportunities and resources much like their male compatriots. Unfortunately, the real picture is far from the ideal with inequality being on the extreme end (alarmingly high) of the spectrum particularly in low-income countries (for fragile and developing states) and the inequality low on the other end of the spectrum, for higher income countries (stable states) (Buviníc & Morrison in The World Bank, 2008). The high levels of inequality observed for some countries are characterised by poor state governance, political instability, poverty, violence against women, inadequate education for girls of school age, and gender gaps in employment, with women occupying minimal decision-making positions (Buviníc & Morrison in The World Bank, 2008; Dreher et al., 2015).

Globally, there are various initiatives geared towards realising gender equality where these may be intra-continental, inter-continental and cross-continental as well as intra-country and inter-country. Gender equality initiatives are being implemented by governments, organisations, and institutions. The World Health Organisation (WHO) is one of the organisations spearheading multiple commitments in partnership with UN Women, Women in Global Health and other partners to drive change for gender equality and empowerment of women (UN WOMEN, 2020; United Nations, n.d.; World Health Organisation (WHO), 2011).

Developed countries (high-income states) countries in partnership with other countries and organisations have participated in talks, made pledges, and signed global treaties on gender equality (UN WOMEN, 2013, 2014). Examples of some treaties include, but are not limited to, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action, the Millennium Declaration which led to the creation of the Millennium Development Goals (MDGs), Sustainable Development Goals (SDGs), and the Commission on the Status of Women (CSW) (Grown et al., 2016; UN WOMEN, 2013). In low-income states, initiatives on gender equality and women empowerment run parallel to the global commitments and treaties initiated, where the funding for these initiatives or programmes is received from major bilateral and multilateral donors (Grown et al., 2016).

Toward holding recipients of funding accountable, donors dictate criteria and goals on the reduction of gender inequality for low-income countries receiving aid for gender inequality initiatives. Donors probe into factors such as the degree of female political representation within a country, improved protection of women's rights, reduction of gender inequality among others, with the result that higher financial aid flows to developing countries (the financial aid is allocated on a needs basis) that can show improvements on some of these factors (Dreher et al., 2015; Kleemann et al., 2016; Lu & Breuning, 2014). Low-income states where governments demonstrate a determination to reduce gender inequality even though gender inequality is severe are more likely to receive funding (Dreher et al., 2015; Grown et al., 2016). On the contrary, Binagwaho et al.

(2021) suggest that conditionalities for receipt of funding in low-income states should be set and that those who fail to show any improvements on the main goals of the initiatives running on gender inequality may be ineligible for future financial aids or may receive reduced aid based on the set conditions.

The UN in the millennium development goals report (United Nations, 2005) is of the view that donor financing is currently unable to shoulder the full costs of the various gender equality programmes. This statement on the insufficiency of donor aid is profound and suggests that funding recipients must deliberate on strategies to compensate for the shortfall in donor funds. Strategies to cover the deficit in financial aid are crucial to fully drive change and to achieve success in meeting the milestones in reducing gender inequality for the respective country(ies). According to the UN Women (2020) and the United Nations (2005), the inability to cover the shortage seems to be one of the causes of the failure of most projects or initiatives to achieve gender equality because the funds available are incapable of carrying the intervention(s) to completion.

2.3.2. Gender equality in South Africa

In developing countries where gender inequality is rampant, gender-based exclusion of women and girls from some freedoms and human rights is commonplace and they are left in the lurch as second class or unequal citizens (Gouws, 2005; Meer, 2005; Vyas-Doorgapersad & Lukamba, 2011). Ilesanmi (2018) contends that the status of women in Africa stems from the foundation set in place by colonialism, since the formal education it introduced through the Eurocentric educational system was designed to favour male dominance in all

spheres of life. The repercussions of colonialism continue to be seen and felt because African countries still contend with abject poverty, male domination in; politics, places of employment, decision-making, and schooling opportunities (primary, secondary and tertiary schooling), where these challenges exacerbate gender inequality (Deaton, 2006; Ilesanmi, 2018). However, African nations are making concerted efforts to break free from this mould. An example is found in Uganda because, as Goetz (2002) explained, Uganda has increased its female representation in parliament and formal politics since 2001.

With regard to South Africa, prior to 1996, conditions in South Africa were no different from other developing countries, where these conditions were further exacerbated by the dissension on account of race and tribal overtones (Booysen 1999; Meer, 2005). For South Africa, the tide turned when it became a democratic government and instituted a new constitution in 1996 through which discrimination was prohibited on the grounds of race, gender, and other (Republic of South Africa, 1996; Meer, 2005). The democratic government post-apartheid was thus committed to realising gender equality and undertaking transformative measures to realise racial equality (van der Westhuizen, 2005; Vyas-Doorgapersad & Lukamba, 2011).

Since 1999, South Africa has also advanced in its efforts to engage more women in formal politics, public service employment, in leadership and decision-making positions (Goetz, 2002; Zubeyr et al., 2013). Mokhele (2016), however, asserts that the representation of women in the South African public service has been growing at an alarmingly low rate of 1% per year since 2004 (when it was sitting

at 30%) particularly in the supervisory and decision-making positions. In the same line of thought, Bangani & Vyas-Doorgapersad (2020) emphasise that concerted efforts to implement the Strategic Framework for Gender Equality within public service departments are necessary to meet the 50% representation of women in departments.

Although progress towards gender equity and empowerment is slow, gender parity is achieved in some public service departments, but the goal has not yet been fully met with regard to female representation in decision-making and leadership positions (Bangani & Vyas-Doorgapersad, 2020; Department of Public Services and Administration (DPSA), 2019). The momentum on gender equity and equality initiatives in South Africa is albeit slow but still in place. Small gains can be attributed to the political will, management buy-in, fencing funds for the gender equality initiatives and effective use of gender equality vehicles in the form of policies, gender mainstreaming, as well as the monitoring and evaluation of these vehicles (Bangani & Vyas-Doorgapersad, 2020).

2.4. Gender policies

Hill and Hupe (2002, p. 4) explain policy(ies) as involving behaviour and intentions, actions, and inactions, and they suggest that policy outcomes can be anticipated or unexpected. Anderson (1975, p. 3) on the other hand describes policy as "a purposive course of action followed by an actor or a set of actors in dealing with a problem and a matter of concern". While Hill and Hupe draw attention to intentions, actions, and outcomes (expected or unexpected), Anderson diverts attention to the multiple actors involved in policy enactment

(Anderson, 1975; Hill & Hupe, 2002). Although there is a contested view of what constitutes equality, there are even more varied views on how to achieve it, and more so on gender equality.

2.4.1. Gender equality awareness

Gender equality awareness plays a key role in highlighting gender-based issues, as well as supporting and advocating for women's rights, empowering women in their fight against gender-based violence and including women in plans for better career options (Department of Foreign Affairs and Trade, 2016). Examples of the varied tools used to raise gender equality awareness include, but are not limited to, campaigns, workshops, and seminars at places of employment, flyers, and pamphlets from government and non-governmental organisations (Bangani & Vyas-Doorgapersad, 2020; Department of Foreign Affairs and Trade, 2016).

Raising awareness in all spheres of government promotes regional, national, and international commitment toward realising gender equality. Awareness leads to improved political will, resulting in mandates that translate into actionable interventions and policies (Bangani & Vyas-Doorgapersad, 2020; United Nations, 1995). Sustained success from awareness raising or from implemented gender equality policies is heavily reliant on continued political will and co-operation with women's organisations (Department of Foreign Affairs and Trade, 2016). In Figure 2.3, the pictogram shows how dialogue and collaborative efforts can increase awareness and agency about gender equality for women and girls. It becomes evident from Figure 2.3 that collective action in the presence of favourable factors can thwart gender inequalities (British Council, 2018).

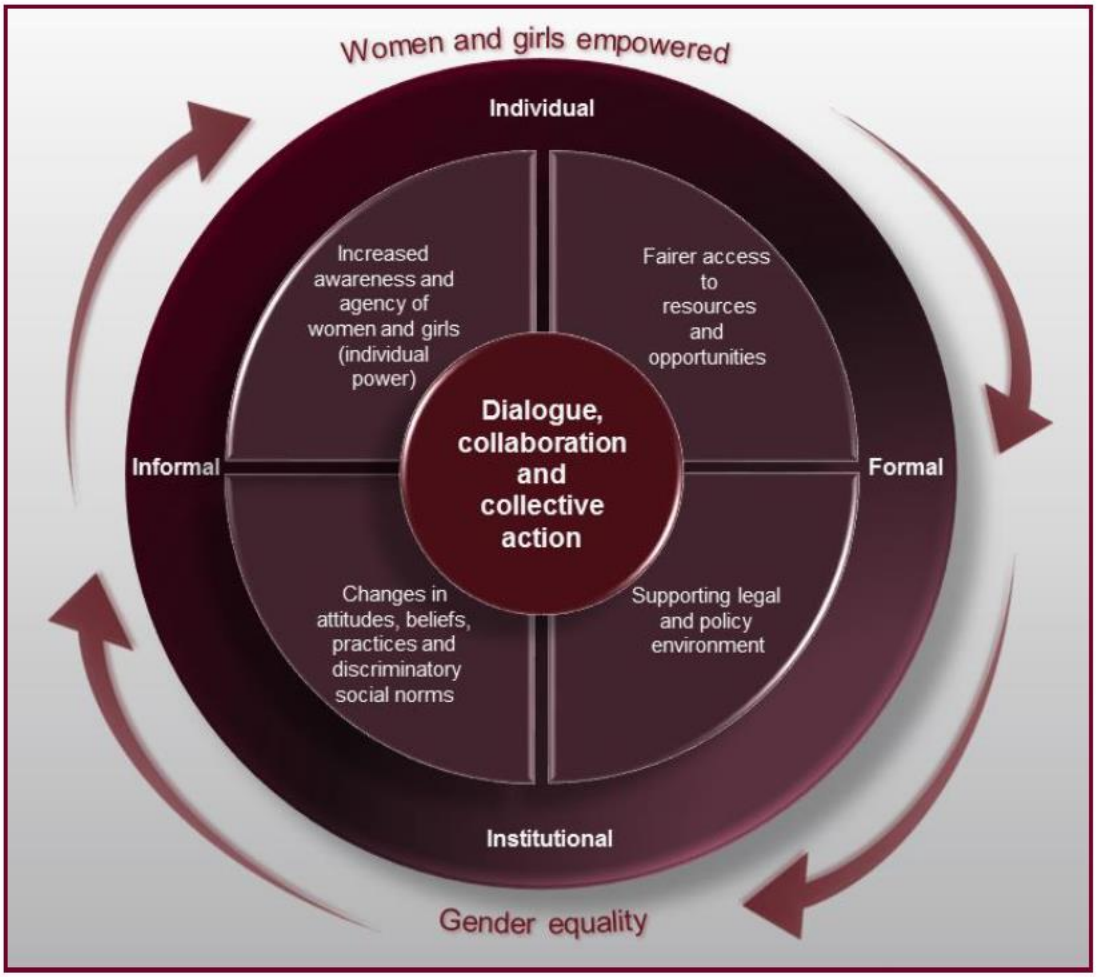


Figure 2.3. Scheme showing a holistic approach on how to tackle gender inequalities (British Council, 2018).

2.4.2. Gender equality policies and empowerment of women

Effective gender equality policies and the promotion of women's rights and empowerment can only be achieved when there is a shared understanding of country-specific issues, community and political dialogues, as well as sharing perspectives on feasible approaches to apply in tackling gender inequality (Department of Foreign Affairs and Trade, 2016).

Two approaches are suggested by Dahlerup and Freidenvall (2005), for policies to embark on in changing the gender equality status, and these are the negative or positive approaches. For the positive approach (incremental model), emphasis is placed on incremental changes. It (positive approach) involves small changes in perspective and attitudes over time (soft measures like gender responsive/equality workshops are applied); while the negative approach (fast track model) involves radical changes and tends to apply coercive measures in the form of laws and regulations towards reaching gender equality (Dahlerup & Fredienvall, 2005). In Table 2.1, the positive and negative approaches are compared in lieu of the problem they each target, the solution they apply, and the outcomes expected in efforts towards a more gender-equal society. Resistance to the negative approach is imminent due to the hard measures that enforce the policy.

Table 2.1: The two models through which gender equality policies effect change (Dahlerup and Fredienvall, 2005)

	THE INCREMENTAL MODEL	THE FAST TRACK MODEL
Problem	Attitudes and values	Structural discrimination
Solution	Information, training and public debate	Laws, regulations and sanctions
Change approach and expected out-comes	- Positive change perspective - Formal equality (*de jure*)	- Negative change perspective - Actual/real equality (*de facto*)

2.4.3. Achievements and challenges (successes and failures) of gender policies

The Australian Department of Foreign Affairs and Trade has adopted a policy on gender equality and women's empowerment shaped by the gender equality framework launched by the European Commission and the European External Action Service (EEAS) (Department of Foreign Affairs and Trade, 2016).

Four pillars on which the EEAS gender equality framework is based include a fight against violence against women and girls, social and economic empowerment, inclusion of women in decision-making positions, and change in institutional culture. Toward abiding by these pillars in the gender equality and women's empowerment policy, the Australian Department of Foreign Affairs and Trade is employing a twin-track approach involving establishing policies (measures) to combat gender inequalities while also using tools and strategies to incorporate gender issues and responsiveness into the department's work and activities (Department of Foreign Affairs and Trade, 2016). Australia's response stems from the recognition that economic empowerment of women contributes to the country's economic diplomacy, trade efforts, and overall, to the country's economic growth.

In South Africa, public service departments in all government spheres have been tasked with the implementation of capacity building policies and interventions put in place to encourage gender equality and empowerment of women (Bangani & Vyas-Doorgapersad, 2020). The responsibility of identifying the training and capacity-building needs of female staff rests on the shoulders of both the immediate line managers and the human resource managers. Bangani and

Vyas-Doorgapersad (2020) argue that the targets set by the South African government have not yet been fully met and their recommendation is that in monitoring progress on change to gender equality, the DPSA should collect yearly reports from public service departments. By doing this, they promote that any gaps and errors in the implementation of the strategic framework for gender equality within the public sector will be noted early and corrective measures applied on time. According to a study conducted by Dryding (2019), South Africa has shown improvement in gender equality and equity, but most of the respondents to the study were of the view that the government could do better, and that gender equality has to contend with persistent barriers.

As in other policies, gender equality policies may not meet the intended goals and expected outcomes for many reasons. Failure at the level of implementation is a primary factor commonly faced when there are operational obstacles, lack of buy-in from all the different stakeholders, insufficient planning, inadequate human capacity, and deficient funds to execute each phase of the intervention and subsequent reiterations (Khan, 1998; Masuku & Ijeoma, 2015; Rao & Kelleher, 2005). Other challenges, however, stem from deeply rooted societal and systemic gender stereotyping, as well as male resistance to sharing political and decision-making power, thus perpetuating the scantily clad support at work or at home (Chabaya et al., 2009; Ilesanmi, 2018; Schein, 2001).

Stamarski and Son Hing (2015) weigh in on the paradox of gender inequality, portraying it as a "self-reinforcing system that can perpetuate discrimination" while also cautioning that the very structures, practises, and processes from

Human Resources (HR) expected to reduce gender inequality and discrimination can actually propagate them. For this reason, Ostroff et al. (2013) and Stamarski and Son Hing (2015) suggest that institutions and organisations should pay attention to HR practises and processes. This would be done to reduce the level of sexism (either hostile sexism toward agentic women or benevolent sexism which is more subtle) by eradicating the under-representation of women in leading positions (Stamarski & Son Hing, 2015). Ostrof et al. (2013) submit that having an adequate representation of women in leadership can function as a lever to reduce gender discrimination because this can build a "gender diversity supportive" environment in an organisation. However, more than a tick on the representation of women is required and along these lines, Stamarski and Son Hing (2015) propose a multifaceted approach towards achieving gender equality and ending gender discrimination since there are multiple factors at interplay.

2.4.4. Gender mainstreaming in policy implementation

The implementation of gender equality policies can follow the top-down or bottom-up implementation models and, in some instances, a blend of the two (Hill & Hupe, 2002; Squires, 2005, 2007). However, there have been consistent problems with the satisfactory application of these two implementation models. For this reason, a variety of tools and strategies are used in the implementation process to facilitate change and achieve gender equality, one of these strategies being gender mainstreaming (Moser & Moser, 2005). By incorporating gender mainstreaming in the implementation of any policy, developmental policies are designed to be gender responsive (Tirivanhu & Jansen van Rensburg, 2018).

2.5. Gender mainstreaming

The 1960's marking the first development decade seem to suggest that modernisation and industrialisation bore a stamp of failure towards benefiting the disadvantaged (women and the poverty struck). While the conventional perception was that in developing countries development benefited women, Boserup in the work titled "Woman's Role in Economic Development" (2007) begged to differ. Around this time, the United States (US) women's movement and the Decade for Women (1975-1985) established by the United Nations (UN) launched strategies for the integration of women into development (Reddock, 2003; Tinker, 1990; Tinker & Zuckerman, 2014). From the efforts of the Decade for Women by the UN Commission, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) was brought to fruition, and it provided a platform to engage on gender issues (Razavi & Miller, 1995).

The sustained and organised mobilisation as well as political lobbying paved the way for the emergence of the Women in Development (WID) movement to which the UN Decade for Women lent a global voice, in 1975 (declared International Women's Year by the UN) at the World Conference of the International Women's Year (Tinker 1990). Social justice, gender equality (including political equality), and equity for women are some requirements acknowledged by the WID movement. However, Buvinic (cited in Kabeer & Subrahmanian, 1996) decried that WID's programmes were superficial as they were executed on the grounds of welfare and relief. Thus, the programmes failed to shift the balance of power between genders and in bringing about equal employment opportunities, as well

as political equality (Moser, 1989). Due to perceptions of the inability of WID programmes to achieve poverty alleviation and meet the strategic needs of women on the path to gender equality, a conceptual shift from Women in Development (WID) to Gender and Development (GAD) emerged (Esplen, 2006). In superseding WID, GAD was viewed as an advancement over WID, since it considered relations between men and women, biases built into the development structures, and the impact that these relations and biases have on development policies (Charlesworth, 2005; Esplen, 2006).

Fast forwarding to the last year of the UN Decade for Women in 1995, during which the Fourth World Conference on Women, Platform for Action was held in Beijing, the Beijing declaration made it clear that 'gender mainstreaming' (GM) had gained fame (Charlesworth, 2005). The popularity gained by GM lay in its supposed ability to redress gender inequality by integrating a gendered perspective into all aspects of development (Charlesworth, 2005; Hannan, 2004; Moser & Moser, 2005). Charlesworth (2005) posits that the attraction of GM as a strategy was possibly due to "its apparent concreteness" in providing measurable targets to national and international policymakers. The Millennium Development Goals (MDGs) were subsequently developed and applied as a tool for the full implementation of GM (Kabeer, 2003, 2005; Reisen, 2010). Figure 2.4 itemises eight minimum standards for mainstreaming gender equality; from this illustration, gender sensitivity and responsiveness are readily woven into any policy implemented (Gender Practitioners Collaborative (GPC), n.d.).



Figure 2.4. Depiction of the minimum standards for the mainstreaming of gender equality policies (Gender Practitioners Collaborative (GPC), nd).

Gender Mainstreaming (GM) gained traction as a universal strategy that permeates development policy and adopts different approaches to gender equality (Morley, 2007; Stratigaki, 2005). Universal adoption of GM can be traced back to the Beijing Declaration and Platform for Action (United Nations, 1995), where it was identified as weaving a gender perspective into the distinct phases and aspects of development (de Waal, 2006; Stratigaki, 2005). As a feminist

intervention, GM does not replace gender equality policies; rather, as Stratigaki (2005) points out, it complements them. Among the many definitions of GM, Morley (2007, p. 609) defines it as ‘the antithesis of gender marginalisation', while also stating that it is at the heart of reorganisational reform. On the other hand, the Council of Europe (1998, p. 15) defines GM as a strategy involving the ‘(re)organisation, improvement, development and evaluation of policies and their processes’, achieving this through the incorporation of a gender equality perspective into ‘all policies at all levels and at all stages’.

2.5.1. Components of gender mainstreaming

From the varied definitions of GM, the common ground lies in understanding that GM is a strategy designed to facilitate reform and gender equality for marginalised people in society (regarding women in their careers and in different professions). Moser and Moser (2005) summarise the key components and associated target activities of most gender mainstreaming policies, as shown in Table 2.2 (used with modification). These components were derived by comparing major development organisations and institutions such as bilaterals, non-governmental organisations (NGOs), and entities of the UN system (Moser and Moser, 2005).

Table 2.2: The components and target activities of a gender mainstreaming policy (Moser and Moser, 2005)

Components	Activities
Dual strategy of mainstreaming and targeting gender equality	Mainstreaming into policies, projects, and programmes (all stages of cycle)
	Actions targeting gender equality
Gender analysis	Sex-disaggregated data and gender info
	Analysis at all stages of the programme cycle
	Gender-sensitive budget analysis
Internal responsibility	Responsibilities shared between all staff and gender specialists/focal points
Gender training	Understanding and implementation of gender policy for staff and counterparts
	Staff / counterpart gender sensitisation
	Staff/counterpart gender training/skills
	Manuals and tool kits
Support for women's decision-making and empowerment	Strengthening women's organisations through capacity building and training
	Strengthening women's participation in decision-making / empowerment
	Working with men for gender equality
Monitoring and evaluation	Effective systems and tools for M&E
	Gender-sensitive indicators
Work with other organisations	Strengthening gender equality in work with government, donors, the UN, the private sector, and NGOs
	Capacity building of civil society
	Support to national women's machineries
Budgets	Allocation of financial resources for staff to carry out gender policy
Knowledge resources	Publications/knowledge base on best-practise and effective strategies
	Networks
	Online databases

2.5.2. Gender mainstreaming outcomes/goals/objectives

Gender mainstreaming operates with the goal of bringing about gender equality and the transformation of institutions and organisations (Verloo, 2001; Yang, 2016). Verloo (2001) compares GM with other strategies designed to achieve gender equality (refer to Table 2.3) and surmises that these approaches are

fundamentally different in terms of diagnosis, causality attribution, prognosis, and the resulting call for action.

Table 2.3: Strategies used in gender equality policies (Verloo, 2001)

STRATEGY	DIAGNOSIS	ATTRIBUTION OF CAUSALITY	PROGNOSIS	CALL FOR ACTION
	What is wrong?	Who/what is responsible for the problem?	What should be done?	Who should do something?
Equal treatment	Inequality in law, different laws/ rights for men and women	Individual responsibilities	Change the laws towards formally equal rights for men and women in laws	Legislators
Specific equality policies	Unequal starting position of men and women. Group disadvantage of women. Specific problems of women that are not addressed. Lack of access, skills, or resources of women	Diverse, both at individual level, and at structural level	Design and fund specific projects to address the problems of (specific groups of) women	Gender equality agencies, sometimes together with established institutions
Gender mainstreaming	Gender bias in regular policies and social institutions resulting in gender inequality	Policy makers (unintentionally)	(Re) organize policy processes to incorporate a gender equality perspective in all policies	Government /all actors routinely involved in policy making

While there are many points of view in collective agreement on the importance of GM, not much is gained on what should constitute the outcomes, the objectives, or a working GM framework. However, de Waal (2006) proposes a GM framework, which delves into five main outcomes and shows interdependences and interconnectedness of these outcomes.

The specific framework proposed by de Waal (2006) can be used for evaluating GM. The proposed framework is centred on five main outcomes: gender parity, referring to balanced numbers in gender representation; gender equality,

referring to equality of access, opportunities, and benefits for both men and women; gender equity, referring to the ratio of participation and all that is associated with gender equality, but according to the needs of both men and women; empowerment, referring to intellectual, behavioural, and emotional support to empower women; and transformation, referring to changing the gender order and shifting the distribution of resources and responsibilities to achieve a new balance in gender relations (de Waal, 2006).

According to de Waal (2006), this set of outcomes should meet five key criteria: relevance, efficiency, effectiveness, impact, and sustainability, and this study aligns itself with this view (refer to Table 2.4). Looking through the lens of this proposed evaluation framework, the success of GM becomes strongly associated with how institutions or organisations fare with meeting the mentioned outcomes. Verloo (2001), however, advises that whether gender mainstreaming proves to achieve a measure of success depends on the approach/mould to which it is cast and warns that GM can also be easily 'perverted'.

Table 2.4: Gender mainstreaming evaluation framework (de Waal, 2006)

Project evaluation criteria	**Gender mainstreaming objectives**				
	Gender parity	**Gender equality**	**Gender equity**	**Empowerment**	**Transformation**
Relevance	**Verification** Quantitative and qualitative gender analysis to provide sex-disaggregated data and interpretation at different levels, including input (policy and organisational) and output variables (project outcomes)				
Efficiency					
Effectiveness					
Impact					
Sustainability					

2.5.3. Approaches to gender mainstreaming

Gender mainstreaming can follow one of two approaches, these being the agenda setting or the integrationist approach (Monday, 2018; Walby, 2003, 2005a, 2005b). Though Walby (2003) considers the agenda setting approach to be one that prioritises gender equality objectives and transformation of institutions, policies and processes (particularly in decision-making and inclusion of women), Jahan (1996) views it as a radical approach which overhauls development agenda so that it places gender concerns as the focal point. Setting an agenda requires a gendered analysis of existing "inequalities between men and women", along with a thorough understanding of the dynamics at play between gender, racial, and socio-economic class relations (Monday, 2018). On the other hand, the integrationist approach involves the integration of gender equality needs into development interventions with little to no changes made to the institution, policies, and processes (Monday 2018; Walby, 2005a, 2005b).

By virtue of the descriptive definition for the latter approach, within government spheres, institutions, and development organisations, the integrationist approach is the most preferred because it involves a watering down of gender concerns and does not 'rock the boat' of power relations (Monday, 2018). An observation made by some is that, somewhere along the path of gendering development in efforts to achieve gender equality, shifts have been encountered in interventions; these sway attention "from women to women and men" and ultimately back to men thus reverting to the mainstream which is the male stream (Monday, 2018; Morley, 2007).

Thus, Jahan (1996) and Verloo (2001) warn that GM can take on an integrationist approach, becoming integrated into the very structures it is intended to transform, and may, on this account, fail to challenge these structures and their operational frameworks. Ideally, GM should assume an alternative agenda-setting role, where gender equality perspectives shape the development of policy (Jahan, 1996). Although GM was adopted with the altruistic goal of addressing the shortfalls of gendered policies and persistent gender inequalities, the actual GM approach adopted may inadvertently derail the goal and outcomes of the strategy (Charlesworth, 2005).

2.5.3.1. Patriarchy in Gender Mainstreaming

Patriarchy as defined by (Wood, 2019) is "a hierarchical system of social organisation whereby men hold positions of power over women". On the contrary, Jolly & Bell (2002) describe patriarchy as a system comprised of beliefs, opinions, and behaviours around what constitutes masculinity and feminism and where patriarchy varies from one culture to the next, as well as within the same culture over a stretch of time. Against this backdrop, Livermore (2009, p.80-81) in his definition of culture states that it is "a pattern of thinking, feeling, and reacting to various situations". Because culture and patriarchy are intertwined, patriarchal roots are entrenched within the fabric of society, thus proving to be resilient and resistant to change.

Remarkedly, patriarchy has achieved a great feat in that the very women subjugated by this ideology have knowingly or unknowingly consented to oppression by men, and as pointed out by Madlala-Routledge (2009, p. 4); this is

disconcerting because when women do not become subordinate to men as conditioned by the ideology, under the weight of a bruised male ego, "men resort to coercion, intimidation, and violence".

At its core, patriarchy upholds gender stereotyping, gender roles, and gender inequality, thereby devaluing and disregarding the contribution of women in both public and private domains (Wood, 2019). However, with modernisation, industrialisation and globalisation, societies are more complex. Therefore, in tune with this change, gender roles are now dependent not only on patriarchal values, but also on socio-economic and socio-political factors. Still, the influence of patriarchy on the division of labour according to gender is powerful and the effects are widely seen in society, at home and in places of employment where the male roles are associated with a greater hierarchical value (Kirsten et al., 2006).

The implications of patriarchy on gender equality and equity may be direct or indirect. Direct patriarchal discrimination tends to be explicit and influenced by culture and patriarchal values but is in no way associated with the abilities and academic merit of the candidate turned victim (Singh, 2007). Indirect patriarchal discrimination, on the other hand, may not be visible on the surface but is readily noticed in instances where the same condition is applied to men and women, but where the application of such a condition is to the detriment of women leading to their unintentional discrimination (Kapur & Duvvury, 2003; Moser & Moser, 2005).

According to Moser and Moser (2005) and Verloo (2001), patriarchy and corresponding factors (including culture, opinions, and behaviours) negatively impact gender mainstreaming in the workplace. Patriarchy and associated factors also impede organisational efficiency, as the potential and inherent skills of female staff are not effectively used or fully honed. In Figure 2.5, Stamarski and Son Hing (2015) show their views on the pervasive nature of bias, discrimination, and patriarchy in organisations and institutions and how they are integrated into decision-making processes.

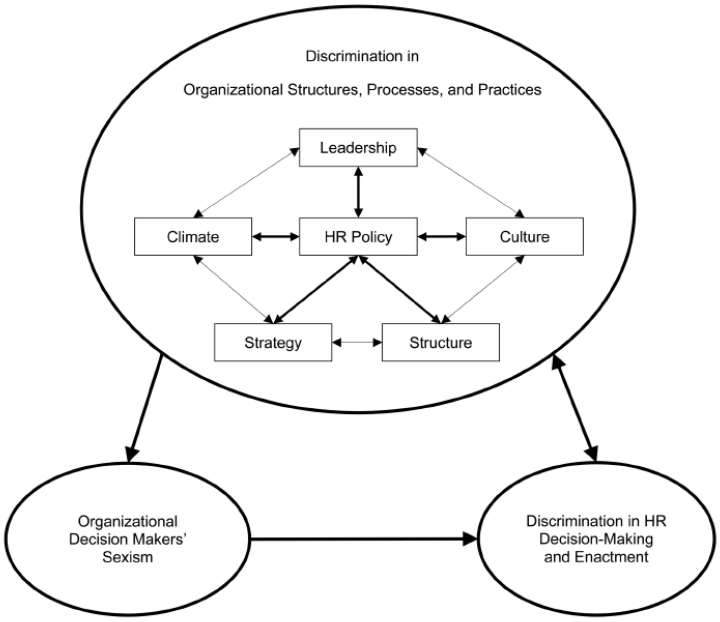


Figure 2.5. Pictogram showing the pervasive nature of bias, discrimination, and patriarchy in institutions (Stamarski and Son Hing, 2015).

2.5.3.2. Resource mobilisation in gender mainstreaming

Human capital resources and material resources are intrinsic components of gender mainstreaming (GM) in its implementation, monitoring, and evaluation. In

reality, both resources are scarce or in short supply inadvertently deterring the successful operationalisation of interventions (Gumbo et al., 2005). Gumbo et al. (2004) explain that the accomplishment of initiatives demands appropriate and adequate allocation of resources during all the phases of an intervention, programme, or policy cycle. In agreement with the former statement on budgeting, Greed (2005a, 2005b), recommends that to achieve GM and intervention objectives, development intervention officers, corresponding implementers and evaluators ought to be knowledgeable about the activities undertaken, the resources required in conducting these activities, and the needs of those marginalised.

When the challenge of insufficient resources remains unresolved, this can result in an overall negative impact in which the intervention may not be seen through to completion. Alternatively, compromises made during the intervention implementation process would in turn affect the results obtained, and these would thus not be a true reflection of the actual situation (Macdonald, 2003).

Undoubtedly, access to required resources ensures smooth implementation, and this will facilitate upskilling and capacity building (of both men and women) as well as empowerment of women leading to incremental strides toward gender equality attainment (Gurung & Lama, 2003). The idea by Kwesiga and Ssendiwala (2006) is that as more women undergo capacity building, they will in time catapult into decision-making positions where they can break free of the limitations brought on by gendered role work restrictions. With the previous assumption in place, Gurung and Lama (2003) and Kwesiga and Ssendiwala

(2006) submit that women would have the same access to and control over resources and the same benefits that come with the work role as their male colleagues.

2.5.4. Experiences of gender mainstreaming (successes and failures)

Analyses of GM experiences at the Department for International Development UK (DFID) by Watkins (2004) and MacDonald (2003) suggest that, although strong commitment to GM was evident, there was an apparent breakdown in the translation of policy into practise in different countries. An examination of GM strategy development in the European Union (EU) by Stratigaki (2005) makes a strong case that GM has failed to bring about changes in core gender policies in the EU. This failure is ascribed to multiple gender hierarchies and the deeply ingrained patriarchal culture of European institutions (Stratigaki, 2005).

Reviews of GM in African countries, including South Africa, also suggest that GM has had limited success in bringing about gender equality and the empowerment of women, which extend beyond the mere presence of women in the workplace and necessitate their effective participation in decision-making (Hassim, 2005; Morley, 2007; Unterhalter & North, 2010). Bangani and VyasDoorgapersad (2020) reported that the expected target of the public service department to achieve 50% employment capacity for women via the gender mainstreaming strategy is yet to be reached by most national and provincial departments. The 2021 report from the Department of Public Service and Administration shows that this is still the reality on the ground. Challenges stated in the report, to achieve gender mainstreaming, gender equality and equity targets, were attributed to

insufficient funds and resources, lack of a gender unit, and the inaccessibility of gender disaggregated data to name a few (DPSA, 2019; DPSA, 2021).

All the same, there are positive changes in that most departments in South Africa both nationally and provincially have managed to meet the minimal 30% targets on gender equality, equity, and empowerment, some progressing up to 45% and 49% and stalling at these figures for three to four years (Bangani & VyasDoorgapersad, 2020; DPSA, 2019). The debate around the percentage targets reached suggests that the intake of women as staff is still mostly at lower levels and not in management where they would have a voice and power to influence decisions (Bangani & Vyas-Doorgapersad, 2020; Nhlapo & Vyas-Doorgapersad, 2016).

The trend of limited GM success has also been observed in public and private education institutions, including HEIs (Mergaert & Lombardo, 2014; Unterhalter & North, 2010; Verge et al., 2018). For Aikman and Unterhalter (2005) it is particularly disconcerting that GM has proved to be unproductive in education institutions, since education is hailed to have the capacity to transform social stratifications as well as gender divisions.

Although an inherent obstacle to GM in academic settings arises from the embeddedness of HEIs within patriarchal societies and hierarchies (Unterhalter & North, 2010), another major obstacle is the fact that the implementation of GM strategies is typically not monitored or evaluated (de Waal, 2006; Timmers et al., 2010). These two obstacles are, in fact, related: the political conditions under

which GM operates mean that genuine buy-in for gender equality and equity remains absent (Rao & Kelleher, 2005), which impairs the effectiveness of M&E systems.

2.5.5. Factors contributing to success of gender mainstreaming and gendered policies

Whereas the Council of Europe (1998) attributes the relative success of gender mainstreaming (GM) to existing gender equality policies, other scholars (Morley, 2007; Stratigaki, 2005; United Nations Development Group Development Operations Coordination Office (UNDGDOCO), n.d.) argue that political will, adequate resources, the transformation of policies and attitudes, commitment, awareness, and monitoring and evaluation (M&E) are among the conditions necessary for GM success. In the same vein, Beck & Stelcner (1997) recommend that GM should have dedicated M&E tools at its disposal, such as equality indicators, gendered monitoring and evaluation, and gender impact assessments (MacDonald, Sprenger & Dubei, 1997).

In general, establishing and maintaining M&E systems for the collection of data on indicators (GM or otherwise) is no easy feat: It requires interdepartmental cooperation, adequate resources, and M&E capacity (Khan 1998; Masuku & Ijeoma, 2015; Rao & Kelleher, 2005). There is also the risk that M&E processes impair, rather than improve, the results they seek to track (Blaser-Mapitsa & Khumalo, 2018; Ssentamu, 2018). Unattained outcomes in the presence of operational M&E systems could stem from a lack of political will or unfavourable information being brought to light necessitating a change in processes, attitudes,

or culture (Khan, 1998; Rao & Kelleher, 2005); these changes tend to be contested, since they are not easy to make. Establishing M&E systems around GM within organisations and HEIs therefore comes with multiple challenges.

2.6. Monitoring and evaluation

The humble beginnings of monitoring and evaluation (M&E) are the subject of heated debate. Masuku and Ijeoma (2015) contest the modernist view that M&E is a new concept that emerged from western ideologies in the late 1990s or early 2000s. In their argument, the beginnings of M&E are tied to Africa, with the example of Egypt, which engaged in routine monitoring of agricultural products. For Zall et al. (2004) who are aligned with modernist thoughts on origins of M&E, they point to a successful introduction of M&E by the Word Bank to development and governance spheres in the early 2000s.

Since its 'introduction,' numerous countries (both developed and developing) globally, organisations, and institutions adopted traditional M&E, mainly as a governance tool but also as an implementation tool for interventions (Görgens & Zall-Kusek, 2009; Zall et al., 2004). However, while the focus of traditional M&E was on compliance, the subsequent iteration was results-based M&E whose focal point is "managing for results." In managing for results, outcomes are well defined (and progress on them tracked during the intervention cycle) for projects or interventions during the design and strategic planning stage (Görgens & Zall-Kusek, 2009; Lahey, 2015).

2.6.1. Monitoring and evaluation discourse

Monitoring and evaluation can be viewed from different vantage points: as a field of practise (Stockmann, 2011), as a profession (Stufflebeam & Coryn, 2014), or as a field of study (Scriven, 2012). Ile, Eresia-Eke, and Allen-Ile (2012) understand monitoring to be a continuous process in which data on various indicators are collected, allowing progress on an intervention to be tracked. On the other hand, evaluation is described as a periodic process that shows the relevance, impact, sustainability, effectiveness, and efficiency of a programme, while also highlighting lessons learnt and enabling the valorisation of a programme (Organisation for Economic Cooperation and Development (OECD), 2007; Vedung, 2011).

Masuku and Ijeoma (2015) argue that M&E should be viewed as a management tool. Similarly, Zall et al. (2004) indicate that M&E is primarily used in making economic and political decisions, while also ensuring accountability and enabling a governance function. Matsiliza (2019) takes on a broader view, contending that, as a discourse, M&E is diverse because there are many different types of M&E that can be undertaken. According to the views of several scholars, if M&E systems (frameworks) are used, then policies and strategies like GM will have better chances of success because implementation can be monitored, compliance is enabled, and management and accountability for the intervention are facilitated (Beck & Stelcner, 1997; de Waal, 2006; Khan, 1998). This study is steeped in both gender and M&E discourse, in that it is interested in the extent to

which M&E processes support gender policies and GM to achieve defined outcomes at a specific HEI (Wits University).

2.6.1.1. Results-based monitoring and evaluation

Effective M&E extends beyond a focus on implementation with a goal towards compliance in that it is centred on attainment of results (Zall et al., 2004). According to Zall et al. (2004), implementation-based M&E constitutes the traditional M&E system, while the results-based M&E system is a newer approach striving for impact (results). Görgens & Zall-Kusek (2009) explicitly state and explain the twelve components of functional and effective M&E (portrayed in Figure 2.6), with capacity and organisational alignment for M&E systems highlighted as some of the most crucial tenets for effective M&E (Masuku and Ijeoma, 2015; Matsiliza, 2019).



Figure 2.6. A picture of the twelve components of an effective M&E system (Görgens and Zall-Kusek, 2009).

In the same vein, Görgens and Zall-Kusek (2009) recommend splitting the twelve components into three main categories. The first category, people, partnerships and planning, relates to the conduciveness of the working environment for M&E and is tied to the corresponding components such as structure and organisational alignment, human capacity, partnerships, costed M&E plans, advocacy, communication, and culture.

The second category, data collection, capturing, and verification is about the actual data mechanisms at play to facilitate a working M&E system and encompasses the components, routine monitoring, periodic surveys, databases, supportive supervision, data auditing, and evaluation evidence (Blaser-Mapitsa & Khumalo, 2018; Görgens & Zall-Kusek, 2009). Data analysis, dissemination, and information use are the last and third category, whose primary concern is to use information and data obtained from the M&E systems to obtain better results and to learn from the current M&E cycle for future iterations. Elements (which relate to the second category of components) of results-based monitoring and evaluation are important to take note of; these are considered in Table 2.5.

Table 2.5: Elements of effective results-based monitoring (adapted with modification from Zall et al., 2004)

Element	Definition (Reference)
Baseline data to describe the problem or situation before the intervention	'The situation prior to a development intervention, in which progress can be assessed or comparisons made.' (OECD, 2007, p. 13)
Indicators for outcomes	'Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, reflect changes related to an intervention, or help evaluate the performance of a development actor.' (OECD, 2007, p. 20)
Data collection on outputs and how and whether they contribute to the achievement of results	'Methodologies used to identify information sources and collect information during an evaluation… Examples are informal and formal surveys, direct and participatory observation, community interviews, focus groups, expert opinion, case studies, literature research.' (OECD, 2007, p. 15)
More focus on perceptions of change among **stakeholders**	'Agencies, organisations, groups, or individuals who have a direct or indirect interest in the development intervention or its evaluation.' (OECD, 2007, p. 29)
Systemic reporting with more qualitative and quantitative information on the progress toward outcomes	Reports to the management of the donor, partner, or implementing organisation with more qualitative and quantitative information on the progress toward the objectives. Reports capture information on the performance (success or failure) of the partnership strategy in achieving the desired outcomes.

Although there are many management, data, and audit systems, these are rarely associated with a feedback system (Görgens & Zall-Kusek, 2009). The results-based M&E system works as a feedback system since the last component relates to feedback on performance, as well as on what works and what does not work. Chaplowe (2008) advises that learning from the M&E process and cycle by using the data and corresponding information to improve results in the subsequent cycle is crucial. Data and results gleaned from the M&E process according to Zall et al. (2004) enable accountability and transparency for good governance and for sound decision-making, which, as Görgens and Zall-Kusek

(2009) suggest may garner buy-in from government and other stakeholders involved in policy making.

A continuous stream of M&E data and regular feedback (useful to both internal and external stakeholders) adds value at all stages of an intervention having an effective and functional M&E system. This feedback applies to the planning, implementation, or stocktaking stages, as well as in all corresponding forms of evaluation including formative, process or implementation and summative evaluations (Wotela, 2017b; Zall et al., 2004), notwithstanding the impact and final evaluations. Figure 2.7 below shows the most common programme evaluations, delineating when they can be conducted and what can be considered in each type of evaluation.

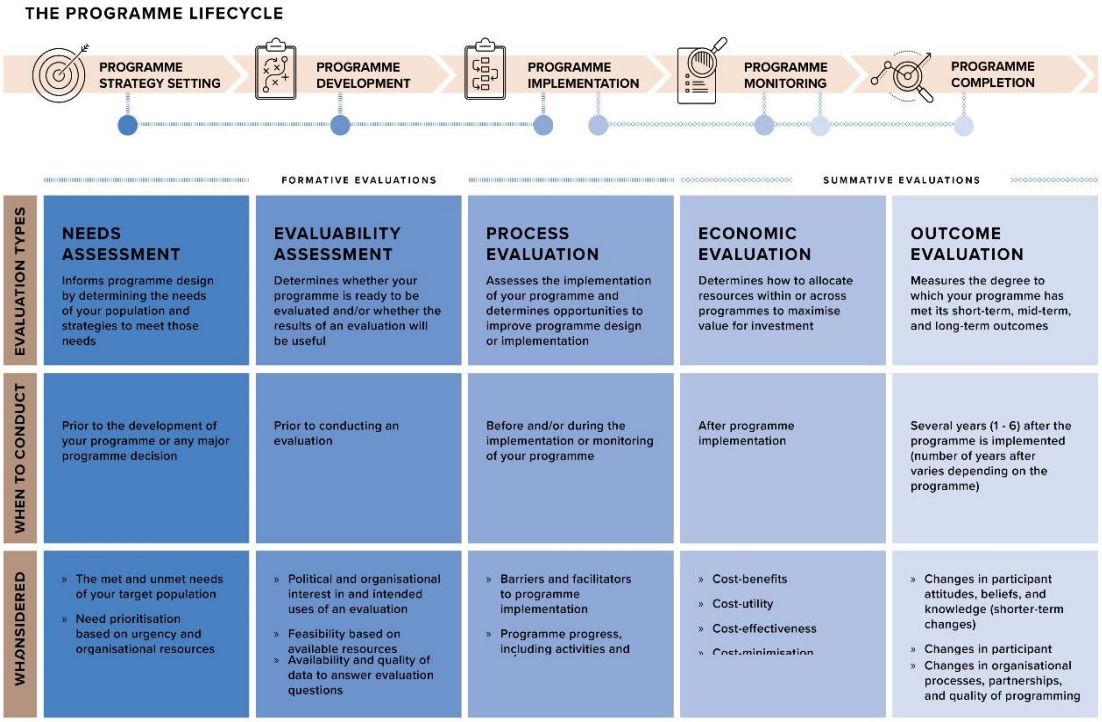


Figure 2.7. Types of evaluation in the life cycle of a programme (GREO, n.d.).

2.6.2. Monitoring and evaluation as a management and governance tool

Monitoring and Evaluation (M&E) has a number of advantages in that it allows identification of weaknesses and unintended outcomes (good and bad) in the intervention cycle, which Lahey (2015) says opens an opportunity to adopt corrective measures to ensure that an intervention achieves its expected goals. Although Goldman et al. (2012) view M&E as promoting accountability and transparency thereby enabling determination of the actual status of the intervention (project or policy or programme), Manyaka and Nkuna (2014) posit that corruption and maladministration can reduce this valuable ability. As explained by Görgens and Zall-Kusek (2009), corruption, resistance, and an unwillingness to conform to the requirements of the implemented M&E system (due to vested interests or political agendas) can impede the effectiveness of the system as well as dial down accountability and transparency in the organisation, institution, or government's governance structure.

Economic growth and poverty reduction constitute other benefits of results-based M&E because the latter emphasises the achievement of results in the form of demonstrable outcomes. For Goldman et al. (2012), M&E has the ability to influence political dynamics for the better toward achieving good governance since it provides critical information from regular feedback. This information can in Görgens and Zall-Kusek's (2009) view be used by policymakers and management in the governance structures of government in decision-making, setting budgets, and setting the tone of political agendas. For this reason, many organisations, institutions, and governments have jumped on the M&E

bandwagon by designing and adopting functional results-based M&E systems into their governance frameworks.

In sharp contrast to the benefits offered by results-based M&E are the limitations of this system. One limitation being that, as with all systems, there are risks and specific costs associated with implementing and running the M&E system, but important to note is that there are also risks and costs expected from not adopting and utilising this system as well (Görgens & Zall-Kusek, 2009). To complete the feedback loop in an M&E system, all departments in an organisational, institutional, or government structure have to cooperate with each other and the central M&E unit (Görgens & Zall-Kusek, 2009; Zall et al., 2004) to ensure that data and information stream to where they are required, to achieve learning, and reach correct conclusions in the analysis of data.

As put forward by Barrett (2004) and McLaughlin (1987), failure of implementation of M&E can, however, arise because of a lack of skills, knowledge, expertise, and experience; but it may in a broader sense be attributed to insufficient human (component 2) and institutional capacity (component 1) which Görgens and Zall-Kusek (2009) propose to be essential components for effective M&E. Other limitations to the M&E system could include a fallible data system, as this would poorly carry out its task of storage and updating data feeding into the M&E system (Görgens & Zall-Kusek, 2009). Further limitations include inadequate budget, incompetent, uncompliant, and uncooperative staff comprising human capital (Lasswell et al., 2003; Tebele, 2016; Zall et al., 2004), because these factors would result in an ineffective M&E

system that is not capable of carrying through the implementation of an intervention.

2.6.2.1. Theory of change in monitoring and evaluation

Effective implementation of results-based M&E implementation relies on the use of a variety of theoretical frameworks. The Theory of Change (ToC) is one such framework that can be represented graphically by means of a linear or non-linear logical framework (logframe) model (Funnell, 2000; Rogers, 2008). Ideally, a logframe (also known as the results chain) lists the main elements (inputs, processes, or activities, outputs, outcomes, and impact) of an intervention and shows how they are related to each other. Gertler et al. (2011) describe the results chain as an outline of the inputs, how they feed into activities, the resulting outputs, outcomes, and impacts of the intervention.

Mayne (2018) defines ToC as a model that shows how change in an intervention is achieved, as well as the alignment with the intended outcomes or impact. Anderson (2005) seems to hold the same view in describing the ToC as an overall picture of early, interim, long-term outcomes necessary to realise the goals of the intervention. The ToC can thus be refined through M&E resulting in a robust and detailed M&E framework. Figure 2.8, depicts a ToC logframe from the Global Fund for Children (GFC, n.d.), in which the elements of the result chain are linked and the main assumptions are clarified.

The ToC as a framework is valuable in evaluating the performance of an intervention (Barnett et al., 2020; Mayne, 2018). Mayne (2018) alleges that the

ToC acts as a tool that 'predicts the potential impact' since the impact cannot be measured directly and, by extension, as an assessment tool to determine the societal relevance of an initiative. However, to assess the societal relevance of an intervention from a ToC, it would have to be detailed and comprehensive by showing the context, assumptions, enablers, and threats or risks in addition to the results chain (Jackson, 2013; Mayne, 2018). Enablers are described as factors that provide conducive conditions or an environment for the societal impact of an initiative to be met, where these can be internal or external (UNDGDOCO, n.d.).

According to Avance et al. (2020), the assumptions inserted at all steps in the results chain are responsible for the transformation of a simple logframe into a ToC. Assumptions are important in that they reflect causal links (and corresponding impact pathways) and contain beliefs about how and why change is initiated (Chen et al., 2018; Mayne, 2018). From these assumptions, threats or risks of the intervention and of not realising the intended goals are identified early and possible solutions to mitigate these can be put in place. Caution is advised by Wilson-Grau and Britt (2012) with regard to only looking for attribution and throwing contribution to the kerb because, as they explain, an intervention will for the most part contribute either indirectly, partially, or sometimes unintentionally to societal impacts.



Figure 2.8. A representation of a Theory of Change (ToC) for an initiative on the well-being of disadvantaged children and youth (Global Fund for Children (GFC), n.d.).

2.6.3. Gender-sensitive/responsive monitoring and evaluation

While Görgens & Zall-Kusek (2009) advocated for the twelve components for effective M&E systems, others are making the case for gendered M&E systems

to boost impact. Tirivanhu and Jansen van Rensburg (2018) make a proposition for gendered M&E systems for improved effectiveness and impactfulness of programmes. The gendering of M&E systems is beneficial because it enables an assessment of gender-specific impacts of programmes or policies, thereby introducing ripple effects for socio-economic development (Brisolara, 2014). Tirivanhu and Jansen van Rensburg (2018) are of the view that there is a need to move away from gender-blind M&E systems (and policies), to gender-sensitive national M&E systems for achievement of national and global agendas in development.

Therefore, these gender-sensitive M&E systems weave in the tenets of GM, ensuring that interventions are evaluated using a gendered lens so that gender-specific impacts of interventions on socio-economic development can be determined (Brisolara, 2014). Gender-sensitive M&E involves the development of gender-sensitive indicators and the collection of gender-disaggregated data (Beck & Stelcner, 1997), where the analysis of these data makes the gender-specific impacts for an intervention clear.

Gender-sensitive M&E hinges on setting gender-sensitive indicators that Beck and Stelcner (1997, p. 6) purport to play the crucial role of "pointing out gender-related changes in society over time". The collection of data on these gender-sensitive indicators allows the measurement and tracking ability to determine whether gender equality and equity goals are being met. In years and decades past, economic indicators particularly within the employment circle were, according to Waring (1988), discriminatory, and used such that they did not

include women and their contributions, thus reflecting the callous nature of the studies and data collection process undertaken by men or male policymakers at that time.

With time, gender specialists raised their voices around the need for policymakers to build and be attentive to gender-sensitive indicators; this constituted the very first step towards changing the bias against women and to attaining gender equality (Beck & Stelcner, 1997; United Nations Development Programme (UNDP), 1995). While gender-sensitive indicators allow measurement of changes in gender equality and equity over time, Reinharz and Davidman (1992) in agreement with other gender specialists, state that they are merely pointers to the experiences of women and therefore cannot fully depict women's experiences. For this reason, gender-sensitive indicators can be viewed as a political tool that can be used to challenge the status quo (Beck & Stelcner, 1997, p. 6).

2.6.3.1. Gender disaggregation of data in gendered monitoring and evaluation

Gender specialists have united efforts worldwide to advocate for the collection of sex-disaggregated data, since the data can be used to challenge gender bias and bring about policy changes. Binagwaho et al. (2021) state that, to gain an understanding of the situation on the ground before strategies meant to address gender inequality are implemented, sex-disaggregated data collection is the starting point. Echoing similar sentiments, Odera and Mulusa (2020) argue that for gender equality interventions, the disempowerment of the female population and the unique context of women in different states, countries, organisations and

institutions can only be reflected in gender- and sex-disaggregated data; where peeling one layer off at a time is mandatory to get a clear view of the multiple dimensions for each context. As explained by Binagwaho et al. (2021), such data are vital in the identification, design, and implementation of gender equality initiatives meant to meet the needs and priorities of marginalised people in society.

By collecting gender-disaggregated and sex-disaggregated data for an intervention within a given society, the main challenges around gender inequalities and inequities are brought to the fore, and to this end, context-specific solutions may be identified to address the issues made evident. From a monitoring and evaluation perspective, recommendations given from lessons learnt, as well as in the planning stage (formative evaluation) will be based on gender and sex-disaggregated data and thus promoting gender-sensitive allocation of resources toward fulfilling the goals of gender equality interventions (Binagwaho et al., 2021).

Good governance is heavily reliant on accountability and transparency (de La Harpe et al., 2008) and to achieve these, contextually relevant indicators and their corresponding targets have to be set for the initiative. Odera and Mulusa (2020) comment that global accountability mechanisms that collect progress on gender and sex-disaggregated targets and indicators have been set up; these facilitate accountability on gender equality interventions in that they permit tracking of the degree to which women's needs in society are being met. It is evident that gender equality is a cross-cutting development factor that must be

multidimensionally addressed, and for this to become a reality, affixing gender and sex attributes to data collection becomes an inherent requirement (Odera & Mulusa, 2020).

2.6.4. Monitoring and evaluation of gender mainstreaming in higher education institutions

Limited research on the M&E of GM implementation in HEIs is available, which arguably results in an inability to track the progress of GM interventions (Jansen van Rensburg & Blaser-Mapitsa, 2017). While several studies have been conducted to determine the progress of GM in HEIs, the largest portion of these have been conducted in Europe and Asia (Timmers et al., 2010; Verge et al., 2018; Yang, 2016). On the contrary, only a few studies have been carried out in Africa (Morley, 2010; Ssentamu, 2018; Tsvere & Nyaruwata, 2012), with even less information available on the situation in South African HEIs. In 2014 and 2015 the Commission for Gender Equality (CGE, 2014, 2015) conducted hearings on the status of gender transformation in the Department of Higher Education and Training and using data from South African institutions (the University of South Africa, the University of Venda, and a few others).

The findings of the Commission for Gender Equality generally suggested that more institutions should be included in future investigations; two, gender transformation had not yet been fully realised in HEIs; and three, M&E was a requirement for the success of GM in HEIs (CGE, 2014, 2015; Govinder et al., 2013). The scarcity of information on the relationship between GM and M&E in South African HEIs presents an important research opportunity. This study

participates in the said opportunity by interrogating M&E practises and data by gaining the perspectives of appropriate respondents on GM and M&E at Wits University; one of the institutions identified by the Commission for Gender Equality for inclusion in the forthcoming set of hearings (CGE, 2015). However, Wits University was not included in the hearings concluded in the latest 2018/2019 report by the Commission for Gender Equality on transformation in tertiary institutions. An exploratory case study design for this investigation will provide an in-depth understanding of whether internal M&E systems or practises are used at Wits and how effective these systems and practises have been in collecting data and supporting the fulfilment of gender policy or gender mainstreaming (GM) targets at the university, as well as how these M&E practises and frameworks can be improved.

2.7. Conceptual / theoretical framework

2.7.1. Gender mainstreaming outcomes as a theoretical framework

Admittedly, there are many factors that contribute to the success of the GM strategy (de Waal, 2006; Morley, 2007; Stratigaki, 2005). To answer the research question of how monitoring and evaluation of the GM strategy or gender policy at Wits University facilitates the achievement of GM empowerment and gender equality outcomes in the institution, this study will attempt to examine the contribution of internal M&E systems or practises in achieving empowerment and gender equality outcomes at Wits University. In this study, the approach explained by de Waal (2006) will be adopted with modification to assess the

contribution of internal M&E systems or practises to achieving GM outcomes. Regarding the proposed adaptation,

- Gender mainstreaming outcomes on empowerment will be assessed by considering the intellectual, behavioural, and emotional forms of support that have been extended to women to enable them to achieve a new balance in gender relations and determining how many women have received the support.
- The outcomes of gender equality will be evaluated by interrogating the equality of access, opportunities, and benefits for both men and women at Wits University from institutional documents made accessible and from interviews conducted.
- The contribution of M&E to achieving GM outcomes will be evaluated through the analysis of secondary and primary data (internal institutional documents and staff perceptions) from the university's annual reports and interviews.

The body of literature on GM theories and approaches includes de Waal (2006), which will frame this study, as well as Morley (2007) and Charlesworth (2005), among others. However, the debates on GM theory suggest that currently, there is no consensus on a fully-fledged theory on GM and that the development of a unanimous theory is still in the initial phases (Booth & Bennett, 2002; Hankivsky, 2005). In the same line of thought, GM is described as being embedded within and emanating from feminist theories (Charlesworth, 2005; Verloo, 2001). Adoption of the approach by de Waal (2006) will enable assessment of how the M&E system or its practises facilitate the achievement of GM outcomes. However, the application of systems thinking as another theory could prove

valuable since it will provide insights on any other factors that are found to impede or contribute to GM outcome attainment, identify relationships, and their interconnectedness. Systems thinking theory can provide an explanation of where the perceived GM or policy challenges originate and facilitate the determination of viable solutions.

2.7.2. Systems thinking as a theoretical framework

There are numerous varied definitions of systems thinking, with Richmond (1994) describing it as both a paradigm and a learning method that makes inferences by using the established understanding of structure. Gharajedaghi (2011) as well as Arnold and Wade (2015) view systems thinking as a system on the premise of it being comprised of "synergistic analytical skills or components. Sheffield et al. (2012) state that the purpose of systems thinking lies with solving complex problems (arising from factors involving multiple stakeholders, multiple interests, beliefs and values, etc.) or those that are tied to chaotic environments through an integrated approach. The idea of using systems thinking as a holistic approach is shared by Kramer and de Smith (1977) and Gharajedaghi (2011, p. 87) toward effectively dealing with "challenges that emerge in chaotic environments".

As a system, Arnold and Wade (2015) explain that system thinking is a 'whole' comprised of interconnected foundational components. Gharajedaghi (2011) stretches this further by saying that the causes are linked to the effects, with this interconnectedness being reinforced to form a causal or feedback loop. Additionally, Gharajedaghi (2011, p. 159) deliberates on the understanding that systems thinking is useful in dissolving the 'mess,' a resilient system of problems

which Sheffield et al. (2012) suggest do not stay stagnant and continue to increase in complexity.

Although many who are trapped in a linear way of thinking may reduce systems thinking to a reductionist approach, Arnold and Wade (2015) argue that this is inappropriate and may defeat the purpose of systems thinking because the reductionist models are incapable of depicting and explaining dynamic and complex systems. The debate on systems thinking is fuelled by Stave and Hopper (2007) who contend that systems thinking has three main problems associated with it, the first being that of the "stock-and-flow" representation, "visual complexity" being the second, and the third on the ambiguity associated with the resulting diagrams from the analyses conducted.

Different ideas on components of system thinking are in circulation, but the description by Gharajedaghi (2011) is the most concise and clear by far, where he asserts that these components are "holistic thinking, operational thinking, self-organisation, and interactive design" (refer to Figure 2.9). Holistic thinking is comprised of elements on 'structure, process, function, and context'; operational thinking is made up of elements including 'multi-loop feedback system dynamics'; self-organisation as the name implies, involves gravitating back to a 'predefined order and pertains to the sociocultural model'; and interactive design is reiterative in nature and revolves around 'redesigning the future and inventing ways to bring it about' (Gharajedaghi, 2011, p. 23).

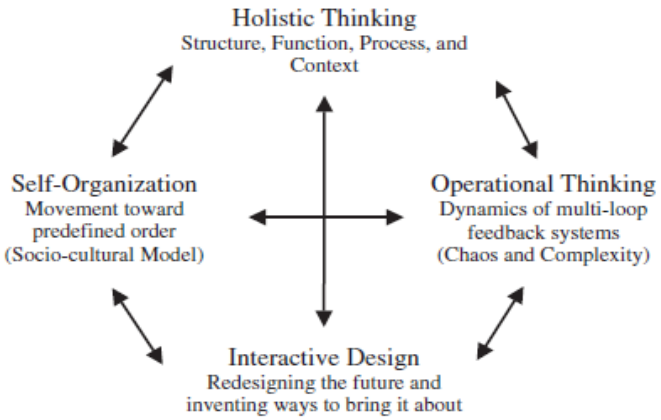


Figure 2.9. A representation of the relationship between the four components or foundations of systems thinking (Gharajedaghi, 2011).

Gaining an understanding of systems thinking processes may present as a complex activity because there are several and varied views on the processes involved in systems thinking (Arnold & Wade, 2015; Gharajedaghi, 2011; Sheffield et al., 2012). However, Gharajedaghi (2011) provides a clearer overview and recommends that systems thinking be undertaken through the following processes: searching for relationships (interconnections), analysis of obstructions, system dynamics analysis, mapping the mess, and finally, telling the story. For this study, the systems thinking approach described by Gharajedaghi (2011) will be adopted and adapted to assess the relationships and challenges encountered in using M&E systems or practises to achieve gender mainstreaming or policy outcomes. Regarding the proposed adaptation,

- Identification of the ‘mess’ comprised of a set of problems will be carried out by applying the systems thinking process to the factors determined in the holistic approach, resulting in the development of a problem tree.
- The relationship and interdependence between gender mainstreaming and monitoring and evaluation will be determined and assessed by applying the different components of systems thinking to the elucidated factors.
- Solutions finding pathways will be identified to dissolve the ‘set of problems’ identified through systems thinking to improve the effectiveness of the relationships acknowledged; to meet the outcomes and the overall goal of both gender policy or mainstreaming and monitoring and evaluation practises at Wits University.

The methods used in this qualitative case study that involves the use of an interview guide and document analysis will facilitate an understanding of the perspectives of the participants against the backdrop of the theory(ies) that underlie this study. Moreover, the importance of the application of the GM theory and framework constructed by de Waal (2006) stems from its ability to provide an understanding of the contribution of internal M&E systems and practises and any other factors playing a role in GM outcome attainment.

Therefore, the exact role and contribution of M&E systems and their practises in the achievement of GM outcomes deserves attention and will be determined using the GM framework adapted from de Waal. Systems thinking will contribute to the analyses conducted using the GM framework, by identifying relationships in a complex higher education environment (Wits University) and will further

enable the 'mapping of the mess’ and the proposition of practical solutions to dissolve the mess (system of emerging problems).

Chapter 3 : Research Methodology

3.1. Introduction

This chapter focusses on the research design and strategy applied in the study carried out and reported here. Reasons for subscribing to the said research approach are delineated according to how the approach will provide answers to the research questions raised in this research study. Furthermore, the research process is explained through the course of this chapter and unfolds by considering, in sequence, the sampling and data collection, data presentation and analysis, timeline, trustworthiness of data, ethical considerations, and the limitations of research. As the research procedure and methods are explained, an inference is made on why the respective selections are appropriate for this study and how these will provide answers to the research questions of the study.

3.2. Research approach

In this study, a qualitative case study strategy was used to facilitate an investigation of how monitoring and evaluation (M&E) systems or processes contribute to the achievement of gender policy or gender mainstreaming (GM) outcomes of empowerment and gender equality at Wits University. The research strategy is qualitative to the extent that the perceptions and experiences of people about the research problem are explored, where the situation was interpreted based on the different subjective or perceived realities of the participants (Leavy, 2017; Marshall & Rossman, 2011).

The qualitative case study design of this study allows the investigation of Wits University as a single case in the broader question of monitoring and evaluating GM and gendered policies in Higher Education Institutions (HEIs). Wits University is an appropriate case study because it was specifically identified by the Commission for Gender Equality as an institution for which more information is required on the topic of gender transformation (CGE, 2014, 2015). In this case study, the presence of internal M&E frameworks or processes was investigated, as well as how they contributed to achieving GM and gender policy outcomes in the implementation process. The factors that influence the success of GM and gender policies at Wits University were explored.

The themes emerging from the participant responses were used for the purpose of interpretive enquiry. This investigation sought to establish links between the outcomes of the gender policy and the GM approach (empowerment and gender equality) and the internal M&E function and practises in the real-life social setting of Wits University. Engaging in this process provided a deeper understanding of the advancements of GM and gender policies as a result of the monitoring of their implementation and periodic evaluation at Wits University. In addition to providing in-depth information on the relevant M&E practises and processes, the selected participants were also able to elaborate on what is currently being done well, what could be improved, and how this improvement could be achieved. Information on the internal M&E systems and practises obtained from the interviews was supplemented and corroborated by careful document review (using open-public documents from Wits University).

A theoretical framework by de Waal (2006) on gender mainstreaming evaluation (informed by feminist theory) is used in the interpretive enquiry for this research study. Since this theoretical framework aligns itself with empowering people and contributing to transformation in society, it is based on the transformative research paradigm (Chilisa, 2012; Wagner et al., 2012), which makes it especially applicable to this gender-inclusion-focused study. However, de Waal's framework is not capable of fully explaining the relationship between the stakeholders and may fail to show root causes of the identified problems. To make up for these shortfalls, systems thinking theory is applied since it can establish links and identify root causes of problems (Gharajedaghi, 2011; Jayeoba et al., 2013).

3.3. Sampling and data collection

For this qualitative case study design, stratified purposive sampling and convenience sampling, two of several non-probability sampling techniques, were adopted (Bryman, 2012). In the applied purposive-sampling technique, participants were purposefully chosen based on their relevance to the purpose of the study or the research question and based on the view that they can provide valuable and distinctive information to the study (Etikan, 2016)—in this case, information related to M&E practises and GM or gender policies.

To start the process, specific participants from the Wits University community were placed in four strata: Gender equity unit staff, transformation unit staff, transformation committee staff, as well as representative staff from a worker's union, an academic and professional support background. Concerning these

different strata of sampled staff, the inclusion criteria included staff members (men and women) who have been in university employment for one year or more and who work in divisions that either supervise the M&E function for the institution; oversee gender equity of staff, or, lastly, oversee transformation or work toward contributing to transformation at Wits University.

In contrast, the exclusion criteria are the reverse of what applies for inclusion in this study. In different settings, one or two years are required to settle into a job role and gain an understanding of the inner workings of processes, frameworks, and social network drivers in an institution (Dobrow-Riza et al., 2018). Therefore, for this study, one year is set as the minimum period within which an employee would have gained knowledge of the institution's internal operational M&E system or practises and the GM or policy trends, and the successes or failures thereof.

Convenience sampling for this study involved the selection of participants (both men and women) who met the criteria for purposive sampling set out above and who were not only available, but also willing to participate in this study (Etikan, 2016). The sample size for this study was based on the standing recommendation of consulting at least 12 participants for a homogeneous sample in a case study design (Boddy, 2016). For the case study design explored in this research study, the recommendation to adhere to a minimum of 12 participants was adopted and found to be appropriate since the sampled staff were found to be homogeneous, as they all work for Wits University in the same location (the university campus in Johannesburg, South Africa). Another strategy

used to determine that the sample size was based on the attainment of the data saturation point, after which no more new insights were gleaned, thus calling for the sampling of participants to cease.

3.3.1. Demographics of the participants

A total of 37 invitations to prospective participants were sent out; however, only 12 people accepted the interviews and consented to be participants. The demographic information of the study participants is shown in Table 3.1 and obtained from the demographic form filled out by the participants (refer to Appendix 4). Elements captured for the demographic profile of respondents include gender, work experience in a position at Wits University, age, and race.

From the gender distribution, the level of interest could be established from a gender perspective. As shown in Table 3.1, the participants in this study were women with 9 respondents out of 12 (75 %), while only 3 men had shown interest in this study on gender mainstreaming with gender equality as the focal point. Regarding the level of education, 11 of the 12 respondents (91.7 %) had a basic undergraduate degree and one or more postgraduate degrees and only one respondent (8.3 %) had a diploma.

Findings on the level of education were indicative of the capacity, skillset, and expertise to provide insights and an evaluation of the true situation around gender mainstreaming or gender policies and the transformation they were bringing about. The majority of the participants (10, 83%) had more than 10 years of work experience at Wits University and were all over 35 years of age,

reflecting their experience, ability and maturity to comment on the actual situation on the ground regarding gender equality policies, gender mainstreaming, and the contributions of internal M&E systems or practises to the gender mainstreaming strategy or policy.

Table 3.1: Demographic information on the research study participants (n=12)

Variable	Response Option	Frequency / Number of Participants
Unit/	Gender Equity unit	1
	Transformation unit	2
	Data Analytics unit	2
	Transformation Committees	4
	Academic, Union, and Professional Support	3
Gender	Male	3
	Female	9
Work experience	5-10 years	2
	10-20 years	8
	20-30 years	2
Age	30-40 years	3
	40-50 years	7
	50-60 years	2
Race	African	7
	Coloured	3
	Indian	1
	White	1

3.3.2. Primary and secondary data collection

Primary data was collected using qualitative research techniques. Specifically, semi-structured in-depth interviews were used to collect primary data from participants (refer to Appendix 4). The interviews allowed observations and

documentation of the perceptions of the participants on their experiences with internal M&E systems and practises in the implementation of the GM strategy or gender policies at Wits University.

In describing the usefulness of semi-structured interviews, it has been explained that by using these, there is plenty of room left for the researcher to obtain more and beneficial data beyond what would be obtained in a structured interview guide (Wotela, 2017a). Most of the interviews were conducted during the COVID pandemic and under COVID-19 restrictions, which restricted in-person meetings.

To avoid the challenges associated with conducting interviews in person, the interviews were conducted using video and telephone conferencing platforms such as ZOOM and Microsoft Teams because these tools allowed participation with participants in real time from anywhere in the world (Nehls et al., 2014). As the interviews unfolded, they were recorded on the conferencing platform or using a mobile recording device with the permission of the participants. Access to recorded interviews proved helpful during data analysis.

Secondary data were gathered from open-public institutional documentation in the form of Wits University strategic documents, annual reports, and reviews sourced online. Where appropriate, other secondary data were also used in the form of journal articles, theses, and national and provincial higher education policy documents.

3.4. Data presentation and analysis

Analysis of the primary data was carried out mainly using thematic content analysis (because it allows pattern recognition within emerging themes). To accomplish the analyses, the conducted interviews were first recorded using the conferencing platform, mobile audio recording devices, and note taking. The recorded data were transcribed, resulting in a document that reflects the responses of the participants. Following this, thematic content analysis was applied to the document reflecting participant responses for the identification of thought patterns and the categorisation of data into emerging themes (Bowen, 2009). The identified patterns and theme groups depict the opinions of the participants in relation to the phenomenon under study (Creswell, 2014; Wagner et al., 2012). The following themes were identified and used for data representation and further analysis:

- Transformation agenda at Wits University
    - Gender mainstreaming or gendered policy implementation at Wits University
- Internal monitoring and evaluation systems and practises at Wits University
    - Effect of monitoring and evaluation practises on gendered policies at Wits University.
- Factors that contribute to the achievement of gendered policy outcomes at Wits University
- Institutionalisation of internal monitoring and evaluation practises at Wits University

Secondary data sourced in the form of documents were also analysed using thematic content analysis. Secondary data were compared with primary data, as a means of providing rigorous research (Creswell, 2014; Leavy, 2017). The proposed comparison of primary and secondary data from different data collection techniques facilitates a triangulation approach, wherein the strengths of one technique compensate for the shortcomings of the other (Creswell, 2014; Neuman, 2014).

3.5. Validity and reliability or trustworthiness

Pre-testing the semi-structured interview tool guide ensures that the tool measures what it is supposed to measure, the questions are clear and the tool functions optimally, thus confirming the reliability and internal validity of the instrument (Bryman, 2012; Leavy, 2017). The semi-structured interview schedule was pre-tested on three individuals who provided recommendations on areas they found unclear, and the recommendations were applied to improve clarity of the instrument. The combined purposive and convenience sampling techniques employed in the selection of participants ensured that willing participants (who provided the required information with the level of detail needed for a deep understanding of the research problem) could be obtained.

Although using data in generalisation to the population is not possible, the transferability of the findings to other settings is possible, providing a measure of external validity. The dependability of the results in this case study is preserved because of the logical research process followed and because all research procedures were carefully documented for record-keeping purposes. The

credibility of the findings was established through the triangulation approach implemented using different sources of data (primary and secondary), participants from different backgrounds, and different data-collection tools (document review and semi-structured interviews) (Creswell, 2014). Thus, triangulation helps to establish the rigour of research in this study.

3.6. Ethical considerations

Since this study involved human participants, an ethical clearance certificate (refer to Appendix 1) was obtained from the Human Research Ethics Council (HREC) of Wits University before the investigation began. Furthermore, permission was requested from the respective heads of the Gender Equity unit, the transformation unit, Heads of Departments, or Schools (from which the rest of the willing and available staff were located) at Wits University before starting any form of engagement with the selected participants. Before the interview process began, a self-declaration information sheet (refer to Appendix 2) was shared with prospective participants detailing the purpose of the study, how the data were to be stored, the expected outcomes, and an explanation of the eventuality of the findings (Johnson & Christensen, 2014).

Assurance was given to willing participants that no harm would come to them due to their participation, and they were informed of the measures put in place in this regard, such as efforts to maintain their privacy and not using specific details that could lead to their direct identification (Neuman, 2014). It was made clear that the identities of the participants were to be kept anonymous and their participation confidential, using pseudonyms or codes during data entry and

analysis (as well as in the research report and any related presentations). Furthermore, to allay any additional fears participants had, the strict security precautions to be applied in relation to the data were explained: specifically, primary document files were to be stored in a locked cabinet when not in use, and electronic data files were to be encrypted and accessed only by the primary investigator.

Once participants had indicated their interest in participating in the study, they were asked to complete a consent form (refer to Appendix 3) before data collection and / or to give verbal consent. The consent form captured their willingness to participate in the study. Since this study is centred on the contributions of M&E systems and practises to achieve the GM strategy and the outcomes of the gender policy, no emotional distress was anticipated.

However, as a precaution, arrangements were made with psychologists contracted to support Wits University staff (refer to Appendix 3), so that participants could receive counselling when a need arose. During the study, a respectful and non-coercive demeanour was always maintained. This qualitative study adopts a gender lens and, by virtue of this, the study adhered to ethical practises in extending a fair opportunity to all who meet the selection criteria and allowing participation regardless of gender or other discriminatory elements.

3.7. Limitations of research and positionality

Concerning the qualitative case study approach chosen for this research, the main limitation is that this study is unable to provide findings that can be

generalised to all Higher Education Institutions (HEIs) in South Africa or elsewhere. Nonetheless, the generalisability of the findings is not the purpose of the study, and the findings and recommendations may still be transferable or relevant to other settings. Another limitation was found to stem from interviews as a data collection tool: where some participants were reluctant to fully express their candid opinions to the interviewer, perhaps with a fear that if ever the interviews were leaked, their stance and identity would be exposed. To counteract this, multiple efforts were made to ease their minds before and after the interview session, and thus a relationship was established with the participants.

Regarding the adopted sampling technique, the smaller number of participants in a qualitative case study can be perceived as limiting. However, this was not necessarily a problem because the few selected participants provided a unique perspective and in-depth information based on their lived realities and experiences, which facilitates a rich understanding of the social phenomenon being investigated. However, it proved to be a strenuous exercise to obtain the small, recommended number of participants for various reasons.

Some unit heads did not grant permission for their staff members to participate, and this proved to be limiting, especially as the staff of these unit(s) had been identified as those whose lived occupational experiences would have added value to the study. During the course of permission applications, it became evident that there is no Monitoring and Evaluation (M&E) unit at Wits University, and this already became a red flag around M&E and a major limitation. Multiple

attempts were made to reach and invite some prospective participants to key strategic and management positions, but with no success. Other prospective participants who had initially agreed to be interviewed later declined, in part due to full schedules and no time to spare. Another limitation stemmed from the subjective view of the prospective invited respondents that they did not have information on the topic of the investigation and where others felt that the study was not suitable for them.

Other inherent limitations of this study of this nature included time and access (in this case, access to participants for primary data and access to internal documents for secondary data). Regarding access to internal documents, participants showed a measure of discomfort towards providing these, and for those who had agreed to afford these, upon follow-up it was not possible to obtain any internal documents. To avoid the limitation of access to internal documents, alternative means that would provide information were sought and obtained from open-public documents in the form of strategic plans and annual reports for Wits University. Since the interviews with participants were conducted online using conferencing tools such as Microsoft Teams, transport, and related costs were reduced.

As a woman holding an academic position at Wits University, I have an understanding and awareness of the need for gender equality and empowerment of women in HEIs. However, as an academic, an understanding of the challenges surrounding the implementation of gender policies and the GM strategy from the administrative or governance perspective may be lacking. My

unique position as a female academic at Wits University helped me establish a relationship with selected participants, since I may have been viewed as an insider and provided with participant insights that would otherwise not be freely shared with one perceived as an outsider.

A possible benefit of this access is that I gained an understanding of the phenomenon from the participants' lived experiences and subjective reality. On the other hand, it is possible that because of my academic background, I may have been viewed as an intruder by support staff in the administrative and governance roles, resulting in my restricted access to required information by the heads of some units and by some in management positions. Limited access reduced the amount of data available for analysis, which in turn may limit the transferability of the findings. My position and occupation at the university are outside the sampling strata: As a result, no intimidation issues or conflicts of interest emerged from the study.

Chapter 4 : Presentation of Research Findings

4.1. Introduction

Chapter 4 frames the results of the research study carried out. The results obtained from the semi-structured interviews are presented herein without analysis (other than thematisation) or interpretation. In the next chapter, a discussion of these results will ensue on the basis of the analysis undertaken using the designed interpretative framework.

The findings presented in this chapter were obtained through semi-structured interviews as primary data and secondary data from open-source documents, such as annual reports and performance report documents from Wits University. Results from the interviews reflect the lived experiences, personal, and professional views of the participants who were selected using purposive- and convenience-sampling.

Participants were purposefully chosen based on the nature of their work (e.g., working in the Gender Equity or Transformation units), or the committees to which they belong within the institution (e.g., transformation committees and workers union), and as those who constitute the pool of staff from different backgrounds (e.g., academic and professional support). Questions used in the interview schedule were structured so that they reveal the answers to the research questions and meet the objectives of this study. An initial analysis of the

data collected at Wits University as a case study showed the emergence of four themes and two subthemes:

- Transformation agenda at Wits University
  - Gender mainstreaming or gendered policy implementation at Wits University
- Internal monitoring and evaluation systems and practises at Wits University
  - Effect of monitoring and evaluation practises on gendered policies at Wits University
- Factors that contribute to the achievement of gendered policy outcomes at Wits University
- Institutionalisation of internal monitoring and evaluation systems and practises at Wits University

Textual analysis conducted as part of thematic content analysis to detect emerging themes produced concepts that occur frequently. Using the data obtained from the textual analysis carried out, a mind map of the concepts for the study was constructed and is shown in Figure 4.1. This mind map correlates concepts recognised as having the highest frequency of words and phrases in content and text analysis.

As this chapter unfolds, the findings are considered by directing attention to the four identified themes. Primary and secondary data from interviews and open-source documents, respectively, are presented in the corresponding theme in this chapter. The substantive results according to each theme are summarised

here to build anticipation for the extensive review by theme in the sections to follow. Primarily in the first theme and corresponding subtheme, it became evident that Wits University is pushing a transformation agenda with elements of gender and race intersecting. However, it was clear that there is no stand-alone gender policy or formal adoption of gender mainstreaming.

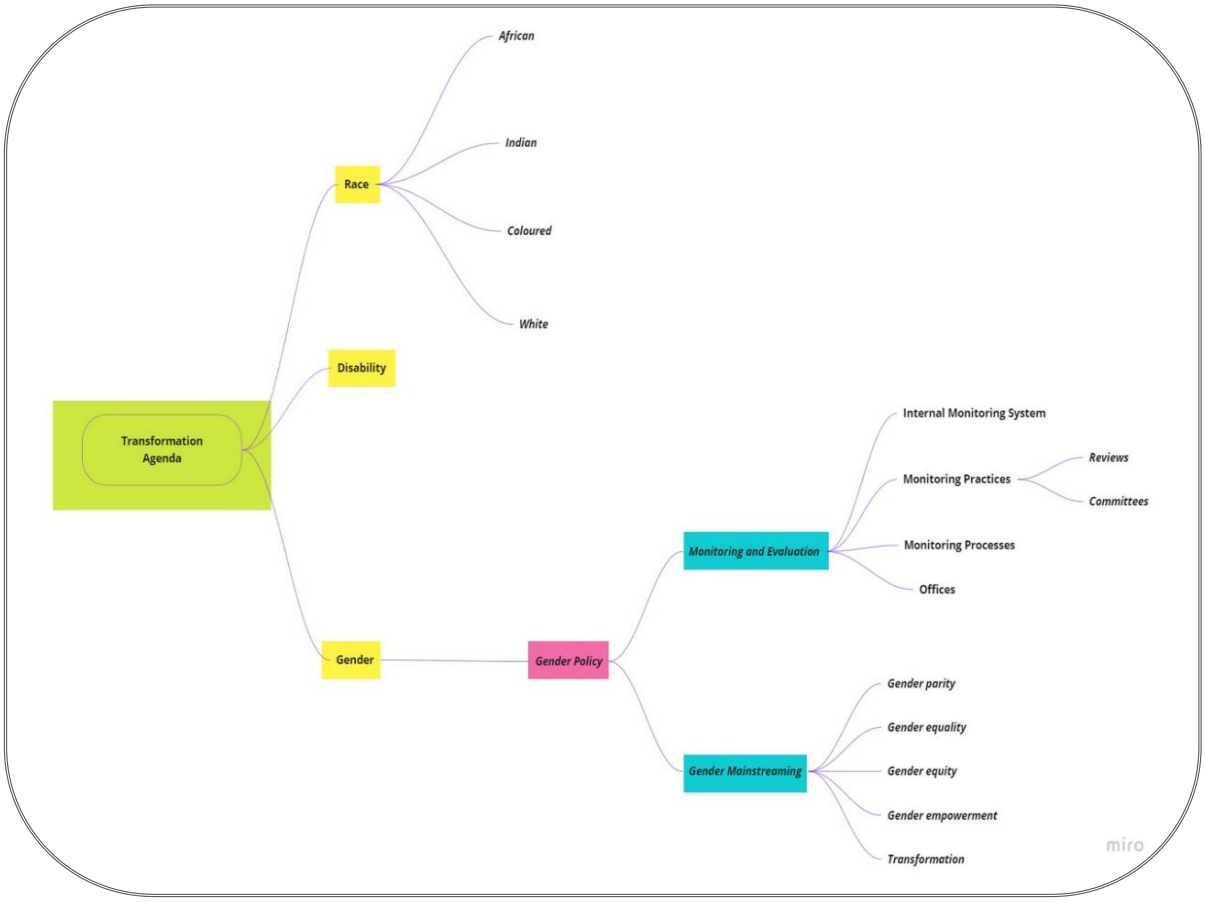


Figure 4.1. Conceptual Mind Map for this research study.

Second, it was apparent for the second theme and the resultant subtheme that there is no Monitoring and Evaluation (M&E) internal system at Wits. But M&E practises (in the form of scorecards, five-year reviews, certain offices, e.g., Transformation and Gender Equity office, committees, etc.) could be seen at play

in the implementation of gendered policies at Wits University. Participants marked these M&E practises as contributing to the realisation of gendered policy and gender mainstreaming (GM) outcomes (gender parity, gender equity, empowerment, gender equality and transformation).

Third, it was evident in the third theme that, in addition to the M&E practises observed to play a role in attaining GM outcomes, there were many other factors (e.g. resources, management support, willpower, etc.) that contributed to varying degrees towards accomplishing these outcomes. Fourth, in general, the participants were of the view that to improve M&E practise, institutionalisation of M&E internal systems was a vital requirement.

The four isolated themes collectively deliberated the importance of formally adopting gender mainstreaming or stand-alone gendered policies in addition to having an internal M&E system; the tracking of goals, targets, and outcomes for accountability and transparency in the implementation of policies is enabled by the internal M&E system and practises.

4.2. Presentation of data by themes

The semi-structured interview schedule (refer to Appendix 4) was built around the questions and objectives of this research study, so the interview guide used already had ‘expected themes’ under which data should be captured. However, using thematic content analysis on the data collected from the interviews, themes were observed to emerge organically, and some of the arising themes coincided with the original themes from the interview guide. Emergent themes and those

that were expected based on the interview schedule are identified and extrapolated in the following subsections. All these themes serve as the starting point for assessing the contributions of M&E practises to gender policies or gender mainstreaming at Wits University. In the subsections to follow, the participants' responses per theme and in line with respective questions raised in the conversation with participants during the interview, are delineated.

4.2.1. Transformation agenda at Wits University

Important to note was that the first theme naturally emerged from the preliminary analysis of thematic content of the interview scripts. This theme arose in conversation around the first question; According to your knowledge, does Wits University have a policy on gender mainstreaming (strategy) or a similar gendered policy? Although the focus of the question was on the presence of gender policies or gender mainstreaming, it was interesting to see that the respondents' thoughts gravitated first towards transformation before they could comment on the gist of the question.

In general, the respondents were of the same view that Wits University has a transformation agenda. However, the opinions of the participants regarding the intent of Wits University as an institution toward transformation, the level of transformation achieved, and the prospects of transformation were divided. Responding to the first question, respondent 9 (or participant 9) highlighted the transformation intention of Wits University in the statement:

> "*Policies are currently in place and programs currently exist within the transformation space that aim to advance equity within their workplace. So, the transformation office, ... advancing equity from across the university from your faculties, in divisions and also measures whether we are progressing or we are regressing in terms of achieving the employment equity objectives*" (Interview, 09 November 2021).

While all other respondents identified the intent and agenda of transformation in place at Wits University, they had different thoughts about the focus of transformation and its implementation. Respondents 2 and 4 made comments in connection with the intersectionality encountered in transformation. The remark of respondent 2 was as follows:

> "*I think a lot of people don't really understand it. I think people tend to just think of it as a race issue whereas there are so many different kinds of levels with regard to transformation. I mean, the important component you are looking at, for instance, you know gender... I think most of the management is aware of the university transformation policies. But again, as I may have mentioned, being aware of something and actually implementing it is different*" (Interview, 07 June 2021).

In echoing the sentiments of respondent 2, respondent 4 expanded her views on the intersection between race and gender within transformation. In fleshing out her views, the participant raised pertinent questions about the extent of

transformation reached in the intersecting frames. Respondent 4 had this to say along the same lines:

> "*I think a lot of the change is tied in with race transformation, just given the context of South Africa. So, it is difficult to say the change has been wholly gender driven. In gender transformation, if 45% of those women are sitting in service jobs or in professional and administrative jobs, is that really a transformed institution? If lecturers cannot get further than the senior lecturer, they are not getting a professorship. Is that transformation? Then you look at it, and the top 5% of the positions in the institution are held by men. So, where is the transformation?*" (Interview, 10 June 2021).

On the other hand, participant 1 directed attention to the various structures at Wits University geared to drive transformation. Respondents 2, 7, 8 and 9 shared the same understanding on these avenues which they mentioned include the policies, the Transformation office, and Transformation committees. The statement made by respondent 1 was:

> "*For example, we have different structures at the university that we use to create spaces that can sustain transformation, so we have what we call the transformation committees throughout the university*" (Interview, 28 May 2021).

In explaining the role of the transformation committees, respondent 8 had this to say:

> "*I am involved in terms of basically promoting the transformation agenda and our focus in my view is that it is something that we need to embed in all activities every day. So, it is a matter of looking at whatever we do as administrators as lecturers and as heads of departments, etcetera that all our activities, in committees or research committees we need to consider transformation and beyond that*" (Interview, 02 November 2021).

Regarding the subject of pathways to ensure transformation, two participants (respondents 6 and 9) further alluded to the institutional score card, which delineates the objectives and targets to be met in each academic year on transformation at Wits University. The comment of respondent 6 summarised this as follows:

> "There is *something called the Institutional score card. It does monitor an event, which is itself against a certain set of indicators. And in that institution's scorecard is a section on transformation*" (Interview, 28 June 2021).

From the participants' responses, it was evident that there was consensus on a university-wide transformation agenda being in place. The findings within this theme pointed to various routes being pursued to bring about transformation, including, but not limited to, the established Transformation office, Transformation committees, the university scorecard, and policies which the next theme will consider.

4.2.1.1. Gender mainstreaming or gendered policy implementation at Wits University

Respondents moved on from the first batch of responses and began to weigh in on the gist of the first question, which to reiterate was, according to your knowledge, does Wits University have a policy on gender mainstreaming (strategy) or a similar gendered policy? Although this subtheme arose naturally from the analysis of thematic content, it was among the expected themes. Responses to the question raised were either affirmative, non-affirmative, or uncertain. Participant 1 took a neutral position and did not affirm or negate the presence of the gender mainstreaming strategy or gender policies. Instead, respondent 1 proposed that there were gendered elements in many policies at Wits and that other gendered policies emanate from the transformation policies like the anti-discrimination policy. She put it this way:

> "*There are many other policies, but the foundation of transformation at Wits is the anti-discrimination one. It is Umm, so then, the gender policies that are there also come as a subset to this one, this main one. So, this one is the heart of everything because it covers all forms of discrimination, and we have specific offices like gender equality, disability, and transformation unit*" (Interview, 28 May 2021).

However, the majority of respondents (the participants 2, 4, 5, 7 and 12) shared the view that Wits University has not adopted the gender mainstreaming strategy and mentioned that they were also not aware of clear-cut gender policies. A comment by respondent 7 summarises this thought:

> "*So, I know the short answer is no, not in my personal capacity. I would like to think though that there must be. Because of my work on or as a member of the Transformation Committee. I know there was a stark awareness that everybody had about numbers, right?"* (Interview, 26 July 2021).

In the same vein, participants 3 and 8 had a similar understanding, as readily observed from the thoughts they shared. However, while respondent 3 made his solid remark about gender mainstreaming, respondent 8 placed his comment against gender policies. This is what respondent 3 had to say:

> "*Wits might not necessarily have a gender mainstreaming policy. But some targets, especially that the main stakeholder, which is the Department of Higher Education, is putting in place to say as a university, for example, in terms of our gender proportion; By this particular year it's supposed to be, for example having 50% females, 50% males. In terms of those targets, they even go further in terms of breaking it down based on you know the racial profile as well as in terms of the positions. It might not be gender mainstreaming per se, but there are some drivers which ensure that there is equity and transformation in terms of it*" (Interview, 11 June 2021).

In expressing his thoughts on the same subject, respondent 8 remarked on gendered policy(ies) at Wits University. The views expressed were related to the point of view of respondent 3 above. Respondent 8 stated:

> "*So, I'm not going to say I'm aware of any particular gender policies, and I think, the HR policies that speak to gender are obviously more than just one in terms of, you know, targeting designated groups and how even the interview panels are made up of and they specify things like gender and race and so on*" (Interview, 02 November 2021).

Respondent 9 had a somewhat different take on the question posed. While candidly stating that she was not aware of the adoption of the gender mainstreaming strategy or policy at Wits University *per se*, she drew inferences on how tenets of gender mainstreaming could be seen at play in other policies (for example, the employment policy) adopted by the institution. In her response, respondent 9 said:

> "*In terms of how you say it, gender mainstreaming policy, I don't think we have that. But obviously the safer answer is also that I am not aware of it. Please see the that we have advanced and if you just read on the policy alone, you'd really see how the employment policy advances the achievement of equity within the institution and this links to your gender mainstreaming because as much as it may not be called a gender mainstreaming policy but, it heavily supports the objectives of equity from gender perspective. There is also the new policy on disability, which will also benefit persons from designated groups; it looks at advancement of the disabled, advancement of black people, particularly Africans, coloureds, and Indians*" (Interview, 09 November 2021).

Contrary to the responses by other participants, respondents 6, 10 and 11 were of the view that gender mainstreaming or gendered policies were adopted and running at Wits. However, they pointed to the fact that this was purely from their own perception and hinted that the Transformation office or the Gender Equity office could be contacted to verify this perceived reality. By way of representing the perceptions of participants 6,10 and 11, the response of respondent 10 submitted:

> "*Yeah, I think they have it. From the gender equity policy of the university, they have that, and they also have different forms of intervention in order to increase the presence of female staff members*" (Interview, 16 March 2022).

The results of this theme contrast the diversity of ideas around the presence and adoption of gender mainstreaming as a strategy or other gender-based policies. Most respondents had the perception that the gender mainstreaming strategy was not adopted formally, where some participants reasoned that the tenets of gender mainstreaming could be seen in different policies at Wits. A similar thought was carried through the comments of many respondents on gender policies. While more respondents submitted that there were no specific (stand-alone) gender policies, they maintained that gender elements were interwoven into the general policies at Wits. Moving forward in this report, these policies are then referred to as gendered policies (since they carry these gendered elements).

4.2.2. Internal monitoring and evaluation systems and practises at Wits University

This second theme is among those that were anticipated to emerge based on the questions used in the interview guide. Correspondingly, the theme arose in a dialogue with the respondents around the main question 2: based on your experience, is there an internal monitoring and evaluation system or framework used to track progress on policies at Wits? As well as on the first probe question: from your experience, which practises are in place to monitor and evaluate gender mainstreaming or other gendered policies at Wits University?

For the most part, many of the participants indicated that they were unaware of the presence of internal monitoring and evaluation systems at Wits University. But the responses from the different participants were nuanced. The comment of respondent 12 was:

> "*No, I have not and if it is there, I'm not sure if they are consistent with the monitoring, because if it was like that, you would see change when looking just at staff members*" (Interview, 25 April 2022).

Although the majority of participants 1, 2, 3, 4, 5 and 7 echoed similar sentiments, their perceptions on the absence of internal Monitoring and Evaluation systems carried different overtones. They each began to identify different mechanisms and processes by which monitoring, or evaluation was being carried out. These processes and practises unravel as the remarks of the different participants are considered in the discourse to follow. Starting with respondent 1, her view was expressed in the following statement:

"*The level where I am at, I don't think there is. But I think it is an important component that needs to be integrated into everything that is being done in relation to transformation. Yes, there is monitoring in the sense that when we engage with different stakeholders. For example, on issues around racism, sometimes on gender. Umm, so, when we integrate it together with the particular actions that we need to remedy the situation, we then get back together to check how the situation is now. What are the challenges? What needs to happen again to make sure that this would never happen? So, there are practises for carrying monitoring out. Maybe they could be better if there was an internal system*" (Interview, 28 May 2021).

Respondents 2, 3, 5, 7 and 10 were likeminded in their opinion that although there was no formal internal M&E system, there were other ways to achieve monitoring and evaluation specifically in the form of committees. In giving her response, respondent 10 reasoned that the auditing of faculties and schools as well as the presence of offices like the Transformation and Gender Equity units constitute other avenues in which monitoring, or evaluation was achieved. She commented:

"*There are committees, such as the Transformation committee, but there are also other offices. Yes, it also contributes to the achievement of the policies through the transformation and gender equity office. Audit management should be able to submit their maybe quarterly report or something like that*" (Interview, 16 March 2022).

On the other hand, respondents 3, 5 and 11 agreed on the use of reports from Faculties and Schools therein as another method to undertake evaluation. Participants 3 and 11 referred to five-year reports, also referred to as Quinquennial reports, as useful monitoring and evaluation tools. Respondent 3 remarked:

> "*Yes, in fact, I was going to say that even though there is no formal monitoring and evaluation, I think the practise is used there. Because you do have committees that look at you know, holistically in terms of where each faculty is at in terms of the targets that they have. Take it even further at the faculty level. I know that you do have the five-year review in terms of the faculties themselves, in terms of their offerings, and all of that. I think that, that is one form of informal monitoring and evaluation because that one would become so extensive because it looks at all these issues that we are dealing with: It looks at the staff, development equity, looks at student performance, and all those issues. So, I think such practises, yes, practise is there*" (Interview, 11 June 2021).

Participant 4 added to the discussion on the evident processes and practises used to monitor or evaluate programmes. However, the respondent made the disclaimer that the practises she referred to were for services offered in her unit and not necessarily for gender mainstreaming or gender policies. Respondent 4 stated:

> "*Not to my knowledge. The only monitoring and evaluation we do is if we do a workshop or run a programme. We ask for feedback. Sometimes, we will ask people for feedback if they have accessed our services. But I am not aware of any formal gender monitoring or evaluation anywhere. I think it would have been like a structure telling you every six months. What is happening, what have you done? We are not seeing anything different. I think that is important. There is someone who keeps up with your progress or lack thereof*" (Interview, 10 June 2021).

Differing in their views from those of the rest of the participants were respondents 6, 8 and 9 who agreed that there were internal systems at Wits University. Although respondent 6 supported the presence of internal systems, she later suggested that these were primarily data systems and not M&E internal systems. She had this to say:

> "*They are, you know, whatever the university needs in terms of data we do provide, and that gives me an idea that there is some sort of process out there that they are looking at. The data intelligence can come from the Transformation office and at the institutional scorecard level. There may be other places where that kind of monitoring and evaluation is being done but is not directly related to gender mainstreaming. There is a section in the unit that does surveys and analytics regarding students and staff, and they do a bit of monitoring and evaluation in terms of the staff you know*" (Interview, 28 June 2021).

Respondent 9 extrapolated the point made by respondent 6 regarding the institutional scorecard. In the conversation, respondent 9 posited that the scorecard was, in her view, a form of internal M&E system, and this is how she put it across:

> "*Maybe let me put it this way. I will head to the scorecard, right? The internal scorecard that we basically look at so that would be a monitoring and evaluation system. Obviously subject to the changes that would be a monitoring and evaluation system because there it would outline where we need to be at this particular period*" (Interview 09 November 2021).

Respondent 8 concluded his thoughts on this theme and conveyed the idea that he believed there was an internal system. However, his response suggests that he was referring to data systems and not M&E systems. In his response, he suggested that the data may be correlated with the policies being implemented and that only management would be privy to these systems. Respondent 8 expressed himself in this way:

> "*Perhaps it is there, but access can only be granted to certain people in mid-level management. I think the systems that they, maybe heads of schools, and that others have access to in HR, it is really just statistics. You know that you can pull up numbers and you can maybe convert them into graphs, but then I guess one would have to individually tie those in with the various policies*" (Interview, 02 November 2021).

As a summary of this theme, respondents suggested that internal M&E systems to track or monitor progress on gender mainstreaming or gender policies were lacking at Wits University. However, they did propose various mechanisms to be in place to monitor or evaluate interventions and gendered policies in conjunction with other institutional goals. Examples of the mechanisms they pointed to include different offices (e.g., Transformation and Gender Equity units), committees (e.g., Transformation committee), audits, and five-year review reports. The respondents insinuated that to some extent, M&E data can be extracted from internal data systems in place, but it was unclear how detailed these data could be for them to be linked to gender policies.

4.2.2.1. Effect of monitoring and evaluation practises on gendered policies at Wits University.

The emergence of the subtheme to the second theme was not surprising, as it was expected from the line of questioning used in the interview guide. Respondent's views on the effect of M&E practises with regard to gendered policies were sought. To get their thoughts, the following main question was used; Do you think the practises for monitoring and evaluation of gender mainstreaming contribute to the success of the gender mainstreaming/gendered policy at Wits University? How would you say these practises facilitate this? Five probing questions (refer to the interview guide in Appendix 4) to collect the participants' opinions on the following: the importance of monitoring and evaluation in policies: how to measure the success of the gender policy: the most

important outcomes in the monitoring and evaluation of gender policies: and how to fulfil the accountability for gender policies.

Different effects as well as outcomes (both positive and negative) were identified from the participants' interview responses. For example, Respondent 1 expressed the importance of M&E in the implementation process. One effect of M&E practises on gendered policies that she highlighted was that different stakeholders were involved in the process and that this then facilitates compliance. Respondent 1 remarked:

> "*It is making sure that there is implementation because there is feedback from different stakeholders. I say the policies are wonderful. So, you are, therefore, ensuring compliance and monitoring. Need for training and to reflect on what they are doing right*" (Interview, 28 May 2021).

Respondent 1 felt strongly about the outcomes that she acknowledged as honest conversations geared toward changing the mindset of staff and empowering those who were victims in the workplace. She said:

> "*Right transformation for example, we're able to achieve those targets. We are busy setting up to bring people together to have conversations to shift the mindset, you know. Mm-hmm and on empowerment, because engaging with people, one aspect of it is that conversations should translate into a change in mindset. Sometimes the shift from being a victim to being empowered as well, and we do that*" (Interview, 28 May 2021).

However, in sharp contrast to the expressed opinion of respondent 1 on engagement and feedback, respondents 8, 11 and 12 were like-minded that having committees only as a feedback station was not enough. They alluded to the need for more frequent and more intimate interactions with the staff for whom the policies were being implemented. In his response that captures the thoughts of participants 11 and 12, this is what respondent 8 said:

> "So, *I think a lot of what we have discussed can be done in terms of more frequent, better evaluation, and feedback from you know. If there is discussion, it should be more of a dialogue you know, and I think maybe it's important in a sense of ownership on everyone you know, than just for example, asking for feedback on a policy*" (Interview, 02 November 2021).

When commenting on the outcome around female representation at different tiers within the workplace at Wits, as well as on female appointments, respondents 3, 4, 6, 7, 8, 9, 11 and 12 had similar thoughts. They all submitted that it is important to have female representation at all levels of employment and indicated that while there had been increased female appointments, these were in the lower echelons and that extra effort was necessary to appoint women in management positions. Respondent 11 commented:

> "*Wits policies promote gender equality, parity, uh, transformation, and empowerment. There is more voice when it comes to gender. So, more female voices are being heard compared to before. I said it takes time to bring it about. Remember I said that it is a process. So, some of these are*

being implemented and they are active, and some are still in the process. So, we can see a lot of difference. Yeah, there is quite a difference, because a few years ago you know the issue of sexual harassment has really dropped a lot even in the university community" (Interview, 11 April 2022).

Although in agreement on the slow improvement in terms of parity, in female appointments and corresponding representation in committees or other areas, respondent 3 carried dissimilar and strong opinions compared to respondent 11's view above (regarding equality, empowerment, and around female harassment). Participant 3 felt that the Wits University community still lags, and that concerted effort is required to achieve a significant impact. He stated:

"*I mean I mentioned the issue of harassment, sexual harassment, and the issues of bullying. And I think that also goes even in terms of staff, and you will find that the most affected ones will be the females. So, I think in terms of you know development and support and empowerment. I think that for me, there is one area which is lacking and that is, making sure that our system's processes are empathic enough. To ensure that whoever encounters such issues, it becomes easy to take up the issue instead of saying, you know what, I might as well just leave it*" (Interview, 11 June 2021).

Respondent 3 had more to say about the engagement with victims, particularly women in the workplace, to bring about change. He went on to say, further:

> "*Because if the attitude is like that, I can tell you that things are not going to change. I think something is being done, but we are not doing enough to cause a huge and significant impact. So, I think more needs to be done in terms of empowerment, in terms of addressing issues of equity and equality. We still have a long way to go*" (Interview, 11 June 2021).

Respondents 4 and 5 highlighted that the establishment of the Gender Equity office constituted one of the most notable outcomes from gendered policies and their monitoring and evaluation. This is how respondent 5 put her thought across:

> "*The creation of the Gender Equity Office was a huge success for Wits, but that was 10 years ago, so it is probably time for us to, you know, look at what we have done. But in my view, one of the biggest challenges would be that there is no ownership of policies, due to the lack of delineation of who is responsible for what*" (Interview, 15 June 2021).

While in accordance with the remark made by respondent 5 above on the establishment of the Gender Equity office, respondent 4 also made a point on the conversation around gender empowerment becoming louder. Participant 4 made this comment:

> "*I don't think there has been a massive change in gender empowerment. I would say that there has been change because the conversation has become louder and more constant. And I think small things have started to happen. There has been some transformation in terms of gender. I think*

there could be a lot more, but at least we are moving in the right direction" (Interview, 10 June 2021).

Respondents 6 and 7 had consensus on the awareness of gender equality and equity issues as an outcome. Much like was expressed by the other participants (respondents 2, 4, 5, 10 and 11), they highlighted the importance of female representation in a male dominated environment, but also uniquely identified gender as a social construct and that representation of all in the gender space has to be in place. However, participants 6 and 7 also point to the salary discrepancy between men and women and the lack of policies for a work-life balance. Respondent 7 highlighted these other outcomes and challenges:

"*The biggest outcome is that there is this awareness that people have that in terms of profiles there is room for improvement in having more representation, as far as gender is concerned, so whether it is female or transgender in employment at Wits. But, you know, part of the problem is that we want management to fix the problems because by signing on a contract of employment, a woman is going to earn far less than a man in the same job. You know that it is so disturbing on so many levels and you know then race comes in and then when you are a woman, a black woman, you know that you are doubly disadvantaged like in terms of salary you know*" (Interview, 26 July 2021).

The other outcomes emphasised by respondents 8, 9 and 10 include grants and development opportunities made available to those formerly disadvantaged.

Respondent 9 also linked these opportunities to the intersecting feature of race when referring to employment equity and programmes established for female empowerment. Participant 9 stated:

> "*Employment equity is very clear on advancing suitably qualified candidates from a designated group every time. When I present, I mark it in red and gold so that people don't just think it's only about colour when we drive employment equity, we hire their skills before their colour. And in terms of your targets, BBBEE targets looking at who is over-represented, who is under-represented, and looking at the individual race, you realise that African and coloured females are still under-represented. Also, Dr. Judy Dlamini aimed at black empowerment, black woman empowerment. So, things such as those are to be celebrated, because for such programmes to be developed, it means a gap has been identified in terms of what I have said previously and that we are seeing an improvement*" (Interview, 09 November 2021).

In this theme, the perceptions of the respondents on the outcomes of the gendered policies, as well as the effect of M&E practises to achieve the goals and outcomes of the policies being implemented at Wits, were contrasted. Most of the participants were of the view that there were some improvements. However, all of them intimated that more needs to be done to achieve substantial impact.

4.2.2.2. Figures on gender profiles at Wits University

Thematic content analysis was applied to secondary data sources. Data were obtained on figures related to the situation on the ground about the gender profile at Wits University. A report developed by the Wits Analytics and Institutional Research Unit located within the Business Intelligence Services at Wits University was sourced for the 2022 academic year. The figures of the gender profile for five years from 2017 to 2021 were extracted and are shown in Table 4.1.

Table 4.1: Wits University full-time permanent academic staff headcounts for the period 2017 to 2021 (The Analytics and Institutional Research Unit, 2022)

Full-Time Permanent Academic Employee Staff Headcounts

		Total Number and Percentage of Full-Time Permanent Academic Employees Staff Headcount									
		2017		2018		2019		2020		2021	
Gender	Female	554	49.73%	549	49.37%	580	50.35%	592	51.03%	605	51.53%
	Male	560	50.27%	563	50.63%	572	49.65%	568	48.97%	569	48.47%
Total		1 114	100%	1 112	100%	1 152	100%	1 160	100%	1 174	100%
Race (Only South African staff) and All International	African	176	15.80%	184	16.55%	203	17.70%	216	18.62%	226	19.25%
	Chinese	4	0.36%	2	0.18%	2	0.17%	2	0.17%	2	0.17%
	Coloured	54	4.85%	56	5.04%	56	4.88%	64	5.52%	69	5.88%
	Indian	107	9.61%	106	9.53%	108	9.42%	112	9.66%	116	9.88%
	White	484	43.45%	478	42.99%	484	42.20%	476	41.03%	455	38.76%
	International	289	25.94%	286	25.72%	294	25.63%	290	25.00%	306	26.06%
Total		1 114	100%	1 112	100%	1 147	100%	1 160	100%	1 174	100%
Rank	Professor	171	15.35%	176	15.83%	177	15.36%	186	16.03%	193	16.44%
	Associate Professor	212	19.03%	209	18.79%	231	20.05%	219	18.88%	204	17.38%
	Senior Lecturer	278	24.96%	303	27.25%	305	26.48%	326	28.10%	341	29.05%
	Lecturer	418	37.52%	393	35.34%	409	35.50%	398	34.31%	411	35.01%
	Associate Lecturer	25	2.24%	20	1.80%	19	1.65%	24	2.07%	21	1.79%
	Other	10	0.90%	11	0.99%	11	0.95%	7	0.60%	4	0.34%
Total		1 114	100%	1 112	100%	1 152	100%	1 160	100%	1 174	100%
Faculty	Commerce, Law & Management	200	17.95%	192	17.27%	221	19.18%	218	18.79%	228	19.42%
	Engineering and the Built Environment	161	14.45%	158	14.21%	158	13.72%	164	14.14%	162	13.80%
	Health Sciences	180	16.16%	190	17.09%	202	17.53%	210	18.10%	214	18.23%
	Humanities	314	28.19%	311	27.97%	316	27.43%	319	27.50%	320	27.26%
	Science	241	21.63%	242	21.76%	239	20.75%	233	20.09%	237	20.19%
	Other Divisions	18	1.62%	19	1.71%	16	1.39%	16	1.38%	13	1.11%
Total		1 114	100%	1 112	100%	1 152	100%	1 160	100%	1 174	100%

From Table 4.1, an increase in the percentage of permanent full-time academic female employee staff was observed from 49.73 % (in 2017) to 51.53 % (in 2021). The ranking profile was also presented, but was not gendered; as such, it was not possible to distinguish gender parities in the ranking and faculty data reflecting in Table 4.1. To establish the overall workforce profile of Wits University, the annual performance plan for Wits University was consulted. Table 4.2 sourced and used without modification from the Wits University annual performance plan illustrates the employee figures at different occupational levels within the institution.

Table 4.2: Wits University workforce profile for 2021 (The University of the Witwatersrand, 2022a)

WORKFORCE PROFILE

Please report the total number of **employees** (including employees with disabilities) in each of the following **occupational levels**: Note: A=Africans, C=Coloureds, I=Indians and W=Whites

Occupational Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	1	0	1	1	0	0	1	1	0	0	**5**
Senior management	8	3	6	9	0	0	3	8	10	3	**50**
Professionally qualified and experienced specialists and mid-management	224	46	86	271	308	90	144	337	259	125	**1890**
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	334	30	20	35	594	104	80	82	15	26	**1320**
Semi-skilled and discretionary decision making	678	5	3	2	322	3	2	3	5	5	**1028**
Unskilled and defined decision making	365	1	0	0	656	0	0	1	10	7	**1040**
TOTAL PERMANENT	1610	85	116	318	1880	197	230	432	299	166	**5333**
Temporary employees	28	4	12	43	58	11	14	73	32	31	**306**
GRAND TOTAL	**1638**	**89**	**128**	**361**	**1938**	**208**	**244**	**505**	**331**	**197**	**5639**

According to the projected numbers in Table 4.2, it was easily discernible that at the occupational levels comprising unqualified and defined decision-making,

technical and academically qualified skilled workers, and professional and experienced specialists, women gained the upper hand in gender parity figures. For semi-skilled and discretionary decision-making, senior management, and top management (at the core of decision-making), the numbers were by far male dominated. The Wits University recruitment profile for 2021 displayed in Table 4.3, reflects an effort to recruit more female staff in the male dominated occupational levels associated with decision-making.

Table 4.3: Wits University recruitment profile for 2021 (The University of the Witwatersrand, 2022a)

Recruitment

Please report the total number of new recruits, **including people with disabilities**. Note: A=Africans, C=Coloureds, I=Indians and W=Whites

Occupational Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	0	0	0	0	0	0	0	0	0	0	**0**
Senior management	1	0	0	0	0	1	0	0	0	1	**3**
Professionally qualified and experienced specialists and mid-management	18	3	6	8	28	6	13	19	22	10	**133**
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	48	3	5	6	93	9	16	8	2	5	**195**
Semi-skilled and discretionary decision making	26	2	1	2	34	2	1	0	1	4	**73**
Unskilled and defined decision making	4	0	0	0	12	0	0	0	0	0	**16**
TOTAL PERMANENT	97	8	12	16	167	18	30	27	25	20	**420**
Temporary employees	27	4	3	9	44	6	5	31	21	20	**170**
GRAND TOTAL	**124**	**12**	**15**	**25**	**211**	**24**	**35**	**58**	**46**	**40**	**590**

In Table 4.4, the Wits University promotion profile enables a contrast of the figures for male and female staff at different levels of occupation. At senior management, more males gained promotion. However, at all other occupational

levels, more female employees achieved promotion. In contrast, Table 4.5 presents the Wits University termination summary.

Table 4.4: Wits University promotion profile for 2021 (The University of the Witwatersrand, 2022a)

Promotion

Please report the total number of promotions into each occupational level, **including people with disabilities**.
Note: A=Africans, C=Coloureds, I=Indians and W=Whites

Occupational Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	1	0	0	1	0	0	0	0	0	0	**2**
Senior management	1	0	1	2	0	0	1	1	1	1	**8**
Professionally qualified and experienced specialists and mid-management	14	2	3	8	27	5	4	15	24	9	**111**
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	17	0	2	0	27	2	3	2	0	2	**55**
Semi-skilled and discretionary decision making	20	1	0	0	4	0	0	0	0	0	**25**
Unskilled and defined decision making	2	0	0	0	0	0	0	0	0	0	**2**
TOTAL PERMANENT	55	3	6	11	58	7	8	18	25	12	**203**
Temporary employees	1	0	1	1	1	1	0	1	2	2	**10**
GRAND TOTAL	**56**	**3**	**7**	**12**	**59**	**8**	**8**	**19**	**27**	**14**	**213**

Taking into account the occupational levels of decision-making identified above, it is evident from Table 4.5 that female staff were observed to vacate their positions in greater numbers (except for the senior management level). In Table 4.6, the Wits University skills development profile is reported for staff. As summarised in Table 4.6, except for the senior management occupational tier (where there was a draw); in all other grades of employment more women received training and development opportunities compared to their permanently employed male counterparts. None of the temporary employment staff received training in the academic year 2021.

Table 4.5: Wits University termination profile for 2021 (The University of the Witwatersrand, 2022a)

Termination

Please report the total number of terminations in each occupational level, **including people with disabilities**.
Note: A=Africans, C=Coloureds, I=Indians and W=Whites

Occupational Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management	1	0	1	0	0	0	0	0	0	0	**2**
Senior management	0	0	0	3	0	1	0	0	0	1	**5**
Professionally qualified and experienced specialists and mid-management	20	5	8	28	21	7	8	33	17	18	**165**
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	56	4	6	13	96	14	18	19	11	16	**253**
Semi-skilled and discretionary decision making	38	3	1	1	27	1	1	2	3	3	**80**
Unskilled and defined decision making	14	0	0	0	16	0	0	0	0	0	**30**
TOTAL PERMANENT	129	12	16	45	160	23	27	54	31	38	**535**
Temporary employees	18	0	2	13	58	3	12	39	21	30	**196**
GRAND TOTAL	**147**	**12**	**18**	**58**	**218**	**26**	**39**	**93**	**52**	**68**	**731**

Table 4.6: Wits University skills development profile for 2021 (The University of the Witwatersrand, 2022a)

Skills Development

Please report the total number of people **including people with disabilities**, who received training **ONLY** for the purpose of achieving the numerical goals, and not the number of training courses attended by individuals. Note: A=Africans, C=Coloureds, I=Indians and W=Whites

Occupational Levels	Male				Female				Total
	A	C	I	W	A	C	I	W	
Top management	0	0	0	0	0	0	1	0	**1**
Senior management	0	2	0	0	0	0	0	2	**4**
Professionally qualified and experienced specialists and mid-management	53	12	9	38	149	40	66	119	**486**
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	40	1	2	13	142	12	29	25	**264**
Semi-skilled and discretionary decision making	8	0	1	0	16	0	0	0	**25**
Unskilled and defined decision making	2	0	0	0	10	0	0	0	**12**
TOTAL PERMANENT	103	15	12	51	317	52	96	146	**792**
Temporary employees	0	0	0	0	0	0	0	0	**0**
GRAND TOTAL	**103**	**15**	**12**	**51**	**317**	**52**	**96**	**146**	**792**

4.2.3. Factors that contribute to the achievement of gendered policy outcomes at Wits University.

Much like the previous themes, the third theme was among those expected to evolve from the dialogue with the participants. For this theme, factors contributing to the realisation of gendered policy outcomes were identified from participant responses to question 4 (and corresponding probe questions, refer to the interview schedule in Appendix 4): What factors do you think contribute negatively or positively to gender mainstreaming or gender policy at Wits University? These factors were distinguished in relation to the reality perceived by the participants at Wits University.

Three participants (respondents 1, 3 and 9) collectively singled out culture and patriarchy as the fundamental challenge and factor that can impede attainment of gender policy outcomes and long-term goals. Participant 1 further raised two unique factors by alluding to prioritising specific components of interventions and detecting forms of oppression. This is what she said:

> "*I don't know what the problem is, maybe it's cultural or the patriarchal society in which we live, also maybe different forms of oppression and not to deal with them in isolation. Uhh, a map of specific priorities is very important because we can go back and look at those priorities and then say: Are they being achieved? What are the gaps and what needs to be done differently?*" (Interview, 28 May 2021).

In addition to the shared understanding with participant 1, respondent 3 pointed to two more factors. Respondents 2, 4, 5, 8, 9 and 12 also acknowledged two

factors involving the active assignment of resources and seeing value in gender-based interventions (especially the implementers). Respondent 3 phrased it this way:

> "*So, I think one of the issues that we need to change is our culture in terms of how we view these issues, and the second has to do with resources. Because if we are not actively putting resources that will ensure that such issues are dealt with, they are being addressed. I can tell you now that we are not going to be able to go anywhere because of them. Third, if people who are supposed to implement and do such changes do not see the value, then it will become a problem"* (Interview, 11 June 2021).

In corroborating the views expressed by respondent 3 about the need for those implementing the policy to see value in it, respondent 2 went on further to link this point to management buy-in. Many other respondents (4, 5, 7, 9, 11 and 12) echoed the same sentiments. However, participant 2 recognised additional features, such as bureaucratic impediments to gaining access to resources, as well as engaging in honest conversations around policies and what they are accomplishing (or their failure to make a difference). Participant 2 made the following remark:

> "*Unfortunately, that again just lies with the management, you know. So, if management again says they have taken it on, you know that it can push up or from the top down. Then with resources, or when you ask for them,*

they almost like come with stipulations or red tape. And again, it is about having these uncomfortable conversations. I mean, I think you know that we can only make these changes if we become aware of them, and I think a lot of people have just become complacent and they just think that you know it's fine, it's working, we've made changes. Whereas there is still so much that needs to be done and should be coming" (Interview, 07 June 2021).

In addition to this, respondent 2 expressed her point of view on the success and accountability of policies based on M&E systems (frameworks). These views were shared by quite a few of the respondents (participants 3, 4, 7 and 9). Respondent 2 supplemented her earlier comment on notable factors for the success of policies by saying:

"*I definitely see the importance or need for it, a proper monitoring system where you can track and find the in-depth information and it's not just the numbers, not just saying that look, you know a very superficial view. How do we then say, look, we have not yet reached our goal? What are the dedicated processes that we are bringing in? What are we doing to change that, you know? And having those reviews so that we can say, look, we are still not reaching these targets. How do we push further? How do we drive this?*" (Interview, 07 June 2021).

When driving a point home in relation to buy-in, respondent 4 made an argument about willpower by both management and those tasked with implementation. In

addition, she commented on the decentralised manner of attending to issues around gender. Participant 4 expressed herself by saying:

> "*Lack of willpower is one of the challenges. I really think so. One of the drawbacks of being in academia is that the academic project always takes priority. And so, if outputs are good, why worry about gender mainstreaming? You know, why worry about disability issues? Why worry about race issues if our outputs are great? And so, I think that there is a massive focus on research and academia, and maybe not the humanity of the people in the space. I think that is one thing. I think also, as I said, it might be the very decentralized way in which gender is dealt with*" (Interview 10 June 2021).

Respondent 5 commented on the management buy-in required for the gender policies to succeed and made a profound observation. She advised that before all else there must be intentionality. This is the statement made by participant 5:

> "*Intentionality would be a positive factor, and lack of intention would obviously be a negative factor. So, once you recognise that, OK, we need to decide to be intentional about gender mainstreaming policies, and then look at what we have that we can already work on to start moving us in that direction*" (Interview, 15 June 2021).

Respondent 12 echoed the sentiments of respondents 2, 3, 4, 7, 8 and 10, She elaborated on the aspect of honest dialogue and the benefit of awareness that

would unfold as a bonus from these discussions. This is how respondent 12 commented:

> "*If only the office from which these policies are derived would take the initiative to contact different levels of staff. They need to make sure that all staff members are aware, engage them at all times, with every new information that is there. We need to be aware*" (Interview, 25 April 2022).

Finally, respondents 2, 3, 4, 6, 7, 8 and 9 all had consensus around the issue of representation in terms of gender and race. But respondent 7 made a striking observation that sometimes even males can push for gender equality and equity agendas as well. This is what respondent 7 said:

> "*Gender equity and equality shouldn't be, that you know, we need women in influential positions to push that agenda. It should be that you know whether you are a male or a female, you understand what gender empowerment and gender equity are about. Because right now what is happening is that we are reliant on women in influential positions to pave the way for the women who come after them. And I think that is problematic because it is not a set rule. Not all women share that agenda*" (Interview, 26 July 2021).

The judgments made by the participants on the factors that would make the achievement of the outcomes of gendered policies a reality were diverse. Some respondents recognised the importance of funds and resources, as well as opportunities to promote gender equality, equity and empowerment of women in

the implementation of policies. Others identified the need for M&E systems to ensure accountability and transparency in the implementation of gendered policies. Still, other factors highlighted by the participants included honest discussions on gender issues, representation of women at all levels of employment, participation in management, and change in attitudes (changing patriarchal mindsets) to name a few.

4.2.4. Institutionalisation of internal monitoring and evaluation systems and practises at Wits University

As the last theme, the fourth theme developed naturally. The focus of this theme is on the distinct recommendations of the participants. It involved distinguishing multiple ways in which M&E practises can be improved from the perspective of respondents. Question 5 and the corresponding probe questions (refer to Appendix 4) were used to draw participant perceptions and ideas on the topic of the theme.

Almost all respondents were of the view that a holistic approach would be more beneficial and would have greater success driving the gender equality and empowerment agenda in addition to improving the M&E processes of the gender policies. To make a case for a unified approach, respondent 1 had this to say:

> "*We need a change in structure or maybe a monitoring office. Different structures in the university need to know exactly what is happening in the university. We don't know what is happening in the university and if the different structures do not well speak well to each other during work, that is not helping. There are different pockets of the university where maybe*

issues of gender intersect and are located. How do we pull together these different aspects of gender diversity to form them into an existing one that is holistic?" (Interview, 28 May 2021).

In his contribution to the views expressed around the holistic approach and the possible benefit of change in structure, participant 3 made the following comment:

"*I think an independent sort of entity looking specifically at the M&E of gender mainstreaming and also, I mean the other aspect of the university operations – I think that would be a step in a positive direction... I think for me, it is an operational level. Once we ensure that whatever that we do, it is sensitive to and it is targeted at gender issues, I think that is how we will be able to see a change*." (Interview, 11 June 2021).

From the point of view of respondent 4, it would be more beneficial to have a dedicated M&E system to keep track of the implementation of gendered policies. Respondent 4 stated it this way:

"*A framework for dealing with gender that is a really good way to hold people accountable. It has been two years of having that conversation that went nowhere. It has to have willpower from within. So, I definitely think there should be an independent monitoring and evaluation system. Do I think there needs to be a separate unit; I don't know. But definitely there should be some independent monitoring and evaluation happening 100%. I think it has to probably sit completely outside of the reporting structures,*

which almost means that it would have to be akin to Senate" (Interview, 10 June 2021).

Respondents 5, 7 and 10 hold a similar opinion regarding the improvement that would result from having strategic planning and allocating resources to drive implementation of gendered policies. Most of the respondents agreed that offices could do better in coordinating their efforts on gender issues. This is how respondent 10 phrased her comment:

"*Reality should be made in terms of new recruitment, and we need to make new funding available. Oh, it is very important for all those three units to work together in terms of gender policy. Like I said, one of those three units needs to do monitoring and evaluation, but I am not sure which one will be acceptable to do the monitoring*" (Interview, 16 March 2022).

Regarding the coordination of programmes and activities across the three main offices; the Transformation office, the Gender Equity office, and the Human Resources office, respondent 9 had a similar view to those expressed by others already. Respondent 9 remarked:

"…*We need more clear objectives. This way we know this is what we need to do, and this is what we need to report on, how we are progressing or regressing. What are the barriers? Why are we not able to move? I guess from my perspective we find it very critical for the officers to work together and to synchronize or coordinate or integrate efforts purely*

because if you think about it from social justice our work is one or the goal is the same" (Interview, 09 November 2021).

However, respondent 9 elaborated further on her comment. She presented a unique perspective and was supported by participant 6 regarding the establishment of a new M&E office in an effort to enhance M&E practises. Respondent 9 said:

"For the different offices, there is a need to align or even restructure. I mean, you cannot, have one office working with disability which is embedded in the east side and then the BBBEE that requires training. Instead of getting a new resource or a new office, there are possibly such practises existing. It's just a matter of finding them and aligning them and finding out what others are doing and how this can be put together" (Interview, 09 November 2021).

However, from the perspective of respondent 5, M&E practises can be augmented by articulating stakeholder expectations and holding the responsible people accountable for achieving them or failure thereof. Respondent 5 stated it this way:

"*A lot of these things are not even articulated, so there is no agreement, there is no document that speaks to how for example, people are being held responsible. Coordination is very important, particularly for the transformation and gender equity office because of the nature of their work… I think there is value in having a unit or office that is exclusively*

responsible for monitoring progress. If we can use the weight on these different policies and strategies, once we have a coherent strategy on gender mainstreaming. It may be useful to have some function of that office, the monitoring and evaluations office" (Interview, 15 June 2021).

Most of the participants were of the understanding that the representation of women at all levels of employment, in committees, and within the varied M&E practises is necessary to accomplish the outcomes set out in gendered policies. However, participant 2 suggested that some of these monitoring practises would fare better if they were made compulsory and if the offices that oversee gender issues did not only occupy an advisory capacity. This is how respondent 2 phrased it:

"*If we made these kinds of things mandatory to a certain extent, would we then have the changes that we wish to see because that is how we would then build awareness? Personally, I think it is something if the transformation and equity office is not just merely an advisory role, but if it is something that is part of the core governance of the university structures…*" (Interview, 07 June 2021).

Within this theme, the respondents shared different thoughts on how to improve M&E practises. Examples of the recommendations made include, but are not limited to, adopting a holistic approach to gender issues: setting up a M&E internal system and office: improving coordination of offices that oversee gender issues, gender policies, and affording these offices more authority: as well as

aligning work and responsibilities within the Transformation, Gender Equity, and Human Resource offices and to incorporate a monitoring and evaluation function.

4.3. Conclusion

This chapter presented primary data from interviews conducted with 12 respondents and secondary data obtained from Wits University open-source documents (the 2022 annual performance report and the institutional 2022 report from the Analytics and Institutional Research unit). Primary data organised into themes (evolved from thematic content analysis of interview transcripts) were presented.

The first theme interrogating the existence of a transformation agenda at Wits University revealed that the institution had such an agenda in effect. Participants in this study recognised different structures, which consist of the; Transformation Office and Committees, the Gender Equity Office, gendered policies and the institutional scorecard (with a section on projected annual outcomes and targets for transformation). In the corresponding sub-theme, the presence and adoption of gender mainstreaming at Wits University was explored with many participants indicating possibility of unofficial adoption. For the second theme, the existence of internal M&E systems was probed. Most of the participants proposed that these internal systems were not in place, but that processes and practises were actuated.

Consequently, the sub-theme of the second theme considered the effect of M&E processes and practises on the implemented gendered policies. For the most

part, the participants were united in their thoughts about Wits University making progress in meeting the gendered policy outcomes and targets. But they lamented that the strides were too small and proposed amplification of efforts to achieve a meaningful impact. Factors that contribute to the achievement of gendered policy outcomes were isolated from the perceived realities of the participants in the third theme: while for the fourth theme, a reflection on the recommendations of the participants related to the institutionalisation of M&E systems and practises at Wits University was carried out.

Data presented under the four themes (and matching subthemes where applicable) highlight the necessity to institutionalise gender mainstreaming, as well as M&E internal systems and practises. It was discernible from the data that institutionalisation will hold those responsible accountable and provide transparency on how Wits University is doing in implementing the gender mainstreaming strategy and in meeting the established targets and outcomes. However, this institutionalisation will require the support of management and allocation of resources.

Chapter 5 : Analysis of Research Findings

5.1. Introduction

The findings presented in the previous chapter are synthesised and discussed in this chapter. Interview data on perceptions, opinions, and lived experiences of the 12 respondents who consented to participate in this study were put through thematic content analysis, resulting in the emergence of four main themes and two sub-themes. For reiteration, the acknowledged themes whose findings are interrogated in this chapter are comprised of: (i) Transformation agenda at Wits University, subtheme (ia) Gender mainstreaming or gendered policy implementation at Wits University: (ii) Internal monitoring and evaluation systems and practises at Wits University, subtheme (ii-a) Effect of monitoring and evaluation practises on gendered policies at Wits University: (iii) Factors contributing to the achievement of gendered policy outcomes at Wits University, and: (iv) Institutionalisation of internal monitoring and evaluation systems and practises at Wits University.

Herein we undertake a discussion of these results by theme. As part of the discussion, the interpretative framework designed in the literature review chapter is applied to the labelled themes to find meaning and determine implications of the findings reported in this study. This chapter unfolds with an interrogation of the distinguished themes by applying the appropriate interpretive framework in the wider frame of literature. Specifically, the gender mainstreaming framework is

applicable to the first three themes and the corresponding subthemes, while the systems thinking framework is relevant to the last two main themes and applied in their cross-examination.

5.2. Analysis of research findings

Analysis of the findings reported is carried out by theme. The adapted gender mainstreaming (GM) framework proposed by de Waal (2006) is applied to the first three themes (and their resultant subthemes); to elucidate the GM outcomes that have been promoted, the different ways in which empowerment of women, as well as other outcomes, have been supported; to assess the equality of access to opportunities and benefits for both men and women at Wits University; to assess the contribution of Monitoring and Evaluation (M&E) practises towards attaining GM outcomes.

5.2.1. Transformation agenda at Wits University

Transformation in South Africa occupies a crucial seat because it initiates structural, social, and economic changes while also enabling reparations in this country plagued with high inequalities in race, gender, and socio-economically (Clarke & Bassett, 2016). For this reason, transformation is spearheaded nationally, in different spheres of government, in private and public institutions, through transformation policies, charters, agendas, and strategies.

A consensus among all participants was observed that Wits University has an active transformation agenda. In addition to this, all respondents pointed to the Transformation office and the transformation committees (at faculty and school

levels, all tied to the specified office) as drivers of transformation. For example, participants 1, 9 and 10 also mentioned the transformation policies and initiatives implemented and in operation in the background.

The agreement on an existing transformation agenda by Wits University as a higher education institution (HEI) was further corroborated in the 2022 annual performance plan for the institution (University of the Witwatersrand, 2022a). In the 2022 annual performance plan of Wits University, the transformation agenda is located within the institution's situational analysis section which refers to the University's transformation plan and briefs on how Wits is performing according to the plan.

According to the 2022 annual performance plan, Wits University has, in line with the transformation plan, increased academic staff employment in under-represented racial groups. As alleged in the performance plan (University of the Witwatersrand, 2022a), 22.5 % of all academic staff are African female (categorised as Black female) while 14.5 % of all academics are African male (categorised as Black male) where the other racial profiles Indian, coloured, white and Asian account for the remaining percentages.

The numbers projected in the performance plan and corresponding to the transformation plan tie in with transformation based on racial and gender inequalities. The participants recognised the complexity of transformation and were of the view that Wits was applying itself to bring about transformation regarding race, as noted in the comment made by respondent 2: "*I think people*

tend to just think of it as a race issue, whereas there are so many different kinds of levels with regard to transformation".

Although there are perceived changes brought about by transformation, respondent 4 in expressing sentiments similar to respondent 2 regarding changes in racial profiles argued that: *"... So it is difficult to say that the change has been entirely gender driven".* The point she made afterwards and supported by Yuracko (2006) was that the increase in numbers of females while happening is mostly tied to lower positions where the possibility of moving up the ladder into decision-making positions is still far removed. Mergaert and Lombardo (2014), echo these sentiments and insinuate that resistance to change is to be expected, as it serves 'to preserve the status quo' hinting that males are not ready to share their power and positions. From these observations, women are more likely to be used as fillers in the low- and medium-skilled professions to protect inherent male privilege.

While talking about ensuring transformation (and gender mainstreaming) outcomes, respondent 9 exclaimed: "*Policies are currently in place and programmes currently exist within the transformation space that aim to advance equity within their workplace."* Participant 9 in expressing this perception, made it clear that there were forms of support in the form of transformation policies and the transformation office which she indicated offered workshops and seminars geared to bringing about intellectual, behavioural, and cultural changes to those on the receiving end of them. In the same line of thought, FAWE (2015)

underscores the need for gender-responsive strategies in recruitment and training in order to counteract gender disparities and inequity.

In support of the viewpoint of participant 9, participant 4 alluded to the services, emotional support (to female students and staff, for students and staff who are victims of trauma, bullying, and harassment) and workshops facilitated by the Gender Equity office at Wits University. These different forms of support address gender inequalities and level the plane field for gender equity and empower women in gender relations in this HEI as a school for students and a workplace for staff. This, nevertheless, begets the question: Is this all that can be done? Because in a united front, participants lamented that more could and should be done to achieve a more significant transformation impact in relation to gender equity, gender equality, and overall transformation.

A review of the findings revealed that another tool used to support and drive transformation at Wits University is the institutional scorecard, as highlighted by respondent 6. This scorecard has a segment on transformation wherein indicators both qualitative and quantitative are specified along with set targets to be met (University of the Witwatersrand, 2022a, 2022b). Even more encouraging is the fact that Wits continues to place transformation in its future plans. One of the objectives of the Council from the 2021 annual report of the University of Witwatersrand (2022b, p. 20) is that “The Council will continue to drive transformation as an overall and ongoing objective and specific goals in relation to staff and curriculum will be prioritized”. This objective is a step in the right direction in line with the recommendations made by the Commission for Gender

Equality (CGE, 2014, 2015) to increase efforts on transformation at Wits and other HEIs.

5.2.1.1. Gender mainstreaming or gendered policy implementation at Wits University

In light of the perceptions of the participants in this study, gender mainstreaming as a strategy or policy has not been officially adopted at Wits University, nor is there a stand-alone gender policy implemented at the institution. However, seeing that Mergaert and Lombardo (2014) and others agree that gender mainstreaming involves reorganising of policy structures such that they have a gendered perspective, Wits University seems to have knowingly or unknowingly unofficially applied gender mainstreaming. This open-ended understanding is reached having analysed the views of respondents who collectively suggested that there are many policies implemented at Wits and that most of these policies had a gender element to them.

With no specific or stand-alone gender policy pinpointed across Wits, respondents resigned themselves to referring to policies with gendered elements as gendered policies. The respondents highlighted different GM outcomes as the focal point in the various policies. For example, respondent 1 described the anti-discrimination policy as the more well-rounded blanket policy targeting overall transformation, with the expectation for it to result in racial and gender equality and bring about parity and equity (to those disadvantaged in the form of: people of colour, women, the disabled and the LGBTQ community). Through policies such as this one, the University of the Witwatersrand (2022a, p. 20) states that it

strives to “create a healthy environment free of prejudice, gender, and race discrimination, which provides support for all university stakeholders regardless of their status”.

In the same vein, other respondents pointed to the Employment Equity Act (Act 55 of 1998) and the Broad-Based Black Economic Empowerment (BBBEE) Act (Act 53 of 2003) which guide the hiring and promotion process at Wits University. Respondents suggested that these Acts and policies adopted by Wits open the same opportunities and access to resources for all people (men and women, all races, the disabled, etc.). Ahikire (2014), a scholar whose work supports these policies, opines that women should be able to receive an equal share of the opportunities and resources made available to men. Along the same lines, Adebayo and Akanle (2014) draw attention to equal access to resources and opportunities as a basic human right and in tandem with the Millennium Development Goals (MDGs), specifically MDG 3 pertaining to gender equality and empowerment of women.

Although most of the respondents suggested that the Employment Equity Act was also responsible for the observed improved gender parities, they also exclaimed that women were still under-represented in some fields of academia as well as mid-management, including senior management positions. Some of those who have made this observation include Dorius and Firebaugh (2010) who lamented that the low numbers of women in management was worrisome; while Eagly and Carli (2007) posit that amidst all these policies, women do not have

the same access to positions of power and decision-making like their male colleagues.

Even so, the anti-discrimination, employment equity and hiring policies in addition to the disability policy identified by participants were shown to have made a difference in terms of creating equal chances for employment; opportunities for individual development (which according to participants can be through seminars, workshops, short courses and degree courses, fellowships, and grants) and for promotion where the latter left much room for debate amongst respondents. The imbalances regarding the promotion of women and their presence in senior management can be understood from the explanation by Agars (2004) on gender stereotyping because of cultural and societal beliefs on gendered roles in the workplace. This point of view is cemented further by Moloi et al. (2014) who posits that patriarchal attitudes and beliefs, as well as male hegemony, continue to stand in the way of the freedoms and rights of women afforded by the South African Constitution (bill of rights).

Concerning the benefits made available to both men and women, a few respondents made the grievance that the institution was, however, yet to make amends on the discrepancies in the salaries of men and women. According to the revelation made by some respondents, women are still paid less than their male counterparts irrespective of their experience (which, sad to say, may be more than their male counterparts). This is yet another way in which men are privileged at women's expense and an example of what Thobejane and Khoza (2014) describe as an established patriarchy that allows for discrimination and

oppression of women. The opinions of the participants resonated with each other on the necessity to promptly attend to salary discrepancies, as well as the inflexible work conditions that women and men are subject to, particularly women in view of the multiple roles they play at work, home, and within society (Bihagen & Ohls, 2006; Ismail & Ibrahim, 2008).

5.2.2. Internal monitoring and evaluation systems and practises at Wits University

From the onset, the majority of the participants agreed that there are no formal internal monitoring and evaluation (M&E) systems at Wits University. Three respondents alluded to a university data system that collects data on students and staff, but in their discussion, they recognised it as a normal data system and not an internal M&E system. Data systems feed information into the M&E system, while the M&E system thrives on data for it to function as expected (Görgens & Zall-Kusek, 2009).

It was interesting to note from conversations with participants that at Wits University there is also no formal unit to conduct monitoring of interventions and policies, as well as to undertake their periodic reviews and evaluation to inform the next cycle of implementation. The 2021 annual report of the University of Witwatersrand (2022b) mentions the responsibility that the institution has over the transformation intervention and that this necessitates monitoring and evaluation. However, it only mentions the M&E exercise in connection with equity profiles and targets within specific contexts, but it does not tie M&E to other policies or gendered interventions within the institution, nor does it specify any

M&E systems in place or persons responsible for the M&E functionality. This observation supported the findings of the interviews with the participants.

To monitor for results in results-based M&E, the established M&E system or framework should be user-friendly and functional to capture all the relevant information and track indicators and processes involved (Görgens & Zall-Kusek, 2009). Conversely, Mackay (2007) contends that if the M&E systems are not easy to use, this will discourage their utilisation and result in a waste of resources. Although internal M&E systems were not recognised to be in place at Wits University, the respondents identified the presence of some offices (Transformation and Gender Equity offices); some structures in the form of Faculty committees, School committees, Transformation committees, worker unions, and the Analytics and Institutional Research Unit in addition to the institutional scorecard and five-year reviews within Wits faculties as constituting part of M&E practises and processes.

Although not from a M&E background, respondents recognised the characteristics of the offices, structures, the scorecard, and five-year reports as elements of the M&E process and influencing the monitoring to some extent within the respective structures. Participants pointed to the principles of informal monitoring and evaluation through the structures they pinpointed in the institution. For the most part, they were in agreement on the view that management did not seem to value M&E. They insisted that, if management realised the importance of M&E, then M&E systems would be instituted and brought into the fold with accountability and transparency towards meeting

intervention targets. The views shared by Chaplowe (2008) are similar to those of the respondents and suggest that the absence of standardised M&E systems would result in loss of tracking ability, accountability, and transparency. Khan (1998) endorses the viewpoints of the respondents, but his argument stems from the idea that a lack of political will, can lead to unfulfilled outcomes or goals even in the presence of operational M&E systems. The paradoxical nature lies in the fact that there must first be a buy-in on the M&E system, an element which respondents link to Wits University management in this study.

5.2.2.1. Effect of monitoring and evaluation practises on gendered policies at Wits University

In general, participants collectively indicated that the varied M&E processes and practises undertaken through the different institutional units or offices were not only crucial but valuable in ensuring the implementation of policies, compliance, and tracking progress on targets (on the goals) of gendered policies. As an example, the seminars and workshops offered by the Transformation office from respondent 1's point of view incite honest conversations, which she mentions can lead to a change in mindset and attitudes. Respondent 1 continues to suggest that this attitudinal change elicited can in time bring about empowerment of women, transformation, and gender equality. Meer (2005) supports the thoughts expressed by participant 1 and other participants who felt that open debates are a catalyst for change but cautions that women have to take charge of these dialogues in the struggle for gender equality and be wary of relegating their struggle to male counterparts.

A considerable number of respondents perceived that changes were visible on the empowerment front. Although the changes might be small, progress on this outcome for gender mainstreaming was discernible. Most of the respondents commented that Wits University was on the right track, but expressed frustration regarding what they called sluggish progress. Nonetheless, they were agreeable on the notion of a louder voice and an awareness of gender issues being in place. According to Rao and Kelleher (2005), when women have increased awareness, their 'agency, voice, and mobilisation' are strengthened and they thus achieve a greater understanding and the ability to influence their institutions and hold them accountable.

Most of the participants indicated that M&E practises in the quest to meet set targets on gendered policies have led to considerable progress on gender parity and gender equity. Participants hinted that M&E practises around the Employment Equity Act facilitated the meeting of targets in the employment of women (and other disadvantaged groups on the basis of race or disability) to address the once jarring under-representation with the result that female representation is somewhat increased. However, respondents conveyed the concern that attention was required, particularly in the employment of female staff at higher levels of management, where representation is still very lacking from their point of view. The facts and figures obtained from the 2021 annual performance plan (2021 annual report annexures) supported the views held by respondents regarding improved gender parity and gender equity (University of the Witwatersrand, 2022a).

The effect of M&E practises toward accomplishing set targets is gleaned from the report by the Wits Analytics and Institutional Research Unit (2022); the gender profiles for permanent academic employees are such that in 2021 there were 51.53 % of female academic staff and 49.47% male academic staff. Concerning the institution, the workforce profile provided by the University of the Witwatersrand (2022a, 2022b) indicated that in top management two out of five were female (Indian and white, respectively, no African race representation in this category). Regarding senior management, 14 of 50 were female, and 11 of the 14 females were comprised of Indian and white racial groups (no African race representation in this category either); three of the 14 were foreign nationals. The gender profile data obtained from the Wits open public documents are consistent with respondents' perceptions that there are still large gender imbalances at the senior and executive management levels, especially in the African racial segment. However, an improvement in overall gender parity was evident in the profile of the institution's academic staff.

The gender parity situation at the technical and academically qualified skilled occupational levels was in stark contrast to senior management positions (University of the Witwatersrand, 2022a; 2022b), where there were 886 women out of 1320 staff (594 out of 886 were African in racial profile). For the semi-skilled 335 out of 1028 staff were female (322 out of 335 being African), and in the unskilled occupational level, 664 out of 1040 staff were comprised of females (with 656 being of African descent). In the lower occupational strata, the female

numbers (of African race) far outweighed the males (except for the semi-skilled tier).

These secondary data findings from the University of the Witwatersrand (2022a) confirmed the realities expressed by the participants in that while there was an increase in female employment, it was mostly observed at the lower levels and not in decision-making positions and that Wits University could do better to achieve balance. Morley (2007) explains that where gender equality is the goal, systems must be opened so that they "accommodate men and women equally", and through these conveyed views, Morley supports the opinions of respondents.

The recruitment profile (University of Witwatersrand, 2022a; 2022b) followed a trend similar to that introduced in the workforce profile delineated above. Similarly, the promotion outline adhered to the same course as the recruitment and workforce profiles. The promotion outline reaffirmed the views and lived experiences of the respondents suggesting that greater attention should be paid to empowering women into the senior and executive (top) management strata.

Regarding the monitoring conducted on the termination of staff members in 2021, the data indicated that more women were generally leaving their positions (University of Witwatersrand, 2022a). According to Growe and Montgomery (2000) one possibility for the exodus of women from their positions could be because there is little to no support from senior management for women who could be potential leaders. Another reason could be due to the glass ceiling effect experienced by most women in the workplace. However, Baumgartner and

Schneider (2010) suggest that women can break through the perceived glass ceiling by setting goals and applying concerted effort to reach such goals by networking and reaching out to those who can lend them a hand.

The effect of M&E practises undertaken around strategies for development could not be fully analysed since development of staff (male, female, and other) at Wits is split into formal (courses, diploma, and degrees) and informal training (seminars, workshops, short courses, podcasts, etc.); where the informal data were not elaborated on in the annual performance plan. Based on the skill development profile (University of the Witwatersrand, 2022a), female staff were shown to have received training and upskilling in greater numbers (611 females out of 792 staff).

Training is one area where participants have given Wits University a commendation for the empowerment of women through development opportunities (training and fellowships). According to Morley (2007), achieving a change in the ‘paradigm of patriarchy’ is the main challenge faced by women. With this thought in mind, upskilling women by means of the formal and informal training opportunities enables them to neutralise oppression in the workplace and to be empowered (for promotion, improved salary or autonomy in their position etc).

In summary, from the M&E practises applied across Wits University, a means of tracking targets and their fulfilment has been made possible. However, participants decried that there is seemingly no ownership of policies or

interventions; as a result, it is not possible to hold anyone accountable for the success or failure of gendered policies. Among the outcomes for which the targets have been achieved are gender parity, gender equity, empowerment (to a certain degree), and transformation. According to participants, gender equality has not yet been reached, but small strides are being made in this regard. A consideration of factors that contribute to the realisation of gender equality and other outcomes of gender mainstreaming is essential.

5.2.3. Factors that contribute to the achievement of gendered policy outcomes at Wits University

Many factors were acknowledged as contributing to the realisation of gendered policy outcomes by participants in this study. Respondents 1, 3 and 9 highlighted the institutional culture and deeply entrenched patriarchy as innate features that impede smooth progress on accomplishing outcomes tied to the gendered policies. Mergaert and Lombardo (2014, p. 9) deliberate on the different forms of resistance (individual, institutional, explicit, and implicit) stemming from patriarchy and in the path to gender equality; they explain that at the institutional level, this resistance is characterised by ‘aggregated action or inaction’ on systematic repeat in opposition to sharing power. Along these lines, Rao and Kelleher (2005) propose a drive for ‘institutional change’, calling for the transformation of inequitable social structures and institutions to address the foundational causes of gender inequality.

Many respondents indicated that the institution’s management would have to show an active interest in issues related to gender equality and women's

empowerment, particularly because they felt that this endorsement would influence other factors. Respondents indicated that approval from management would encourage those delegated the responsibility for interventions, thus raising their 'willpower' to supervise the implementation of gender-based interventions.

Further to this, the experiences of respondents led them to comment that the support from management would translate into resources being ploughed into the implementation of the gendered policy or intervention. Monday (2018) in supporting the respondents' views develops an argument to suggest that support from management for gender issues will translate into equipping specific gender units or offices with human capacity and infrastructure for them to be vested to function optimally. When such offices such as the Transformation and Gender Equity offices are under-staffed and under-resourced as described to be the case at Wits University by respondents, this isolates and marginalises the work from these offices which stands out as a painful indicator of the lack of senior management support (Mehra & Gupta, 2006; Rao & Kelleher, 2005).

According to the respondents, the quantity of resources allocated by management for the gendered intervention reflects the level of importance that such an initiative holds from the point of view of management. Participants indicated that if the initiative has little to no priority, then the resources pumped into the intervention would be insufficient to carry the implementation through to the end and that this will in turn be disparaging to those watching over the implementation. Respondents further alluded to the likelihood that amid insufficient resources to carry an initiative through to completion, there tends to

be no ownership of policies or gendered interventions, and therefore no one to hold accountable for the progress or lack thereof. However, Chaplowe (2008) and Monday (2018) both underscore the importance of taking responsibility and accountability for interventions, because without these the fulfilment of the initiative is at risk.

In the same vein, most of the respondents called attention to the need for M&E systems, since they all agreed that these frameworks would enable monitoring of the intervention at each phase. The participants emphasised that these M&E systems would instil accountability and transparency for the gendered policies adopted at Wits. However, they pointed out that before such systems can be put in place, there would have to be intentionality on the part of senior management to adopt these systems towards tracking change and targets. These views were in alignment with the thoughts conveyed by de Waal (2006) who strongly advocated for monitoring initiatives as well as performing evaluations on GM interventions to provide information at micro and macro levels and on gender analysis to determine the success and sustainability of the initiative.

Several respondents when commenting on factors that contribute to gendered policy outcomes alluded to the importance of open communication and engaging with staff at all occupational levels to raise awareness on gender equality issues. Some participants, however, pointed to the need for both men and women to push the agenda for gender equality and empowerment. Participant 7 substantiated the comment by warning against relying on women who weave their way into senior management positions to push the agenda for gender

equality. The thoughts of respondent 7 were confirmed by Hurn (2013), who suggested that some women in senior management are more inclined to maintain the ‘status quo’ rather than open a path for other women. Along the same line of thought, respondent 7 contends that even though they are women, they may not share the views of others on gender equality and empowerment, whereas there may be men who endorse the agenda and are willing to drive that agenda.

5.2.3.1. Identifying the ‘mess’ from determinants of gender mainstreaming and monitoring and evaluation

Systems thinking is applied in this segment to evaluate the ‘Mess’ characterised by problems and challenges encountered during the application of M&E practises in the implementation of gendered policies to achieve gender mainstreaming (GM) outcomes at Wits University. In addition to identifying the Mess, the relationship between gendered policies, M&E practises, and the corresponding determinants was assessed by adopting the approach of Gharajedaghi (2011). Using the outcomes, determinants, and challenges highlighted in sections 5.1.1, 5.1.2 and 5.1.3 (and their resultant subsections), the ‘Mess’ was constructed as shown in Figure 5.1.

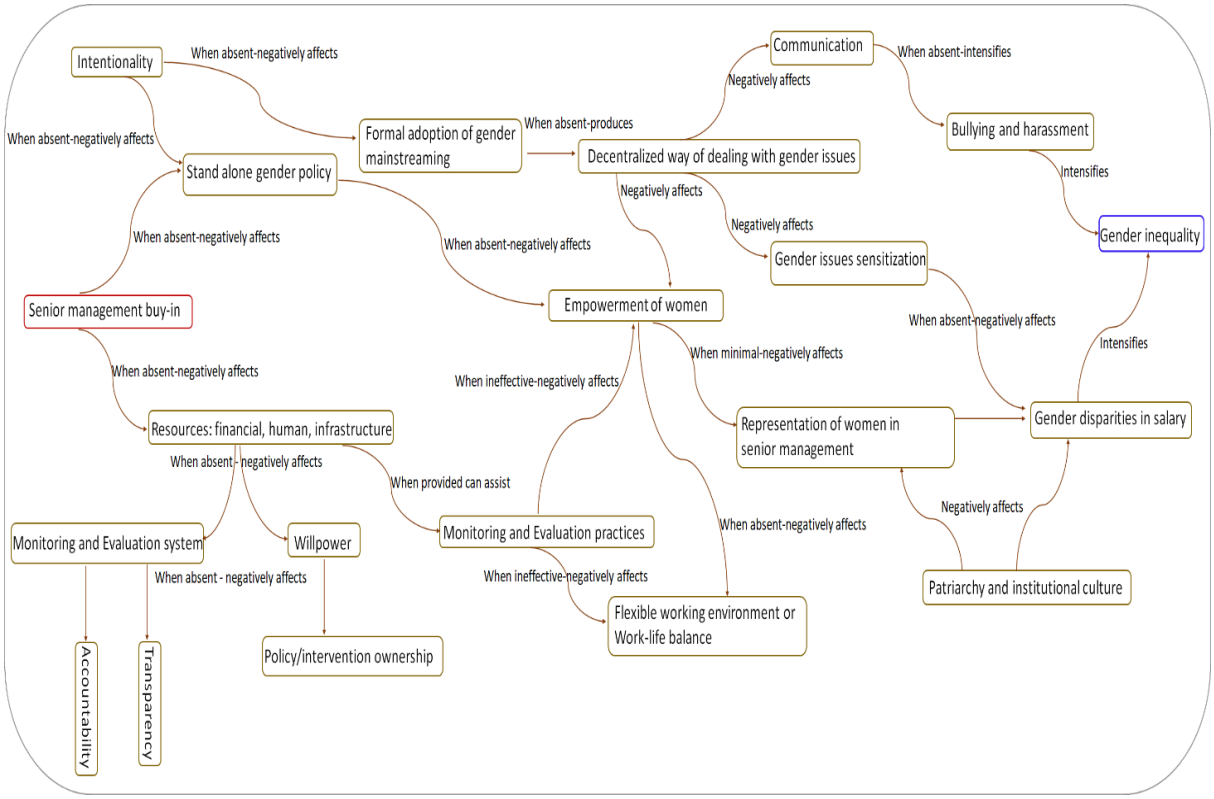


Figure 5.1. An illustration of the mapped 'Mess' for the Wits University case study.

The mapped mess proposes that only when senior management perceives the value in a stand-alone gender policy or gender mainstreaming (GM) strategy, can these stand the chance of being formally adopted. But if their worth is not appreciated by management, then the stand-alone gender policy or GM strategy would not be implemented. This in turn has far-reaching negative effects on the empowerment of women, ways of handling gendered issues, and ultimately adversely affects gender equality.

If management were to embrace the stand-alone gender policy or the GM strategy, they would avail resources that could facilitate the establishment of internal M&E systems, thus enabling accountability and transparency, as well as

ownership of policies. However, the mess indicates that in the absence of management buy-in, resources may not be allocated or be insufficient, and because of this, M&E systems would not be instituted. In turn, the tracking of targets and implementation of gendered policies would be negatively affected with reverberating effects on accountability, transparency resulting in a deficiency of willpower, and an absence of ownership of policies. The presence of resources can stimulate M&E practises which, when ineffective, can negatively affect empowerment of women and may as well have far reaching effects on gender equality, but the converse holds true (if M&E practises are effective, gender equality is promoted).

According to Gharajedaghi (2011), the mess is formulated through an iterative process which involves searching, mapping and telling the story and it starts off with a problem analysis. For this study, the problem analysis was undertaken stepwise starting with the identification of the challenges, the causes, and effects associated with this case study for Wits University. After the elements fitting into the challenges, causes, and effects themes were isolated, they were mapped into connections emerging from the problem analysis (NORAD, 1999; UNDGDOCO, n.d.). This exercise produced a problem tree, culminating in the root cause being set apart. Primarily, the rationale for the problem analysis is to identify the root cause of the 'Mess' formulated. Singling out the root cause is critical because it reveals the possible pathways on how to address the effects and related consequences. The problem tree for this case study is illustrated in Figure 5.2.

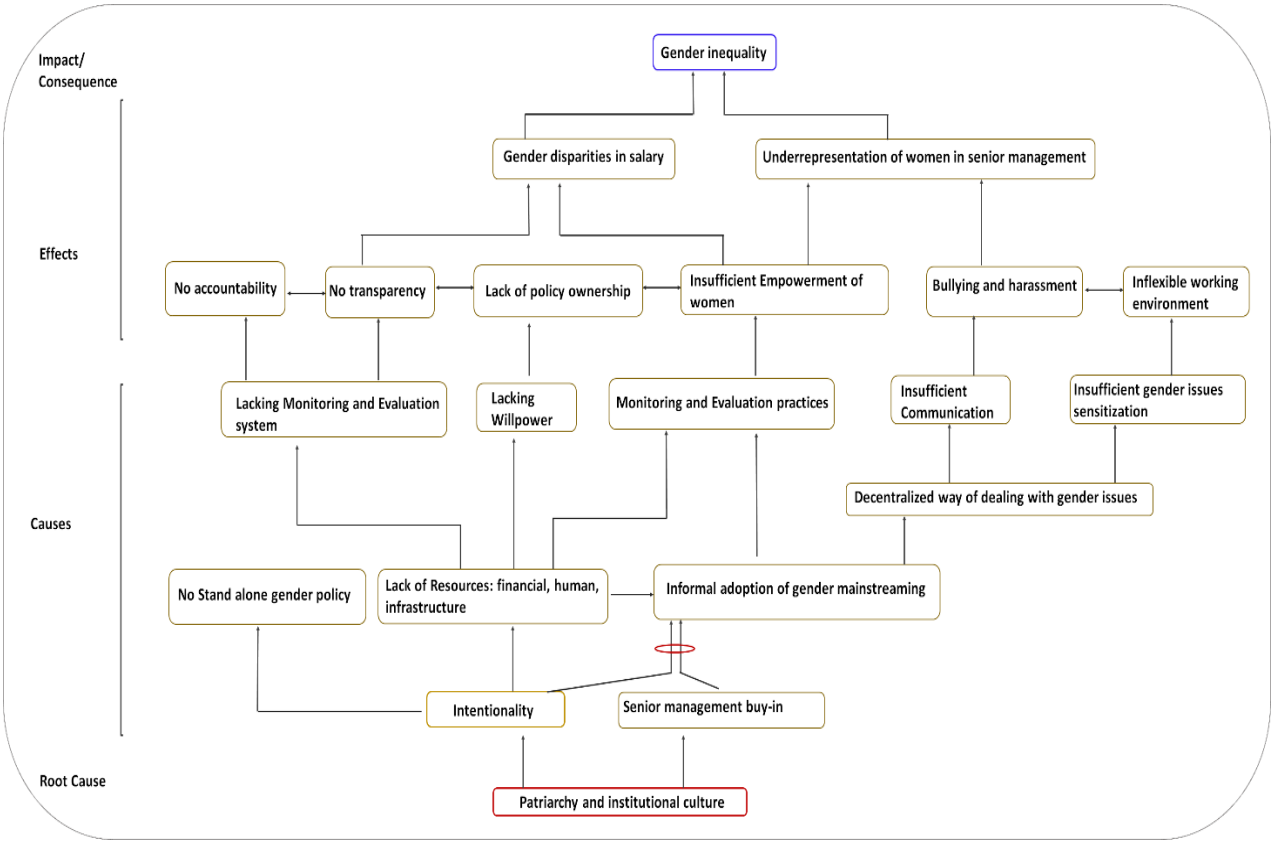


Figure 5.2. Problem tree for the Wits University case study.

The problem tree presented in Figure 5.2, based on the determinants identified from participant responses, and the application of problem analysis (Gharajedaghi, 2011; UNDGDOCO, n.d.) suggests that the root cause of the persistent gender inequality observed at Wits University is patriarchy and institutional culture. Intentionality in the tree is a neutral effect, a factor that can aggravate the unwelcome effects or symptoms brought about by another factor (UNDGDOCO, n.d.). From the problem tree, the connection and interdependence between informal gender mainstreaming and M&E was established. Evidently, the problem tree corroborates the views of participants that M&E practises on gendered policies have brought about empowerment of

women, although in limited form. Due to partial empowerment, gender inequality is still a visible and notable consequence. A discovery of the root cause of the observed problem permits the isolation of pathways to work on in an attempt to find solutions for the sequestered root cause of the problem. The next section explores solution finding.

5.2.4. Institutionalisation of internal monitoring and evaluation systems and practises at Wits University

While nearing the end of the interviews with participants, they each contributed thoughts on how M&E practises and processes could be improved. Many respondents hinted that establishment of an M&E unit could be helpful in addition to instituting an internal M&E system. Echoing the sentiments of respondents, Moser & Moser (2005) emphasised the need for consistent and methodical M&E to monitor and regularly evaluate GM outcomes. In the same breath, respondent 5 commented that having the function of a M&E office and system would mean there is a streamlined strategy to track targets and for people to be held accountable for not achieving GM outcomes.

Other respondents opined that it may be prudent to improve the coordination between the Gender Equity, Transformation, and Human Resource offices as they all handle transformation and gender issues in various forms. At the same time, some respondents felt that a restructuring of these offices to include an M&E component, as well as ensuring that the office should be placed so that it would have autonomy and constitute part of the governance structures, was pertinent. Mayanja (2020) in making a point for participatory M&E (PME) in

accordance with Guerra-López and Hicks, (2015) proposed that one challenge for implementation of PME was that of institutional arrangement(s) since this affects decision-making: the same thought holds water for non-participatory M&E.

Furthermore, respondents 2 and 12 along with others were of the view that engaging all the different stakeholders would prove useful in improving the M&E processes. In addition to this, they commented that raising awareness on gender issues, the need to monitor targets and outcomes (M&E) as well as open dialogue and consistent communication on how Wits University is performing, would be beneficial to the M&E process. However, the collective opinion of the respondents was that M&E practises and processes could be strengthened by institutionalising internal M&E systems and setting up a M&E office to run and supervise M&E systems collecting data on gender mainstreaming and gendered policies (and other policies).

5.2.4.1. Identifying solutions from determinants of gender mainstreaming and monitoring and evaluation

Similarly to the construction of the problem tree, an objective tree was developed to determine alternative pathways to deal with the problem and the root cause already identified. Objective analysis was carried out by converting negative determinants and factors (from the problem tree) into positive aspects, thus yielding the objective tree for this study (NORAD, 1999). Figure 5.3 illustrates the objective tree from which three alternative solution pathways are detected.

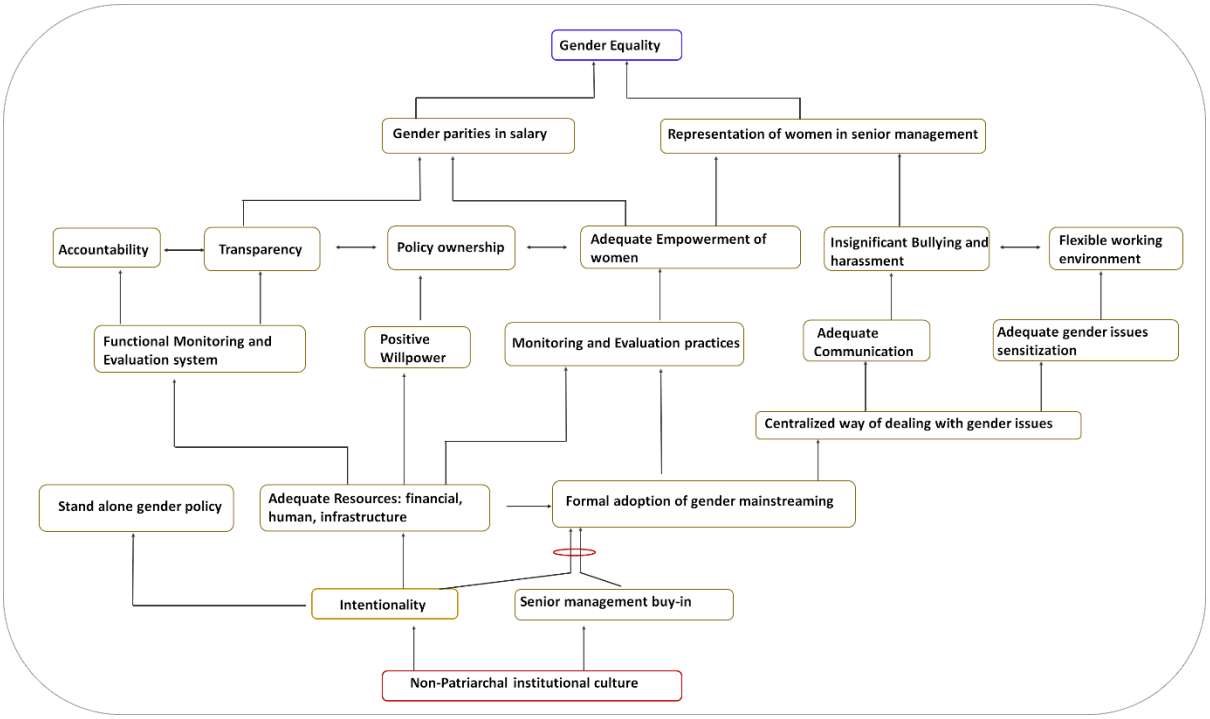


Figure 5.3. Objective tree for the Wits University case study.

Following the objective analysis, an alternative analysis was undertaken to determine feasible solutions for the main isolated problem. These strategies detected from the objective tree, as highlighted in Figure 5.4 (i) and (ii) have varying degrees of feasibility to address the root cause identified for Wits University in this case study. The third strategy, which is unlikely to be feasible, is one that follows the implementation of all activities proposed in the objective analysis tree depicted in Figure 5.3.

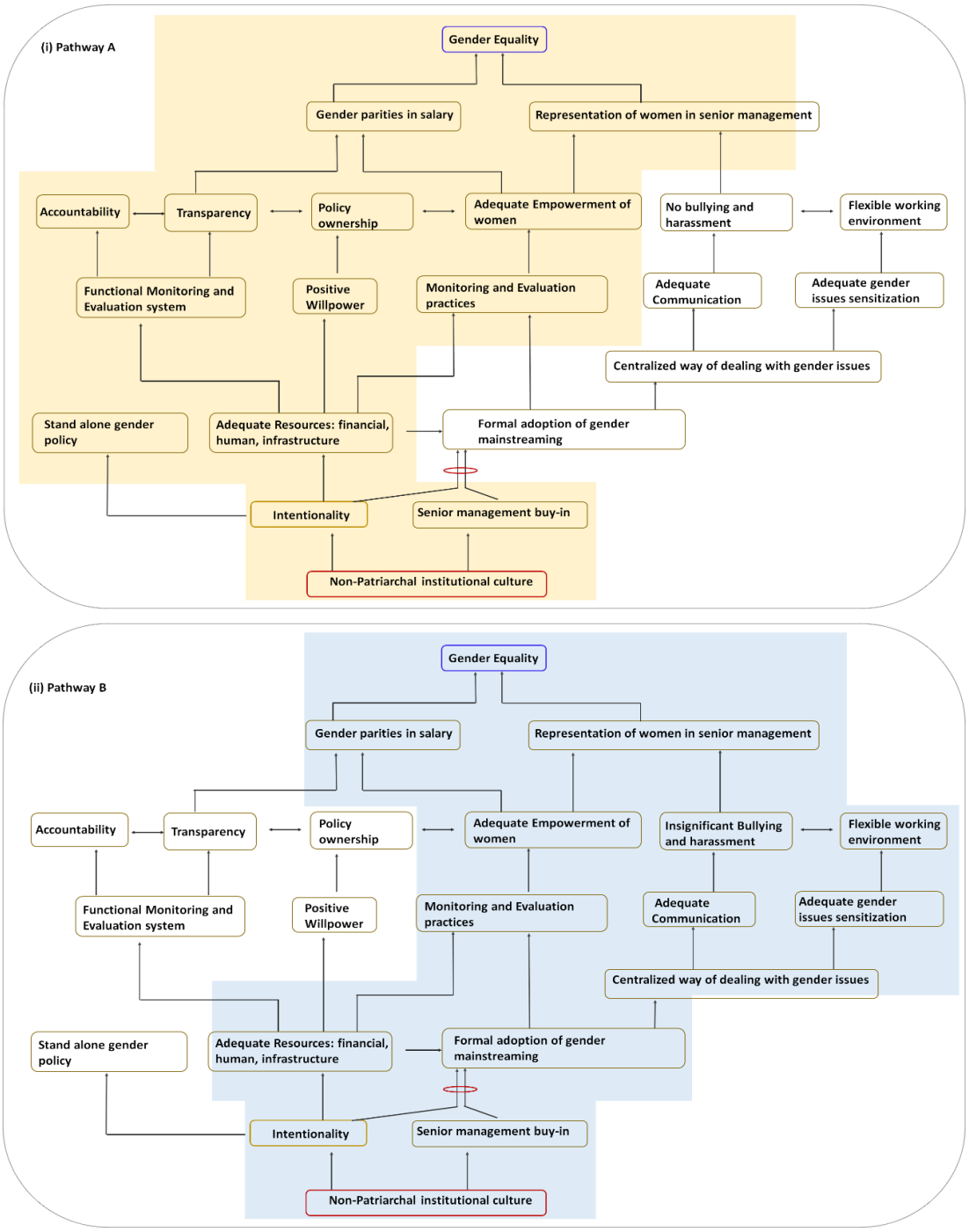


Figure 5.4. Alternative analysis showing (i) Pathway A and (ii) Pathway B for solutions to the Wits University case study.

The most likely strategy would follow pathway B (in Figure 5.4(ii)) because gender mainstreaming is seemingly informally adopted at Wits University and

there are M&E practises in place already. To bring about change, GM or gender-sensitive M&E would have to be formally adopted into existing policies, thus fostering a gender-disaggregated outcome analysis. However, Blaser-Mapitsa and Khumalo (2018) and Khan (1998) point out that M&E can fail for several reasons, so its adoption does not necessarily guarantee that the expected changes will be achieved. Likewise, Stratigaki (2005) notes that GM can disappoint for similar reasons and be ineffective in meeting the expected targets, so success is not always assured. On the other hand, pathway B (in Figure 5.4(ii)) can be most effective when there is greater intentionality on the part of senior management to support change and transformation.

Additionally, to stimulate change, there must be a keen awareness on gender issues and use of different methods to elicit attitudinal and behavioural changes to move from a patriarchal institutional culture to one that is non-patriarchal. Transformation of patriarchal tendencies embedded in institutional culture (Morley, 2007; Potvin et al., 2018) involves a rather long and challenging endeavour. Nevertheless, a non-patriarchal institutional culture coupled with focused intentionality, management buy-in, adequate resource allocation, a formal adoption of GM (to provide gender disaggregated data), and improved M&E practises would ultimately lead to gender equality realisation.

On the contrary, the problem resolution strategy depicted in Figure 5.4(i) in pathway A, while not immediately feasible, would most likely be the most effective and sustainable. In this approach (pathway A), basic requirements to solution finding include a non-patriarchal institutional culture coupled with

focused intentionality, management buy-in and adequate resource allocation. In addition to these requirements, the resolution of the main problem would involve the adoption of a stand-alone gender policy and institutionalisation of M&E systems to allow the implementation of this policy and other policies at Wits University to achieve gender equality in the long run. The establishment of an M&E office and institutionalising M&E systems would, in the views of participants, and as corroborated by Moser and Moser (2005), result in accountability, transparency, and ownership of the gender policy. Eventually, consistent efforts to solve the main challenge would lead to empowerment of women and gender equality at Wits University.

5.3. Conclusion

To conclude, this research study set out to establish whether M&E practises contributed to meeting gender-based policy and GM outcomes. From the onset, it became evident that the five outcomes of GM (gender parity, gender equity, gender equality, empowerment, and transformation) are among those that Wits University strives for in different policies. The interrogation of the first theme in the analysis of the findings showed a clear existence of a transformation agenda geared toward reparations of past injustices with respect to the varied disadvantaged groups. A year-on-year increase in staff numbers from under-represented groups was observed in the annual Wits University performance plan for 2021 (University of the Witwatersrand, 2022a).

Although the participants remarked on the great progress made in transformation, they agreed that much was yet to be done to bring about change

in attitude and behaviour and empower women to achieve gender equality. The lived experiences of participants submitted that institutional culture (ergo patriarchy) was likely the reason for inadequate empowerment of women, over-representation of males in senior management roles, gender pay gap, inadequate retention, and inadequate promotion of women as substantiated by Verge et al. (2018). In fact, Becker (1999, p. 25) submits that in some cases, women who enter into decision-making senior roles tend to be those who "are male-identified; conform to patriarchal values; and who do not seriously threaten the patriarchal order". This explanation coincided with the view of some participants who felt that women in senior management may not necessarily push the gender equality agenda.

Concerning interrogation of the sub-theme (of the first theme), the understanding reached was that there has been no formal adoption of a stand-alone gender policy or GM strategy, but that tenets of GM could be observed in policies at Wits. Verloo (2001) however, cautions that GM should not replace gender policies, but that its effectiveness would be fostered if applied in addition to existing gender policies. The Employment Equity Act and the BBBEE Act, as well as the anti-discrimination policy according to the participants, created equal and fair chances for employment and career progression. Respondents highlighted the multiple gender equity-promoting opportunities made possible at Wits University as a positive. However, respondents intimated that more communication needs to happen around gender sensitive issues and for dialogue on aspects tied to bullying and harassment of women, gender pay disparities and

inflexible working arrangements for equitable benefit accrual by male and female staff.

Taking into account the second theme related to internal M&E systems and practises, respondents agreed that there are no internal M&E systems at Wits, but there are different M&E practises that contribute to the implementation of policies and interventions. Within these M&E practises and processes, tracking of targets on interim and long-term outcomes is made possible, and something which Görgens and Zall-Kusek (2009) suggest is of paramount importance. The M&E practises inspire changes in attitude and behaviour, awareness and open dialogue on gender issues, individual development bringing about gender equity, and hiring targets that address gender parity, transformation, and empowerment. Nevertheless, participants expressed frustration with the fact that empowerment of women was hampered in the form of recruitment of female staff for senior management positions (emphasis on decision-making), which required attention and, as a result did not yet achieve gender equality.

Regarding discussions on the third theme about factors that contribute to the achievement of GM and gendered policy outcomes, the participants labelled patriarchy and institutional culture as the main negative factors. In addition to this, the participants suggested that senior management support, intentionality to support, allocation of resources (in all varied forms: financial, human capacity and infrastructural), communication and awareness were among factors that could contribute positively to achieving the GM outcomes. The ‘Mess’ mapped according to Gharajedaghi (2011) for this case study suggested that patriarchy

and institutional culture were the root cause of the main challenge identified as gender inequality.

For the fourth theme on institutionalisation of M&E systems and practises at Wits, the participants opined on ways to improve the M&E practises in place. To this end, respondents almost unanimously agreed that setting up a M&E unit and instituting a M&E system would afford a more efficient and effective approach to the implementation of policies and interventions as well as tracking their progress (to reach the set targets and goals). Objective and alternative analysis yielded three pathways to resolve the challenge uncovered in mapping the ‘Mess’.

In conclusion, this chapter delivered on the promised interrogation of the four themes (and related subthemes, where appropriate). The GM interpretive framework was applied to the first three themes to determine the outcomes targeted by gendered policies at Wits and whether they have been achieved; the types of support offered, and to assess the contribution of M&E practises in reaching the GM outcomes. Conversely, the systems thinking interpretive framework was applied to the last two themes to create a visual representation of the set of problems translating into a problem tree; to determine connections and interrelatedness of factors such as M&E and GM; and to detect solution pathways to the main challenge of gender inequality at Wits University.

Chapter 6 : Conclusion and Recommendations

6.1. Introduction: study purpose and the most compelling findings

This last chapter provides an overview of the purpose of the study centred on monitoring and evaluation (M&E) practise contributions to the achievement of gendered policies and gender mainstreaming (GM) outcomes at Wits University. Answers to the research questions raised in the introduction of the report are considered and discussions are held on the objectives. Reflections on any contributions to scholarly debates are undertaken in this chapter, while considering possible implications for future policies at the research site. Recommendations for future research are listed and discussed.

The study was carried out to determine whether internal M&E systems and practises contribute to the realisation of gender mainstreaming (or gender policy) empowerment and gender equality outcomes at Wits University. Regarding the main research question that guided this study (and defining the research objectives for the study), the findings suggested that M&E practises play a role in monitoring and tracking the targets of gender policies (and the informally adopted GM strategy). Through the monitoring and evaluation processes and practises in place, a contribution has been made to achieve a certain degree of women's empowerment and gender equality. However, the general reflection of the participants was that, while there is evidence of progress, Wits University still has a long way to go on the path to gender equality and empowerment of women.

Regarding the sub-questions guiding this exploratory study, and with respect to the first sub-question, the research findings suggested that there are no internal M&E systems in place at Wits University. Views expressed around this finding were that the non-existence of internal M&E systems had ripple effects in the form of a lack of accountability, transparency, and ownership of policies (or interventions).

For the second research sub-question, the results indicated that, other than M&E practises, there were multiple factors contributing to the realisation of gendered policy outcomes (gender parity, gender equity, empowerment, transformation, and gender equality). Some of the factors highlighted as crucial in their contributions to attaining gendered policy outcomes include (but are not limited to) senior management buy-in, intentionality, allocation of resources, consistent open communication, awareness of gender issues, and willpower. Almost all participants felt that internal M&E systems would be most helpful for facilitating the achievement of gendered policy outcomes.

Concerning the third and last research sub-question, the findings indicated that the M&E practises could be improved in different ways. The first route suggested by the participants was through better coordination of the offices that deal with gender issues at Wits University. Secondly, some participants suggested establishing an M&E unit to monitor M&E activity and processes, but in the same breath respondents indicated that this required the support and intentionality of senior management. Thirdly, participants shared the view that institutionalisation of internal M&E systems would increase the impact and contribution of M&E

practises. Similarly, senior management buy-in was singled out as highly influential because only when this is secured can adequate funds be made available to institute the system and for installation of personnel to oversee data collection and convert it into findings that can assist with decision-making.

Consistent with the deliberation undertaken above, the research objectives framed by the research questions set for this explorative case study were met. In summary, through this study, it was determined that there are no functional internal M&E systems, there is no formal adoption of GM, but tenets of GM are evident in various policies running at Wits University. Participants' perceptions and lived experiences of how M&E practises contribute to the implementation of gendered policies at Wits have provided insights into how these practises track targets and outcomes, thereby facilitating both their implementation and monitoring progress on results achieved.

6.2. Reflection on the contributions to knowledge

The findings of the Commission for Gender Equality (CGE, 2014, 2015) advised Higher Education Institutions (HEIs) in South Africa, including Wits University, to apply concerted effort on transformation. A recommendation to incorporate a gendered approach (adopt gender mainstreaming) was passed on to these HEIs. Seeing that there was limited information on the adoption of GM in HEIs in South Africa, this exploratory study sought to determine the situation at Wits University. Therefore, this study adds new findings from Wits University as a case study to the body of knowledge on HEIs in South Africa on the contributions of GM and M&E practises to achieving GM outcomes.

Since the findings revealed in this report on the discourses on GM and M&E are a first, they are worthy of consideration in the next cycle of gendered policy cycle iterations. To be precise, since there is currently no independent gender policy at Wits, these results provide indications of the possibility of implementing such a stand-alone policy. In addition, the results of this study can also inform management about the perceptions of staff regarding the adoption of M&E systems for a more streamlined approach to implementing policies (interventions), tracking their progress and accountability for the progress of these interventions.

6.3. General recommendations

This research case study has certain implications for Wits University as a South African HEI that strives to meet the recommendations of the Commission for Gender Equality on transformation, empowerment of women, and gender equality. The following general recommendations are shared in line with the understanding attained from an interrogation of the perceptions and lived experiences of respondents:

- It would be beneficial for Wits University to inject mentorship programmes into the training plans for staff (particularly for women until gender equity and equality are realised) at all occupational levels, to groom women interested in senior management positions. This in turn will lead to empowerment of women and eventually result in gender equality when the mentorship bears fruit and women move into senior management roles.

- With a view to attaining empowerment and gender equality, Wits University should set targets for recruitment of women into senior management with an aggressive plan to reach these. The execution of such a plan would have to be uncompromising because the participants insinuated that progress, while evident, is currently too slow to bring about a significant impact.
- Wits University to establish platforms and forums in which discussions around gender issues can be held. This will raise the collective ‘voice of women’ and help bring about a change in attitudes and behaviours, dismantling the effects of patriarchy and institutional culture identified as the root cause of gender inequality at Wits University.
- To meet the recruiting targets for women in senior management, Wits University will have to make a concerted effort to retain talented female staff and create opportunities for these female staff to make career advancements.
- It is imperative that Wits University addresses the gender pay gap for it to have fully committed staff. Disparities in the remuneration scales between males and females are demoralising and can cause talented staff to 'jump ship' to greener pastures.
- Wits University can also apply itself to permitting flexible work arrangements. Participants suggested that the physical makeup of women (wherein women can be ill during their periodic cycles) and the stereotypic

roles women must assume at home are some of the reasons why a flexible work arrangement would be beneficial for women's empowerment.

- Wits University can benefit from institutionalising an internal M&E system and establishing an M&E unit. The M&E systems will facilitate the implementation of interventions and the tracking of progress on the intervention targets, thus fostering accountability and transparency. Participants strongly suggested that reports shared with staff on how interventions were progressing and what was achieved in general from such a unit would build a cohesive community with awareness of gender issues and other elements at Wits University.

6.3.1. Recommendations for future studies

The results of this study brought to light some knowledge gaps that could be addressed by conducting exploratory research studies. Possible research studies that can be pursued to add onto this block of knowledge in the future include:

- A study carried out to understand the impact of institutional culture and patriarchy over time (cross-sectional research that may be qualitative or quantitative in nature). This research study can analyse trends on the proclivity for female staff to leave their positions or remain in the same position at Wits before moving into senior management occupational roles.
- A research study that may be qualitative or quantitative and interrogating perceived gender stereotyping biases in HEIs. The study could also consider the actions to be taken to stimulate attitudinal and behavioural changes.

- Another study that would be worth engaging in is one focussing on the gender pay gap between men and women at Wits University. Some intersecting factors that can be woven into the study would include patriarchy, race, and the level of experience on the job.
- If Wits University accepts the recommendation to institutionalise M&E systems, a study could be conducted a few years later to determine the contribution of M&E internal systems to the implementation of policies and interventions at Wits and to meeting their respective outcomes.

6.4. Conclusion

This study investigated the contributions of monitoring and evaluation (M&E) systems and practises to the implementation of gendered policies and gender mainstreaming (GM) and in reaching the set targets and outcomes on these policies at Wits University. Although there are no internal M&E systems available at Wits University, there are M&E practises and processes that encourage the tracking of targets in gendered policies. Wits University was found to be making steady progress toward achieving gendered policy outcomes, but participants believed that Wits could do better for a more significant and sustainable impact.

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Appendices

Appendix 1

UNIVERSITY OF THE WITWATERSRAND, JOHANNESBURG

WITS SCHOOL OF GOVERNANCE
UNIVERSITY OF THE WITWATERSRAND, JOHANNESBURG

Research Office:
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Research Ethics Chair:
Rekgotsofetse Chikane
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08 April 2021

Dear, Dr Sharon Gail Mpheletso Keitumetse Moeno

Title: Monitoring and Evaluation Contributions to Gender Mainstreaming at Wits University
Student Number: 780786
Degree: Master in Management in the field of Governance
Ethics Clearance Number: *WSG-2021-18*

All candidates must satisfy the University's ethical standards for research. Your ethics application has been received and reviewed by the Wits School of Governance Human Research Ethics Committee.

Your ethical clearance has been approved subject to you getting permission to conduct research from all sites where research is conducted. The letter(s) of permission to undertake research must be submitted to the WSG Research Office and kept on file with your final proposal and other ethics documents.

You may commence your data collection under the guidance of your supervisor. In the event that the scope, methodology or nature of the research changes, you are required to submit another ethics application reflecting the changes.

The onus is on you as the candidate, with support from your supervisor, to ensure your research complies with university human research ethics policies and protocols at all stages of the research process.

It is recommended that you keep this letter in a safe place as you are responsible for ensuring you have proof of ethics clearance and have lodged the ethics clearance / protocol number with Faculty before final submission of your research report. If you do not have an ethics clearance number, you are not permitted to graduate.

Please do not hesitate to contact me if you have any queries.

Yours sincerely



Rekgotsofetse Chikane
WSG Research Ethics Chair

Appendix 2

Information sheet (self-disclosure)

Dear prospective participant,

I am a student in the School of Governance at the University of the Witwatersrand and my name is Sharon Moeno. The purpose of this information sheet is to inform you about the interview I am conducting on a qualitative research case-study titled: '**Monitoring and Evaluation Practice Contributions to Gendered Policies and Gender Mainstreaming at Wits University**'.

During the process of enlisting participants, you were identified as one of the individuals who fulfil the criteria of inclusion into the study since you work in one of the offices (Gender Equity (GE) as well as Transformation units) or are affiliated with Transformation committees or form part of the academic and professional support occupations relevant for this study and have been employed at Wits University for more than one year.

I sincerely hope that you will be interested in participating. If you decide to participate, I shall set up an interview session with you, lasting 45 to 60 minutes according to your availability. The interview may be held telephonically or online using MS Teams. A selection of the mode of interviewing will be made in line with your preference. Your participation would be voluntary and you remain free to change your mind and to decide not to participate at any given time.

This study is conducted in partial fulfilment of the Masters of Management degree in the field of Governance (Monitoring and Evaluation) under the supervision of Prof Erin McCandless and Dr Caitlin Blaser-Mapitsa. The results of this study will be published as a report in the form of a dissertation and possibly in a peer-reviewed academic journal article. However, anonymity and strict confidence of information obtained from participants will be upheld during the study and afterwards. The obtained information will be kept for ten years after which any hard copies of the data collected from all participants will be shredded and discarded.

Information sought in this study is centered on monitoring and evaluation of gender mainstreaming at Wits University. I strive to obtain your views on (i) whether there are internal functional monitoring and evaluation frameworks used for gender mainstreaming implementation at Wits University; (ii) how the monitoring and evaluation (M&E) of the gender mainstreaming strategy affect gender mainstreaming implementation at Wits University; (iii) how M&E contributes to the achievement of gender mainstreaming outcomes (empowerment

and gender equality) at Wits University; and (iv) how to improve the M&E frameworks (and processes) and in turn improve attainment of gender mainstreaming outcomes at Wits University. By virtue of your employment capacity, I believe you have valuable insights and experiences to share that could be beneficial to this self-funded qualitative case-study.

I have confidence that you will find the interview experience personally rewarding. If you wish to contact me, I can be reached by phone (0117172436) or email (Sharon.Moeno@wits.ac.za) to answer any questions you might have. Within a week, I shall follow up with a phone call to determine your interest towards participating in this study. Thank you for considering this request.

Sincerely,
Sharon Moeno

Supervisor details: Prof Erin McCandless/ Dr Caitlin Blaser-Mapitsa
Email: erin.mccandless@wits.ac.za, caitlin.mapitsa@wits.ac.za
Wits phone number: 0117173506/ 0117173692

Appendix 3

Informed consent

Title: Monitoring and Evaluation Practice Contributions to Gendered Policies and Gender Mainstreaming at Wits University

Principal investigator and contact information: Sharon Moeno (Tel: 0117172436)

Purpose of the study: The purpose of this study is to explore whether internal M&E systems and practices contribute to the realisation of gender mainstreaming (or gendered policy) empowerment and gender equality outcomes at Wits University.

Intended outcomes of the study: The study is intended to contribute to an understanding of (i) whether there are internal functional monitoring and evaluation frameworks used for gender mainstreaming implementation at Wits University; (ii) how the monitoring and evaluation (M&E) of the gender mainstreaming strategy affect gender mainstreaming implementation at Wits University; (iii) how M&E contributes to the achievement of gender mainstreaming outcomes (empowerment and gender equality) at Wits University; (iv) how to improve the M&E frameworks (and processes) and in turn improve attainment of gender mainstreaming outcomes at Wits University. The results of the study will be published as a report for the fulfilment of the dissertation requirement. Results may also be shared in a conference presentation or journal article.

Procedures and what participation entails: This study relies on a semi-structured interview guide administered by me, the principal investigator (interviewer). In the interview, you can share your perception on the monitoring and evaluation practices of gender mainstreaming at Wits University. The interview will be scheduled around your availability and will ideally take between 45 and 60 minutes to complete and will be recorded using a digital device (with your permission).

Confidentiality: Participation is by all means confidential and your identity will be kept anonymous throughout this study and at past its completion. Pseudonyms (fictitious names) will be applied in reference to you in the resulting dissertation report, or in any resulting publication or presentation to avoid revealing specific details that might inform the readers of your identity as participant.

Participant rights and compensation: Participation in this study is completely voluntary and can be withdrawn without consequence at any time. You have the right to ask questions at any point during the study. Although, your time and experiences are greatly valued, there will be no compensation for participation. I will deliver and conduct the interview. If you experience distress at any point during the interview, please inform me. However, you may also contact the designated psychologist, for Wits University staff (by calling at 0861635766, or by dialing *134*926#, or by emailing at asknelson@kaelo.co.za). Possible benefits from participation include having each participant's voice heard, as well as feeling empowered knowing that your shared experiences may contribute to gender equality in the higher education sector.

In case you have any questions or concerns about participating in this study, you may contact me, Sharon Moeno (at Sharon.Moeno@wits.ac.za or 0117172436).

If you are willing to participate in this study according to the terms above, please fill your name, sign and date this form below and place it in an envelope to be sealed (to ensure anonymity). Once communication is received from your office, I shall collect the signed informed consent letter in the sealed envelope. Following this, I shall contact you to set up an interview session at a time suitable for you. Thank you for your kind consideration of this request.

……..	……	……..
Participant name	**Participant signature**	**Date**

Appendix 4

Qualitative research data-collection instrument

Semi-structured interview guide

Participant information

Sex: Male ☐ Female ☐

Age: 21-30 yrs. ☐ 31-40 yrs. ☐ 41-50 yrs. ☐ 51-60 yrs. ☐ 61-70 yrs. ☐

Number of years of employed at WITS: ☐ Work experience in years: ☐

Office of Practice: Gender Equity ☐ Transformation ☐

Specify the position/level of employment:

.....

Please select the option that most closely describes your contractual status within the organization:

Continuing appointment ☐ Fixed term appointment ☐ Other ☐

Qualitative interview introduction

Length of interview: 45-60 minutes

Primary goal of interview: To engage in a conversation with a focus on your experiences, your perceptions and what you think or feel about the topic considered.

A. Gender mainstreaming strategy at Wits University

Question 1

According to your knowledge, does Wits University (WITS) have a policy on gender mainstreaming (strategy) or a similar gendered policy?

Probe question 1

Can you describe your understanding of the gendered policy that WITS has implemented? (what is it intended to achieve)?

Question 2

Based on your experience, is there an internal monitoring and evaluation system or framework used to track progress on policies (to monitor and conduct periodic reviews/evaluations)?

Probe question 1

From your experience, are there monitoring and evaluation practices in place to monitor gender mainstreaming or other gendered policies at Wits University?

Question 3

Do you think the practices for monitoring and evaluation of gender mainstreaming contribute to the success of the gender mainstreaming/gendered policy at Wits University? How would you say these practices facilitate this?

Probe question 1

In your view, is it important to carry out monitoring and evaluation of gender mainstreaming (or other gendered policies)?

Probe question 2

How would you evaluate the success of the gender policy? (would you say it has accomplished its purpose?)

Probe question 3

In your view, what have been the most important outcomes of the implementation of gender mainstreaming/gendered policy at WITS?

Probe question 4

In your knowledge, are the following gender mainstreaming/gendered outcomes part of the outcomes that WITS monitors and periodically evaluates for?

(i) gender parity, (ii) gender equality, (iii) gender equity, (iv) empowerment and (v) transformation

Probe question 5

From your experience, are there targets and timelines to be met to achieve outcomes for this policy and have they been met?

Probe question 6

From your experience how is accountability for this policy ensured at Wits?

Question 4

What factors do you feel contribute either negatively or positively to gender mainstreaming/gender policy at Wits University? (Please elaborate for either negative or positive)

Probe question 1

In your viewpoint/from your experience, what forms of resources, support and opportunities have been extended to women to achieve the outcomes highlighted above? i.e. gender parity, gender equality, gender equity, empowerment and transformation

Probe question 2

What do you think can be done to improve on the resources, opportunities and support provided to meet the outcomes for gender mainstreaming/ gendered policy?What have been the most important measures taken to implement gender mainstreaming at Wits University?

Question 5

What do you think should be done to improve the monitoring process/practices (to achieve gender mainstreaming outcome targets) at WITS?

Probe question 1

What is your view on the importance of coordination of the human resources, gender equity and transformation units on the gender mainstreaming strategy/gendered policy(ies) at Wits University? Are they currently coordinating efforts on this policy? How so?

Probe question 2

What can be done to improve the effectiveness of the partnership and cooperation between these units at Wits University?

Probe question 3

In your view, would having an independent monitoring and evaluation unit/office or internal system prove helpful in coordinating and overseeing the implementation,

monitoring and, evaluation of policies such as the gender mainstreaming strategy or other similar gendered policies?
B. Concluding remarks 1. Thank the participant for taking part in the study. 2. Invite the participant to give their final thoughts on the discussion, and what they perceive to be the best way forward towards achieving empowerment and gender equality in higher education institutions such as Wits University.

Appendix 5

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ORIGINALITY REPORT

3%	0%	0%	3%
SIMILARITY INDEX	INTERNET SOURCES	PUBLICATIONS	STUDENT PAPERS

PRIMARY SOURCES

1	Submitted to University of Witwatersrand Student Paper	3%

Exclude quotes	On	Exclude matches	< 1%
Exclude bibliography	On		