



women, youth &  
persons with disabilities

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

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# **EVALUATION ON EMPOWERMENT OF WOMEN, YOUTH, AND PERSONS WITH DISABILITIES**

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**Formative Evaluation on the Implementation of Gender  
Responsive Planning, Budgeting, Monitoring, Evaluation  
and Auditing Framework (GRPBMEAF)**

**November 2023**

## Acronyms

ANC	African National Congress
APP	Annual Performance Plan
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CFO	Chief Financial Officer
CGE	Commission for Gender Equality
CGIF	Country Gender Indicator Framework
CODESRIA	Council for the Development of Social Science Research in Africa
COGTA	Department of Cooperative Governance and Traditional Affairs
DoJ&CD	Department of Justice and Constitutional Development
DPME	Department of Planning, Monitoring and Evaluation
DPSA	Department of Public Service and Administration
DWYPD	Department of Women, Youth, and Persons with Disabilities
ECD	Early Childhood Development
EU	European Union
FWID	Forum for Women in Development
GAD	Gender and Development
GEM	Gender Empowerment Measure
GFP	Gender Focal Person
GRP	Gender Responsive Planning
GRPB	Gender Responsive Planning and Budgeting
GRPBMEAF	Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing Framework
GTZ	German Technical Corporation
HSRC	Human Sciences Research Council
ICT	Information and Communication Technology
IDRC	International Development Research Council
IMF	International Monetary Fund

ILO	International Labour Organisation
KII	Key Informant Interviews
M&E	Monitoring and Evaluation
MoGLSD	Ministry of Gender, Labour and Social Development
MoFPED	Ministry of Finance, Planning and Economics Development
MTSF	Medium Terms Strategic Framework
NDHS	National Department of Human Settlements
NEPF	National Evaluation Policy Framework
NGPF	National Gender Policy Framework
NT	National Treasury
OECD	Organisation for Economic Cooperation and Development
SADC	Southern African Development Community
SOEs	State-Owned Enterprises
SOP	Standard Operating Procedure
SP	Strategic Plan
SportandDev	Sport and Development Organisation
SPLUMA	Spatial Planning Land Use Management Act
STEM	Science, Technology, Engineering, and Mathematics
STATS SA	Statistics South Africa
ToC	Theory of Change
UNEG	United Nations Evaluation Group
UNDP	United Nations Development Programme
VAT	Value-Added Tax
WAD	Women and Development
WEGE	Women Empowerment and Gender Equality
WES	Women's Entrepreneurship Strategy
WID	Women in Development
WYPD	Women, Youth, and Persons with Disabilities

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## Definition of key terms

- **Gender:** refers to the roles, behaviours, activities, and attributes that a given society at a given time considers appropriate for women and men. Gender determines what is expected, allowed, and valued in a woman or a man in a given context (UN Women, 2022).
- **Gender equality:** refers to the equal rights, opportunities, and treatment of women and men in all areas of society, including economic, political, social, and cultural spheres. It means that women and men should have the same access to resources, opportunities, and services, and should be able to enjoy the same levels of freedom, security, and well-being.
- **Gender equity:** refers to the fair distribution of resources, opportunities, and responsibilities between women and men, with a focus on addressing historical and systemic inequalities that have resulted in women being disadvantaged and discriminated against. Gender equity recognizes that women and men have different needs, experiences, and roles in society, and that addressing these differences requires considering the unequal distribution of power, resources, and opportunities that exists between the genders.
- **Gender mainstreaming:** a strategy that aims to integrate gender perspectives and considerations into all areas and levels of policy development, implementation, monitoring, and evaluation. The goal of gender mainstreaming is to promote gender equality and address gender-based disparities and discrimination by ensuring that all policies, programs, and activities consider the different needs, experiences, and priorities of women and men.
- **Women's empowerment:** refers to the process of enabling women to have control over their own lives, make their own decisions, and have access to resources and opportunities to reach the full potential. It involves removing barriers and addressing discrimination and inequalities that prevent women from fully participating in social, economic, and political life.
- **Gender-responsive:** describes processes or outcomes that explicitly take gender equality into account, for example through research, data collection, analyses,

consultation, and other processes. Processes and outcomes that are gender-responsive could be laws, policies, programs, services and other inputs that are formulated, planned and delivered in a manner that facilitates the achievement of gender equality.

- **Gender-responsive planning** involves integrating gender considerations into all stages of the planning cycle, including design, implementation, monitoring, and evaluation of policies and programs, in order to address gender inequalities in all areas of development (UN Women, 2014). This means considering the different needs, priorities, and experiences of women, men, girls, and boys, and designing policies and programs that are gender-sensitive and responsive.
- **Gender-responsive budgeting:** Gender responsive budgeting is embedded in gender analysis which interrogates the extent to which the budget deals with gender gaps and examines resource distribution between concerns that affect men and women, boys, and girls in a specific context. The purpose of gender responsive budgeting is to ensure the inclusion of issues that are often excluded in budgets and policy analyses for example, women's unpaid work, and resource distribution within households. Effective gender analysis results in appropriate gender planning, equality of opportunities and outcome and economic growth. Gender responsive budgeting includes restructuring budgets so that public finances are spent in ways that contribute to women's empowerment and gender equality, thus making improving the outcome of public policies. Gender responsive budgeting in the long-term contributes to sustainable growth and development. The EU identifies the objectives of gender responsive budgeting and outlines them as follows (EIGE, 2017:4):
  - Promote accountability and transparency in fiscal planning (EIGE 2017:4);
  - Increase gender participation in the budget process, for example by undertaking steps to include men and women equally in budget preparation (EIGE 2017:4);
  - To advance women's empowerment and gender equality.

Gender responsive budgeting is a tool for the achievement of women's empowerment and gender equality through the deliberate and intentional

deployment of gender-sensitive methodology in fiscal planning. Gender-neutral budgeting processes remain blind to the inequalities among men and women, boys and girls in each context and result in the inequality of opportunities and outcomes.

Gender responsive budgeting can be applied at various levels of decision-making. In the EU, gender responsive budgeting occurs at the national level, regional and local government level. Gender responsive budgeting, when done at the regional and local government levels presupposes that these levels are closer to the people at the grassroots levels and are therefore well-placed to address gendered concerns (EIGE, 2017). The same process can and should be applied in South Africa so that gender responsive budgeting occurs at the national, provincial, and local government level where the challenges of service delivery abound.

Critical factors for effective gender responsive budgeting, political will by the leadership, commitment to implement the process, capacity of bureaucrats to deploy a gender lens in the budgeting process; active participation of civil society in the budgeting process and the use of gender-disaggregated data in planning and budgeting (EIGE, 2017).

Effective implementation of gender responsive budgeting entails integrating gender perspectives into the budget process, considering the achievement of women's empowerment and gender equality, viewing every element of budgeting from a gendered lens, continuously monitoring and evaluating budgets through a gender lens and integrating participation of critical stakeholders into the budgeting process (EIE, 2017).

- **Gender-responsive monitoring** involves tracking the progress in the implementation policies, programs, and budgets on different gender groups, and using the data and insights gained to inform future on-going planning and budgeting decisions. It is a critical component of gender-responsive planning and budgeting, as it helps to ensure that policies, programs, and budgets remain on track in promoting gender equality and women's empowerment (UN Women, 2014).

- **Gender-responsive evaluation** involves assessing the effectiveness and impact of policies, programs, and budgets in achieving gender equality and women's empowerment goals and using the findings to inform future policy and budget decisions. Another important component of gender-responsive planning and budgeting.
- **Gender-responsive auditing** involves examining the extent to which policies, programs, and budgets are designed and implemented in a gender-responsive manner, and are achieving the intended gender equality outcomes. It is an emerging area of practice that focuses on assessing the effectiveness of policies, programs, and budgets in achieving gender equality and women's empowerment goals, with a particular emphasis on accountability and transparency.
- **Gender-transformative**: refers to interventions (e.g., projects, programmes and policies) that use gender mainstreaming to design and implement activities that attempt to redefine gender roles and relations and promote positive gender equality results.
- **Theory of Change**: A tool that describes a process of planned change, from the assumptions that guide its design, the planned outputs and outcomes, to the long-term impacts it seeks to achieve.
- **Intersectionality**: The linkages between different sources of inequality, discrimination, and exclusion.

## **Executive Summary**

The Department of Women, Youth, and Persons with Disabilities (DWYPD) conducted a formative evaluation on the implementation of the Gender-Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing Framework (GRPBMEAF). The purpose of the formative evaluation was to assess the implementation progress of the GRPBMEAF and enhance knowledge to contribute to the design and implementation of the Framework in South Africa. The specific objectives of the formative evaluation were to develop the Framework's theory of change with a detailed programme theory to inform the design, implementation, and adaptation of the programme; test the components of the theory of change; conduct an evaluability assessment to determine and improve evaluability going forward; assess the implementation of the GRPBMEAF and determine effectiveness and relevance of implementation to date.

The formative evaluation was undertaken as an implementation evaluation, and it focused on the six evaluation criteria (i.e., relevance; coherence; effectiveness; efficiency; impact (early outcomes); and sustainability). A theory-based mixed methods approach was applied, where both qualitative and quantitative methods were used in combination for triangulation purposes. The specific methods used included document analysis, key informant interviews, a survey of officials, focus group discussions and a theory of change workshop. A total of 53 knowledgeable participants were interviewed as key informants. The survey targeted gender focal persons, planning and finance units across government departments and entities. A total of 137 respondents completed the online self-administered questionnaire. A total of eighteen (18) community level focus group discussions were conducted across the nine (9) provinces. The community level engagements were aimed at providing community members and grassroots organisations an opportunity to provide personal views, experiences and observations on the implementation and results of the GRPBMEAF interventions.

Amongst other key objectives of the formative evaluation was a participatory development of the GRPBMEAF's theory of change. Currently, the GRPBMEAF presents a less detailed theory of change, which shows elements that explain how the GRPBMEAF is expected to lead to better outcomes for women and girls, and greater levels of gender equality. A more detailed theory of change was developed in

collaboration with key actors who participated in a theory of change workshop. The theory of change was found to be coherent, with a clear and logical pathway from inputs, interventions, outputs, outcomes, and impact. The analysis of the data indicated that the GRPBMEAF is relevant to all the three sectors, i.e., Women, Youth and Persons with Disabilities (WYPD), although youth and persons with disabilities were not included in the initial design of the Framework. The objectives of the GRPBMEAF remain relevant to the current socio-economic climate, and activities and outputs were considered consistent with the desired impact.

The implementation of the GRPBMEAF has commenced across most national and provincial departments, and the implementation progress varies across the departments and pillars. The implementation of the GRPBMEAF includes coordination activities led by centre of government departments, and department specific activities. Significant progress has been made at the coordination level and several policies and systems have been engendered, guidelines developed, awareness raised, and capacity building efforts implemented. While awareness levels on the GRPBMEAF are high across the officials that were interviewed, this has not yet translated into adequate understanding beyond the gender focal persons.

The results show that progress has been made on pillars that relate to policy priorities and plans (Pillars 1, 2, 3), and these have been implemented effectively across departments. An analysis of the latest strategic plans for 123 departments/ entities found that 23.6% were not WYPD responsive, while 76.4% were at varying levels of WYPD responsiveness. Similar trends apply to annual performance plans, where 15.7% of the assessed 134 annual performance plans were not responsive, and 84.3% were at different responsiveness levels. However, these priorities have not yet translated into specific interventions, which remain not WYPD responsive. The evaluation found that, of the 123 strategic plans that were assessed, less than half (49.6%, n=61) have clear interventions in major programmes in the strategic plans that are aimed at the empowerment of WYPD, including in cases where targets are disaggregated according to these three sectors. Capacity gaps were highlighted, suggesting that there is an urgent need for further capacity building to improve efficiency and effectiveness in the implementation of the Framework.

Even though it is too early to make strong conclusions, or to attribute these to the Framework, the results have shown that the outcomes of the GRPBMEAF are progressing in the right direction, with evidence of improvements in the outcomes for marginalised groups such as women, youth, and persons with disabilities. However, challenges remain in ensuring that the Framework achieves the intended objectives.

Based on the findings of this evaluation, the following recommendations are made:

- Further communication and awareness initiatives should continue, targeting officials at the provincial levels and in other departmental units, such as finance. These awareness initiatives should target actors outside government, who are important players in ensuring that government departments deliver on targets for women, youth, and persons with disabilities.
- Targeted capacity building activities should be implemented. While many officials indicated the commitment to the cause of the marginalised actors, it was clear that there are capacity gaps on how to translate some GRPBMEAF proposals into concrete interventions that can benefit the marginalised groups.
- Targets for the implementation of the GRPBMEAF should form part of key performance areas for all levels of government officials. This will ensure that all officials are obligated to implement the GRPBMEAF interventions.
- The GRPBMEAF should be enacted, so that compliance is enforceable.

# **1. Introduction**

## **1.1 Background**

The Department of Women, Youth, and Persons with Disabilities (DWYPD) conducted a formative evaluation on the implementation of the Gender-Responsive Planning, Budgeting, Monitoring and Evaluation Framework (GRPBMEAF). The GRPBMEAF, which was approved by Cabinet in 2019, aimed to catalyse gender mainstreaming across the state machinery to improve women's empowerment and gender equality, in pursuit of the country's constitutional vision of a non-sexist society (DWYPD, 2019). To deepen understanding of the GRPBMEAF, the DWYPD developed guidelines on how the Framework should be applied in practice (DWYPD, 2020a). The Country Gender Indicator Framework (CGIF) was developed to supplement the GRPBMEAF to strengthen the government's ability to plan for and measure progress towards gender equality and the empowerment of women (DWYPD, 2020b).

While the GRPBMEAF, which was developed and adopted prior to the establishment of the DWYPD, focused on challenges facing women, such as the exclusion and subordination at a political, economic, and social level, patriarchy, unequal access or ownership of productive resources, and women's unequal burden of unpaid care work, its implementation was adapted to include Youth and Persons with Disabilities sectors. For example, it was noted that in the GRPBMEAF (DWYPD, 2019), youth was mentioned twice in the context of discussing global and regional normative agreements, and persons with disabilities were mentioned once when discussing the constitutional imperative of protection against unfair discrimination. The guidelines on the implementation of the GRPBMEAF (DWYPD, 2020) regularly mentioned all the three sectors, i.e., Women, Youth, and Persons with Disabilities, as part of objectives and priorities to be considered when institutionalising the Framework. The CGIF (DWYPD, 2020b) consistently mentioned the three sectors when discussing plans and indicators, making it clear that the GRPBMEAF implementation is applicable to all the three sectors (WYPD), i.e., women, youth, and persons with disabilities.

Women, Youth, and Persons with Disabilities (WYPD) are subjected to the triple threat of poverty, inequality, and unemployment in the country, and black women are the most affected by these socioeconomic challenges and other forms of discrimination based on the gender, race, class, spatial location, and physical abilities. This further perpetuates gender and racial inequalities and entrenches the exclusion and marginalisation of black women in social, economic and political spheres, more so those with disabilities. By including WYPD, the GRPBMEAF seeks to ensure that the existing planning, budgeting, monitoring, evaluation, and auditing systems are gender, youth, and disability responsive. The GRPBMEAF is intended to close the gap between the planning and budgeting processes with an overall approach of mainstreaming gender, youth and disabilities across the planning, budgeting, monitoring, evaluation, and auditing cycle to improve women's empowerment and gender equality, youth development and the promotion of the rights of persons with disabilities. It seeks to ensure that the three marginalised groups (WYPD) are empowered, and that equality across gender, age and disability are at the centre of public policy priorities, results-based planning, budgeting, and accountability. The Framework aims to ensure that the allocation of adequate and equitable resources for these objectives are linked to broader public finance reforms to enhance the country's overall levels of inclusive growth, development, and the broader political and socioeconomic transformation agenda; and ultimately, to contribute to the achievement of our Constitutional vision of a non-sexist society.

Since the inception of the GRPBMEAF in 2019, several efforts have been made to understand progress in its institutionalisation across government departments. A rapid evaluation of the GRPBMEAF was done by the DWYPD in 2020, which found that implementation of the GRPBMEAF was still in its infancy (DWYPD, GRPBMEAF Rapid Evaluation, 2020). While there was good progress at the national level through centre of government departments such as the Department of Planning, Monitoring and Evaluation (DPME) and DWYPD, implementation was found to be slow across other departments and across the implementation pillars. The rapid evaluation found that gender blindness remained predominant, even though there were signs that new instruments and systems (e.g., the 2019-2024 Medium Term Strategic Framework 2019-2024 and the Revised Framework on Strategic Plans and Annual Performance Plans) were more gender inclusive. The Commission for Gender Equality (CGE)

reviewed the implementation progress of the GRPBMEAF in 2021 and found that the implementation was slow and fraught with several challenges (CGE, 2021). The DWYPD produces regular progress reports based on a self-assessment monitoring tool (DWYPD Progress Reports, 2021a, 2021b). These reports showed limited and varying GRPBMEAF implementation progress across national departments and Offices of the Premiers (OTPs).

While these efforts to assess progress in the implementation and institutionalisation of the GRPBMEAF have helped, the attempts have tended to include few departments, even among national departments which have been the main focus. Implementation of the Framework among provincial departments has not been assessed beyond the provincial OTPs (among those few provinces that have completed the self-assessment monitoring tools). The experiences of officials involved in the implementation have rarely been solicited with exception of interactions with centre of government officials by the CGE (CGE, 2021). The early outcomes (i.e., the extent to which outcomes are trending towards the right direction) on the implementation of the Framework have not been assessed. Therefore, the aim of this evaluation is to conduct a comprehensive formative evaluation to provide further evidence on the implementation progress and early outcomes. Since the Framework was approved by Cabinet in 2019, the formative evaluation seeks to contribute to baseline knowledge on the design, monitoring and evaluation (M&E) Framework (Theory of change (TOC)) and performance data (implementation progress).

## **1.2 Evaluation objectives**

### **1.2.1 Overall purpose**

The purpose of the formative evaluation is to assess the implementation progress of the GRPBMEAF and enhance knowledge to contribute to the design and implementation of the Framework in South Africa going forward.

## **1.2.2 Specific objectives**

The specific objectives of the formative evaluation are as follows:

1. To develop the theory of change with a detailed programme theory to inform the design, implementation, and adaptation of the programme.
2. Test the components of the theory of change.
3. To conduct an evaluability assessment to determine and improve evaluability going forward.
4. To assess the implementation of the GRPBMEAF and determine effectiveness and relevance of implementation to date.

## **1.3 Evaluation questions**

### **1.3.1 Key evaluation questions**

- How effective is the GRPBMEAF implementation in South Africa?
- How can the Framework be improved to yield the desired outcomes?

### **1.3.2 Sub-questions**

The proposed evaluation questions are as follows:

- What is the theory of change underlying the intervention and is it working? If not, why?
- What has the implementation process entailed?
- To what extent has the GRPBMEAF been implemented as planned and institutionalised?
- What interventions have been implemented effectively?
- How many departments have institutionalised the Framework?
- What results have been achieved? (Effectiveness, outputs, early outcomes)?
- What are the lessons learnt (obstacles, challenges, successes, innovations, and good practices) in the implementation of the GRPBMEAF?
- How can the GRPBMEAF be strengthened?
- How can the evaluability of the GRPBMEAF be strengthened?

## **1.4 Evaluation scope**

The scope of the evaluation included the following:

1. All ten pillars of the GRPBMEAF.
2. All national and provincial government departments.
3. Selected relevant institutions and bodies such as parliament.
4. Implementation in the period from 01 April 2019 to date.

## **1.5 Organisation of the report**

The evaluation report is organised into seven (7) sections. The first (1<sup>st</sup>) section covers the introduction, background, objectives, questions and scope of the formative evaluation. The second (2<sup>nd</sup>) section presents the evaluation design and methodology adopted to address the evaluation objectives. This section further presents a brief discussion of the definition, types and forms of evaluation, highlighting that this formative evaluation is conducted as an implementation evaluation. A case study and theory-based evaluation design is adopted, with a mixed method approach used to triangulate findings from different techniques such as document reviews, key informant interviews, self-administered questions and focus group discussions. Section three (3) presents theories and international experiences with the implementation of gender, youth, and disability mainstreaming initiatives. Section four (4) presents the findings of the evaluation. A theory of change that was collaboratively developed by key stakeholders is presented and the components of the theory of change are tested. The main findings on the implementation progress, institutionalisation, and early outcomes of the GRPBMEAF are presented, and evaluability assessment are presented. Section five (5) presents the discussion of the main findings, and the last two (2) sections present the recommendations and conclusions of the formative evaluation respectively.

## **2. Evaluation design and methodology**

The Department of Planning, Monitoring and Evaluation (DPME), which is the custodian of Planning, Monitoring and Evaluations in government, seeks to promote evaluation as an integral tool for effective decision-making across all spheres of government and sectors in South Africa (DPME, 2019). The National Evaluation Policy Framework (NEPF), developed by DPME, was initially adopted in 2011, and was updated in 2019, aims to provide a foundation or minimum standards for conducting quality evaluations that “can be used to improve the effectiveness, efficiency, relevance, coherence and the impact of government interventions” (NEPF, 2019: 11). It provides the basis against which government evaluations should be commissioned. As such, the formative evaluation of the GRPBMEAF was guided by the NEPF, together with other guidelines from the DPME (such as the Gender-Responsive Evaluations Guideline 2.2.24, DPME, 2020). Further, the evaluation design and methods were informed by current evaluation literature (e.g., Manning et al., 2022; Odendaal et al., 2016) and international guidelines from international institutions, such as the UN’s Norms and Standards for Evaluation (UNEG, 2016), the Organisation for Economic Cooperation and Development’s (OECD) updated benchmark evaluation criteria (OECD, 2020), and the United Nations Women’s evaluation handbook (UN Women, 2015).

Given the evaluation questions, it is important that an approach be adopted to answer those questions (i.e., an evaluation design) (Johnson, 2021). An evaluation design is a structure created to produce an unbiased appraisal of a programme's benefits (Spiel, 2001). The design helps to clarify which evaluation methods are best suited to gathering the data needed to answer the evaluation questions (Johnson, 2021). The succeeding sub-sections present a discussion on the conceptualisation of relevant concepts, selected evaluation approach, evaluation criteria, as well as the data collection and analysis adopted for this exercise.

### **2.1 Definition, types, and forms of evaluations**

Evaluation has been defined in several ways with a basic understanding of evaluation being that it is a systematic process aimed at understanding what a programme does

and how well the programme does it (Spiel, 2001). Broadly understood, evaluation is a 'systematic process to judge merit, worth or significance by combining evidence and values' (Better Evaluation, n.d). One of the oldest definitions refers to evaluation as "the process of obtaining information and using it to form judgements which in turn are to be used in decision-making" (TenBrink, 1974, P.8). A comprehensive definition is provided by the 2016 United Nations Evaluation Group (UNEG) Norms and Standards, which refers to evaluation as "an assessment, conducted as systematically and impartially as possible, of an activity, project, programme, strategy, policy, topic, theme, sector, operational area, or institutional performance" (UNEG, 2016, P.10). The UNEG (2016) emphasises that information should be generated and analysed in a credible and unbiased manner, and that it should meet several norms, such as transparency, utility, internationally agreed principles, goals and standards, ethics, and independence.

The NEPF defines evaluation as the "systematic collection and objective analysis of evidence on public policies, programmes, projects, functions and organisations to assess issues such as relevance, performance (effectiveness and efficiency), value for money, impact and sustainability, and recommend ways forward" (DPME, 2019, PP). South Africa is a leader in Africa when it comes to national evaluations, with evaluations focusing largely on the government programmes/ projects and operations. Recent figures indicate that a total of 65 national evaluations had been completed in 2019, supported by the Department of Planning, Monitoring and Evaluation (DPME) (Goldman et al. 2018; Goldman et al 2019; Manning et al 2022). A few of these have been formative evaluations. For example, a quick check on the DPME's evaluations repository found only four formative evaluations.

Evaluations can be categorised according to the timing of the evaluation (i.e., evaluation types) or use of the analysis (i.e., evaluation forms). Using timing, evaluation types include formative and summative evaluations. Summative evaluations, which have traditionally dominated evaluations (Lepori et al 2012), aim to measure the extent to which programme goals were achieved. Summative evaluations focus on outcomes of the programme, policy, or project. Formative evaluations investigate the ways in which a programme, policy or project is being implemented. The focus of a formative evaluation is on design or improvement of the implementation

process. Formative evaluations are conducted during programme implementation and assess the extent to which programme goals are being achieved and seek to understand the challenges of implementation. Formative evaluation allows the identification of impediments to achieving the programme outcomes at an early stage. Formative evaluation data is utilised to develop or refine implementation strategies to improve implementation success (Elwy et al., 2020; Stetler et al., 2006).

The different forms of evaluations include diagnostic evaluation (conducted before intervention to understand the root causes and options to address the problem); implementation or process evaluation (done during programme implementation to guide programme improvement), outcome or effectiveness evaluation (done to assess the effects of a programme on the beneficiaries), impact evaluation (measures progress towards the final goal) and economic efficiency evaluation (DPME, 2019). The form that formative evaluations typically take are diagnostic and implementation evaluations, while summative evaluations are typically outcome and impact evaluations. The formative evaluation of the GRPBMEAF is undertaken as an implementation evaluation to contribute to improving the knowledge base of the GRPBMEAF, including the theory of change and performance data; understanding what works, what does not work and factors behind the performance to contribute to improved design, implementation and results going forward.

## **2.2 An overview and selection of the evaluation design**

The three (3) main types of evaluation designs include: experimental design, quasi-experimental design, and non-experimental design. Important considerations in choosing an evaluation design include the evaluation questions, type/characteristics of intervention being evaluated, data available and maturity of the intervention (DPME, 2019; Johnson, 2021). There is no single 'best way' of designing an evaluation (Spiel, 2001). An experimental design involves randomly assigning participants or beneficiaries of interventions to a treatment or control group to investigate the extent to which a programme or intervention is more effective than the current process. Experimental or randomised designs are generally considered the most robust of the evaluation approaches and are often viewed as the gold standard against which other evaluation designs are judged (Khandker et al., 2010; Mertens & Wilson 2019; Wholey et al., 2014). The experimental or randomised designs are often too expensive,

unethical, or simply impossible, and are rarely used in programme evaluations. The experimental design cannot be applied in evaluating the GRPBMEAF, as the Framework was not implemented randomly among the departments and public institutions. A quasi-experimental design is used when it is not possible to construct treatment and comparison groups through experimental design, but other techniques (e.g., matching techniques) can be used to generate comparison groups that resemble the treatment group, at least in observed characteristics. This design is not applicable for the GRPBMEAF, since the Framework is implemented across government.

Non-experimental designs, which are more applicable for the formative evaluation of the GRPBMEAF, do not involve a comparison or control group. Examples of non-experimental designs include pre and post-intervention studies, case study approaches, theory-based approaches, post-intervention-only analyses, most significant change, developmental evaluation, empowerment evaluation, etc. In terms of evaluation approaches, a few evaluation approaches were considered for the formative evaluation of the GRPBMEAF, namely the most significant change, participatory evaluation, contribution analysis, case study approach and theory-based approach. Participatory evaluation would include stakeholders who play a role in the implementation of the Framework in any stage(s) of the evaluation process. However, it is important to consider the purpose of involving stakeholders and when and which stakeholders to include. Given that this was a formative evaluation, early stakeholder involvement could lead to any problems. Contribution analysis examines causal questions in programme evaluations and maps them to a theory of change. However, the GRPBMEAF theory of change has not been fully developed and therefore there are only early outcomes during this stage. The most significant change approach analyses personal accounts of change related to the programme and decides which accounts are the most significant. The most significant changes are used to inform lessons about how change comes about and in what contexts. However, it does not provide information about the usual experience but about the extremes, thereby missing significant information. Given that it is early to investigate impact changes because of the Framework, this approach is considered inappropriate.

A case study focuses on a unit, be it a person, site, or programme. It typically uses both quantitative and qualitative data. A case study assists to understand how

programme elements (implementation, context, and other factors) interact and translate into observed impacts. The case study evaluation approach is often used to get an in-depth understanding of a programme and is useful when an evaluation aims to capture information on more explanatory ‘how’, ‘what’ and ‘why’ questions (Crowe et al., 2011; Johnson, 2021). A case study is used for programme evaluation when the programme is innovative or unique, when it is implemented in a new setting, when a unique outcome requires more detailed investigation, or when the programme is being implemented in an unpredictable environment (Balbach, 9 California Department of Health Services, 1999). A theory-based evaluation approach focuses on understanding the assumptions, hypotheses and causal pathways that underpin a programme (Brickmayer & Weiss, 2000; Stame, 2004; van der Knaap, 2004).

A combination of a case study approach and theory-based approach was utilised for the formative evaluation on the implementation of the GRPBMEAF. The case study approach provides robust data that is needed during the implementation phase. The explanatory case study and theory-based approaches can explain the relationships among programme components, investigating programme implementation and operations, often at several sites, and examining programme effects (assessing causality usually involving multi-site and multi-method assessments) (Morra & Friedlander, 1999; Rogers, 2007).

### **2.3 Evaluation criteria and questions**

Evaluation criteria are broad guidelines that help evaluators to think about and explain changes occurring due to an intervention (DPME, 2019). The evaluation team relied on the six criteria as per the NEPF (DPME), which are based on the revised Organisation for Economic Cooperation and Development’s (OECD) benchmark evaluation criteria. The evaluation criteria are (1) Relevance; (2) Coherence; (3) Effectiveness; (4) Efficiency; (5) Impact; and (6) Sustainability.

#### **a. Relevance:**

This relates to the extent to which programme design and objectives address and respond to the needs of the targeted beneficiaries and continue to do so despite a change in circumstances. The analysis evaluated whether the GRPBMEAF is sensitive to the social, economic, environmental, and political conditions in which it

has been designed and implemented. This required analysing any changes in the sites of implementation (i.e., government departments, public institutions, etc.) to assess the extent to which the interventions can adapt to remain relevant.

*Key considerations:*

- To what extent are the GRPBMEAF objectives valid in the current socioeconomic climate?
- Are the activities and outputs of the GRPBMEAF consistent with the desired impact?

#### **b. Coherence**

Coherence relates to the compatibility of the interventions with those of other industries, sectors, and institutions in a country. In this case, the evaluation assessed whether the objectives and interventions of the GRPBMEAF can be integrated congruently in other industries, sectors, and institutions in South Africa.

*Key considerations:*

- To what extent are the objectives proposed by the GRPBMEAF adding value while avoiding duplication?
- In what ways has the GRPBMEAF supported or undermined the institution's operational processes, interventions, opportunities, etc.?

#### **c. Effectiveness**

Effectiveness relates to the extent to which an intervention has achieved (or is expected to achieve) its objectives, taking into consideration the significance of intended objectives and subsequent results. The effectiveness component sought to analyse any progress made regarding the realisation of the GRPBMEAF objectives and the results. Unlike determining the impact of the proposed objectives which is mostly realised over a longer period, effectiveness is assessed soon after implementation. Furthermore, analysing implementation results requires the review process to simply look beyond objectives but regard the importance and priorities.

*Key considerations:*

- To what extent are objectives of the GRPBMEAF achieved (or expected to be achieved)?
- What are the key factors that contributed to the achievement of the objectives of the GRPBMEAF?

**d. Efficiency**

Efficiency relates to the extent to which an intervention delivers (or is likely to deliver) results in an economic and timely manner. For reviewing the efficiency of the GRPBMEAF, an assessment of the process of converting inputs (i.e., funds, resources, expertise, and time) into outputs, results and impact was conducted. The assessment of the GRPBMEAF and its ability to deliver in a timely manner was determined against the proposed timelines in the Framework, or timelines were reasonably adjusted to a change in circumstances.

*Key considerations:*

- Were the GRPBMEAF interventions implemented in the most cost-effective and timely way compared to alternatives?
- How well the implementation of the GRPBMEAF and its interventions was managed (operational efficiency)?

**e. Impact**

Impact relates to the extent to which a policy intervention has generated (or is expected to generate) either positive or negative, intended, or unintended effects. It addresses the significance and potentially transformative effects of interventions. Impact looks beyond the immediate effects of interventions by examining indirect and unintended consequences. It requires examining holistic and long-lasting changes in people's well-being, gender equality, systems, and norms. Given that it is too early to identify impacts, the formative evaluation will focus on early outcomes in the social, economic, and environmental effects of the implementation of the GRPBMEAF. The evaluation thus examined the potential long-term effects that the GRPBMEAF is expected to yield, both positive and negative.

*Key considerations:*

- What measurable difference has the GRPBMEAF made (is likely to make) on the intended beneficiaries/ target groups?
- What positive and negative effects have occurred due to the implementation of GRPBMEAF interventions?

**f. Sustainability**

Sustainability relates to the extent to which the total benefits of policy interventions continue or are likely to continue well after implementation. Reviewing the sustainability of the GRPBMEAF includes the examination of the financial, economic, environmental, social, and institutional capacities required to sustain the benefits over a long period of time. Further, the assessment of the GRPBMEAF included the analysis of resilience, assessment of risks and potential trade-offs to maintain sustainability.

*Key considerations:*

- To what extent are the desired impact of the GRPBMEAF interventions likely to continue long after implementation?
- What major factors influence the achievement or non-achievement of sustainable effects?

Table 1 below presents the evaluation matrix and analysis plan.

Table 1. Evaluation matrix and analysis plan

Relevant criteria	Evaluation sub-questions	Indicators/ information required	Data sources/ Data collection methods	Data analysis methods
Relevance	• To what extent are the GRPBMEAF objectives valid in the current socioeconomic climate?	• Evidence synthesis • Perceptions of stakeholders	• Desktop review of scientific literature, key policy and Framework documents • Key informant interviews • Survey	• Literature review • Thematic analysis • Descriptive analysis
	• Are the activities and outputs of the GRPBMEAF consistent with the desired impact?	• Evidence synthesis • Perceptions of stakeholders	• Desktop review of implementation documents, minutes • Key informant interviews • Survey	• Literature review • Thematic analysis • Descriptive analysis
Coherence	• To what extent are the objectives proposed by the GRPBMEAF adding value while avoiding duplication?	• Evidence synthesis • Perceptions of stakeholders and program personnel	• Document review • Key informant interviews • Survey, and working meetings	• Thematic analysis • Descriptive analysis
	• In what ways has the GRPBMEAF supported or undermined the institution's operational processes, interventions, opportunities, etc.?	• Perceptions of study participants	• Key informant interviews • Survey	• Thematic analysis • Descriptive analysis
Efficiency	• What has the implementation process entailed?	• Number of pillars that have been implemented • Opinions of the study participants on which aspects have been implemented	• Document reviews • Key informant interviews • Survey	• Thematic analysis • Descriptive analysis
	• What is the theory of change underlying the intervention and is it working? If not, why?	• Opinions of study participants	• Document reviews • Key informant interviews • Survey	• Thematic analysis • Descriptive analysis
	• To what extent has the GRPBMEAF being implemented as planned and institutionalised? • How many departments have institutionalised the Framework?	• Percentage of departments that have institutionalised the GRPBMEAF • Perceptions of study participants on the level of leadership buy in	• Document reviews • Key informant interviews • Survey	• Thematic analysis • Descriptive analysis

Relevant criteria	Evaluation sub-questions	Indicators/ information required	Data sources/ Data collection methods	Data analysis methods
	<ul style="list-style-type: none"> <li>• How well the implementation of the GRPBMEAF and its interventions was managed (operational efficiency)?</li> </ul>	<ul style="list-style-type: none"> <li>• Evidence synthesis</li> <li>• Opinions of study participants</li> </ul>	<ul style="list-style-type: none"> <li>• Document reviews</li> <li>• Key informant interviews</li> <li>• Survey</li> </ul>	<ul style="list-style-type: none"> <li>• Thematic analysis</li> <li>• Descriptive analysis</li> </ul>
	<ul style="list-style-type: none"> <li>• What interventions have been implemented effectively?</li> </ul>	<ul style="list-style-type: none"> <li>• Opinions of respondents</li> </ul>	<ul style="list-style-type: none"> <li>• Key informant interviews</li> <li>• Survey</li> </ul>	<ul style="list-style-type: none"> <li>• Thematic analysis</li> <li>• Descriptive analysis</li> </ul>
Effectiveness	<ul style="list-style-type: none"> <li>• To what extent were objectives of the GRPBMEAF achieved (or expected to be achieved)?</li> <li>• What measurable difference has the GRPBMEAF made on the intended beneficiaries/ target groups?</li> <li>• What positive and negative effects have occurred due to the implementation of GRPBMEAF interventions?</li> </ul>	<ul style="list-style-type: none"> <li>• Opinions of study participants</li> </ul>	<ul style="list-style-type: none"> <li>• Key informant interviews</li> <li>• Survey</li> </ul>	<ul style="list-style-type: none"> <li>• Thematic analysis</li> <li>• Descriptive analysis</li> </ul>
Impact	<ul style="list-style-type: none"> <li>• What results have been achieved? (Effectiveness, outputs, early outcomes)?</li> </ul>	<ul style="list-style-type: none"> <li>• Opinions of study participants</li> </ul>	<ul style="list-style-type: none"> <li>• Key informant interviews</li> <li>• Survey</li> </ul>	<ul style="list-style-type: none"> <li>• Thematic analysis</li> <li>• Descriptive analysis</li> </ul>
	<ul style="list-style-type: none"> <li>• What are the key factors that contributed to the achievement of the objectives of the GRPBMEAF?</li> </ul>	<ul style="list-style-type: none"> <li>• Opinions of study participants</li> </ul>	<ul style="list-style-type: none"> <li>• Key informant interviews</li> <li>• Survey</li> </ul>	<ul style="list-style-type: none"> <li>• Thematic analysis</li> <li>• Descriptive analysis</li> </ul>
	<ul style="list-style-type: none"> <li>• To what extent will the desired impact of the GRPBMEAF interventions continue long after implementation?</li> <li>• What major factors influenced the achievement or non-achievement of sustainable effects?</li> </ul>	<ul style="list-style-type: none"> <li>• Opinions of study participants</li> </ul>	<ul style="list-style-type: none"> <li>• Key informant interviews</li> <li>• Survey</li> </ul>	<ul style="list-style-type: none"> <li>• Thematic analysis</li> <li>• Descriptive analysis</li> </ul>
Sustainability	<ul style="list-style-type: none"> <li>• What are the lessons learnt (obstacles, challenges, successes, innovations, and good practices) in the implementation of the GRPBMEAF?</li> </ul>	<ul style="list-style-type: none"> <li>• Opinions of study participants</li> </ul>	<ul style="list-style-type: none"> <li>• Key informant interviews</li> <li>• Survey</li> </ul>	<ul style="list-style-type: none"> <li>• Thematic analysis</li> <li>• Descriptive analysis</li> </ul>
	<ul style="list-style-type: none"> <li>• How can the GRPBMEAF be strengthened?</li> </ul>	<ul style="list-style-type: none"> <li>• Opinions of study participants</li> </ul>	<ul style="list-style-type: none"> <li>• Key informant interviews</li> <li>• Survey</li> </ul>	<ul style="list-style-type: none"> <li>• Thematic analysis</li> <li>• Descriptive analysis</li> </ul>
	<ul style="list-style-type: none"> <li>• How can the evaluability of the GRPBMEAF be strengthened?</li> </ul>	<ul style="list-style-type: none"> <li>• Opinions of study participants</li> </ul>	<ul style="list-style-type: none"> <li>• Key informant interviews</li> <li>• Survey</li> </ul>	<ul style="list-style-type: none"> <li>• Thematic analysis</li> <li>• Descriptive analysis</li> </ul>

## **2.4 Evaluation methodology**

The formative evaluation on the implementation of the GRPBMEAF was conducted using a mixed method approach. A mixed method approach applies both qualitative and quantitative methods to collect, analyse data, integrate findings, and draw inferences in a single programme of inquiry (Newcomer et al., 2015; Chatterji, 2010). The use of different approaches in combination is important for triangulation purposes and achieving convergence, where one type of data is used to validate or confirm conclusions reached from the analysis of the other type of data. Further, the use of mixed method allows for a detailed description and nuanced understanding of the programme and its implementation (Odendaal et al., 2016). Specifically, the evaluation involved the following techniques: document analysis, key informant interviews, a survey, focus group discussions, and a theory of change workshop.

### **2.4.1 Document analysis**

The GRPBMEA Framework (DWYPD, 2019), implementation guideline (DWYPD, 2020a), the Country Gender Indicator Framework (2020b), and other supporting documents were reviewed to understand the proposed objectives, interventions, theory of change (availability and adequacy) and assumptions, proposed indicators, etc. The rapid implementation evaluation of the GRPBMEAF, which was completed in March 2020, and the Commission for Gender Equality (CGE) review report (2021), were reviewed to check the implementation progress during the time. An inception report for the formative evaluation of the Framework, completed in March 2021, was reviewed, and informed the approach adopted in this formative evaluation. The ongoing monitoring appraisals by the DWYPD (e.g., DWYPD, 2021a, 2021b) were reviewed. The different planning, budgeting, monitoring and evaluation documents (e.g., Strategic Plans, Annual Performance Plans, etc.) from national and provincial departments were assessed to understand the extent to which the Framework has been institutionalised, whether it is being implemented as planned; and whether these strategic documents were gender responsive. To avoid duplication, the assessment of policy and strategic documents that have not been updated after the rapid evaluation was not done. This mainly includes documents such as the National Development Plan (NDP), 2019-2024 Medium Term Strategic Framework (MTSF), Revised Framework for Strategic Plans and Annual Performance Plans (APPs),

National Evaluation Policy Framework, etc. An analytical Framework, which was based on the literature review, and the various checklists and guidelines presented in Guidelines for the GRPBMEAF (DWYPD, 2020a), was developed to guide the analysis of the selected strategic documents.

#### **2.4.2 Key informant interviews**

Key informant interviews (KIIs) were conducted with 53 purposefully selected participants, who commented comprehensively on the various aspects concerning the implementation progress and achievements of the GRPBMEAF, to date. The targeted respondents were knowledgeable respondents from the gender machinery, civil society organisations, government departments/agencies, academic institutions, policy makers, finance institutions, and community leaders. A hybrid approach was adopted in conducting these interviews, with some respondents interviewed virtually/ telephonically, while others were interviewed face-to-face. A set of structured questions was used to solicit the knowledge of different experts/ respondents/ stakeholders on the various dimensions of the Framework. The respondents were asked to reflect broadly on the design, implementation, early outcomes and challenges/gaps, in relation to the Framework. The respondents reflected on the implementation of the Framework in the institutions they belong to, and discussed issues broadly, including observations about the implementation activities across other departments/institutions. Overall, 122 potential participants were contacted, and 53 agreed to participate, and were interviewed. Among the 69 unsuccessful contacts, the main challenge was that the identified participants did not respond to emails or phones calls.

#### **2.4.3 Survey**

Interviews were conducted with officials from national and provincial government departments, as well as public entities/agencies. All government departments (national n=32 and provincial n=112) were targeted. Among the relevant public entities/agencies, a random sample of 63 respondents (44 national level entities, and 19 provincial level entities) was targeted. In total, 207 departments and public entities were targeted. In each targeted department or agency, officials from the gender mainstreaming focal points, planning units and finance units, were targeted to respond

to the instrument. Self-administered online questionnaires were used as means of data collection. The questionnaire incorporated questions to trace the implementation process of the various interventions of the Framework over time. Although the initial goal/aim was to get at least three (3) officials to respond, which would have resulted in a sample size of 621, it proved very difficult to get the targeted officials to respond to the online questionnaire.

Overall, 249 participants interacted with the online questionnaire between December 2022 and June 2023. However, many of the participants did not fully complete the questionnaires and some had missing information on key variables, hence the analysis contained in this report is based on 137 respondents with complete information. The 137 respondents represented 79 departments and agencies, out of the 207 that were targeted (Table 2). The response rate for national government departments was 62.5%, while that of provincial government departments was 49.1%. A few (9%) of the targeted national public agencies were represented, whereas none of the targeted provincial public entities were represented in the sample. The overall response rate was 38.2%. Given the poor response rate for public entities, the results presented in this report focus on national and provincial departments.

**Table 2. Number of institutions represented in the sample, i.e., with at least one respondent.**

<b>National or provincial institution</b>	<b>Number of institutions represented</b>	<b>Targeted number</b>	<b>Response rate (%)</b>
National government department	20	32	62.5
Provincial government department	55	112	49.1
National public entity	4	44	9.1
Provincial public entity	0	19	0
<b>Total</b>	<b>79</b>	<b>207</b>	<b>38.2</b>

**NB: Response rate is calculated by dividing number of institutions that were represented in the sample by the targeted number**

#### 2.4.4 Focus group discussions

Community level Focus Group Discussions (FGDs) were done with groups of 6 to 12 participants across all provinces [2 FGDs per province]. The targeted participants were community members and grassroots organisations to provide personal views, experiences and observations with the implementation and results of the interventions aimed at women's empowerment, youth development and the rights of persons with disabilities. The aim was to conduct at least one focus group discussion with those located in the rural areas, and at least one in the urban settings, in each province. Overall, 18 FGDs were completed across the nine provinces.

*Table 3. Number of focus group discussions per province*

Province	Number of FGDs targeted	Number of FGDs conducted
Eastern Cape	2	2
Free State	2	2
Gauteng	2	2
Limpopo	2	2
Mpumalanga	2	2
Northern Cape	2	2
North-West	2	2
Western Cape	2	2
KwaZulu-Natal	2	2
<b>Total</b>	<b>18</b>	<b>18</b>

A focus group discussion was conducted with senior officials from the DWYPD. However, the focus group discussions involving officials from the centre of government (i.e., DPISA, NT, DPME, DWYPD, COGTA & Stats SA) were unsuccessful, as it was difficult to find time where all the targeted officials were available. Therefore, officials from these departments were interviewed as key informants.

#### 2.4.5 Theory of change workshop

A participatory workshop was conducted on the 3<sup>rd</sup> of November 2022 and was aimed at developing a detailed Theory of Change (ToC) for the GRPBMEAF. The ToC that underpins the GRPBMEAF was not explicitly stated when the Framework was developed and approved by Cabinet in 2019. The ToC workshop was therefore aimed at the retrospective development of a detailed ToC for the Framework through a

participatory process involving key stakeholders. Presentations were done to ensure that the stakeholders understood the rationale and objectives of the GRPBMEAF, and the theoretical and practical dimensions of the ToC before engagements in discussions for developing the ToC. The detailed workshop report is attached as Annexure B.

## **2.5 Data analysis**

The quantitative data from both secondary sources and survey were captured on statistical software for data science (STATA) and analysed using descriptive statistics (means and frequencies). Thematic analysis was done to analyse qualitative data. Themes and specific questions were derived from the review criteria and key evaluation questions. Content analysis was used to analyse various documents linked with the implementation of the Framework in the provincial and national departments and public entities/agencies.

## **2.6 Ethical considerations**

The evaluation was undertaken in line with principles of ethical research involving human subjects. These principles include special attention to communicating the aims of the study, and the rights of people participating in the research – written and verbal informed consent, and confidentiality. The study proposal, interview guides, and consent forms were submitted to the HSRC Research Ethics Committee (REC) for evaluation, and was approved (Protocol No REC 1/28/09/22 (*REC0098*)). The HSRC subscribes to a strict internal Code of Research Ethics (see <http://www.hsrc.ac.za/en/about/research-ethics/code-of-research-ethics>).

All study participants were asked for written informed consent. The consent form explains the purpose of the study; emphasises that participation is voluntary; estimates the likely duration of the interview; explains how confidentiality will be preserved; offers an earnest appraisal of the risks/discomforts and benefits associated with participation in the study; and provides details of the HSRC's toll-free ethics hotline and survey coordinator contacts. To ensure confidentiality, all personal information on and from the respondent were removed when the data was captured and analysed. Instead, codes were used as means to identify respondents. All collected information will be stored electronically with password-protection.

The HSRC protocol requires that the relevant authority be informed of the research in the area. It is reassuring for elderly or suspicious respondents to be told that the local councillor/local police know about the survey. Moreover, notifying relevant authorities is important for the safety of fieldworkers. A copy of the HSRC's standard Survey Notification Form (giving details of the research organisation, interviewer number, area to be worked in, car registration, start and end date of fieldwork etc.) was issued to all fieldworkers prior to the commencement of fieldwork.

Consent to participate was secured before an interview or workshop is conducted. The interviewers expressly stated a commitment to confidentiality around sensitive information shared. This was done through clearly expressing that commitment to research participants at the outset - explaining to them that no names will be attributed to any of the comments made in project reports or publications. It was explained that the information obtained will be archived and used now and in the future in ways that will not reveal the identities. All the interviews were conducted in a manner that observes confidentiality. Participants in focus group discussions and workshops were informed about limitations of confidentiality in these groups and were advised to refrain from sharing information that may potentially place them at risk of harm. In addition, participants were reminded of the freedom not to respond to questions that participants find sensitive. Private business information will not be shared with representatives from other organisations/enterprises.

### **3. Literature review**

The GRPBMEAF aims to improve the empowerment of women, youth, and persons with disability and achieve equality across gender, age and disability, among others. To achieve these goals, the Framework focuses on ensuring the responsiveness of plans, budgets, monitoring and evaluation, and audits to gender, age and disability. This sub-section presents an overview of key concepts and theories related to the GRPBMEAF, women's empowerment and gender equality, youth development and the promotion of the rights of persons with disabilities. The discussion below presents the current state of WYPD in the country, definitions of the concepts that are relevant in understanding the GRPBMEAF's objectives, to clarify working definitions of these key concepts and the conceptual boundaries. As argued by the UN Women (2022), it is important that conceptual clarity is sought when dealing with gender issues to reduce confusion that may be caused by different interpretations. The theories that underpin interventions for WYPD, and thus inform the GRPBMEAF's theory of change and the theory-based evaluation are discussed, and international best practices in WYPD responsive interventions are highlighted.

#### **3.1 An overview of key concepts and measurement debates**

##### **3.1.1 Gender equality**

According to O'Brien et al (2019), the principle of gender equality is widely embraced but not clearly defined. Gender equality is a multifaceted concept that encompasses a range of social, economic, and political factors. It involves ensuring that women and men have equal opportunities, resources, and power to participate in all areas of life, and that gender-based discrimination and bias are eliminated. Gender equality is a social condition whereby women and men share equal rights and a balance of power, status, opportunities, and rewards (O'Brien et al., 2019). While difficult to define, Moser (2005) notes there is a consensus that gender equality refers to the recognition that women and men have different needs and priorities, and that women and men should 'experience equal conditions for realising the full human rights and have the opportunity to contribute to and benefit from national, political, economic, social and cultural development'. Given its multi-faceted nature, measuring gender equality is therefore complex, and different indicators are used to capture different aspects of this

concept. Some of the indicators that are commonly used to track gender equality include tracking whether women and men have: equitable access and use of resources; equitable participation in relationships, the household, the community, and political arenas; equal access to education; equal pay; safety or free, etc.

While efforts have been made globally to achieve gender equality, Rolleri (2013) noted that in many communities throughout many (if not most) societies throughout the world, a condition of gender inequality exists where women and “the feminine” are often devalued, and men and masculine traits are favoured. Societies that have reduced the power gap between women and men experience better social, health, and economic outcomes compared to those that do not (Rolleri, 2013).

The literature can be criticised for the exclusion of other individuals that identify differently in the society. We therefore recommend that in understanding the concept of gender equality, it is important to consider individuals with other sexual orientations/identity. Sex refers to “the different biological and physiological characteristics of males and females, such as reproductive organs, chromosomes, hormones, etc.” (Rolleri, 2013). Gender refers to “the socially constructed characteristics of women and men – such as norms, roles and relationships of and between groups of women and men (Rolleri, 2013).

While equality has been discussed mainly in the context of equality between women and men, the principles can be extended to discussing equality across different dimensions such as age, disability, sexual orientation, etc. The GRPBMEAF aims to ensure equality across gender, age and disability. This formative evaluation therefore defines gender equality as the equality of men, women, youths, persons with disabilities, and individuals with different sexual orientations of all races in all aspects of the lives.

### **3.1.2 Gender mainstreaming**

Gender mainstreaming is one of the key concepts that underpin the GRPBMEAF (DWYPD, 2019). Gender mainstreaming endorsed by countries as a strategy for gender equality, women’s rights, and empowerments in 1995, at the Beijing Conference (UN Women, 2022). It was identified as the most important mechanism to reach the ambitious goals laid out in the BPfA (Moser, 2005; UN Women, 2022).

According to Rittenhofer and Gatrell (2012), gender mainstreaming is hard to define but harder to implement. Moser & Moser (2005) found consensus on the definition of gender mainstreaming.

Woodford-Berger (2007) define gender mainstreaming as “a critical, globally accepted strategy for the promotion of gender equality”. Nurindahsari and Wahyuni (2017) maintain that gender mainstreaming is the process of assessing the implications of policies, programmes, and legislation on women and men. Gender mainstreaming is a strategy used to achieve gender equality and equity through policies and programmes that address the experiences, aspirations, needs, and issues of women and men in the planning, implementation, monitoring and evaluation processes of all aspects of life and development (Nurindahsari & Wahyuni, 2017).

Amongst the various definitions of gender mainstreaming by different authors, most definitions of the concept across institutions adhere closely to those set out by the United Nation Economic and Social Council (UN 1997, 28) which defined gender mainstreaming and its governing principles and provided guidance for it to be operationalised at the international, regional, and national levels. It is for that reason that this formative evaluation adopts such a definition as explained below:

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies, or programs, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic, and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

The above definition encompasses all important aspects that should be considered/ applied during the gender mainstreaming strategy process. Research (Walby, 2005; Rubery, 2005) further shows that the concept of gender mainstreaming derives from feminist theoretical and political activism, which has sought, for many years, to position gender inequalities at the heart of state policy ‘for the purpose of promoting equality’ between women and men (Rittenhofer & Gatrell, 2012). In addition, Rittenhofer and Gatrell, (2012) state that acknowledging that gender mainstreaming is a contested concept and practice within both feminist theory and practice, sociologist Sylvia Walby (2005) has, nevertheless, described it as a ‘powerful’ opportunity for ‘grasping more

adequately a world that is gendered' to make 'visible the gendered nature of assumptions, processes, and outcomes' within social and organisational practices.

In recent years, collaborations among feminist researchers, advocates and policymakers have integrated gender analysis as a routine practice for public policymaking by many governments (True, 2003 as cited in Tirivanhu et al. 2018). Tirivanhu et al., (2018) writes that the progression towards gender mainstreaming has received its fair share of critique. For example, some critics view the shift of the gender discourse from the realm of feminist theory towards integration into local policy formulation arena as a compromise from the focus on 'women's issues. Gender mainstreaming has been viewed as part of a broader instrumental capitalist agenda creating gender experts at the expense of empowering the grassroots (True, 2003:369 as cited in Tirivanhu et al. 2018). However, some feminist scholars view gender mainstreaming as an appropriate extension of preceding paradigms which is critical for sustainable development (OECD, 2008; UN Women, 2015 as cited in Tirivanhu et al. 2018).

When the strategy of gender mainstreaming was first endorsed at the international level at the 1995 Fourth World Conference on Women in Beijing, UN member states agreed that "governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that before decisions are taken, an analysis is made of the effects on women and men, respectively" (Mlambo-Ngcuka, n.d).

While many successful efforts have been made to mainstream gender into legal and policy Frameworks at the global, regional, and national level across sectors, other still exist opportunities for the gender mainstreaming strategy to better support the achievement of gender equality (UN Women, 2022). In Zambia, gender mainstreaming is taking place in the traditionally 'hard' sector of macroeconomic policy. Investments in building national capacities of statisticians, economists, and gender experts to address gender inequalities in economic policymaking and poverty reduction has resulted in the integration of unpaid care work and gender responsive budgeting into the national budget. In Morocco, a policy environment has been created that is widening the space for gender mainstreaming through the National Human Development Initiative, which has the reduction of gender inequality as one of its

goals. Policies are being re-focused by introducing the practice of gender budgeting. This was made possible through research, capacity building and a clear definition of gender-sensitive budget targets and indicators. As a result, the annual Gender Report is part of the National Economic and Financial Report, changes have been made to budgetary rules, and various ministerial departments and Non-Government Organisations (NGOs) have progressively appropriated gender budgets, (Mlambo-Ngcuka, n.d).

Over the past several years, organisations such as the International Labour Organisation (ILO) have made great strides in mainstreaming gender into the work. By collecting and analysing sex-disaggregated data and using the analysis to inform policies and strategies, the ILO has developed labour standards and international treaties to advance women's rights and equal opportunities in the labour market. Progress has been achieved in both the formal and informal sectors as evidenced by the International Convention for Domestic Workers, which came into effect, with the full support of UN Women, in 2013, (Mlambo-Ngcuka, n.d). Moreover, the Council of Europe report that other factors are equally important to ensure proper gender mainstreaming, such as political will, commitment to and awareness of gender equality issues, knowledge, resources (including expertise) and availability of information. Gender mainstreaming is a responsibility of all actors and is relevant for all policy areas that deal with the needs of people and at all levels.

### **3.1.3 Women empowerment**

Women's empowerment has been defined in various ways, which are sometimes contradictory, across disciplines and over the years (Nahar & Mengo, 2022). According to some authors (e.g., Cornwall and Karen, 2005; Cornwall, 2016), empowerment has become mainstreamed as one of the buzzwords, but its meaning has changed over the years. Literature offers different definitions of empowerment due to the variations in the cultural context that affect how empowerment may occur (Al Khayyal, 2020). Asaolu et al (2018) indicates that women's empowerment is a multifaceted process of change that involves individual and collective awareness, behaviour, institutions, and outcomes embedded in distinct social and cultural contexts.

From a sociological point of view, Gangrade (2001) as cited (Mandal, 2013) considers women's empowerment as "equal status to women opportunity and freedom to

develop herself.” Studies agree that the concept of women empowerment should be understood from social, political, and psychological point of view. Stromquist (1988) (cited in Tandon 2016) is of the view that empowerment is a socio-political concept that goes beyond 'participation', and 'consciousness-raising'. Tandon 2016 calls for a fuller definition of empowerment that considers cognitive, psychological, and economic components. For that reason, Srivastava (2001) as cited in Mandal (2013) envisages that it is necessary to “empower women socially, economically, and politically so that women can break away from male domination and claim equality. In the same breath, Al Khayyal (2020) writes that much of the research agrees that women empowerment refers to increasing the political, social, educational, or economic strength of individuals and communities of women.

These definitions suggest that women should be empowered holistically to dismantle the patriarchal societal system with the goal of achieving gender equality. Our operationalisation of empowerment departs from the narrow conceptions of empowerment, to underscoring that women should be empowered in all aspects of the lives. Moreover, Tandon (2016) acknowledges that the concept of women’s empowerment emerged from several important critiques and debates generated by the women’s movement throughout the world during the 1980s, when feminists, particularly in the Third World, were increasingly discontent with the largely apolitical and economist ‘WID’, ‘WAD’, and ‘GAD’ models in prevailing development interventions. These are Women in Development (WID), Women and Development (WAD), Gender and Development (GAD) (Ndinda, et al, 2021). There was a growing interaction between feminism and the concept and practice of popular education, based on the ‘conscientisation’ approach developed by Paulo Freire in Latin America in the 1970s as part of his ‘liberation theology’. The interplay of these powerful new discourses led, by the mid-1980s, to the spread of ‘women’s empowerment’ as a more political and transformatory idea for struggles that challenged patriarchy and the mediating structures of class, race, ethnicity, and religion – which determined the nature of women’s position and condition in developing societies. Appearing frequently in definitions of empowerment is an element related to the concept of human agency and self-efficacy. Drawing mainly from the human rights and feminist perspectives, many definitions contain the idea that a fundamental shift in perceptions, or “inner transformation,” is essential to the formulation of choices (Tandon, 2016).

Several instruments and indicators exist for measuring women's empowerment. However, there is no single accepted measure or indicator, given that empowerment is multi-dimensional, complex and its several dimensions differ by situational and cultural contexts (Nahar & Mengo, 2022). Asaolu et al., (2018) writes that empirical research lists several measures of women's empowerment such as agency, autonomy, capacity for action, self-determination, and self-confidence (e.g., Cheston and Kuhn, 2001; Malhotra et al., 2002; Narayan, 2005; Hansen, 2015). Rehman et al, (2020) emphasize that there is no single standard tool developed by the World Bank or any other development agency to measure empowerment although it is a primary development goal (Malhotra, 2002 as cited in Rehman et al 2020). Two complementary indices: The Gender-related Development Index (GDI) and the Gender Empowerment Measure (GEM) were introduced by UNDP's Human Development Report of 1995 (Ndinda & Ndhlovu, 2018). But these indices have limitations as Bardhan (1999) (as cited in Rehman et al., 2020) argued that the presence of large proportion of elected women members in the national parliament is not a sign of real power. Furthermore, GEM does not consider participation of women in local political institutions and the visibility in other bodies of civil society (Swain, 2007). Khan and Maan (2008) as cited in Rehman et al., (2020) add that "there is no universal yard stick for measuring women empowerment because empowerment is a context specific construct that may vary from one socio-cultural scenario to the other".

#### **3.1.4 Gender responsive planning**

Most researchers do not explain the concept of Gender Responsive Planning (GRP) to refer to planning for women independently. Torres, (2019) writes that GRP is a type of planning approach that keeps in mind the differential impact that planning will have on women and men, contrarily, it recognises that the population is not gender-neutral and that programmes might have different effects based on the gender of the beneficiaries. Nurindahsari and Wahyuni (2017) uphold the same view that GRP is an effort to integrate gender aspects into the planning process. The planning process is undergone by considering the different needs, issues, aspirations, and experiences of women and men.

Nurindahsari and Wahyuni (2017) further declare that in 2012, the National Strategy of Acceleration of Gender Mainstreaming through Gender Responsive Planning and

Budgeting (Stranas GRPB) was launched. This regulation uses the term “gender responsive planning and budgeting,” which means the same as gender responsive budgeting. It is for that reason to say that researchers seem to use the concept Gender responsive planning and budgeting as one or as a combined concept. For example, according to Yulaelawati, (2016) Gender Responsive Planning and Budgeting (GRPB) is an effort to accelerate the adoption of gender mainstreaming which aims to address disparities in access, participation, control and benefits between women and men, which exist because of social and cultural constructions.

Erowati and Astuti (2021) further espoused that gender responsive planning and budgeting is a plan that is prepared by consideration of four aspects, namely access, participation, control, and benefits that are received equally between women and men. This means that every gender responsive planning and budgeting considers the aspirations, needs, and problems of both women and men who are the same, equally in the process of program or activity formulation and implementation of the program or activity. Erowati and Astuti (2021) therefore emphasise that gender responsive planning and budgeting is not a separate budget between women and men but focuses more on gender equality and justice in both national and regional planning and budgets. Erowati and Astuti (2021) further suggest that research on gender-responsive planning and budgeting is needed, considering that meeting the needs of women and men is very important. However, in practice there are still many gaps or gaps in the budget allocated for programs, resulting in inequality between women and men in the development process (Erowati & Astuti, 2021).

The above definitions are accepted and adopted, hence the GRP/GRPB should not be understood only to mean planning for women, but planning should be inclusive of women and men considering that women and men have different gender needs and thus government budget allocation should be gender focused. Further, authors adopt the following theories to understand the concept of gender responsive planning and budgeting: Organisational institutional theory to explain actions and decision-making in public organisations, (Nurindahsari & Wahyuni, 2017). Budlender's theory of gender responsive budget understanding, (Erowati & Astuti, 2021). To Bandiyono and Marbun (2022), the theory that approaches the gender perspective most widely applied today

is a combination of psychoanalysis, structural functionalism, and socio-biology because all three recognize that women and men are biologically different.

### **3.1.5 Gender responsive budgeting**

Gender responsive budgeting is a budgeting technique that considers the needs of men, women, boys and girls and is structured in such a way that ensures equitable distribution of resources (Stephenson 2018) and (SA Government 2022, pp.1). An illustration of a gender responsive budget is by imagining a budget as a cake, in which women and men are allocated equal amounts of the pieces of cake. In the allocation of the shares in the cake however, women and men are not treated the same way, but the different circumstances are rather considered in the share divisions. In this case, a gender responsive budget considers the material differences and displays resources in a manner that accommodates material differences (SA Government 2022, P.1). In the context of a cake, gender budgeting would entail giving each gender different amounts of parts of the cake according to the needs, but the total of such parts should be of equal value (SA Government 2022, pp.1).

According to the UN Women guide for gender responsive planning, GRB can be termed 'gender mainstreaming' (2016). This follows the fourth world conference on Women in Beijing in 1995, in describing the mainstreaming gender dimension in government policies to a state where country budgets will no longer just fund two or three projects dedicated to specifically consider women's needs but will consider the possible effects of all budget-related decisions on women and men (UN Women 2016). The UN women further stresses that GRB is not a matter of developing different budgets for women and men, and neither does it mean increasing the number of projects dedicated to women. Mainstreaming gender in the budget implies analysing the influence of the budget operation (revenue or expenditure) on the situation of women and men, and taking it into account when programming and carrying out the social operation. As such, mainstreaming gender in the budget is accepting permanently and completely the gender dimension in the whole budget process (UN Women, 2016).

It can be argued that gender responsive budgeting is drawn from the principles of the feminist theory that focus on the role of women-in society (Grieco et al 2015, pp106). The feminist theory seeks to highlight biases in the allocation of resources to women

and men in society (Grieco et al 2015, pp106). In the African context, gender responsive budgeting draws from other post-colonial theories such as the critical race theory. This is in recognition of the difference in the treatment of women in society based on racial groups, class, and sexual orientation. The feminist propositions call for more voices and sensibilities-including the voices of women and sensibilities of women-to be brought into the public debate over key decisions on how finances and resources are allocated (Grieco et al 2015). It calls for the evaluation of patriarchal biased ways of thinking about world issues. In this way, gender budgeting is geared towards removing the structural inequality between women and men.

At an international level, GRB entry points would involve different stages of the budgetary process that incorporate 1) gender planning, 2) budget formulation, 3) and budget approval (UN Women 2016). In gender planning, the planners would have to ensure that gender issues are incorporated in the budget planning stage through reviewing annual reports of the previous year from the gender budget statements (UN Women, 2016). In this case, a gender-responsive analysis and evaluation would need to be conducted for all programs on the results of the previous years in the sector (UN Women, 2016). The gender planning stage would need to consider drawing up some programs including the funding of gender equality gaps in development sectors (UN Women, 2016).

The second step (budget formulation), would entail providing clear instructions on gender budgeting at the issuing of the budget call circular, preparing the budget Framework paper and possibly providing a section on gender responsive budgeting and resources allocated to gender sensitive priority programmes (UN Women 2016). The gender sensitivity priority programmes would have to ensure that the budget mainstreams systematically the gender approach and that fields related to women's human rights are provided with appropriate funding (UN Women 2016). The third stage (budget approval) would be focused on making sure that mainstreaming gender has been incorporated in undertaking the national budget. This stage would ensure that there is accountability in the performance reports that are inclusive of results in gender equality (UN Women 2016).

At the Southern African Development Community (SADC) level, the region created a gender unit in 1997 which was mandated to work with the national gender machineries

to facilitate member states to have appropriate working tools and instruments to promote gender mainstreaming and to build capacity of member states, as well as the SADC secretariat to mainstream gender into all national and regional policies, programmes, and activities (SADC 2022). The secretariat further showed commitment to gender related issues through developing a gender mainstreaming toolkit in 2009, which was intended to assist all sectors to identify gender issues and define mechanisms for integrating them into policies, plans, programmes, and actions (SADC 2022). The SADC guidelines on gender responsive budgeting were thus developed in 2014 to facilitate the development of good public finance management practice which ensures that national budgets are practically addressing gender equality priorities and commitments (SADC 2022). However, there has been limited progress in capacity building efforts on gender mainstreaming at both regional and national levels. At the moment, the regional gender mainstreaming resource toolkit is under review to strengthen its use in building capacity on gender mainstreaming at regional and national levels, including the SADC secretariat (SADC 2022).

Australia, Tanzania, and Mauritius are some of the countries that have made some positive strides in developing gender responsive budgets. This stems from the ability to divide budgets in ways that include women empowerment and pro-women's programmes that contribute to the promotion of gender equality (DoJ&CD, 2005). Other African countries that prominently stand out in gender responsive budgeting progress include Uganda and Rwanda (discussed in sub-section 3.3). Most of the countries that apply gender budgeting draw from the Frameworks set by international instruments that aim to include women in the processes of development and gender equality. Some of these instruments include the 1996 International Covenant on Economic, Social and Cultural Rights, the 1995 Beijing Declaration on a Platform for Action, and the Sustainable Development Goals (Elson, 2016). The measurements and indicators of gender budgeting have been developed by international institutions such as the World Bank and International Monetary Fund (IMF), with developed and developing countries showing various degrees of progression in gender responsive budgeting.

Examples of how gender budgeting can be operationalised and measured is with reference to the OECD countries. In this regard, countries measure gender responsive

budgeting by key measures such as gender perspectives in resource allocation, doing a gender baseline analysis, conducting gender audits of the budget, doing a gender needs assessment, and considering a gender perspective in spending reviews (OECD 2016).

### **3.1.6 Gender responsive monitoring**

Gender responsive monitoring is a study of a periodically recurring task that begins at a planning stage of a project until completion. In its application, gender responsive monitoring allows for results, processes, and experiences to be documented and used as a basis to drive decision making and learning processes (Sport & Dev 2022, pp.1). The data that is acquired through monitoring is then used for evaluation. The process of gender responsive monitoring involves planning, coordination, and implementation of programs (Ferreira 2007). It further encompasses assessing the effectiveness of programs and identifying areas for program improvement. In consideration of gender responsiveness, one cannot want to change gender inequalities without statistics, and the data to show where the inequalities are (Ferreira, 2017). After gathering the data, one would need to plan to address the inequalities to check whether there is progress. In situations where there is progress identified in the monitoring phase, one would then need to reinforce the progress in a gender responsive way. The progress would need to be carefully and consistently monitored, and addressed until there is total change within the specific gender responsive program that has been started (Ferreira 2017).

The processes involved in gender responsive monitoring and evaluation includes 1) data collection, 2) studying and monitoring of inputs in a gender sensitive way, 3) careful consideration of the gender processes involved, and 4) studying of the gender sensitive outputs and outcomes of the programme (Ferreira 2017). In order for gender responsive monitoring to yield positive results, gender must be monitored at every stage of the project cycle. One cannot effectively monitor gender if it is not included at the beginning stages of the project. Throughout the monitoring of the project, one would need to assess that as the project grows, is the project growth progressing in a gender sensitive way? Of further consideration is whether the project adequately reflects women and men. This is essential in order to ensure that the project or program focuses on both women and men.

Gender responsive budgeting would need to ensure that there is a credible implementation plan that effectively links causes and action, and immediate outcomes which benefit both women and men in the project. The final outcome of a monitoring exercise should benefit both women and men in the community. The data collection for gender responsive monitoring should be sex-disaggregated and should be able to keep track of both inputs and outputs, and to measure the outcomes (Ferreira 2017). Some of the challenges that could possibly be encountered when conducting gender responsive monitoring include limited financial support to monitoring and evaluation (Alexander, 2020). Another challenge can be a lack of involvement of monitoring personnel in the planning stages of the project or programme. In this case, it is important to have gender skilled M&E personnel in the early stages of a project to assist with developing/identifying the best gender indicators that would be essential in the project monitoring and evaluation processes.

### **3.1.7 Gender responsive monitoring and evaluation**

In the South African context, gender-based monitoring and evaluation is understood as a systematic collection and objective analysis, of evidence on public policies, programme projects, functions, and organisations in order to assess issues such as relevance, performance, and project functions amongst others (DPME 2020). In recognition of the diverse ethnic and religious groups identified in the South African context, it would be worth incorporating constructivist Frameworks when gender budgets, monitoring and evaluations exercises are conducted as this would result in diverse population groups in the country feeling that the specific needs have been considered and incorporated into policy implementation. The constructivist theory operates on the idea that people actively construct own knowledge, and that reality is determined by one's experiences and socialisation (Grieco et al, 2015, pp. 102). The application of this theory would consider people's ethnic, cultural, and religious viewpoints on gender when the monitoring and evaluation processes are conducted. Gender responsive monitoring and evaluation processes should be guided by the principles that are development oriented, should be taken ethically and with integrity and should be utilisation oriented (DPME 2020). In addition, the evaluation methods should be sound, advance government transparency and accountability and should be carried out in ways that are inclusive and participatory (DPME 2020).

In its measurements, gender responsive monitoring and evaluation should consider government's national, regional, and global commitments relating to gender equality and the empowerment of women, with reference to the common and differential development priorities and needs of South African women and men, girls, and boys (DPME 2020). The evaluation should consider and engage women and girls, men, and boys as the primary beneficiaries of the evaluations in South Africa. The evaluation designs should fully understand the extent to which marginalised groups such as impoverished women living in rural areas can be included in the evaluation in a gender sensitive way (DPME 2020).

### **3.1.8 Gender responsive auditing**

According to the EU, a gender responsive audit is often used to assess the institutionalisation of gender equality into organisations, “policies, programs, projects and/or provision of services, structures, proceedings and budgets” (EU 2022, 1). It differs from gender analysis in a sense that gender audit is restricted to an organisation, while gender analysis is usually applied to a wider setting (EU 2022, Pg1). In terms of ILO, gender responsive auditing refers to “social audit” that looks into whether internal and related support systems for gender mainstreaming fruitfully reinforce each other and are being followed accordingly (ILO 2022, pp.2). It establishes a baseline, identifies critical gaps, and challenges, and recommends ways of addressing them, suggesting possible improvements and innovations (ILO 2022, pp.2).

Gender auditing can be understood as a tool that can be used to assess and check the extent to which institutionalisation of gender equality has been applied in organisations, including in the policies, programs, projects and in the provision of services, structures, proceedings, and budgets (European Institute of Gender Equality 2022). In this case, it can be argued that a gender audit is a form of gender mainstreaming that can be used to assist organisations to identify and understand the gender patterns within the composition, structures, processes, organisational culture, and the management of human resources, as well as in the organisation and delivery of the policies and services relating to gender equality (European Institute of Gender Equality 2022). Gender responsive auditing is essential in helping to establish a baseline against which progress can be measured overtime, identifying critical gender

gaps and challenges, and in the making of recommendations on how to address through improvements and innovations (European Institute of Gender Equality 2022).

With reference to operationalisation, there is generally no standard approach of conducting gender audits. However, International organisations usually use two main approaches that include the participatory gender audit, and the gender integration Framework. The participatory gender approach is composed of methodologies that use extensive desk reviews, semi-structured interviews with staff members of the audited unit at all hierarchical levels of the organisation, and a collective workshop (ILO 2020). In this case, the participatory gender audit is often based on a participatory methodology that aims to promote organisational learning on mainstreaming gender practically (European Institute of Gender Equality 2022).

The gender integration Framework was introduced by InterAction in 1999, to help gender unequal organisations to evolve towards gender sensitivity by mainstreaming gender in four components in the organisation. These four components consist of political will and leadership that examines the extent to which leaders commit to support gender equality within an organisation, communicate and prove support through concrete actions. Another component is *technical capacity* that investigates the level of institutionalisation of gender-sensitive organisational processes and of staff capacities, abilities, skills, and qualifications on the gender equality needed for effective gender mainstreaming in the organisation (European Institute for Equality 2022). The *accountability* component examines the mechanisms by which the organisation has integrated and carried through its commitment of the values of gender equality. The *organisational culture* component examines norms, beliefs, values, and behaviours that can contribute to the enhancing or hindering of gender equality in the organisation. All these components can be examined through the methods of desk review and analysis, consultation through interviews and focus groups discussions, tabulations, and analysis of collected data, and by sharing and discussing the main findings with the women and men who participated in the audit (European Institute of Gender Equality 2022).

### **3.1.9 Gender responsive taxation**

Gender responsive taxation refers to when countries adopt approaches to remove gender distortions and promote gender equity in the country's taxation system (Smout

et al 2021). The International Monetary Fund (IMF) defines gender responsive taxation as an activity in which one makes active efforts to connect the interactions between tax policy and gender equality (Coelho et al 2022, pp. 4). Some of the activities involved in gender responsive budgeting for the IMF include examining the effect of taxes on labour supply, and taxation of female hygiene products (Coelho et al 2022, pp. 4). When it comes to gender mainstreaming, there is not enough that has been done in the field of taxation and gender equality. Similarly, to the observations of the IMF, the World Bank observes that there has been limited research and consequently limited availability of gender-disaggregated data on the impact of taxation and fiscal policies of national and sub-national governments on women and men (The World Bank Gender Group 2021). Thus, there is a need to encourage and support countries to assess the impact of the fiscal policies of national and sub-national governments on women and men.

For a long time, gender equality and taxation have featured in topics in development policies around the world, especially in topics that focus on public finance, financing for development, and in debates on government's responsibility towards its citizens (GTZ 2022). On this note, it has been widely recognised that developing countries must raise enough revenue from taxes to make sure that there is sustainable financing of poverty reduction and growth strategies (GTZ 2022). To effectively promote sustainable economic growth and poverty reduction, there needs to be development efforts that ensure that policy interventions in taxation do not negatively affect the desired outcomes in gender equality (GTZ 2022).

According to Bernie Smith who is an East African regional tax advisor in Ethiopia, there are three stages of gender tax interventions that can be applied. These include:

- Explicit gender biases - comes as result from specific provisions of the law, regulations or proceedings that deliberately treat women and men differently, as for example the provision of tax deduction granted to a male taxpayer but not so much for a female (GTZ 2022).
- Remove the indirect discrimination (implicit bias in tax systems) - which appear to treat people the same but create a different impact on the genders in the application (The World Bank Gender Group 2021). These are less obvious and much more related to the differences in the way that the tax system affects

women and men's wellbeing (GTZ 2022). A scenario of this is with reference to countries that allow a joint filing in personal income tax systems with progressive rate structures for example, through which one finds that low-income tax earners are effectively taxed at a much higher marginal tax rate (GTZ 2022). Women are often affected by the joint filing of personal income tax even though joint filing results in financial gain for the households in total because the combined income is in a lower tax bracket in comparison to individual funding, it is not necessarily the case that women have a say on how this financial gain is used (GTZ 2022). For single women who file individually, the higher taxation of the income may influence the labour market participation and childbearing behaviour (GTZ 2022). In the context of several African countries, implicit bias in tax systems is identified in situations where women are predominantly employed within the informal sector, and therefore are more likely to be taxed in a form of 'Pay as You Earn' (PAYE), which is the routine deduction of tax at source from any income that is paid (GTZ 2022). This shows implicit bias when one compares the situation with how men are more likely to be in tenancy business or white-collar self-employment where men are more likely to receive income that is under taxed due to the nature of the business (GTZ 2022).

In the South African context, black women have significantly been in the majority of informal businesses (90.6 percent), which is a proportion that has not changed much since 2013, and thus finding themselves being overtaxed through the pay as you earn method (Smout et al 2021, pp. 32). Furthermore, South African black women have subsequently found themselves losing income because of the decline in women's participation in the informal sector due to higher vulnerability, lower monthly turnovers in comparison to men, and unreliability of the income that tends to be highly dependent on agriculture, tourism, and affordable childcare (Statistics SA 2021b). Despite losing this income, South African black women often find themselves being subjected to being overly taxed through Value Added Tax (VAT) when purchasing household goods. In the South African context, there is a need for more gender disaggregated data to be able to track the consumption patterns of women and men in South Africa. Statistics have revealed that while it might be on paper that women and men are taxed the same,

the practical reality is that women are generally taxed more in comparison to men (Steenkamp 2022). South Africa still has a 16% gender pay gap that varies from sector to sector. Women's careers tend to be much shorter than men in South Africa, and women are more likely to be employed part time and more likely to take a break from careers to raise children.

- The third stage comprises of using tax systems as a tool for creating greater gender equality, having gender transformation tax policies such as reducing VAT particularly in the purchase of goods promoting health, education, and nutrition where women tend to spend most of the income for an example (The World Bank Gender Group 2021) and (Grown and Ozer 2022). There are underlying socioeconomic conditions such as single parented homes where the females are the breadwinners, and women having to do much more unpaid work where women end up paying more due to earning less, performing more unpaid work, and having to stretch the income further to care for children, elderly parents, and sick family members (Steenkamp 2022). In addition to easing the tax burden in a form of reducing the VAT on collective household goods items, gender focused tax systems should consider reducing school fees for single parented households, tweaking tax laws a bit in favour of women, and adding more items to the zero-rated list in the VAT, especially those goods that lower income households use the most (Steenkamp 2022).

As part of the recommendations on gender responsive budgeting, UN Women advises for all types of exemptions and benefits to be calculated and paid only on an individual basis, not for married couples or families, in order to respect the principle of women's rights to full legal personality through being taxed as individuals (Lahey 2018, P.2). UN Women advocates for country tax systems to be benchmarked and monitored on a transnational comparative basis to determine whether aggregate tax and spending systems are in fact promoting gender equality, and to track the income, gender and poverty impacts of each type of sex and expenditures item comprising national and regional systems (Lahey 2018, pp.3).

### **3.1.10 Institutionalisation**

According to DWYPD (2019), the implementation of GRPBMEAF will not succeed unless it is institutionalised across the administration. While ambiguity and debates continue on the processes that underpin institutionalisation of practices, there is wide consensus on the general meaning of the concept (Baptista et al., 2010). An important distinction that is often made to clarify this definition is that of organisations and institutions. While often treated as synonymous, organisations and institutions are understood as different in the vast literature on institutionalisation. For example, institutions refer to the rules of the game, such as laws, rules, norms, practices and routines that regulate the relations and interactions between individuals, groups, and organisations (Edquist, 2005). Organisations refer to formal structures that are intentionally created and have a purpose (i.e., players or actors, such as a firm, schools, universities, government departments, or NGOs) (Edquist, 2005). As the discussion below shows, institutionalisation is often discussed in terms of the former. However, there is a minority in the literature that discusses institutionalisation in terms of the establishment of formal structures (e.g., Youtie et al., 2017; Yongyi & Yan, 2017).

Institutionalisation refers to both the implementation and the internalisation of new practices (Dambrin et al., 2007). A practice or technology is institutionalised when associated processes and procedures have become routines that can be regarded as organisational habits (Moseley & Charnley, 2014; Baptista et al., 2010). When institutionalised, a practice or technology becomes deeply embedded in organisational processes and work practices, that the practice or technology becomes ‘taken-for-granted’, ‘forgotten’ or ‘invisible’ to the actors, simply becoming intricate to the functioning of organisations and to the routine behaviours of employees, and thus ‘part of the furniture’ in the organisation (Baptista et al 2010; Currie, 2004; Mosley, 2014). Terms such as “incorporation”, “embedding” and “adoption” are often used in the literature, all reflecting characteristics of institutionalised systems in organisations (Baptista et al., 2010).

Institutionalisation is understood as the establishment of formal organisational features and support with a level of permanence that extends further than the usual project cycles (Youtie et al., 2017). In this conceptualisation, institutional structures

(both formal and informal) are designed to regulate behaviours, through a series of policies and regulations, rules and regulations, and other legal relationships, and in combination with the psychological factors of human beings, to promote implementation and realisation of organisational goals (Yongyi & Yan, 2017). Therefore, institutionalisation is a means to establish a set of management system, which determines the objectives of the management, clarifies functions and responsibilities of various organisational structures, and specifies various behaviours of employees. The institutionalisation is then followed by standardisation, and then finally by normalisation (Yongyi & Yan, 2017).

This formative evaluation approaches the institutionalisation process from both an institutional and implementation theory lens. Institutional theory is an appropriate conceptual approach with which to study organisational change and dominates organisational/ management literature (Moseley & Charnley, 2014; Baptista et al., 2010). The historical institutionalists argue that political institutions (i.e., the structures, processes, practices, rules, and cultural norms of governance), which play a crucial role in structuring action, are difficult to change, and if change occurs, there is a path dependency to that change (Pierson 2004; Moseley & Charnley, 2014). Implementation theory argue that agents and actors are key to understanding how policies, practices or technologies are institutionalised (Keiser 2010; May and Winter 2007). Authors such as Moseley & Charnley (2014) emphasise the discretion of frontline or street-level bureaucrats as key to understanding how policies are institutionalised (Keiser 2010; May and Winter 2007). The reason for this is that frontline bureaucrats frequently implement policies differently from what policy makers envisioned (Lipsky 1980; Pressman and Wildavsky 1984; DeLeon and DeLeon 2002). These scholars view the primary drivers of policy outcomes as being the values and beliefs of frontline bureaucrats (Moseley & Charnley, 2014).

Institutionalisation is often underpinned by two processes of interplay between the practice and the actors (Moseley & Charnley, 2014). The first process deals with changes at the governance, policy and control mechanisms which foster the perception that the practice is part of the expected formal functioning of the organisation. The second operates at the individual employee level and refers to fostering the embedding of the practice in routines and habits of the employees by making it more familiar, functional, and easier to use. This implies a hybrid approach

in embedding the Framework's interventions in the departmental levels, where both the decision makers and lower-level officials are both involved. Institutional theory views institutionalisation as a process driven by the development of constitutive expectations (perception that a tool or practice is part of the expected formal functioning of the organisation) and background expectations (the practice becoming routinised and taken for granted by employees) (Baptista et al., 2010). Institutional theorists are not only concerned with individual habits, but with habits that are generalised so that all actors in a social setting accept the habit as the appropriate way to behave in relation to a recurring situation (Baptista et al 2010).

Institutionalisation is a gradual process, as organisations or agencies do not simply change overnight (Moseley & Charnley, 2014). Moseley & Charnley (2014) further argued that the development of macro-level policies does not necessarily lead to institutionalisation, nor adopted in a homogeneous fashion. Institutionalisation should be understood as a continuum instead of a discrete or binary classification (Burmester, 2000). That is, it is not about the categorisation organisations between those who have institutionalised versus those who have not institutionalised a practice, but about levels of institutionalisation (Burmester, 2000).

### **3.1.11 Evaluability Assessment**

Among other objectives of the formative evaluation, it is expected that an evaluability assessment be conducted to determine and improve evaluability of the Framework going forward. An assessment of evaluability should be the first step for any evaluator in conducting an evaluation. Usually, this is done informally, but may be a formal task (Farmer, 2018). The aim of evaluability assessments is to clarify evaluation questions, draw boundaries around the scope of the evaluation, assess quality and availability of data, assess existing intervention logic, and develop an indicative budget and timeframe (Davies & Payne, 2015).

An evaluability assessment refers to an assessment of the extent to which an intervention can be evaluated in a reliable and credible fashion (Davies, 2013; OECD, 2010). It involves structured engagement by researchers with stakeholders to clarify intervention goals and how the goals are expected to be achieved; the development and evaluation of a logic model or theory of change; and provision of advice on whether an evaluation can be carried out at reasonable cost, and what methods should

be used (Craig & Campbell, 2015). A useful general characterisation of evaluability assessment is a 'low-cost pre-evaluation activity to prepare better for conventional evaluations of programs, practices, and some policies' (Leviton et al, 2010; Craig & Campbell, 2015). It shows whether a programme can be meaningfully evaluated, and whether conducting the evaluation is likely to contribute to improved programme performance and management (Kaufman-Levy & Poulin, 2003).

Evaluability assessments have been used since the 1970s and have become popular in mainly international development agencies since 2000 (Davies, 2013; Davies & Payne, 2015). A systematic review conducted in 2012 identified 133 relevant documents, which included books, journal articles, government and non-government agency documents and webpages produced between 1979 and 2012. Of these, 59% described actual examples of evaluability assessments, 13% reviewed experiences of multiple kinds of evaluability assessments, 28% were expositions on evaluability assessments, with some references to examples, 10% were official guidance documents on how to do evaluability assessments and 12% were Terms of Reference for evaluability assessments. Almost half (44%) of the documents were produced by international development agencies (Davies & Payne, 2015).

Evaluability assessments usually focus on specific projects but can be applied to portfolios of activities, legislation and other policy initiatives, country and sector strategies and partnerships which may have longer time frames (Davies, 2013). In terms of timing, the expected outcomes of evaluability assessment informs when it is done. Evaluability assessments are done prior to project approval to improve the project design; or during inception period to inform the design of an M&E Framework. Evaluability assessments are further done to decide if an evaluation should take place later; or to inform the specific design of an evaluation that has now been planned for (Davies, 2013). Early assessments may have wider effects on long term evaluability, but later assessments may provide the most up to date assessment of evaluability (Davies, 2013).

Several checklists have been developed by international agencies to guide evaluability assessment (Davies, 2013; Tevisan & Walser, 2014; Poate et al., 2000). Davies et al (2013) synthesised the dimensions covered by the different agencies, which were

relied upon in this formative evaluation. According to Davies (2013), Evaluability Assessment focuses on these dimensions of evaluability:

- Evaluability “in principle”, given the nature of the project theory of change.
- Evaluability “in practice”, given the availability of relevant data and the capacity of management systems able to provide it.
- The utility and practicality of an evaluation, given the views and availability of relevant stakeholders.

Davies (2013) categorised evaluability assessment into three broad areas (project design, information availability, and institutional context), and suggested key criteria for each broad area. At the design stage, evaluability assessment focuses on the ToC, with a view of improving project design. The focus is on clarity of outcomes and impacts, relevance of objective, plausibility of the interventions, etc. At the inception stage, evaluability assessment focuses on data availability, aiming to improve the monitoring and evaluation Framework. It asks questions on whether relevant documents and baseline measures exist, whether critical data is collected for all key indicators at what levels of disaggregation, etc. At the implementation stage, it focuses on the ToC, data availability and stakeholders. The focus is on the availability of stakeholders and resources, together with the risks/ethical considerations of conducting the evaluations. Where scored checklists are used, Davies (2013) encourages that there should be explicit weightings, to avoid mistaken assumptions about all criteria being equally important. Weightings can be either built in by the checklist designer or provided by the checklist user – as part of the assessment (Davies, 2013). If possible, explanations should be sought for weightings, in order to make judgements more transparent.

### **3.2 Women empowerment in South Africa: Current state and challenges**

Since the transition to democracy in 1994, South Africa has put in place interventions to promote women’s empowerment and gender equality with varying degrees of success and existing studies attest to this (Ndinda, 2003; Ndinda, 2009; Cousins et al., 2007). However, women remain marginalised and disadvantaged across all empowerment dimensions.

Ownership of productive assets such as land and water land remain gender biased. For example, a land audit report by the Department of Agriculture, Land Reform and Rural Development (2017) found that large portions of privately owned land are held by men (72%), with only 13% owned by women; male-female 11%, co-owners 2% and other 3%. Among other reasons, the historical formulation and implementation of patrilineal laws and cultural traditions, including laws that limited females' inheritance of property, has been identified as the main cause of women's limited access to productive resources (Ndinda, 2003; Ndinda, 2009; Claassens, 2014; Cousins et al., 2007; Motala et al., 2018; Murugani et al., 2014; World Bank, 2021).

The importance of access to information and communication technologies, such as mobile phones, internet, etc., as a lever for women's empowerment was recognised by the global leaders in 1995 (DWYPD, 2020). One of the strategic objectives of the BPfA aimed to improve women's participation in decision through the use of new technologies. Inequalities in access to ICTs and men's control over women's use of ICTs continue to persist in South Africa, and also at the global level. Several recent reports have raised concerns about these inequalities in access, control, and benefits of ICT, indicating that these inequalities have hindered economic growth in SA (e.g., Chauke, 2022; Makola & Kgosinyane, 2020; Naidoo, 2022).

Across sub-Saharan Africa, women are 13% less likely to own a mobile phone and 37% less likely to access the mobile internet than men (Naidoo, 2022). These differences are smaller in South Africa when it comes to mobile access. However, women are 5% less likely to engage in online transactions than men. There is still a low percentage of women accessing digital financial services, with 11.6% compared to men's 16.8% (Ojo & Segone, 2022). A key challenge has been in attaining global equality in Information Communication Technology (ICT) qualifications and jobs, especially senior management jobs. In South Africa, women constitute only 13% of those with undergraduate degrees in engineering, science, and technology. Less than 5% of these ICT female graduates in the ICT obtain jobs in the sector, and they currently occupy just 23% of ICT jobs (Ojo & Segone 2022; Naidoo, 2022). Another challenge is that when they are employed, they are rarely promoted in this sector. Women only occupy 5% of ICT industrial senior manager positions in South Africa, indicating a high rate of under-representation (Ojo & Segone, 2022). Women in the

ICT industry are more likely to be employed informally, and on average they earn up to 25% less than men (Chauke, 2022).

While there is no consensus (Gorbacheva et al., 2019) on the factors that have led to the gender inequalities in ICT, several researchers have identified issues such as cultural beliefs about gender and workplace structure, adverse stereotypes, work-family balance issues, underestimating women's contributions at work a lack of guidance on career options, and inaccessibility to data and discrimination (Makola & Kgosinyane, 2020).

In line with the Southern African Development Community (SADC), South Africa achieved 30% women's representation in politics in 1999. The country also achieved 30% women's representation in senior management in civil service by 2005. While these achievements are commendable, the question is why not 50% representation? A pertinent that emerges is, which women. There has been steady progress in women's representation in politics and all levels of governance. The proportion of women ministers increased from 11% in 1994 to 48.8% in 2019. The proportion of female deputy ministers increased from 25% in 2004 to 42.8% in 2019. Such increases can be attributed to the African National Congress (ANC) resolutions set in 2007 to achieve 50/50 representation in governance and political leadership in the country.

The proportion of women in local governance has also gradually increased since the transition to democracy. In the first local government elections in 1995, women comprised 19% and by 2016 women comprised 41% of elected representatives in local government. In terms of mayoral positions, women comprised 32.7% of those in executive mayoral positions in 2010 and their representations increased to 41.6% by 2017. The proportion of elected women mayors after the local government elections in 2016 rose to 39%. The gains of women both in national and local governance can be attributed to the resolutions of the ANC to achieve 50/50 representation in all governance and leadership structures in the country. South Africa stands among the countries in Africa and the globe, with visible women leaders at all levels except in the private sector.

### **3.3 Summary of theories that underpin gender mainstreaming initiatives.**

Gender responsive planning, budgeting and gender mainstreaming are informed by several key theories, conceptual frameworks, and approaches, which emphasise that gender-based inequalities and discrimination are complex and multi-dimensional issues that require comprehensive and intersectional responses. While the preceding sub-sections have highlighted these theories, this sub-section provides a concise summary. According to social constructionist theory, gender is not a natural or fixed characteristic, but is constructed through social and cultural practices and norms (Connell, 2002). The theory suggests that gender is shaped by various social and cultural factors, including socialisation, media representation, and cultural expectations. As such, gender mainstreaming and gender responsive planning recognises the importance of addressing these underlying social and cultural factors in order to achieve gender equality.

Feminist theory highlights the importance of recognising and addressing gender-based inequalities and discrimination and promotes the empowerment of women as a means of achieving gender equality (Hooks, 1984). Feminist theory emphasises the importance of recognising the historical and systemic causes of gender-based discrimination, and the need to challenge and transform the underlying power structures that perpetuate these inequalities. The feminist propositions call for more voices and sensibilities-including the voices of women and sensibilities of women-to be brought into the public debate over key decisions on how finances and resources are allocated (Grieco et al., 2015). According to feminist economics, it is economic policies and structures that often perpetuate gender inequalities (UN Women, 2014). Accordingly, feminist economics aims to promote gender equality by analysing how economic policies and structures impact women and men differently and by developing policies that address these inequalities. The human rights approach emphasises that gender equality is a fundamental human right, and that governments and other actors have a responsibility to ensure that women and men are treated equally and have the same access to opportunities and resources (United Nations, 1979). The human rights approach highlights the importance of recognising and protecting the rights of women and girls and ensuring that those rights are fully respected and upheld.

Intersectionality theory recognises that individuals have multiple identities and experiences that intersect and shape the experiences of inequality and discrimination (Crenshaw, 1989). This includes recognising the ways in which gender intersects with other social categories, such as race, ethnicity, class, and sexuality, to shape experiences of discrimination and oppression. Informed by this intersectional theory, gender responsive planning and budgeting takes an intersectional approach to policy development, implementation, budgeting, monitoring and evaluation to address the unique and intersecting experiences of different groups of women and men. Participatory approaches emphasise the importance of inclusion and promoting the participation of the targeted beneficiaries in all the processes of planning, designing, implementing, monitoring and evaluation programmes. Different stakeholders, including women's groups and civil society organisations, should be engaged in the planning and budgeting processes (UN Women, 2014). Participatory approaches seek to ensure that the voices and needs of marginalised groups are heard and addressed in the planning and budgeting process.

The capability approach emphasises the importance of enhancing people's capabilities to achieve well-being and development (Sen, 1999). According to Sen (1999), what matters for marginalised groups such as the poor or women, is the capability to function. Capabilities refers to the freedoms that people have, given the personal features and command over commodities. Functioning refers to what people do or can do with the commodities of given characteristics that they come to possess or control (Todaro & Smith, 2010). The capability approach recognises that gender inequalities are linked to the unequal distribution of resources and opportunities, which limit people's capabilities to achieve well-being and development. Gender-responsive planning and budgeting seek to address these inequalities by ensuring that government policies and programmes enhance people's capabilities and address the underlying structural causes of gender inequalities.

Overall, these theories indicate that addressing gender-based inequalities and discrimination in all areas of policy development, implementation, monitoring, and evaluation require approaches that are comprehensive, intersectional, and rights-based, which promote gender equality and address the underlying structural and systemic causes of gender-based inequalities and discrimination.

### **3.4 International experiences with gender mainstreaming initiatives**

Over 100 countries globally have implemented various forms of Gender-Responsive Budgeting (UN Women, 2015). Strategies employed by different countries to support the implementation of gender-responsive budgeting include legislative changes, budget directives, tracking systems and accountability mechanisms (DWYPD, 2019). The specific interventions employed, and progress made, have varied across different countries and regions. Examples of countries that have made good progress in this regard include Sweden, Canada, Rwanda, India, and Uganda. The succeeding subsections present the experiences of these selected countries, with a view of highlighting lessons for the successful implementation of gender responsive planning and budgeting. These countries' experiences demonstrate that gender-responsive planning and budgeting is possible, and that progress can be made towards achieving gender equality through a combination of policy and programmatic interventions, as well as changes in social norms and attitudes.

#### **3.4.1 Sweden**

Sweden is widely recognised as a global leader in promoting gender equality and implementing gender-responsive planning and budgeting. The country has a long history of prioritising gender equality and has implemented a range of policies and programmes to promote women's rights and advance gender equality across all sectors (Wängnerud, 2016; Villagomez, 2004). Sweden has focused on gender mainstreaming, integrating a gender perspective into all policies and programmes. This approach recognises that gender inequalities are pervasive and complex, and that addressing them requires a comprehensive and sustained effort across all sectors. Gender mainstreaming is embedded in the Gender Equality Act, which was passed in 1991 and has been widely adopted by public authorities across the country. The act requires all public authorities to work actively to promote gender equality and eliminate discrimination on the basis of gender. The act has led to the development of a range of initiatives to promote gender-responsive planning across all sectors, including education, health, and the economy. The Gender Equality Policy, which outlines the government's vision for gender equality and the measures that will be taken to achieve it, has been crucial (Swedish Government, 2020). The policy emphasises the importance of gender mainstreaming, promoting women's economic

empowerment, addressing gender-based violence, and promoting gender equality in education and research.

Another important aspect of Sweden's approach is its emphasis on equal opportunities for women and men in the workplace. Sweden has implemented a range of policies to promote women's participation in the labour market, including parental leave policies that encourage men to take on caregiving responsibilities and a range of programs to support women entrepreneurs. The country has a strong tradition of collective bargaining, which has helped to promote gender equality in the workplace. The government has implemented a range of initiatives to increase women's representation in decision-making positions, including a quota system that requires women to hold at least 40% of board positions in public companies. Sweden has taken steps to address gender-based violence, which remains a significant challenge in the country. The government has implemented a range of initiatives to prevent and respond to gender-based violence, including a national action plan to combat violence against women and a range of support services for survivors of gender-based violence.

In addition to an enabling policy landscape, Sweden has a variety of government agencies and organisations that are dedicated to promoting gender-responsive planning and advance women's rights. For example, the Swedish Gender Equality Agency is a national agency tasked with promoting gender equality and implementing the Gender Equality Act. The agency provides guidance and support to public authorities on gender mainstreaming and develops initiatives to promote gender equality across all sectors (Swedish Gender Equality Agency). Further, Sweden has emphasised education and awareness-raising initiatives in promoting gender equality. The country has implemented a range of programs to promote gender equality in schools and universities and has engaged in a range of public awareness campaigns to promote gender equality and challenge gender stereotypes.

Overall, Sweden's approach to gender-responsive planning is characterised by a comprehensive and sustained effort across all sectors, a focus on mainstreaming gender perspectives into all policies and programs, and a commitment to promoting equal opportunities for women and men. The efforts have been led by the establishment of institutions, and education and awareness-raising initiatives.

Sweden's approach demonstrates the importance of a comprehensive and coordinated approach that involves policy interventions, programmatic initiatives, and engagement with civil society. While there is still work to be done to achieve full gender equality in Sweden, the country's progress serves as an important example for other countries seeking to promote gender-responsive planning and advance women's rights (Wängnerud, 2016).

### **3.4.2 Rwanda**

Rwanda has made significant strides in implementing gender-responsive interventions and promoting gender equality. Rwanda's progress can be traced to the 1994 genocide, which left most of women widows, and forced the government to recognise the importance of women's role in rebuilding the country. Rwanda has implemented a National Gender Policy that aims to promote gender equality and eliminate discrimination against women. The policy focuses on six priority areas: education, health, economic empowerment, governance and leadership, justice, and gender-based violence. Through this policy, Rwanda has implemented a range of initiatives to promote gender-responsive planning across all sectors, including promoting gender-sensitive budgeting and increasing women's access to healthcare and education.

One of the key policy interventions that Rwanda has implemented to promote gender-responsive planning is the quota system that requires women to hold at least 30% of seats in parliament and other decision-making bodies. This quota system has been successful in increasing women's representation in political decision-making, with women now occupying nearly 64% of seats in the Rwandan parliament (UN Women, 2018). Rwanda has established a Gender Monitoring Office, which is responsible for promoting gender equality and monitoring progress towards achieving gender-responsive planning. The Gender Monitoring Office operates like an Auditor-General but focuses on compliance with annual gender objectives outlined in the gender budget statements (Deveaux and Dubrow, 2022). This office has been instrumental in coordinating efforts to promote gender equality across all sectors, including education, health, and the economy. An effort to ensure sex-disaggregated data is collected and shared. This has led to using a gender management information system that enables government (Deveaux and Dubrow, 2022).

In addition to these policy interventions, Rwanda has implemented a range of programmes and initiatives to promote women's economic empowerment, such as providing access to microfinance loans and promoting women's participation in agriculture. To address gender-based violence, Rwanda's government has implemented a range of initiatives to prevent and respond to gender-based violence, including establishing a network of One-Stop Centers that provide medical and legal services to survivors of gender-based violence. Another important aspect of Rwanda's approach to promoting gender-responsive planning is the involvement of civil society organisations and women's groups. These groups have played a key role in advocating for women's rights and promoting gender equality and have worked closely with the government to develop and implement policies and programmes.

Another crucial step Rwanda made in its gender responsive budgeting efforts was to formally incorporate gender budgeting into budget laws and make gender budget statements mandatory. The gender budgeting Framework in Rwanda promotes strong collaboration among the Ministry of Finance, Ministry of Gender and Family Promotion, and spending ministries, with the Ministry of Finance taking a lead role in the implementation (CGE, 2021). In South Africa's case, this would mean a strong collaboration between DWYPD and the National Treasury, with the National Treasury taking a leading role in terms of the implementation of the GRPBMEAF (CGE, 2021).

### **3.4.3 Canada**

Canada is another country that has made significant efforts to implement gender-responsive planning and budgeting. Like Sweden, Canada has a strong commitment to gender equality and has developed a range of policies and programs aimed at promoting women's rights and addressing gender-based inequalities. The country has been consistently ranked among the top countries in the world in terms of gender equality, according to the World Economic Forum's Global Gender Gap Report (World Economic Forum, 2021).

The Canadian government has been implementing gender-responsive planning and budgeting since the 1990s. One of the most prominent initiatives in Canada's gender-responsive planning efforts is the Gender-Based Analysis Plus (GBA+) Framework, which was introduced in 1995. GBA+ is a tool that helps policymakers to assess the potential impacts of policies, programmes, and legislation on different groups of people

based on gender identity, as well as other factors such as race, ethnicity, age, and disability. It is a cross-cutting tool that can be applied across all sectors and levels of government, and is integrated into policy development, programme design, and evaluation (Government of Canada, n.d.).

The Canadian government has implemented several programmes to promote women's economic empowerment. For example, the Women's Entrepreneurship Strategy (WES) was launched in 2018 to support women entrepreneurs and increase the number of women-owned businesses in Canada. The strategy includes measures such as access to funding, mentorship, and training, as well as initiatives to increase the visibility of women-owned businesses (Government of Canada, 2018). Canada has introduced measures to address inequality in education, employment, and the gender wage gap, which is a persistent issue in many countries. For instance, the country has a National Strategy on Girls and Women in Science, Technology, Engineering, and Mathematics (STEM), which aims to increase the participation and retention of girls and women in STEM fields. The strategy includes initiatives such as mentorship and leadership development programmes, as well as efforts to reduce barriers to entry and create inclusive workplaces (Government of Canada, 2018). In 2018, the government passed the Pay Equity Act, which requires federally regulated employers to establish and maintain a pay equity plan, and to ensure that employees receive equal pay for work of equal value (Government of Canada, 2018).

In addition to these initiatives, Canada has developed policies and programmes to address gender-based violence. The National Action Plan to Address Gender-Based Violence was launched in 2017 to prevent and respond to gender-based violence, and includes measures such as increasing awareness and education, providing support to survivors, and improving the justice system response to gender-based violence (Government of Canada, 2018). Canada's gender-responsive planning and budgeting efforts have involved engaging men and boys as allies in promoting gender equality. The government has implemented initiatives such as the Men and Boys Program, which supports projects that engage men and boys in promoting gender equality and preventing gender-based violence (Government of Canada, 2018). In sum, Canada's approach to gender-responsive planning is characterised by a strong commitment to gender equality, a focus on using evidence-based approaches to policy development

and implementation, and a recognition of the importance of addressing multiple intersecting forms of inequality.

#### **3.4.4 Uganda**

Uganda has made significant progress in promoting gender-responsive planning, although there is still work to be done to achieve full gender equality. Uganda's efforts to promote gender equality are guided by a range of policy Frameworks, including the National Gender Policy, the National Development Plan, and the Gender Equality and Women's Empowerment Policy. Through the National Gender Policy, Uganda has implemented a range of initiatives to increase women's access to education, including the Universal Primary Education program, which has led to a significant increase in girls' enrolment in primary school. The Gender Equality and Women's Empowerment Policy aims to eliminate gender inequalities and promote women's empowerment across all sectors by promoting gender-responsive planning in areas such as education, health, and economic development.

The 2015 Public Finance Management Act stipulates a mandatory Gender and Equity Certificate which each government agency at national and district level must obtain for annual budgets. The certificate assesses whether budgets have integrated gender equality, using a set of performance measures and minimum standards. Budgets that fall short must be revised to obtain the certificate and be approved by the Ministry of Finance, Planning and Economic Development. Among other benefits, the certificate allows legislators to systematically hold government agencies accountable for support for gender equality and women's empowerment.

Uganda has implemented a range of programs and initiatives to promote women's economic empowerment, including the Women Entrepreneurship Program, which provides training, mentorship, and financial support to women entrepreneurs. Further, a range of initiatives to increase women's access to education, including the Universal Primary Education program, have been implemented, which have led to a significant increase in girls' enrolment in primary school. Uganda has taken steps to address gender-based violence, which remains a significant challenge in the country. The government has implemented a range of initiatives to prevent and respond to gender-based violence, including the Domestic Violence Act and the Sexual Offenses Bill. The government has established a network of One-Stop Centres that provide medical,

legal, and psychosocial support to survivors of gender-based violence. In addition to these policy and programmatic interventions, Uganda has further worked to promote women's participation in decision-making processes. The country has implemented a quota system that requires women to hold at least 30% of seats in parliament and other decision-making bodies. As a result, women now hold nearly 40% of seats in Uganda's parliament.

The success of Uganda can be traced to its gender responsive budgeting entry point when the Uganda Women's Parliamentary Association adopted the initiative to mainstream gender and gender responsive budgeting into the country's development (Kusambiza, 2013). Following this initiative, the Forum for Women in Development (FOWODE), which is a civil organisation started to work with the Ugandan women parliamentarians to build capacity in gender mainstreaming and GRB, and to participate more effectively in the parliamentary debates (Kusambiza 2013). The forum targeted the Ministry of Finance and Economic Planning (MoFPED) as the entry point to work together with the government. As result, MoFPED has championed gender responsive budgeting in collaborations with the ministry of Gender, Labour, and Social Development (MoGLSD). Thus, it can be argued that the Ugandan success story can be attributed to both ministries making a decision to working together with civil society to mainstream gender in budgeting processes (Kusambiza 2013). In this case, it can be argued that the Ugandan success story can be attributed to attending the issue of weakness in institutions by collaborating with gender machinery institutions which is critical for changing mind-set perceptions (UN Women 2013). In situations where institutions are lacking or are weak, gender responsive budgeting would not necessarily be effective. Uganda was successful because it ensured that it made institutional arrangements to implement gender responsive budgeting, which is important because GRB is more of a planning and budgeting function, and its natural home is the ministry in charge of planning and finance (UN Women, 2013).

### **3.4.5 India**

India has implemented several policies and programmes aimed at improving the status of women and promoting gender equality. One such policy is the National Policy for the Empowerment of Women, which was launched in 2001. The policy seeks to address issues such as violence against women, gender-based discrimination, and

economic and social empowerment of women (Ministry of Women and Child Development, n.d.). India has made efforts to increase women's representation and participation in politics and decision-making. For instance, the country has introduced quotas for women in local government bodies, with the aim of promoting women's political empowerment and increasing participation in governance (Krook & Norris, 2014).

India has made some progress in implementing gender-responsive initiatives in recent years. India develops gender budget statements which report on budgetary allocations for programs/schemes deemed to be benefiting women. The report is presented in two parts – first showing schemes targeting 100 percent at women, and the second showing “gender neutral programs”, for which 30 percent or more of beneficiaries are estimated to be women. The Gender Budget Statement has helped women activists and civil society organisations place the call for better funding and provisioning for women’s rights on a much stronger ground.

A notable women’s empowerment initiative is the Beti Bachao Beti Padhao (Save the Girl Child, Educate the Girl Child) programme, which was launched in 2015. The programme aims to address the issue of gender-biased sex selection and promote the education and empowerment of girls in India. The program includes measures such as cash incentives for families that have girl children, and campaigns to raise awareness about the importance of educating girls (Ministry of Women and Child Development, n.d.). Another important initiative is the Mahila E-haat (Women's Marketplace) platform, which was launched in 2016. The platform provides a digital marketplace for women entrepreneurs and artisans to showcase and sell products, thereby enabling them to access new markets and customers (Ministry of Women and Child Development, n.d.). India has taken steps to address gender-based violence through initiatives such as the One Stop Centre Scheme, which provides support services to women who are survivors of violence, and the Nirbhaya Fund, which was established in 2013 to support initiatives aimed at enhancing the safety and security of women in India (Ministry of Women and Child Development, n.d.).

While India has made progress in implementing gender-responsive planning initiatives, challenges remain. Gender inequality remains a pervasive issue in the country, and efforts to address it are often hindered by cultural norms and entrenched

patriarchal attitudes (Kabeer, 2017). There are ongoing debates around the effectiveness of gender-responsive initiatives in India, with some critics arguing that these initiatives often lack clear goals and targets and are not adequately resourced or monitored (Mehra & Gammage, 2019). The implementation of gender-responsive policies and programmes can be constrained by issues such as lack of resources, inadequate monitoring and evaluation systems, and limited awareness and engagement among key stakeholders (Mehra & Gammage, 2019).

### **3.5. Rights of Persons with Disabilities**

#### ***3.5.1 South African Context***

Persons living with disability represent about 7.5% of the population in South Africa (StatsSA, 2011). The approaches to disability in the country have been informed by the model of the Department of Social Development (2016). Since the transition to democracy in 1994, the democratic government developed a range of policies, legislations, and programmes to promote the rights of persons living with disability. In the workplace, legislations such as the Employment Equity Act 55 of 1998 support the rights of persons with disability to be accorded fair treatment. Furthermore, Legislations such as the BBBEE seek to ensure the inclusion of persons with disabilities in the workplace and every sphere of the economy. Essentially, South Africa has an abundance of policies, programmes and frameworks that should have resulted in the advancement of persons with disabilities. However, a gap exists between the objectives of the existing policies and programmes and actual practice. Persons with disabilities are not only marginalised in terms of access to opportunities but also in terms of full integration in every sphere of society. There is need to assess the levels of responsiveness to disability. The formative evaluation in assessing the institutionalisation of the GRPBMEA also examined issues related to the rights of persons with disabilities. This section begins with an overview of the existing legislative framework relevant in understanding the rights of persons with disabilities and proceeds to identify some of the programmes that have been put in place by the government.

### **3.5.2 Legislative and Policy Frameworks on disability in South Africa**

#### **Legal frameworks**

International legal frameworks designed to protect and promote the rights of persons with disabilities are essential for several reasons. Firstly, they provide a normative and legal foundation that ensures the recognition and protection of the rights of individuals with disabilities on a global scale (Smith, 2018). These frameworks establish a framework of standards and principles that states are expected to adhere to, thereby creating a shared understanding of disability rights.

Secondly, international legal frameworks serve as catalysts for change by compelling states to enact domestic legislation and policies that align with the principles and provisions outlined in these frameworks (Smith, 2018). By legally binding states to specific obligations, these frameworks promote the institutionalisation of disability rights and create avenues for enforcement and accountability.

Furthermore, international legal frameworks help in harmonising efforts and fostering collaboration among countries to address common challenges faced by persons with disabilities (Smith, 2018). They facilitate the sharing of best practices, exchange of knowledge, and mutual learning, which can lead to more effective and comprehensive approaches to promoting and protecting disability rights.

These frameworks contribute to raising awareness and consciousness about disability rights globally, providing a platform for advocacy and empowering persons with disabilities and disability rights organisations to demand their rights (Smith, 2018). They amplify the voices of marginalised communities and facilitate their participation in decision-making processes, fostering a more inclusive and democratic society.

#### **Accessibility**

Accessibility plays a crucial role in the discussion of rights for persons with disabilities as it ensures equal opportunities, inclusion, and full participation in various aspects of life. Accessible environments, products, services, and information empower persons with disabilities to exercise their rights on an equal basis with others (Harvard, 2019). The concept of accessibility encompasses physical accessibility, which involves removing barriers in the built environment, such as ramps, elevators, and accessible restroom facilities, to enable persons with disabilities to navigate public spaces

(Harvard, 2019). Inclusive transportation systems with features like wheelchair ramps and audio announcements also contribute to accessibility (Harvard, 2019). Ensuring physical accessibility promotes the right to freedom of movement and access to public spaces for persons living with disabilities.

In addition to physical accessibility, information and communication accessibility are essential for individuals with disabilities to exercise their rights (Harvard, 2019). This includes making information available in alternative formats, such as Braille, large print, or electronic formats, and ensuring that websites and digital platforms are designed with accessibility features, such as screen reader compatibility and keyboard navigation (Harvard, 2019). Accessible information and communication technology enable persons with disabilities to access education, employment, and participate in civic life on an equal basis (Harvard, 2019).

Moreover, accessibility is relevant to the discussion of rights for persons with disabilities in the context of public services and facilities, such as healthcare, education, and government services. Accessible healthcare services and facilities ensure that persons with disabilities can access appropriate medical care and enjoy the right to the highest attainable standard of health (Harvard, 2019). Accessible educational settings and reasonable accommodations facilitate inclusive education, ensuring that students with disabilities can fully participate in learning activities (Harvard, 2019). Accessible government services, including voting booths and accessible information, promote political participation and the right to participate in public affairs (Harvard, 2019).

## **Education**

Inclusive education practices and policies are crucial in ensuring equal access to quality education for persons with disabilities (Brown et al., 2020). Inclusive education recognises and responds to the diverse needs of all learners, including those with disabilities, by providing appropriate accommodations, support services, and an inclusive learning environment (Brown et al., 2020). By embracing inclusive education, societies uphold the rights of persons with disabilities to receive education on an equal basis with others.

Inclusive classrooms contribute to the social integration and development of students with disabilities, fostering a sense of belonging and reducing stigmatisation (Brown et al., 2020). Research has shown that inclusive education benefits all students, promoting positive attitudes, empathy, and social skills (Brown et al., 2020). Inclusive education also enables students with disabilities to acquire knowledge, skills, and qualifications necessary for personal development, employment, and participation in society.

Several European countries have enacted legislation that promotes inclusive education and guarantees the right to education for students with disabilities. For instance, the United Kingdom's Equality Act 2010 places a legal duty on schools to provide reasonable adjustments and eliminate discrimination against students with disabilities. Similarly, the Education Act in Ireland includes provisions for inclusive education and the provision of necessary supports. Many European countries have developed inclusive education policies that emphasise the inclusion of students with disabilities in mainstream schools. For example, Norway has implemented an inclusive education policy that aims to ensure equal opportunities for all students, regardless of their abilities. The policy focuses on adapting teaching methods, providing support, and fostering inclusive learning environments.

In Africa, several countries have taken steps to address the rights of persons with disabilities in the context of education. While the progress may vary across countries, there are some notable examples of initiatives and practices promoting inclusive education and safeguarding the rights of persons with disabilities. Kenya has made efforts to promote inclusive education through policy frameworks and initiatives. The Inclusive Education Policy emphasises the right to education for learners with disabilities and calls for the removal of barriers to participation. The policy encourages inclusive practices, curriculum adaptation, and provision of support services. Kenya has also established Special Needs Education Resource Centres to provide specialised support and resources for learners with disabilities.

Rwanda has implemented a comprehensive Inclusive Education Policy and Strategic Plan. The policy aims to provide quality education for all learners, including those with disabilities. It emphasises the provision of assistive devices, adapted materials, and teacher training on inclusive practices. Rwanda has also implemented the Inclusive

Education Model Schools, which serve as inclusive education demonstration centres and promote inclusive practices within the education system. While Ghana has taken steps towards inclusive education through policy frameworks and initiatives. The Inclusive Education Policy highlights the right to education for learners with disabilities and emphasises the importance of inclusive practices. Ghana has established resource centres, known as Special Education Units, to provide support services and teacher training for inclusive education. Efforts are being made to integrate learners with disabilities into mainstream schools and provide necessary reasonable accommodations.

Ultimately, reasonable accommodations and specialised support systems are essential components of inclusive education for students with disabilities (Brown et al., 2020). These accommodations may include assistive technologies, individualised instruction, accessible materials, and support from specialised professionals, ensuring that students with disabilities can fully participate and thrive in educational settings. Inclusive education is not only a right for persons with disabilities but also an effective strategy for promoting social inclusion and breaking down barriers in society (Brown et al., 2020). It contributes to the development of inclusive and accepting communities, where diversity is celebrated, and the potential of all individuals is recognised.

## **Employment**

Economically, employment provides persons with disabilities with opportunities for income generation, financial independence, and reduced reliance on social welfare programs (UN, 2020). Through employment, persons with disabilities can contribute to the economic growth of their communities and countries, stimulating productivity and innovation (UN, 2020). Access to employment also enables persons with disabilities to secure better living conditions, access healthcare, and improve their overall quality of life (UN, 2020).

Further, employment fosters social inclusion by promoting the participation and engagement of persons with disabilities in society (UN, 2020). It provides a sense of purpose, self-worth, and social connections, combating social isolation and stigma (UN, 2020). Employment opportunities can facilitate the development of relationships, networks, and social support systems, leading to improved social integration (UN, 2020). Employment helps challenge stereotypes and misconceptions about persons

with disabilities, promoting a more inclusive and diverse society (UN, 2020). By showcasing the skills, talents, and contributions of persons with disabilities in the workplace, attitudes towards disability can shift, leading to greater acceptance and respect (UN, 2020).

To fully realise the potential of employment for individuals with disabilities, it is important to address barriers and ensure equal opportunities. This includes eliminating discriminatory practices, promoting reasonable accommodations, and providing necessary support services (UN, 2020). Employers, governments, and society as a whole play a critical role in creating inclusive work environments that value diversity and provide equal access to employment opportunities (UN, 2020).

### **Healthcare**

Quality healthcare services for persons with disabilities involve the provision of accessible and inclusive healthcare facilities, equipment, and services (WHO, 2011). This includes physical accessibility, such as ramps, elevators, and accessible examination tables, to ensure individuals with mobility impairments can navigate healthcare settings (WHO, 2011). Accessible communication, through sign language interpreters or alternative formats, is also crucial to ensure effective doctor-patient communication (WHO, 2011).

Healthcare services should be responsive to the specific needs of persons with disabilities. This includes addressing their unique health concerns, providing appropriate screenings, diagnostics, and treatment options, and considering the impact of disability on overall health and well-being (WHO, 2011). Healthcare professionals should receive training and education on disability-related issues to ensure competent and inclusive healthcare.

Access to quality healthcare services is particularly important for persons with disabilities due to their higher risk of secondary health conditions, co-morbidities, and barriers to accessing healthcare (WHO, 2011). Prompt and adequate healthcare interventions can prevent complications, manage chronic conditions, and improve overall health outcomes for persons with disabilities (WHO, 2011). Access to quality healthcare services promotes the social inclusion and participation of persons with disabilities. When their healthcare needs are met, they are better able to engage in

education, employment, and community activities, leading to enhanced overall well-being and quality to life (WHO, 2011).

### **3.6 International case studies on promoting the rights of persons with disabilities**

#### **3.6.1 Australia**

Australia has a strategy for advancing the rights of persons of persons with disabilities. The approach of the Australian government is embedded in the notion that persons with disability must have the same opportunities and quality of life as persons that are able-bodied (Commonwealth of Australia [COA]\_Department of Social Services [DoSS], 2021). This view is entrenched in the belief that it is in Australia's best interests to create a society that is inclusive and where all have equal opportunity to participate socially and economically. Thus, Australia's approach is embedded in the notion that persons with disabilities have the best outcomes when they have the same access to services and facilities as the broader society (COA\_DoSS, 2021). These services and facilities include healthcare, justice, employment, transport, community safety, internet services, shopping facilities and adequate housing.

Australia's strategy (2021-2031) is designed to increase the inclusion of persons with disabilities across all areas of public policy and to be responsive to ensure that persons with disabilities can fulfil their full potential as equal members of society.

The purpose of Australia's strategy is to guide the country in improving the inclusion of persons with disabilities. The strategy seeks to be responsive in terms of services and systems that improve the outcomes for persons with disabilities, to inform, involve and engage communities in achieving an inclusive society for persons with disabilities (COA\_DoSS, 2021). The strategy is part of Australia's national ecosystem for the support of persons with disabilities.

Australia's strategy on disability is embedded in the partnerships between communities and government. The support that communities provide to persons with disabilities allows them to access government services and facilities both at the community and individual levels. Australia's national strategy (2021-2031) recognises the role that all the role that different levels of government provide in supporting persons with disabilities to reach their full potential as individuals. The goal of

Australia's Disability Strategy is to create an inclusive society. The approach of the Australian government is to ensure that through setting the priorities for collaboration with communities, business and persons with disabilities, the strategy can be effectively implemented.

### **3.6.2 Sweden**

Swedish disability policy is embedded in the CRPD. The focus of the policy is to ensure the rights and interests of persons with disability in Sweden. The objective of the policy is to achieve equality in living conditions and ensure that persons with disability participate fully in the economy and society in general. The disability policy does not stand alone but contributes to the achievement of gender equality and the promotion and advancement of the rights of children. The Swedish policy on persons living with disability focuses on four areas: i.e., access, prevention and combating discrimination; support to individuals and aiding independent living of persons with disabilities and operating by the principles of universality. The Swedish disability policy is the responsibility of government, but 30 agencies are mandated with the implementation. The key agency responsible for the implementation and follow-up of the disability policy is the Swedish Agency for Participation (MFP). The MFP's role is to make follow-ups on all the actors involved in the implementation of the disability policy and to make follow-ups on the living conditions of persons with disabilities. The focus of the MFP is to ensure that the impact of the disability policy permeates throughout society. In other words, the MFP's role is to ensure disability responsiveness throughout the Swedish society.

### **3.7 Summary of lessons from international experiences**

Several lessons can be highlighted from countries that have successfully implemented mainstreaming initiatives. While interventions aimed at improving outcomes for WYPD are rarely implemented together, the lessons here are applicable to all initiatives targeted at marginalised actors. First, it is the importance of political will. Countries that have successfully implemented gender-responsive planning and budgeting have had strong political leadership and commitment to gender equality (UN Women, 2014). Second, it is important to invest in building the capacity of government officials and civil society organisations to design, implement, and monitor gender-responsive policies and programs (UNDP, 2018). Capacity building involves providing training and

support to government officials, civil society organisations, and other stakeholders to ensure that these actors have the knowledge and skills to incorporate gender perspectives into policy and programme development (UNDP, 2018). Capacity building can help to build the capacity of institutions to promote gender equality and women's empowerment.

A third lesson is the importance of stakeholder engagement. Countries that have successfully implemented gender-responsive planning and budgeting, such as Sweden, have engaged with a wide range of stakeholders, including women's groups and organisations, in the policy and programme development process (UN Women, 2014). Fourth, it is crucial that accountability mechanisms are developed to ensure that policies and programmes are effectively implemented and monitored (UNDP, 2018). The importance of adopting an intersectional approach in the design and implementation of relevant programmes has been highlighted. It is crucial to understand that gender intersects with other social identities, such as race, ethnicity, class, and sexuality, and policies and programmes that take these intersecting identities into account should be designed and implemented (UN Women, 2014).

Results-based management, which involves setting clear goals and targets for gender equality and tracking progress towards those goals is important (UN Women, 2014). Results-based management can help to ensure that policies and programmes are effective in promoting gender equality and women's empowerment. Countries that have done well in gender mainstreaming have used gender-disaggregated data and other evidence to inform policy and programme development (UNDP, 2018). Successful countries have developed targeted interventions to address specific gender inequalities, such as access to education or healthcare, as well as more systemic issues such as gender-based violence (UN Women, 2014). Communication and advocacy efforts to raise awareness about gender inequalities and the importance of gender-responsive policies and programmes have been key (UN Women, 2014). Gender-responsive procurement, whereby governments prioritise procurement of goods and services from women-owned businesses, or require suppliers to meet gender equality standards, is an important empowerment lever.

## 4. Evaluation results and findings

This sub-section presents the evaluation results and findings, using evaluation questions as organising themes. The sub-section begins with presenting the characteristics of respondents, followed by a participatory development and validation of the theory of change that underpins the Framework, and testing the components of the theory of change. A presentation on various dimensions of implementation follows, highlighting the implementation process at the national and sub-national levels, implementation progress and differences in the effectiveness of implementation across interventions. The discussion then focuses on the results that have been achieved, challenges and lessons, and the extent to which the Framework is ripe for further evaluations.

### 4.1 Characteristics of respondents

The sample of 137 respondents comprised more participants who identified as female (60.7) than male (39.3). None of the respondents were transgender, or preferred not to identify their sex (i.e., non-binary).

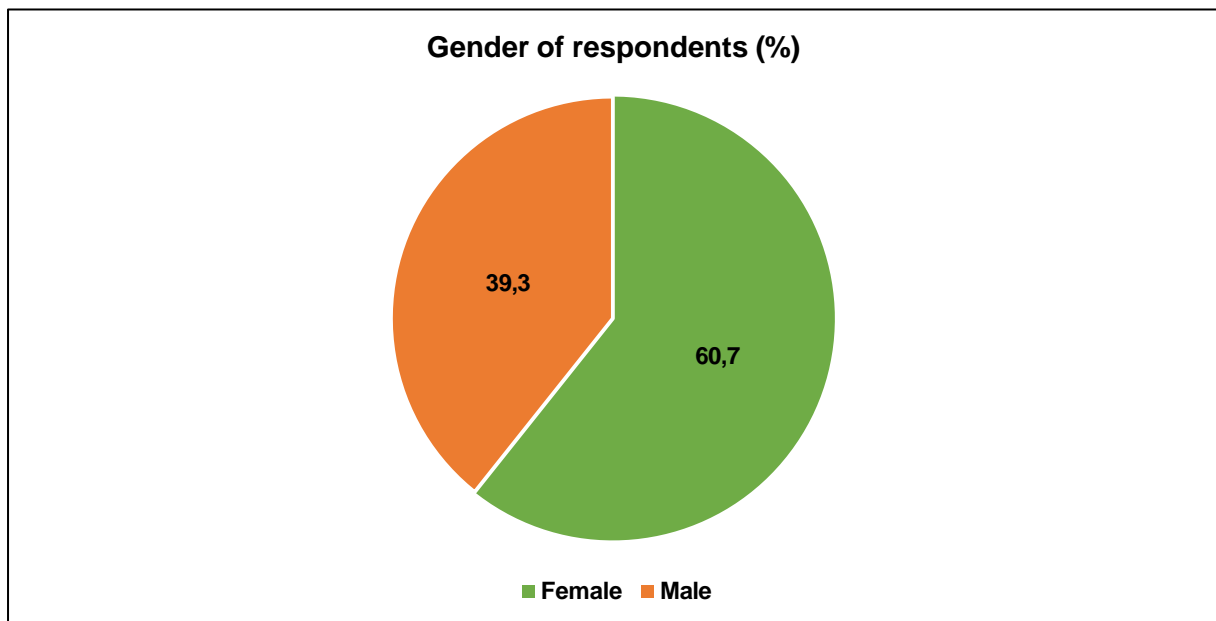


Figure 1. Sex of respondents

Figure 2 shows that most participants (54.9%) were in the 45-54 years age group, followed by those in 35-44 years age group (23.3%). Very few participants (4.5%) were

youth (i.e., below the age of 35 years). The mean age of the respondents was 47.5 years.

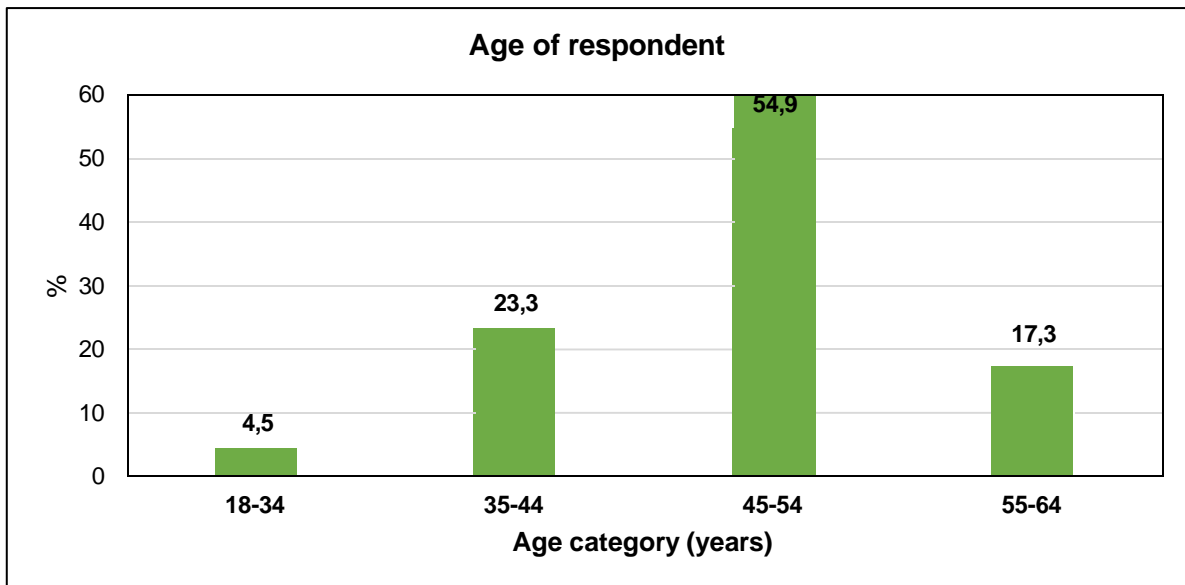


Figure 2. Age categories of respondents

Most of the respondents identified as African (91.9%) (Figure 3). Few respondents identified as coloured (3.7%), Indian/ Asian (2.9%), or white (1.5%).

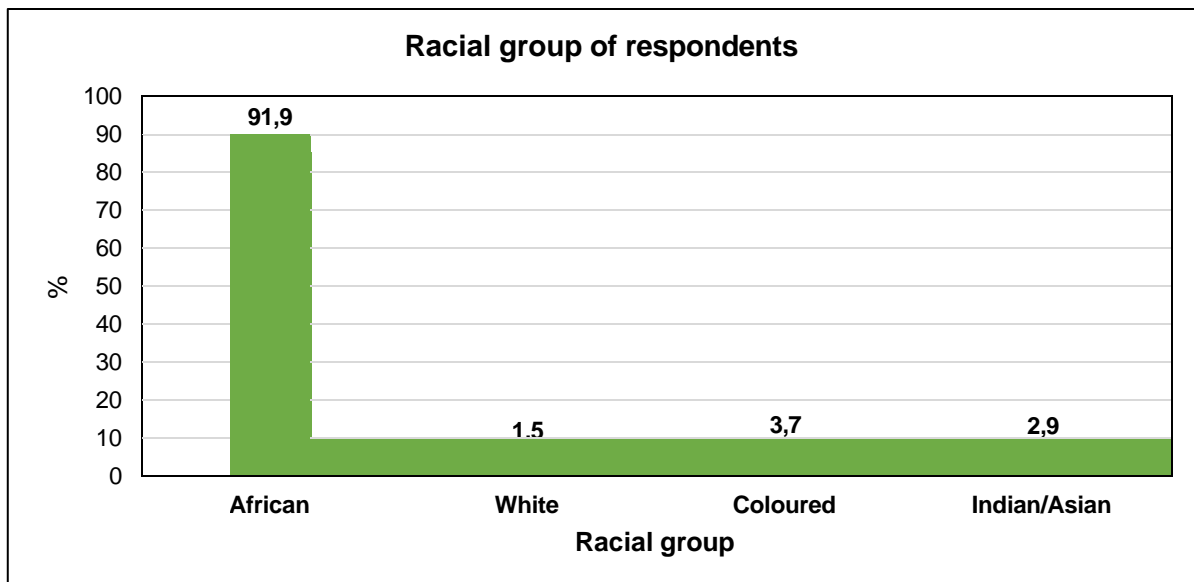


Figure 3. Racial group of respondents

Among the respondents, only 3.7% reported having a disability (Figure 4).

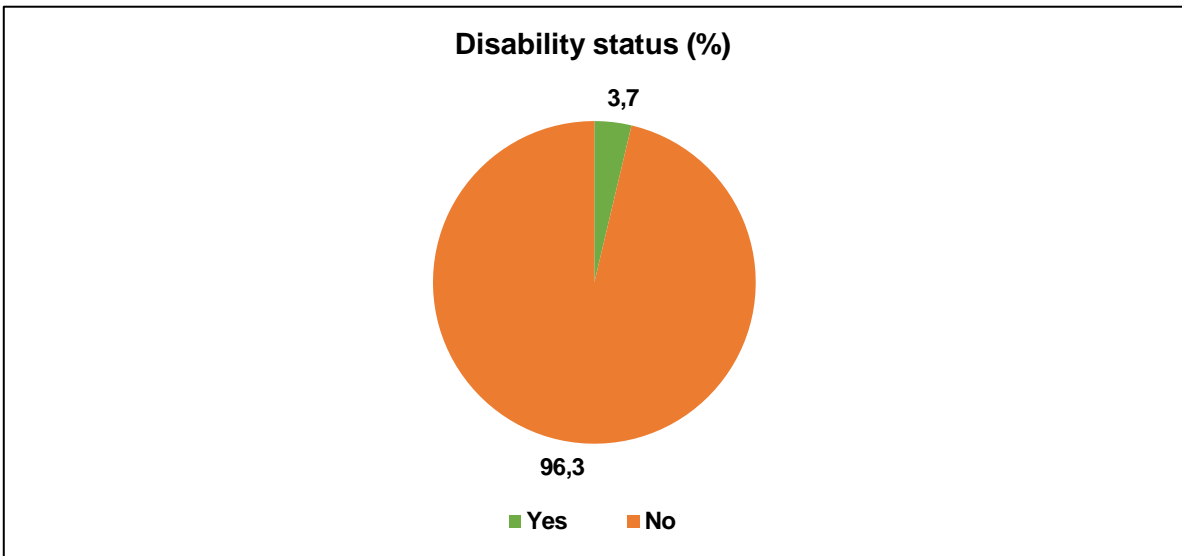


Figure 4. Disability status of respondents

Most of the participants had a post-graduate education qualification (58.4%) as the highest qualification, whereas 29.2% had a bachelor's degree (Figure 5). Some participants had a diploma or higher certificate (10.9%), and very few participants (1.5%) reported a National Senior Certificate/matric as the highest educational attainment.

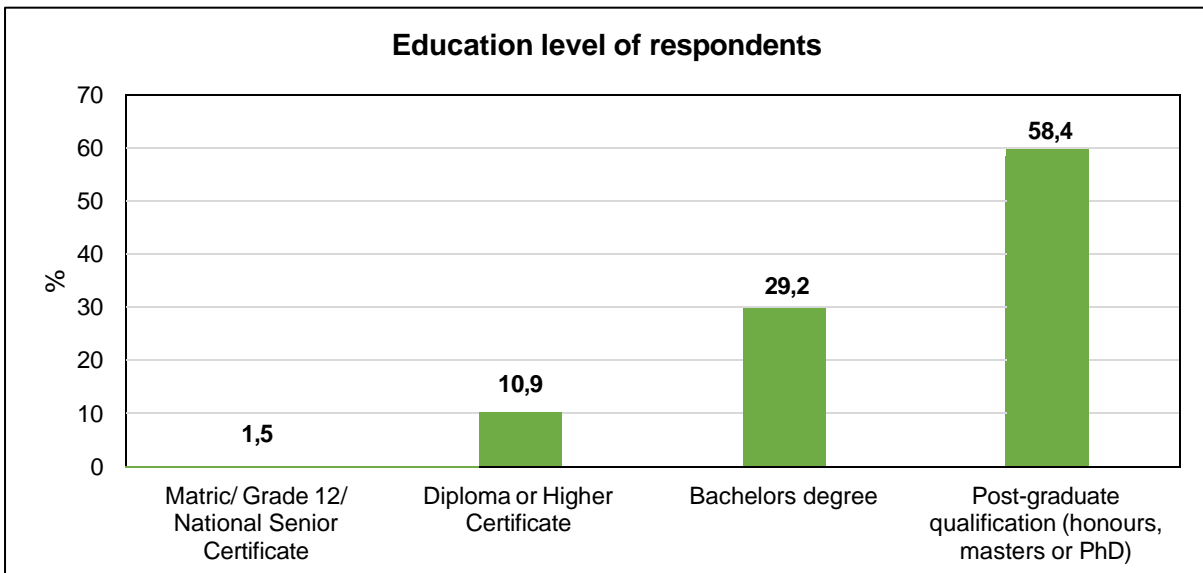


Figure 5. Education levels of respondents

With respect to the type of participant, 48.9% were from the gender focal points; 29.9%

worked in strategic planning units and 21.2% worked in the financial units of the respective departments (Figure 6).

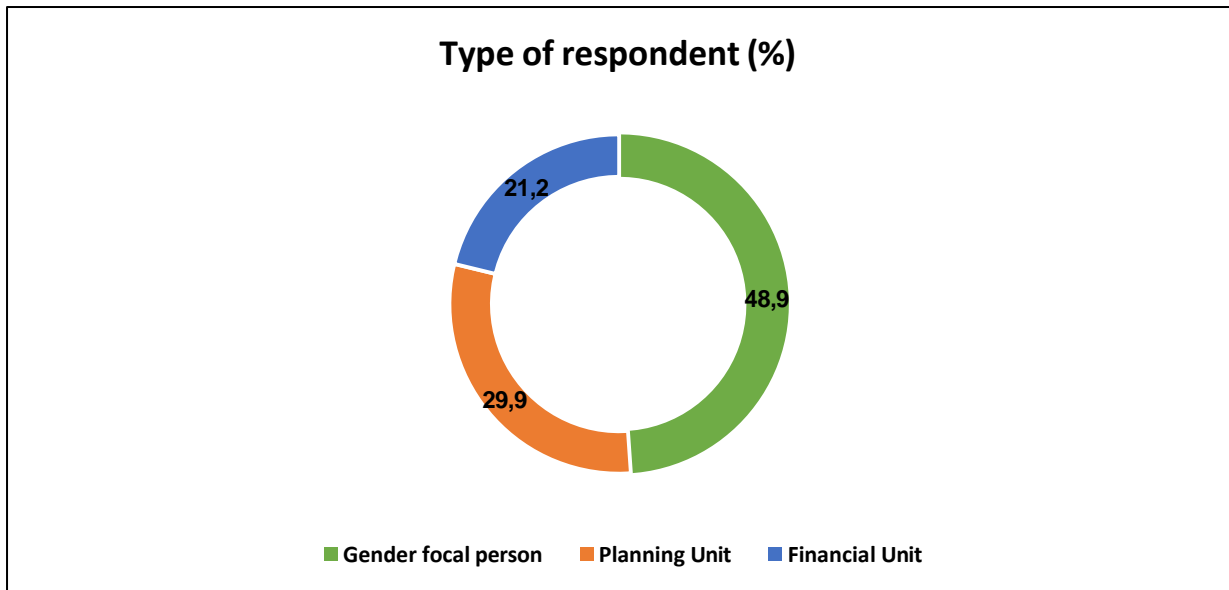


Figure 6. Type of respondent

Figure 7 shows that most of the respondents were highly experienced. Most of the respondents had more than 10 years of experience (36.1%), and 27.8% had between 5 and 10 years of experience. Just over a tenth of the respondents (10.5%) were new in their positions (1 year or less).

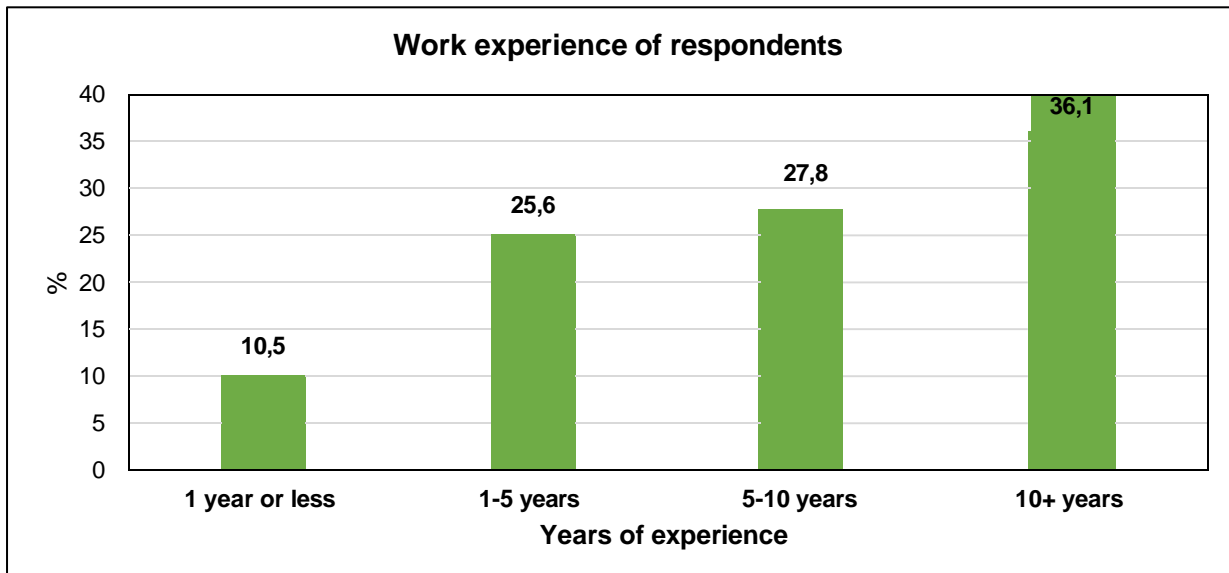


Figure 7. Years of experience

Figure 8 shows that just over half of the participants (72.3%) were from provincial

government departments, 24.8% from national government departments and 2.9% from national public entities. None of the respondents were from provincial agencies.

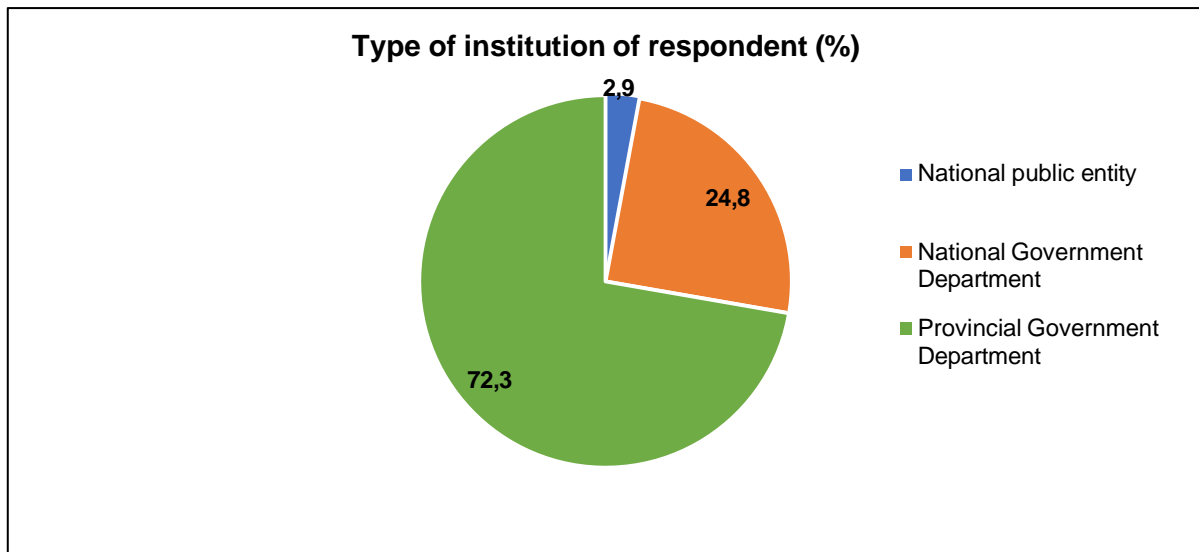


Figure 8. Type of institution of respondent

Figure 9 provides a breakdown of the location of respondents, showing that responses were secured across all provinces. The figure shows that 27.7% of the respondents were from national departments and agencies. The North West (11.7%), KwaZulu-Natal (10.9%), and Limpopo (10.2%) had the top three provincial representatives. Only 2.9% of the respondents were received from the Western Cape, which contributed the least number of responses.

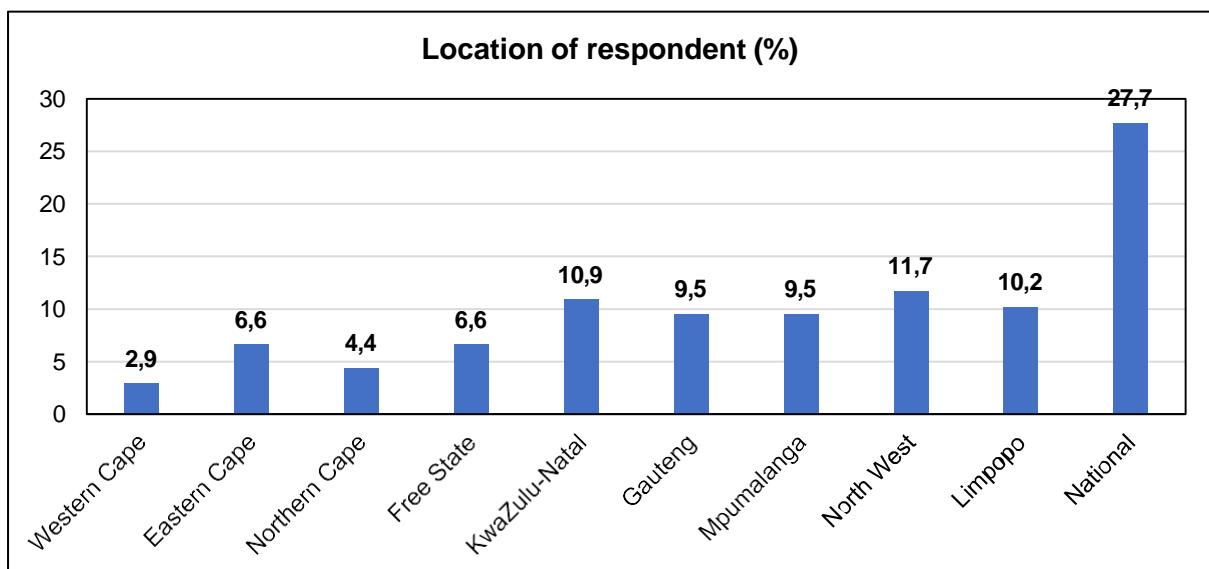


Figure 9. Location of respondents

## **4.2 What is the theory of change underlying the intervention and is it working?**

This sub-section presents the process and results of the development of the GRPBMEAF Theory of Change (ToC). The GRPBMEAF was reviewed to identify the key problems, interventions and assumptions, and inputs from stakeholders were harnessed in the development of the ToC.

### **4.1.1 Summary of challenges that the GRPBMEAF seeks to address**

An important step towards a successful intervention is ensuring that the core problem and its root causes are adequately understood and, that the need for the intervention is clearly defined. The GRPBMEAF seeks to address gender inequality, exclusion, and subordination of women at a political, economic, and social level; and the weaknesses in the institutionalisation of gender mainstreaming across the state machinery, which have hindered the state actors from addressing these problems (DWYPD, 2019). The GRPBMEAF identified factors such as patriarchy, legacy of apartheid, unequal access or ownership of productive resources, and women's unequal burden of unpaid care work as key drivers of women's exclusion (DWYPD, 2019). According to DWYPD (2019), while the gender responsive budgeting dimension has been implemented by the government over years, the focus on only the budget dimension in the absence of gender responsive planning, monitoring and evaluation (M&E), and auditing have not produced expected results. The Framework noted that several GRPBMEA initiatives that have been driven by departments and provinces have been fragmented and isolated, have failed because of operating in the absence of directives from National Treasury, the Presidency and Parliament (DWYPD, 2019). The Framework further noted that women should not be treated as a homogenous group, since women's inequality and deprivation is compounded by race, class, disability, spatial location and other dimensions.

Overall, the Framework has adequately analysed the core problem and root causes of gender inequality. Given its initial focus on gender inequality, the Framework identified does not discuss the core problem and root causes of the challenges of youth and persons with disabilities. While some of the issues are similar when it comes to these three groups of marginalised groups, there are others that are clearly applicable to only one or two of the sectors. For example, the issue of unequal access

to productive resources among the marginalised groups extends to all three sectors; however, the issue of patriarchy or unpaid care work affects mainly women. The extension of the implementation of the GRPBMEAF interventions without an in-depth understanding of the key challenges of the two sectors was raised as a concern by some of the participants.

Consultations with relevant stakeholders is crucial in ensuring that the problem is understood and that interventions developed to address the root causes of the problem have wide buy in. The discussions with women, civil society and government officials suggests that there was limited participation when designing the Framework at the ground level. While government departments were involved, the participation focused on senior officials, with limited participation of the low-level officials. The participation of officials was limited even among centre of government officials, with one official noting that the development of the Framework was a 'closely guarded secret', and that the drivers of the process had preferred to work on the document in a less transparent manner until the document was completed.

The Framework seems to have been developed by a few individuals, with the focus mainly on improving the awareness of the programme, and less on harvesting inputs. As such, there was inadequate shared understanding of the intervention within government, and across key stakeholders. The officials had limited inputs in the design of the programme but were expected to be aware and implement the suggested interventions. The stakeholders were consulted through various engagements, where the Framework was presented, and their inputs were requested. This occurred when the Framework had been completed, and according to stakeholders, this was done as tick box step to meet the requirements for stakeholder consultations. The stakeholders should have been involved earlier during problem identification and solution design, instead of when the Framework had been completed. At that stage, their inputs are largely ignored, especially if they would require a lot of revisions on a finalised document.

#### **4.1.2 Goal of the GRPBMEAF**

The GRPBMEAF's main goal is to 'achieve gender equality and the full realisation of the rights of women and girls, men and boys' (DWYPD, 2019). It aims to achieve the constitutional vision of a non-sexist society by centralising women's empowerment and

gender equality in public policies, planning, budgeting, and accountability (DWYPD, 2019). While the Framework was developed with this focus, its implementation has been extended to include the development of youth and the rights of persons with disabilities. That is, the GRPBMEAF seeks to ensure that the three marginalised groups (WYPD) are empowered and that equality across gender, age and disability are at the centre of how policy priorities are crafted, the design and implementation of plans, and how budgets are allocated. The overall goal is to enhance the country's overall level of inclusive growth, development, and the broader political and socioeconomic transformation agenda, and ultimately, to contribute to the achievement of South Africa's Constitutional vision of a non-sexist society.

#### **4.1.3 Summary of GRPBMEAF interventions**

While the GRPBMEAF does not present a detailed ToC, it presents elements that explain how the GRPBMEAF is expected to lead to better outcomes for women and girls, and greater levels of gender equality. The GRPBMEAF suggests that an approach informed by a 'synthesis of the principles and concepts relating to gender mainstreaming and gender responsiveness with the evidence-based policy cycle and results-based approach then leads to the development of an overall conceptual approach and theory of change' of the GRPBMEAF (DWYPD, 2019). Therefore, the GRPBMEAF is expected to lead to expected outcomes through interventions that seek to combine aspects of gender mainstreaming, evidence-based policy making, and results-based programming.

The overall approach of the GRPBMEAF is summarised in Figure 10. As depicted in the figure, the expectation is that gendered situational analysis and needs assessment, leads to gender responsive priorities and plans, implementation, indicators, budgets, and improved outcomes and impacts for women and girls, and improved gender equality. The Framework relies on evidence that suggests that empowering women and achieving gender equality is good for the economy, as it leads to higher levels of economic growth and development.



Figure 10. The overall approach of the GRPBMEAF

Strategic planning documents such as Strategic Plans (SPs), Annual Performance Plans (APPs), etc. are expected to include programmes that are mainstreamed, gender indicators and targets, targeted gender interventions, etc. Issues relating to the empowerment of women and gender equality are expected to be mentioned in the key sections (such as visions, missions, situational analysis, etc.) of policies, strategies, and plans, and resources be allocated in pursuit of Women Empowerment and Gender Equality (WEGE). Some of the specific interventions suggested in the GRPBMEAF for departments include ensuring the representation of women at all levels of staffing and in management positions; capacity building, including training on gender mainstreaming and GRPB by all managers; preferential procurement, including the proportion of the department's goods and services budget allocated to women-owned and managed enterprises; and the inclusion of gender deliverables in the Performance Agreements of Accounting Officers, programme managers and managers at all levels.

The key interventions were categorised into the following key areas:

1. Gender-responsive country planning and monitoring.
2. Gender-responsive institutional planning.
3. Gender-responsive policy priorities.
4. Gender-responsive evaluation, knowledge, and evidence.
5. Gender-responsive monitoring and auditing.

6. Gender-responsive budgeting.
7. Improving the gender-responsiveness of other related systems.
8. Gender-responsive legislation;
9. Gender-responsive performance management
10. Communication, advocacy, and training

There were ten (10) implementation pillars when the Framework was approved, however, Pillar 7 “Improving Gender Responsiveness of other systems” was merged with Pillar 8 “Gender-Responsive Legislation” resulting in nine implementation pillars. In implementing the GRPBMEAF, a pragmatic, multi-pronged strategy, which takes into consideration a range of factors, such as contextual analysis, political priorities, available resources and capacity and risk analysis, was suggested (DWYPD, 2019).

Despite their limited participation, the actors were of the view that the Framework identified the key problems affecting women, and the proposed interventions were relevant to all the three sectors (i.e., WYPD). Participants in a theory of change workshop provided inputs that were aimed in developing a theory of change diagram. Reflections during interviews and focus groups discussions was that the theory of change was coherent, and had clear and logical pathway from inputs, interventions, outputs, outcomes, and impact. The analysis of the data indicated that the GRPBMEAF is relevant to all the three sectors, i.e., Women, Youth and Persons with Disabilities (WYPD), although youth and persons with disabilities were not included in the initial design of the Framework. The objectives of the GRPBMEAF remain relevant to the current socio-economic climate, and activities and outputs were considered consistent with the desired impact.

However, some gaps in the interventions were identified. For example, having identified root causes of gender inequality to include patriarchy, legacy of apartheid, unequal access or ownership of productive resources, and women’s unequal burden of unpaid care work as key drivers of women’s exclusion, the Framework does not include interventions to address some of these issues. For example, it is not clear how issues of patriarchy would be addressed, and none of the interventions are clearly aimed at doing so. Similar applies to women’s unequal burden of unpaid care work. While the focus of the Framework is on influencing policies and plans, there are no

clear interventions that are aimed at transforming the underlying cultural beliefs that fuel challenges of patriarchy and unequal care burden.

The next sub-section presents a summary of inputs from stakeholders that participated in the ToC workshop.

#### **4.1.4 Consolidated inputs of ToC workshop stakeholders**

After presentations and discussions aimed at ensuring that the participants understand objectives and interventions of the GRPBMEAF, and the theoretical and practical aspects of ToCs, participants were divided into three breakaway sessions, and each group engaged in in-depth discussions on the long-term goal, outcomes and pathways of change, outputs, activities, inputs, and assumptions of the GRPBMEAF. The participants were guided into a discussion focusing on the following:

- Assumptions: What in your view are the underlying assumptions (about the context, stakeholders, and change enablers/hindrances) of the GRPBMEAF?
- Inputs: What needs to be put in place to ensure that the objectives of the GRPBMEAF are achieved? Discuss the inputs in terms of policies, programmes, people, institutions, resources, financing, etc.
- Activities: What activities should be implemented (train, facilitate, convene, organise, etc.) to ensure that the objectives of the GRPBMEAF are met?
- Outputs: Bearing in mind the assumptions, inputs and activities what are the anticipated results of the GRPBMEAF (i.e., plans, trained people, policy advice, etc.)?
- Outcomes (Immediate and intermediate): Having put in place the inputs, activities and identified the results, what immediate/ short-term (e.g., skills, awareness, knowledge, capacity, systems, etc.) and intermediate/ medium term (e.g., behaviour, beliefs, attitudes, practice, policies, etc.) outcomes should the objectives achieve?
- Ultimate outcome/ impact: In a context where the assumptions are accurate, the relevant inputs and activities are in place and the short-term results and intermediate results are well-defined, what the objectives of the GRPBMEAF should yield in the long-term.

- Goal/Vision: Considering all the above points, what in your view is the goal or vision of the GRPBMEAF?

Given that this is a retrospective development of ToC for an existing Framework, a bottom-up approach (from assumptions, interventions, up to impact) was adopted. That is, the stakeholders reflected and built on the elements which already exist within the Framework.

Often, when developing a ToC for an existing programme, a draft ToC is developed prior to a ToC workshop by reviewing the programme documents. The draft ToC then gets discussed, revised, and validated by stakeholders in the workshop.

However, the workshop facilitators did not develop and present a draft ToC during the workshop, so as not to influence the stakeholders. The preferred approach in this case was a co-creation of the GRPBMEAF ToC by stakeholders, with the facilitators providing the stakeholders with background information and capacity training on ToC development so that participants make well-informed inputs during the discussions.

The discussion below consolidates the inputs from the different breakaway sessions and reflects on the views of the stakeholders on the objectives of the GRPBMEAF, and how the stakeholders believe the objectives of the GRPBMEAF can be achieved.

The inputs from different breakaway groups largely converged, indicating that the stakeholders were largely agreed on the change pathways for the GRPBMEAF. These inputs were aligned to the elements outlined in the GRPBMEAF document and expanded these elements.

#### **4.1.4.1 Assumptions**

For the anticipated planned activities to be implemented and the expected outputs, outcomes and impacts of the GRPBMEAF to be achieved, the participants identified several pre-conditions or underlying assumptions:

- All stakeholders, including communities, understand gender inequality issues, and accept the need to change certain cultures and norms to address these issues.

There is willingness to unlearn old ways and learn new ways; and willingness to change.

- There is political will to address gender inequality issues. This willingness will remain constant even with changes in political leadership.
- There is political will to implement the Framework and there is no resistance on the ground.
- The Framework has already been adopted and is being implemented in government at the National, Provincial and Local spheres.
- The government officials (e.g., gender focal points) are clear about the Framework and what needs to be done to achieve its objectives.
- Trust exists among different actors, and there is willingness to partner and work together in pursuit of the goals of the GRBPMEAF.
- Government bureaucracy functions properly, and there will be real compliance (i.e., not malicious compliance) and consequence management.
- Government has capacity to fund the implementation of the GRPBMEAF interventions.
- There exist accurate, reliable, and timeous disaggregated data and statistics to monitor and evaluate progress.
- Corruption will be addressed: most of the time people are being included when it comes to the Inception phases of interventions but somewhere along the line corruption enters and takes away (as usual) from the marginalised.

#### **4.1.4.2 Inputs**

The inputs can be divided into three main categories, as follows:

- Resources:
  - Knowledgeable and skilled human resources: The achievements of the objectives of the GRPBMEAF require warm bodies in the public, private and civil sectors, and people with an understanding of the issues as well as skills to implement the solutions.
  - Funding: financial resources to aid the implementation of Framework and drive forward its mandate.

- Training manuals and workshop guides: relevant courses to provide training and capacity building of key human resources such as focal persons, program owners, planners, Chief Financial Officer (CFO), auditors, procurement managers, monitors and evaluators and other decision makers for changed mind-set.
- Technology and relevant systems for ease of implementation i.e., gather and disseminate information in real time, get a unified message across faster.
- Time: the implementation of the various interventions, and institutionalisation of the Framework requires time.
- Policies, legislation, and SOPs:
  - The constitution, and other policy documents, Frameworks, and plans (such as the NGPF, APPs, SP's) are key in enabling the realisation of the objectives of the GRPBMEAF.
  - GRPBMEAF should be elevated to a bill and act to improve compliance.
  - Procurement policy that prioritises women, youth, and persons with disabilities.
  - Guidelines and standard operating procedures to provide practical guidance.
- Partners: Achievements of the objectives of the GRPBMEAF require the involvement of all key actors in society.
  - Intergovernmental relations
  - Partnerships among public, private, civil society and other actors.

#### **4.1.4.3 Activities**

The stakeholders identified several interventions that would need to be implemented to achieve the objectives of the GRPBMEAF. These activities include facilitating advocacy and awareness campaigns, facilitating training and capacity workshops, establishing partnerships, developing guidelines and standard operating procedures, develop enabling legislation, implementing targeted empowerment programs, etc. Below is a list of the activities that were suggested by the stakeholders:

- Facilitating advocacy and awareness campaigns: In a form of roadshows, advertisements in the media, and social media to make people aware of the

GRPBMEAF and its interventions. The objectives of the GRPBMEAF can only be achieved if the gender norms are challenged.

- Training and capacity building workshops of various key personnel, stakeholders, and decision makers.
- Establish partnerships with other stakeholders and institutions to advance the empowerment of women, youth and persons with disability and promote equality. Partnerships between the DPME and Treasury for instance could be strengthened.
- Developing guidelines and standard operating procedures for implementing gender responsive planning, budgeting, M&E, and auditing.
- Develop enabling legislation: accelerate and champion the establishment of legislative tools to ensure that the Framework is implemented, and contravention thereof is indictable.
- Development of an automated information management system which will regulate and enforce compliance.
- Collect disaggregated data according to gender, youth, and persons with disability by administrators and practitioners.
- Undertake gendered situational analysis and needs assessment for plans and interventions.
- Develop and implement targeted programmes for the empowerment of women, youth, and persons with disabilities.

#### **4.1.4.4 Outputs**

The activities are expected to produce the following outputs:

- Trained and capacitated civil service.
- Awareness raising campaigns and advocacy workshops completed.
- Regulated public service to ensure compliance. Memorandum of Agreement for ensuring compliance with the Framework.
- Disaggregated data for monitoring progress.
- Targeted programs.
- Technological tools to capture data, share and disseminate it in real time.
- Partnerships established.

- Proper guidelines and planning documents.
- Approved standard operating procedures.
- Plans, budgets, M&E plans and auditing Framework that are responsive to the needs of women, youth and persons with disabilities.

#### **4.1.4.5 Outcomes**

##### **4.1.4.5.1 Immediate Outcomes**

In the short-term, the implementation of the GRPBMEAF is expected to achieve the following:

- Increased skills and knowledge on gender mainstreaming.
- Increased awareness and understanding of and sensitivity to challenges and experiences of women, youth, and persons with disabilities.
- Changed attitudes in society and government towards women.
- Improved capacity in government to implement gender responsive planning, budgeting, M&E, and auditing.
- Improved data management systems.
- Increased access for women to socio-economic empowerment programs.
- Institutionalisation of the Framework in government systems.
- Increased public procurement from businesses owned by women, youth and persons with disabilities.
- Equity and fairness in access to resources.

##### **4.1.4.5.2 Intermediate outcomes**

The stakeholders envisaged the following in terms of medium-term outcomes:

- Mainstreaming of gender, youth, and disability in all existing systems.
- Change in the culture of doing government, improved gender sensitivity in government.
- Empowerment of women, youth, and persons with disabilities: Increased number of women, youth, and persons with disabilities with increased access, participation, beneficiation, and ownership of the means of production and social capital.
- Inclusive economic growth and development.

- Reduction in the inequality gap between women and men.
- A society where women empowerment and gender equality are the norm.

#### 4.1.4.6 Long term goal/ Impact

The stakeholders were of the view that the main goal of the GRPBMEAF is to improve the lives of WYPD and establishing a non-sexist, inclusive and equality society. Below are some of the inputs on the long-term goal of the GRPBMEAF:

- Establishment of a non-sexist, inclusive, and equal society;
- Improved lives of youth, women and persons with disabilities; and
- Improved overall equality through equity.

The GRPBMEAF document identifies its main strategic objective as catalysing gender mainstreaming across the state machinery to improve women’s empowerment and gender equality, in pursuit of the country’s constitutional vision of a non-sexist society. With the inclusion of youth and persons with disabilities, the main goal can be re-stated as improving women’s empowerment and gender equality, youth development and the promotion of rights of persons with disabilities. Therefore, the discussions by the different breakaway groups were largely aligned to this goal.

#### 4.1.5 Theory of Change of the GRPBMEAF

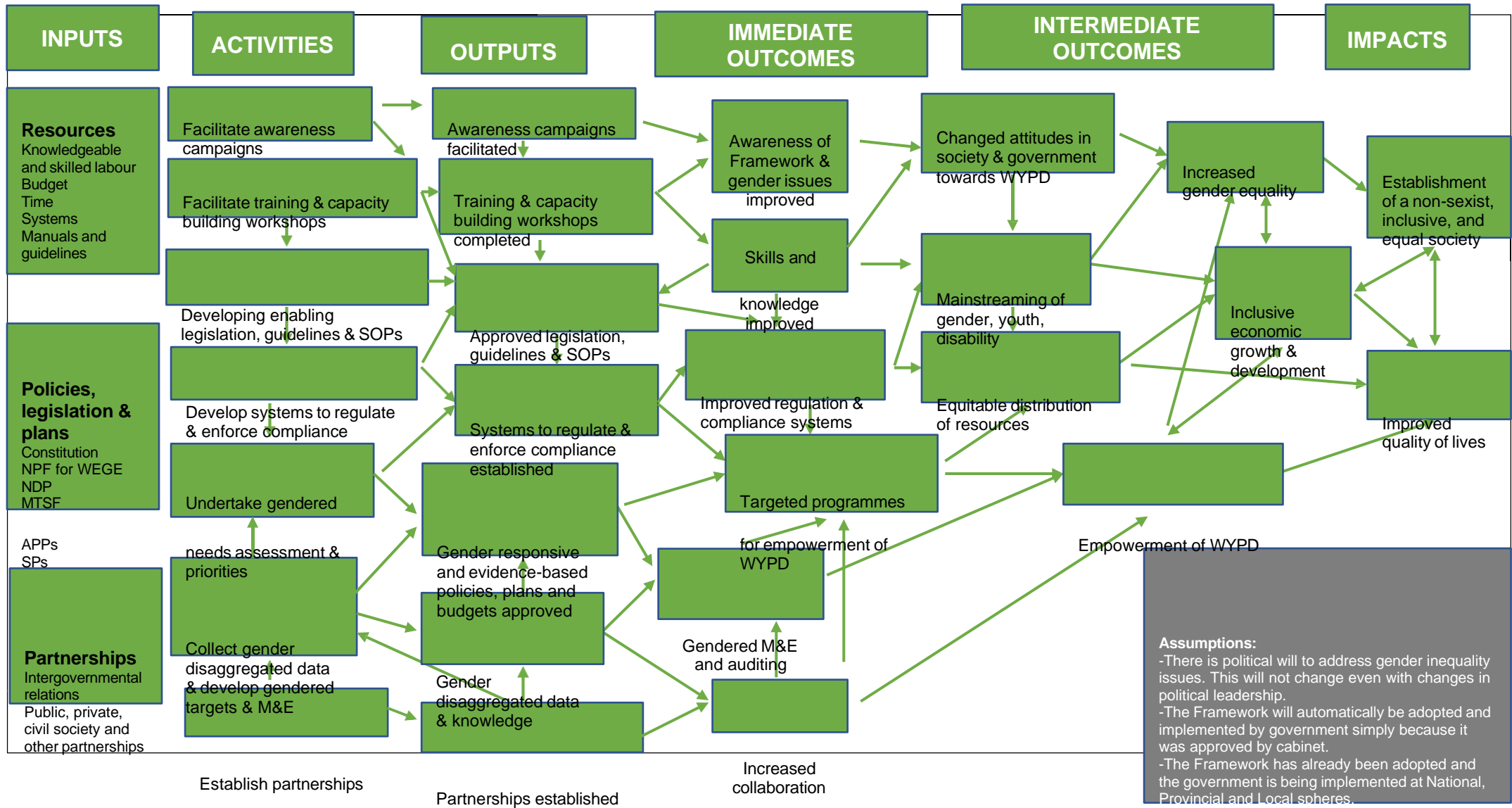
The consolidated inputs from the workshop participants are summarised in the chart below.

Chart 1. Theory of Change for the GRPBMEA Framework

<b>Program</b>	Gender Responsive Planning, Budgeting, Monitoring & Evaluation and Auditing.
<b>Vision</b>	Establishment of a non-sexist, inclusive, and equal society.
<b>Impact</b>	Improved quality of lives of women, youth and persons with disabilities.
<b>Intermediate outcomes</b>	<ul style="list-style-type: none"> <li>• Empowerment of women, youth, and persons with disabilities to reduce inequality.</li> <li>• Mainstreaming of gender, youth, and disability in all existing systems.</li> <li>• Gender equality embedded, well-resourced.</li> <li>• Institutionalisation of the Framework.</li> <li>• Change in the culture of doing government.</li> <li>• Improved gender sensitivity in government.</li> <li>• Equitable distribution of resources.</li> </ul>
<b>Immediate outcomes</b>	<ul style="list-style-type: none"> <li>• Increased skills and knowledge on gender mainstreaming.</li> <li>• Increased awareness and understanding of and sensitivity to challenges and experiences of women, youth, and persons with disability.</li> <li>• Changed attitudes in society and government towards women.</li> </ul>

	<ul style="list-style-type: none"> <li>• Improved capacity in government to implement gender responsive planning, budgeting, M&amp;E and auditing.</li> <li>• Improved data management systems.</li> <li>• Increased access for women to socio-economic empowerment programs.</li> <li>• Institutionalisation of the Framework in government systems.</li> <li>• Increased public procurement from businesses owned by women, youth, and persons with disabilities.</li> <li>• Equity and fairness in access to resources.</li> <li>• Improved coordination of gender mainstreaming activities.</li> </ul>
<b>Outputs</b>	<ul style="list-style-type: none"> <li>• Trained and capacitated civil service.</li> <li>• Awareness raising campaigns and advocacy workshops.</li> <li>• Regulated public service to ensure compliance. Memorandum of Agreement for ensuring compliance with the Framework.</li> <li>• Disaggregated data for monitoring progress.</li> <li>• Targeted empowerment programs.</li> <li>• Technological tools to aggregate data, share and disseminate it in real time.</li> <li>• Partnerships established.</li> <li>• M&amp;E ICT Trained implementers.</li> <li>• Proper guidelines and planning documents.</li> <li>• Approved standard operating procedures.</li> <li>• Plans, budgets, M&amp;E plans and auditing Framework that are responsive to the needs of women, youth and persons with disabilities.</li> <li>• Approved standard operating procedures.</li> </ul>
<b>Activities</b>	<ul style="list-style-type: none"> <li>• Facilitating advocacy and awareness campaigns.</li> <li>• Training and capacity building workshops of various key personnel, stakeholders, and decision makers.</li> <li>• Establish partnerships with other stakeholders and institutions to advance the empowerment of women, youth, and persons with disabilities and promote equality.</li> <li>• Developing guidelines and standard operating procedures for implementing gender responsive planning, budgeting, M&amp;E and auditing.</li> <li>• Develop enabling legislation.</li> <li>• Develop an automated information management system.</li> <li>• Collect disaggregated data according to gender, youth, and persons with disabilities by administrators and practitioners.</li> <li>• Undertake gendered situational analysis and needs assessment for plans and interventions.</li> <li>• Establish targeted programs for women, youth, and persons with disabilities.</li> <li>• Develop systems to regulate and enforce compliance.</li> <li>• Preferential procurement.</li> </ul>
<b>Inputs</b>	<ul style="list-style-type: none"> <li>• Knowledgeable and skilled human resources.</li> <li>• Funding/ budgets.</li> <li>• Training manuals and workshop guides.</li> <li>• Policies and legislation.</li> <li>• Guidelines and standard operating procedures.</li> <li>• Technology and relevant systems for ease of implementation.</li> <li>• Partnership with relevant organisations.</li> </ul>
<b>Assumptions</b>	<ul style="list-style-type: none"> <li>• There is political will to address gender inequality issues. This will not change even with changes in political leadership.</li> <li>• The Framework will automatically be adopted and implemented by government simply because it was approved by cabinet.</li> <li>• The Framework has already been adopted and the government is being implemented at National, Provincial and Local spheres.</li> <li>• There is political will to implement the Framework and there is no resistance on the ground.</li> <li>• Policy priorities will be translated into programs and interventions.</li> </ul>

# GRPBMEAF Theory of Change



The GRPBMEAF aims to contribute to the achievement of South Africa's Constitutional vision of a non-sexist, inclusive and equal society by ensuring that the three marginalised groups (WYPD) are empowered and that there is equality across gender, age and disability. To achieve this goal, the GRPBMEAF seeks to ensure that a women, youth, and disability perspective is at the centre of how policy priorities are crafted, how plans are designed and implemented, and how budgets are allocated. Among key activities include communication and advocacy to increase awareness and influence attitudes in government and society towards WYPDs. The shifts in attitudes and mindsets are expected to lead to behaviour change. One of the identified challenges with gender mainstreaming implementation is the lack of knowledge and skills among implementers. As such, the GRPBMEAF seeks to improve the knowledge, capacity, and skills of actors to design, implement and monitor gender, youth, and disability empowerment initiatives. Improved capacity and skills are expected to improve implementation and results. To improve institutionalisation of the GRPBMEAF across government departments and institutions, it is important that enabling legislation, SOPs, and systems to regulate compliance are established. Another key activity is building partnerships within and without government to strengthen collaboration and a whole of society approach to gender, youth, and disability mainstreaming. These interventions are expected to lead to improved WYPD responsiveness and performance of targeted programmes implemented by government and departments, empowerment of WYPDs, equitable distribution of resources and services, and inclusive economic growth and development.

#### **4.1.6 Testing the components of the theory of change**

The components of the theory of change were tested based on literature review, and key informant interviews. Respondents were asked to provide views to test the extent to which there is coherence and consistency across the components of the theory of change.

##### **4.1.6.1 GRPBMEAF awareness levels**

Raising the awareness levels of officials at all levels, and beyond the gender focal points, is emphasised in the Framework. The assumption is that increasing awareness levels is crucial in shifting the mindsets and ultimately behaviour change of the officials. This is consistent with the literature (e.g., Davis et al., 2015), which highlights

information advocacy and awareness campaigns as a key strategy in ensuring the buy in and ownership of mainstreaming initiatives among programme implementers. Figure 11 shows that 14.9% of the respondents were not familiar at all with the GRBMEAF, and 85.1% were familiar. Among those that were familiar, most indicated a limited level of awareness. The figure shows that 61.2% of the respondents were somewhat familiar, while only 23.9% were very familiar with the GRPBMEAF. The respondents became aware of the Framework at different times and through various ways. For example, a significant number of respondents indicated that they became aware of the Framework during its development in 2018, having participated in various workshops and engagements facilitated by the DWYPD. Some reported becoming familiar post its approval in 2019 through the offices of the premiers, whereas others became familiar through during capacity building workshops facilitated by the National School of Government.

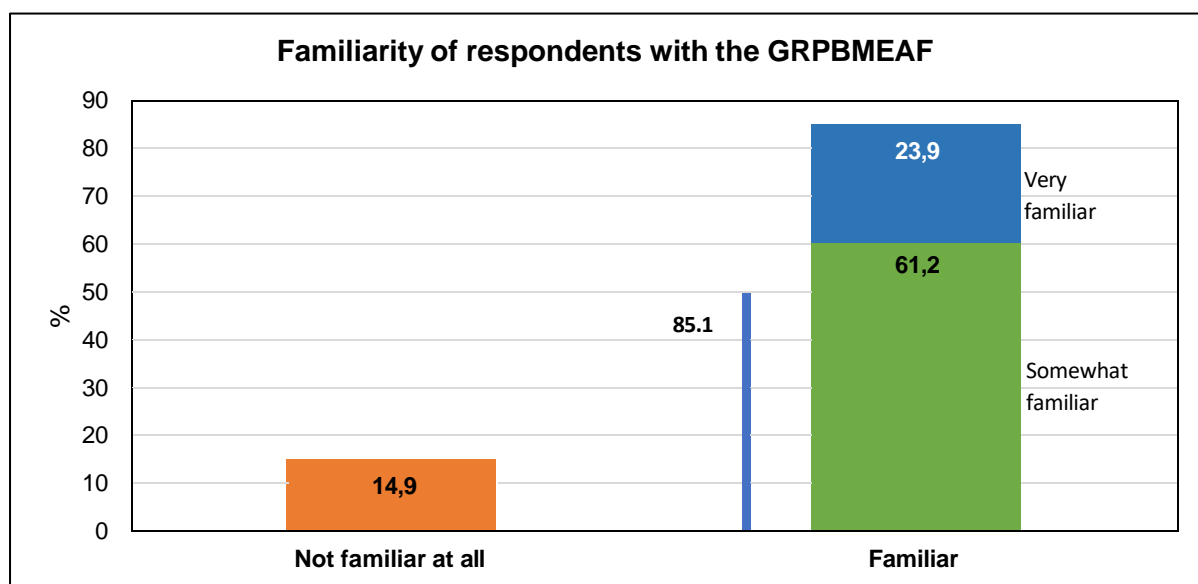


Figure 11. Familiarity of respondents with the GRPBMEAF

Figure 12 shows that gender focal persons (92.3%) were the most familiar with GRPBMEAF compared to planning (85.4%) and finance (67.9%) officials. A higher proportion of finance officials (32.1%) reported lack of familiarity with the GRPBMEAF than the planning (14.6%) and finance (7.7%) officials.

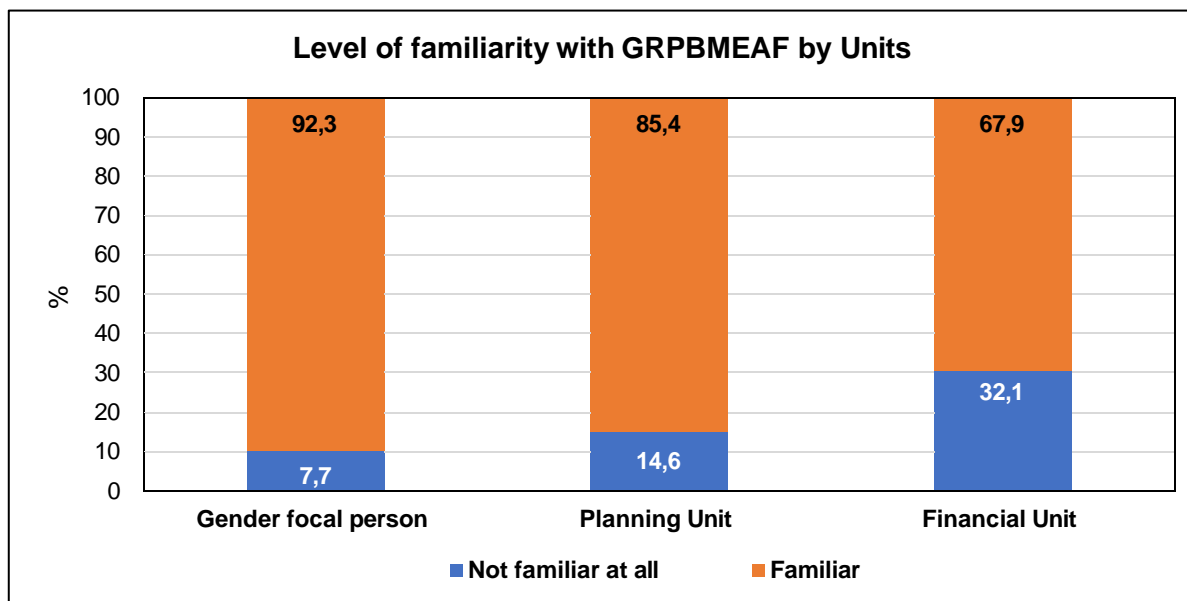


Figure 12. Level of familiarity with GRPBMEAF by Units

According to participants, the gender focal persons were more likely to be more familiar with the GRPBMEAF compared to the other units due to participation in several relevant events and meetings where it is discussed. The extent to which the gender focal persons shared the relevant information, and the capacity of officials in other units such as finance or planning units to grasp the complex mainstreaming issues was a concern. Despite being familiar with the Framework, some officials were not too clear on how it is aligned to the work of specific departments. Although stakeholder workshops had created awareness regarding the GRPBMEAF, some participants were less familiar with the relevance of the pillars for their specific departments and required further clarity. Thus, creating awareness among stakeholders should be viewed not as a once-off event but as a continuous process to ensure that different departments and their officials internalise and understand what is required to implement the GRPBMEAF.

In all the focus group discussions conducted across the nine provinces study participants were unaware of the GRPBMEAF. The lack of awareness of the grassroots women stands in stark contrast with the levels of awareness among the government officials (gender focal point persons) in the provinces. The key points that arose were as follows:

- Gender focal point persons were aware of GRPBMEAF because they attended numerous gender machinery meetings either at national or provincial levels;

- The sharing of information about GRPBMEAF with officials in the same department but different units was a challenge.
- Officials in finance and supply chain units were not gender sensitive except in shortlisting women for tenders.
- There was a need to create gender awareness among supply chain officers to sensitise them on issues of women's empowerment and gender equality.
- Gender focal persons also needed to learn about finances.

Stakeholders who were aware of the GRPBMEAF had participated in forums on women's economic empowerment, had contributed to the consultation meetings and were instrumental to drafting the reports on GRPBMEAF. While familiar, and having contributed inputs, some officials reported initial reservations. Such officials were initially not confident about the Framework, but the officials had become confident in contributing to budgeting in their own portfolios.

The respondents were asked to reflect on the communication received when the GRPBMEAF was introduced, and the results are presented in Figure 13. The figure shows that most (77.0%) of the respondents satisfied, 18.6% were not satisfied with the communication received, while 4.4% had not received any communication. These results suggest that most of the officials had received communications, indicating that awareness efforts to publicise the GRPBMEAF had reached most of the officials. However, most of the respondents (54.0%) were somewhat satisfied, with only 23% indicating that they were very satisfied. This suggests the need for further communications to address the lingering concerns of the officials.

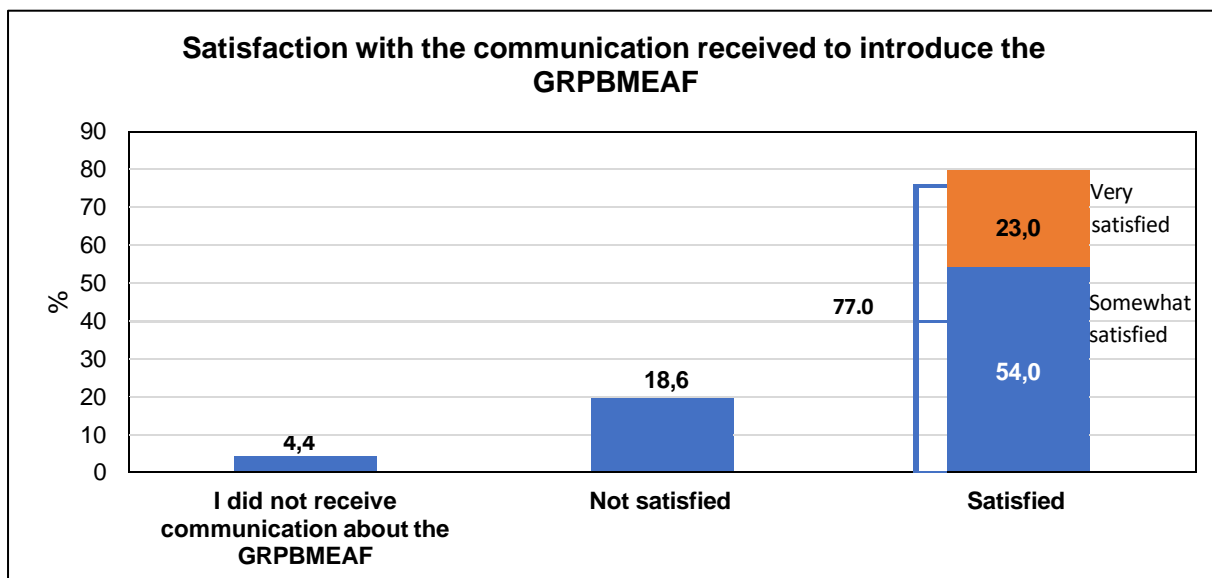
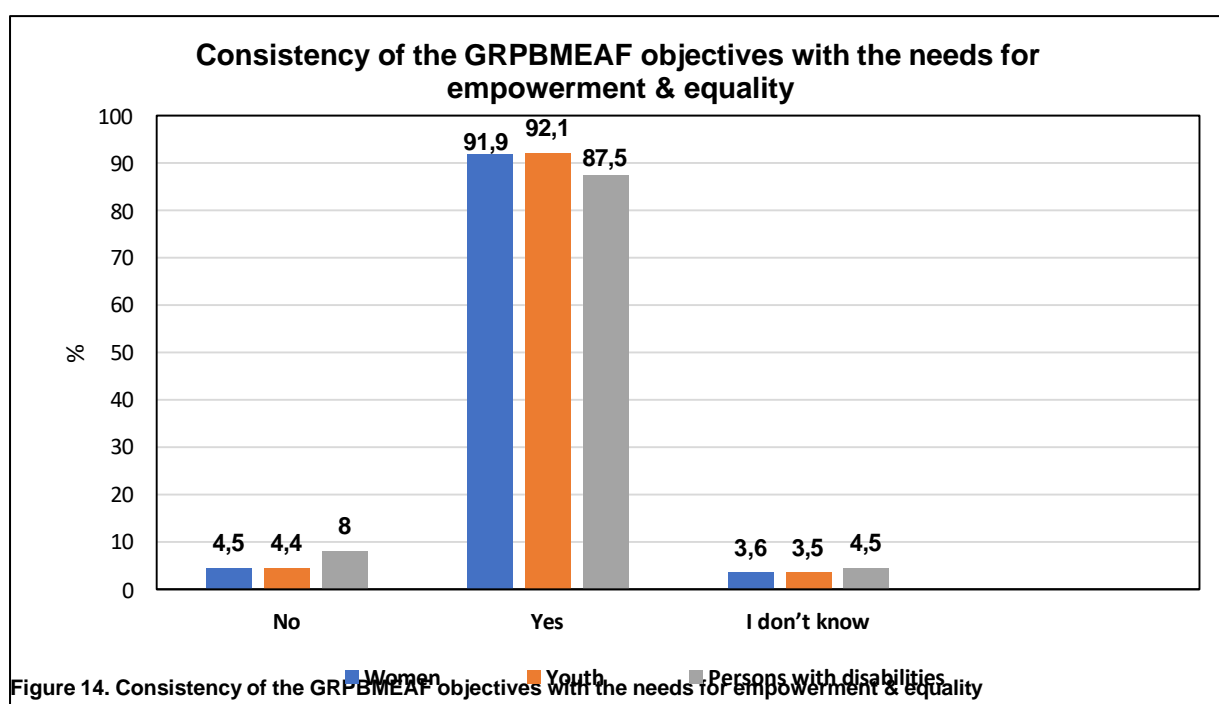


Figure 13. Satisfaction with the communication received to introduce the GRPBMEAF

According to some respondents, the awareness building process was inadequate, and the implementation was started without sufficient assessment of the readiness of departments. The development of the framework was viewed as having encapsulated some elements of public consultation and not others. For example, which there seemed to be participation in terms of the inputs that were sought to development the framework, there was also a concern that consultation to create awareness was not very prominent. Due to insufficient awareness amongst stakeholders, the introduction of GRPBMEAF came as a surprise to some stakeholders in government. Such stakeholders felt that more could have been done to sensitise departments regarding the GRPBMEAF and ensure that departments knew what to expect in terms of implementation. Some stakeholders were also of the view that a baseline assessment should have been done to determine the readiness of departments to implement GRPBMEAF. The lack of assessment to determine readiness of departments to implement and institutionalise the GRPBMEAF resulted in a culture of officials implementing the framework without understanding and simply to comply rather than officials implementing the Framework objectives because they understand and are committed to achieve women’s empowerment and gender equality.

#### 4.1.6.2 Relevance and coherence of the GRPBMEAF results chain

The interviewed officials were asked to reflect on the extent to which the GRPBMEAF objectives were relevant and consistent with the needs for empowerment and equality for women, youth, and persons with disabilities. An overwhelming majority were of the view that the GRPBMEAF's objectives were consistent with the needs for empowerment and equality across the three sectors. Specifically, 91.9% were of the view that the objectives of the GRPBMEAF are consistent with the needs for empowerment and equality for women; 92.1% were of that the objectives of the GRPBMEAF are consistent with the needs for empowerment and equality for youth; and 87.5% were of the view that the objectives of the GRPBMEAF are consistent with the needs for empowerment and equality for persons with disabilities. According to the respondents, while the GRPBMEAF was developed to achieve women's empowerment, its objectives respond to the needs of all the three marginalised groups.



The GRPBMEAF proposes several interventions to meet the overall goal and attainments of its objectives. Most of the respondents (87.1%) thought that the activities and interventions of the GRPBMEAF are consistent with the overall goal and

attainments of its objectives (Figure 15). A very small proportion (2.8%) felt that there was no consistency between the GRPBMEAF's interventions and overall goal and objectives, while 10.1% did not give an opinion.

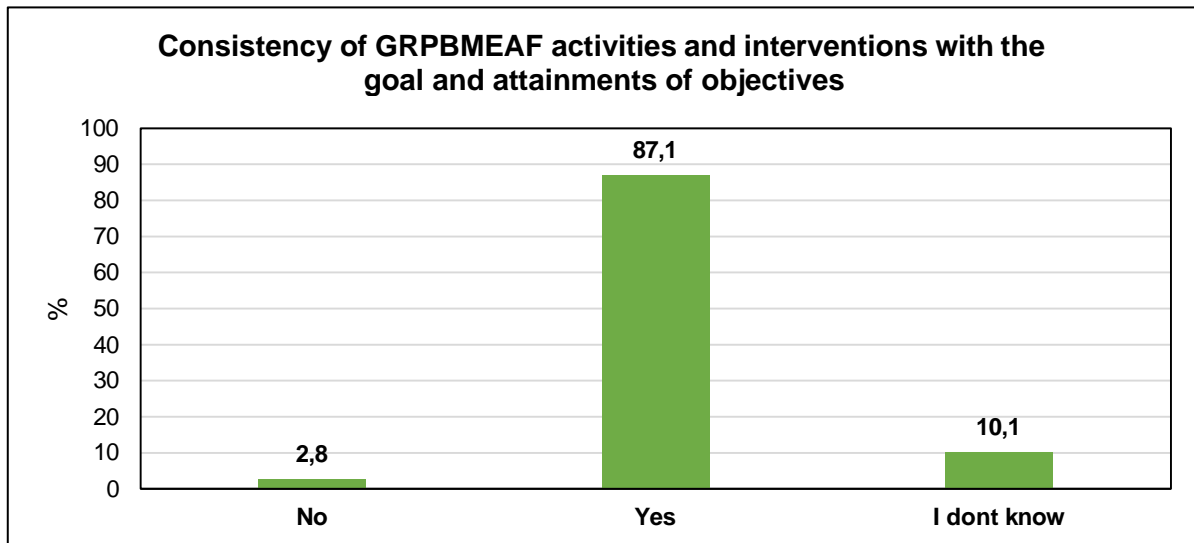


Figure 15. Consistency of GRPBMEAF activities and interventions with the goal and attainments of objectives

The interviewed officials were asked to reflect on the coherence of the results chain from outputs to the achievement of Framework's outcomes, and the results are presented in Figure 16. The figures shows that most respondents (78.9%) felt that that the logical flow was coherent, and only 8.1% of the respondents were of the view that the results chain from outputs to outcomes was not coherent at all. These figures suggest that most of the respondents were of the view that there was a clear logical flow from outputs to outcomes of the GRPBMEAF.

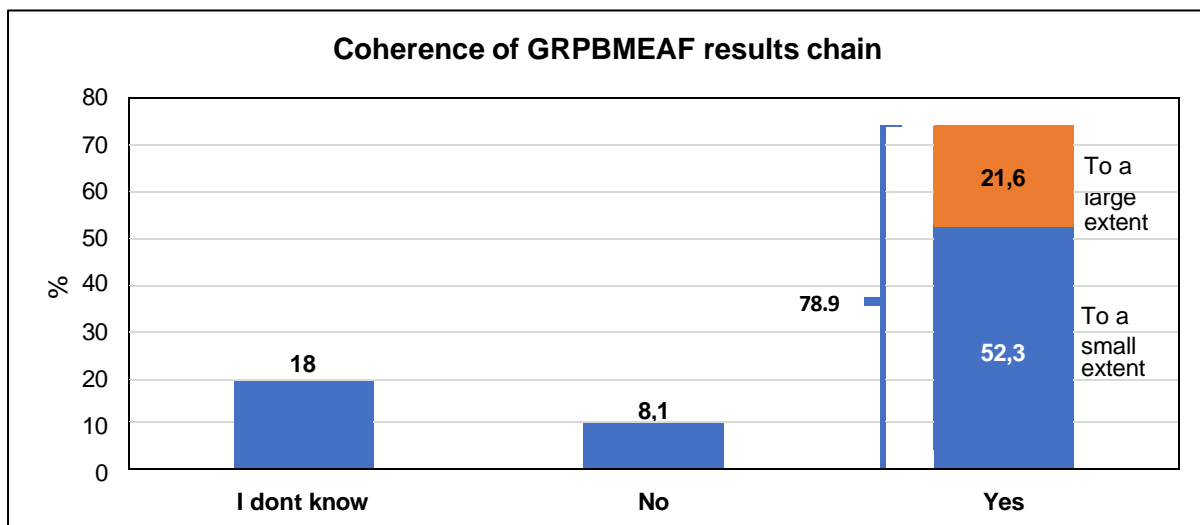


Figure 16. Coherence of GRPBMEAF results chain

More than three quarters (75.7%) of the respondents thought that key assumptions, risks, and mitigation strategies have been well identified and specified in the GRPBMEAF, while 5.6% were of the view that key assumptions, risks, and mitigation strategies had not been well-identified.

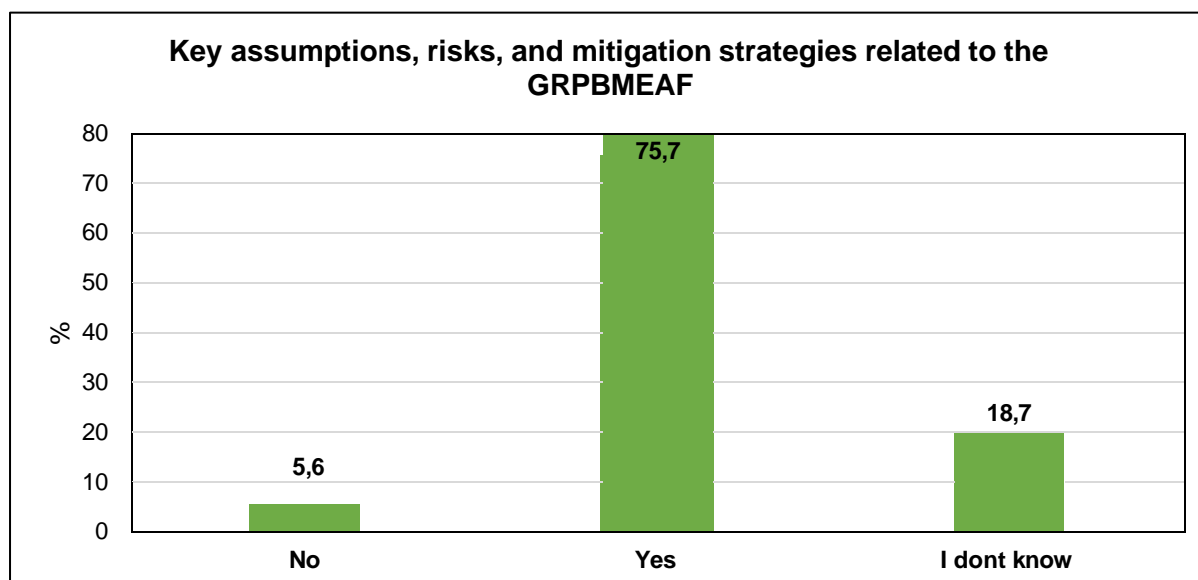


Figure 17. Key assumptions, risks, and mitigation strategies related to the GRPBMEAF

#### 4.2 What has the implementation process entailed?

The implementation of the GRPBMEAF involves coordination activities led by centre of government departments such as the DWYPD, DPME, National Treasury, DPSA; and those of all departments/ entities. The centre of government departments therefore implement the Framework at two levels: activities to coordinate implementation across institutions; as well as own department specific activities. At the coordination level, implementation has mainly focused on engendering policies and systems, developing guidelines, raising awareness, and capacity building efforts. Among the achievements in terms of influencing policies and systems include the inclusion of WYPD priorities and indicators in the 2019-2024 MTSF, departments mandate papers, revised guidelines for strategic plans and annual performance plans, revised evaluation Framework, etc. The DWYPD has produced several outputs listed as targets in the Framework's implementation plan (DWYPD, 2019), which include the development of the Country Gender Indicator Framework (CGIF) and completing a 25-year review. A guideline aimed at assisting departments on the implementation of the Framework was developed.

Department specific interventions have entailed awareness raising across units, capacity building, and mainstreaming of women, youth, and disability issues in policies, plans and indicators. This has happened at both the national and provincial levels. In terms of capacity building activities, the National School of Government had facilitated relevant training for officials. While the training had focused on gender mainstreaming since 2008, the curriculum was updated in 2020, with inputs from the DWYPD, so that it addresses the needs of the GRPBMEAF. Among other themes, the officials were introduced to gender-related concepts, history of women's movements, an overview of the relevant international and national normative and legislative Frameworks, theories, and approaches, etc. The training was offered to the departments that requested capacity building.

At the provincial level, training in the provinces such as KwaZulu-Natal had contributed to the development of a gender equality strategy. Training on GRPBMEAF was also done to ensure gender mainstreaming in the provincial programmes for different departments. Training of the women's forum in the Eastern Cape had also contributed to the creation of awareness about the GRPBMEAF among the men. Training on the GRPBMEAF not only targeted women but also brought on board the men's forum, the youth and persons with disabilities as key stakeholders in ensuring the success in implementing and institutionalising the Framework.

Stakeholders noted that government-wide planning systems such as the APPs, strategic plans and budgets were in place to support GRPBMEAF. When the GRPBMEAF was introduced in the planning phase, then it became much more effective to implement other elements of the Framework such as the monitoring and auditing. The Implementation of GRPBMEAF entailed the completion of monitoring reports, with gender focal points playing a coordinating role. The role of the gender focal points was to consolidate reports on GRPBMEA from different provincial departments into one provincial report that was then submitted to the national department of WYPD. Provinces were required to report on the implementation of the GRPBMEAF every six months through a self-assessment tool co-ordinated by the Office of the Premier. Part of the role of the gender focal points was to check and ensure that provincial departments were implementing the Framework in line with its

objectives and pillars. Support to provinces was provided by partners such as the European Union (EU).

Stakeholders indicated that some departments had been implementing relevant gender, youth, and disability mainstreaming interventions even before the GRPBMEAF was approved. Some of the key elements and principles of the Framework were already being implemented. The elements implemented were those of gender budgeting which were already in place before the GRPBMEA Framework was rolled out in all government departments and provinces. For such participants prior experience with implementing gender responsive programs contributed to including the GRPBMEAF pillars in the interventions and pillars of their departments. In a province like Gauteng, gender responsive budgeting was already in place before the design of GRPBMEAF. Gauteng province had already developed booklets to create awareness about what gender-responsiveness entailed in the different programmes and departments in the province. Furthermore, gender issues were mainstreamed during the budget votes in the province.

The mainstreaming of gender issues in Gauteng was done in different departments. Gender mainstreaming in health focused on maternal and child health; in economic development the focus was on procurement by SMMEs; in education, the focus on Early Childhood Development ECD and in disaggregating the data into gender with a view to understanding how funding into the sector was benefiting both boys and girls. However, aspects such as auditing were yet to be implemented. The challenge with auditing was that without the implementation of the Framework, it was futile to attempt to conduct any form of audit.

Stakeholders involved in city planning noted that even without referring to GRPBMEAF, the work of planning for the provision of services in the city is underlain by the principles of inclusivity and universal access. Some of the groups identified as requiring to be included were those categorised as vulnerable such as people living with disability, the poor and marginalised, children, and women. Planning for vulnerable and marginalised groups was not necessarily informed by the GRPBMEAF but rather by the other government Frameworks such as Spatial Planning Land Use Management Act (SPLUMA). Although implementation of the Framework had not started in some departments, processes initiated for implementation had been put in

place. While supporting the Framework, some stakeholders noted that the implementation at the department level would require practical interventions. The implementation had focused on the strategic planning pillars (such as Pillar 1 – 3), but less on budgets or specific programmes. The phased implementation of GRPBMEAF meant that elements such as auditing were yet to be addressed by some of the departments.

#### 4.3 To what extent has the GRPBMEAF been implemented as planned?

The GRPBMEAF was approved by Cabinet in March 2019, and its implementation was expected to begin in the 2019/20 financial year. However, the start of implementation, and the level of implementation varied across different departments and entities and different interventions/pillars. Figure 18 presents the year in which the implementation of the GRPBMEAF interventions began across government departments, as reported by the respondents that were interviewed. The figure shows that implementation has started in most of the departments, with only 11.7% of the respondents reporting that implementation had not yet started in the departments. Among those who reported that implementation has started in the departments, 25.2% indicated that implementation started in 2019, 14.6% indicating that implementation started in 2020, 16.5% reported that implementation started in 2021, and 19.4% reported that implementation started in 2022. According to the respondents, while implementation started in 2019, the Covid-19 disrupted most of the activities. The implementation was intensified after the Covid-19 lockdown restrictions were eased.

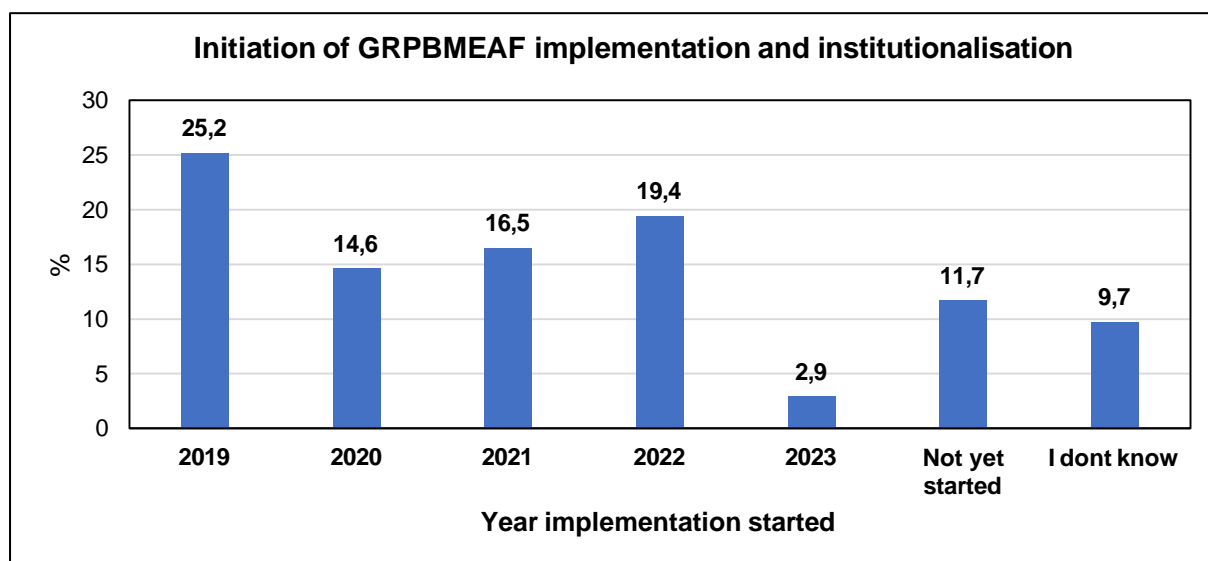


Figure 18. Initiation of GRPBMEAF implementation and institutionalisation

The Framework anticipates a close collaboration among centre of government departments (DWYPD, DPME, NT, COGTA, DPSA, & Stats SA) and public entities such as CGE in coordinating the implementation of the Framework. While there has been a certain level of working together, participants were of the view that the collaboration has not been strong among these institutions. The bulk of the coordination activities have been left to the DWYPD, with limited collaboration of the other entities. As part of mainstreaming WYPD across the country’s planning, budgeting, monitoring and evaluation systems, the GRPBMEAF outlined key interventions across ten pillars. Discussions below highlight the views of respondents on the progress that has been made across the pillars.

#### 4.3.1 Pillar 1: Gender responsive country planning and monitoring

Figure 19 shows that 88.7% of respondents are of the view that the department had identified its role and contributed to the implementation of the cross-cutting gendered indicators in the Medium-Term Strategic Framework (MTSF) in the department’s plan. Most of the respondents (61.3%) felt that, while the departments are contributing to the implementation of the cross-cutting gendered indicators in the MTSF, this contribution is still at a limited extent. Over a quarter (27.4%) felt that the contribution was to a large extent. Conversely, 4.7% felt that the department did not identify its role and contribute at all to implementing the gendered indicators in the MTSF, and 6.6% did not know.

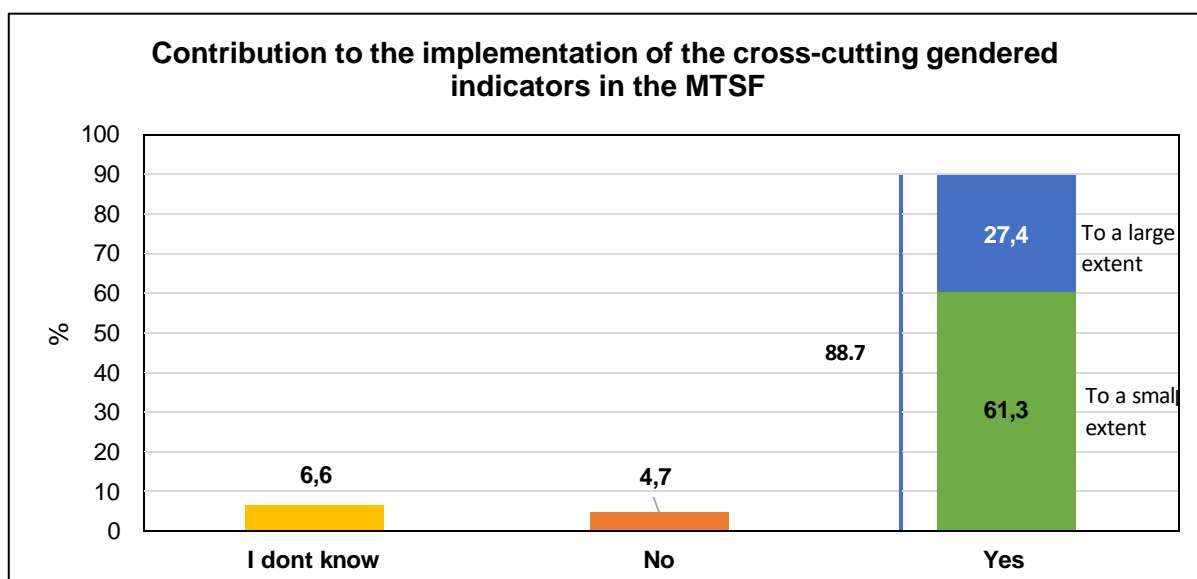


Figure 19. Contribution to the implementation of the cross-cutting gendered indicators in the MTSF

Overall, 87.6% of respondents reported that the managers are involved in strategic planning sessions to discuss and agree on indicators for strategic plans, monitoring implementation and ensuring disaggregated data, while 6.7% of participants reported that the managers are not involved in these activities (Figure 20). In terms of the level of involvement, 48.6% of the respondents stated that the managers were very involved, while 39.0% stated that the managers were only somewhat involved.

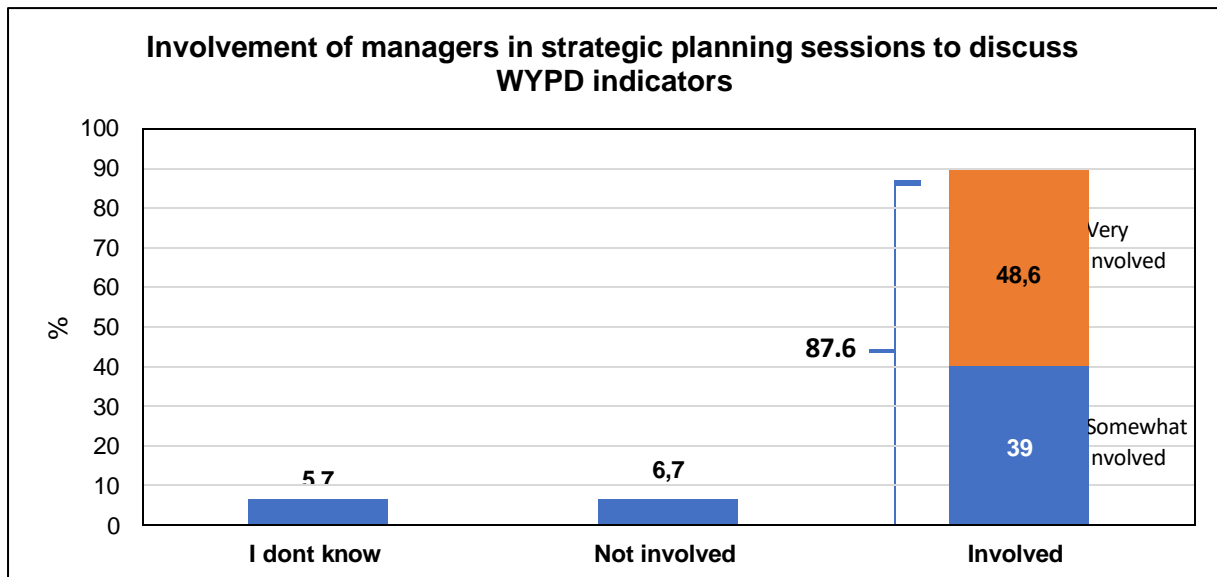


Figure 20. Involvement of managers in strategic planning sessions to discuss WYPD indicators

### 4.3.2 Pillar 2: Gender-responsive institutional planning

#### ***Strategic Plans (2020-25)***

Participants were of the view that women (94.3%), youth (91.3%) and persons with disabilities (87.7%) were included in the situational analysis of the department's strategic plans (Figure 21). Very small proportions of the participants thought that women (1.9%), youth (3.9%) and persons with disabilities (7.6%) were not included at all in the situational analyses of the department's strategic plans.

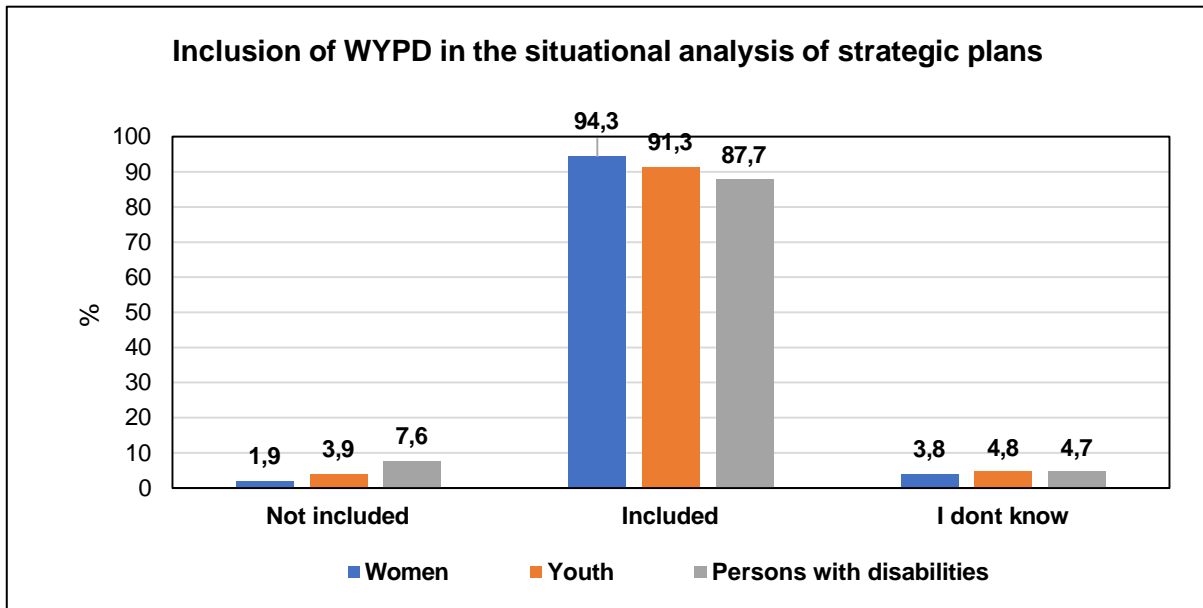


Figure 21. Inclusion of WYPD in situational analysis of Strategic Plans

A review of the 2020-25 Strategic Plans of the departments and selected public institutions was done to assess the level of WYPD responsiveness. A total of 123 SPs were assessed (NB: the team was not able to access the latest SPs for some departments). The review of the latest SPs indicated that 50.4% (62 out of 123) of the SPs directly mentioned the three sectors in their situational analysis. While others mentioned these three sectors in passing, others included more detailed discussions of the situation in terms of WYPD. However, very few 7.3% (9 departments/ entities) of the SPs mentioned WYPD in the vision or mission statements.

Figure 22 shows 42.5% reported that the department's current strategic plans make explicit reference to women in its impact and outcome statements, and 43.4% reported that the strategic plan makes some implicit reference to women. About a third of respondents reported that the department's current strategic plan makes explicit reference to youth (34.9%) and persons with disabilities (36.8%) in its impact and outcome statements. An assessment of the 2020-25 Strategic Plans supported these results, showing that 48.4% (59) of the departments explicitly mentioned WYPD in their impact and outcome statements.

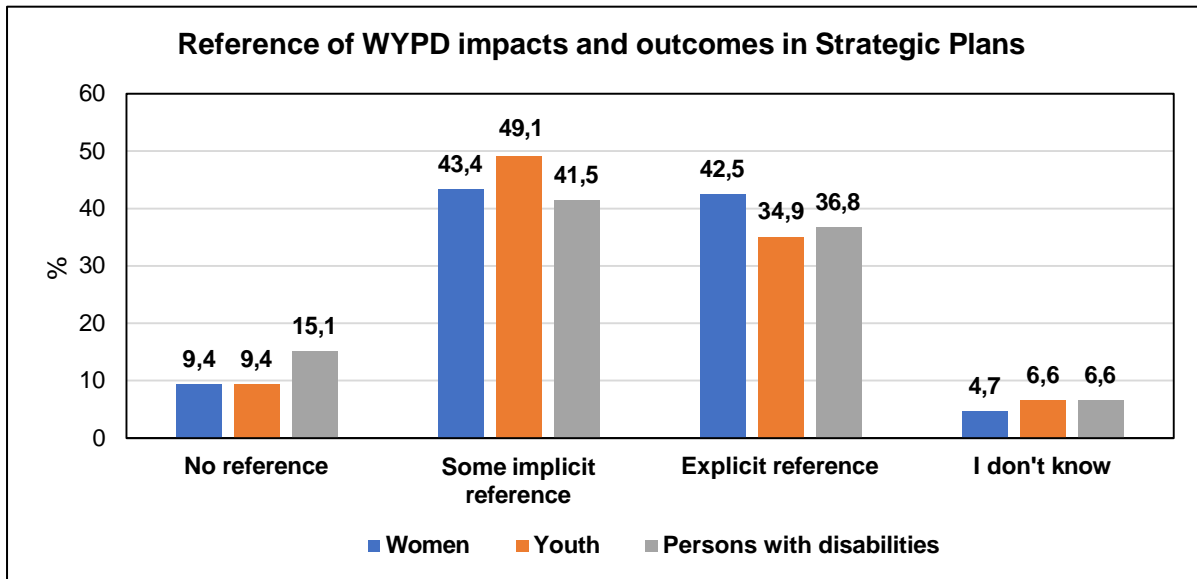


Figure 22. Reference of WYPD impacts and outcomes in Strategic Plans

More than 90% of participants reported that the major programmes in their departments' strategic plans include specific interventions aimed at empowering women (Figure 23), while 89.5% and 85.7% reported that the major programmes in the strategic plans include specific interventions for empowering youth and persons with disabilities respectively. The review of the SPs indicated that 49.6% (n=61) departments have specific interventions in the major programmes aimed at the empowerment of WYPD.

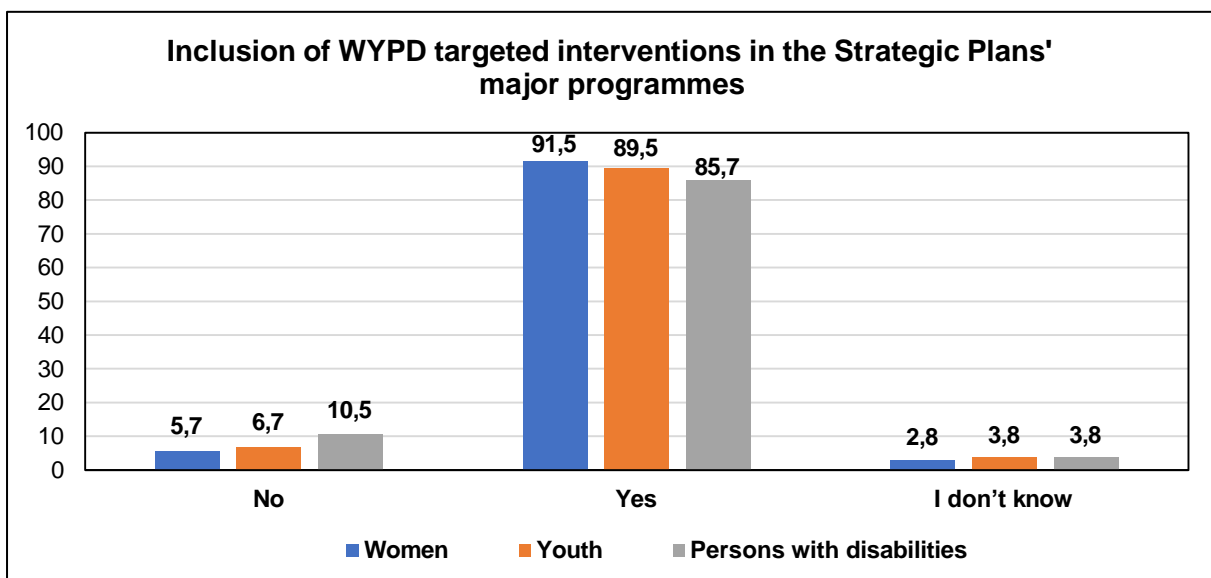


Figure 23. Inclusion of WYPD targeted interventions in the Strategic Plans major programmes

Among the participants, 89.3% reported that the major programs in the strategic plans include specific interventions with specific targets for women, while 89.6% and 86.8% reported that the major programs in the strategic plans include specific interventions with specific targets for each of youth and persons with disabilities respectively (Figure 24).

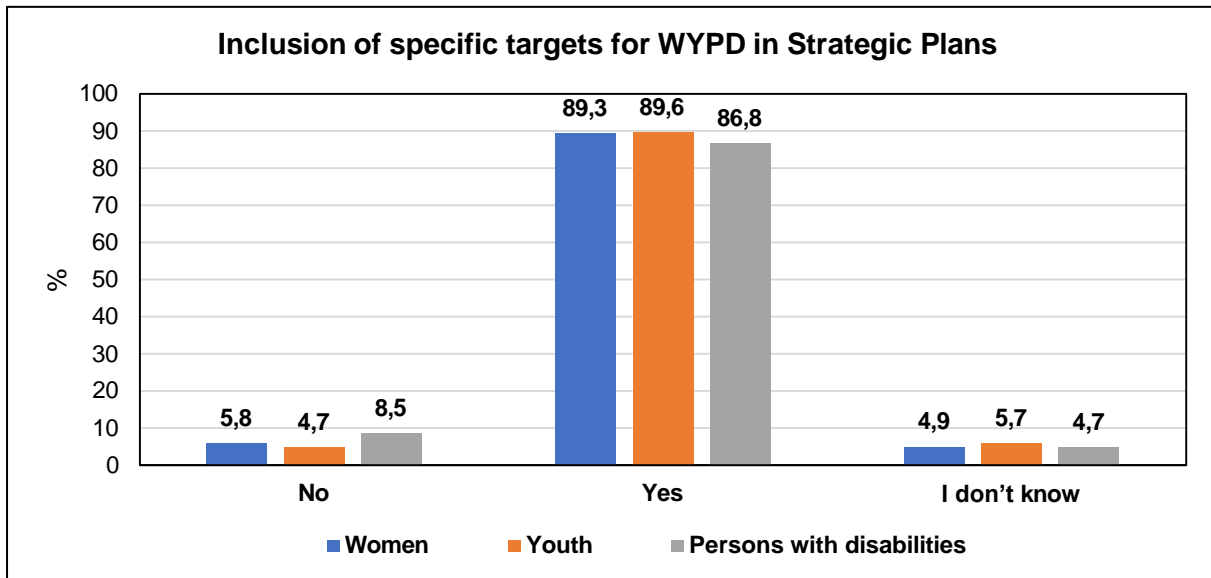


Figure 24. Inclusion of specific interventions with targets for WYPD in Strategic Plans

Figure 25 shows that 64.4% reported that guidelines for technical indicators in the strategic plan stipulate how data will be disaggregated by gender. Lower proportions of participants reported the presence of data disaggregation guidelines for youth (50.5%) and disability status (52.9%) in the strategic plans. A review of the SPs indicated that 57.8% (n=71) of the departments and agencies presented gender disaggregated technical indicators. The remainder of the departments mostly indicated that the WYPD disaggregation was not applicable across the various targets. Very few (9.9%/ n=12) of the departments made references to WYPD in the risk management plans.

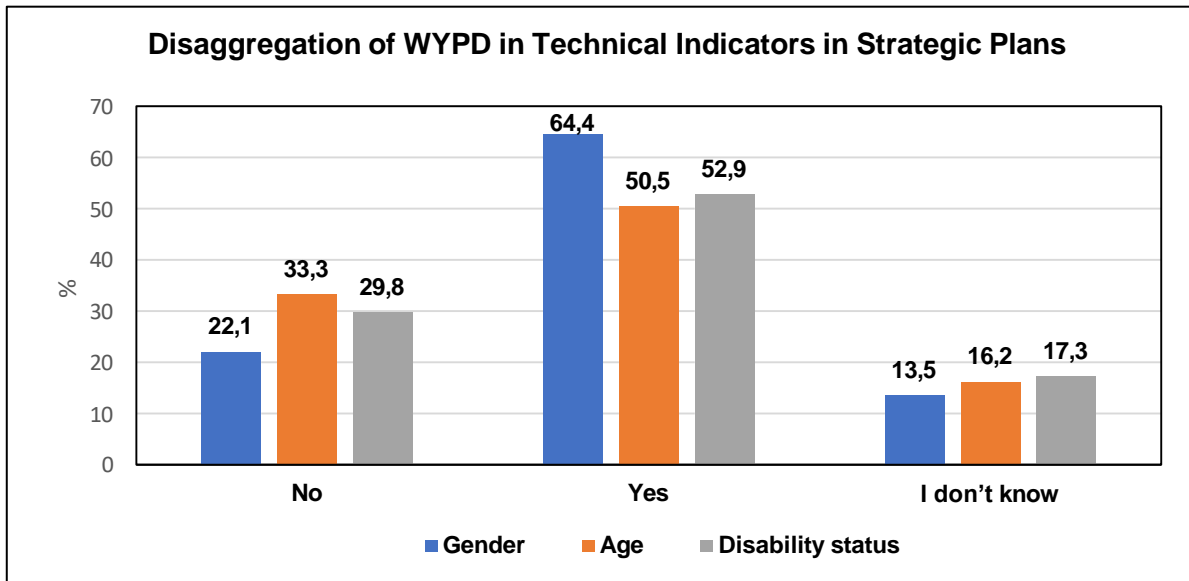


Figure 25. Disaggregation of WYPD in Technical Indicators in Strategic Plans

The respondents were asked to rate the overall WYPD responsiveness of the SPs, and the results are presented on Figure 26. Overall, Figure 26 shows that 36.2% of the respondent felt that the strategic plans were very responsive to women’s and youth’s empowerment needs; while less than a quarter (24.5%) of the respondents were of the view that the strategic plans were very responsive to persons with disabilities. Around half of the respondents were of the view that the SPs were somewhat responsive to the empowerment needs of the three sectors.

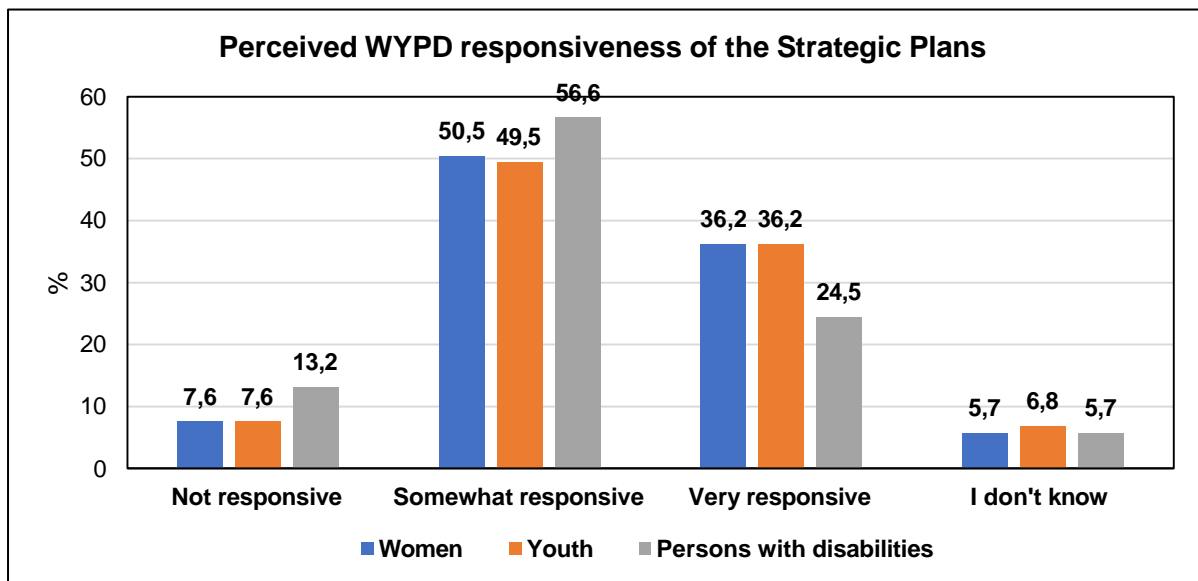


Figure 26. Perceived responsiveness of the Strategic Plans

An assessment of the SPs to determine their WYPD responsiveness was conducted, and the results are shown on Figure 27. The assessment indicated that the SPs of 23.6% (n=29) departments or entities were not WYPD responsive. Most (40.7%/ n=50) of the SPs were moderately responsive, while 27.6% (n=34) showed low levels of WYPD responsiveness. Figure 27 shows that only 8.1% (n=10) were highly responsive.

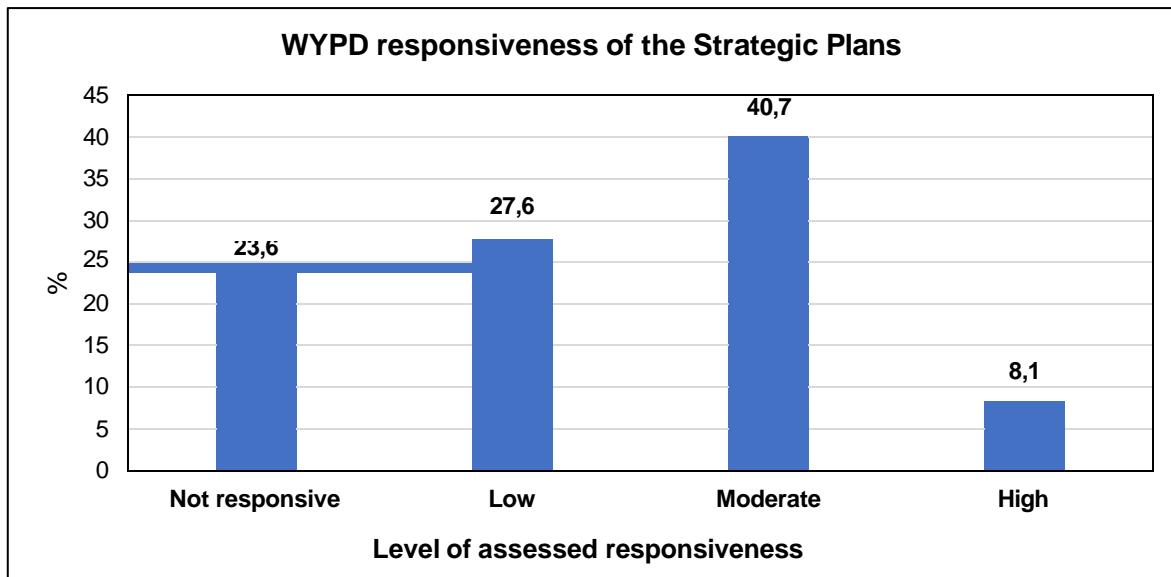


Figure 27. WYPD responsiveness of the Strategic Plans

### ***Annual Performance Plans (2022/23)***

A significant proportion of respondents (88.6%) thought that women youth were included in the situational analysis of the Annual Performance Plans (APPs) (Figure 28). The respondents were of the view that youth (86.7%) and persons with disabilities (81.9%) were included in the situational analysis of the APPs. Few respondents felt that these three marginalised groups were not included at all in the situational analysis of the APPs. The review of the 2022/23 APPs showed that 63.9% (n=85 out of 133) of the departments/ entities' APPs mentioned the three sectors (WYPD) in the situational analysis. A few departments (11.9%/ n=16) directly mentioned WYPD in the vision and mission statements.

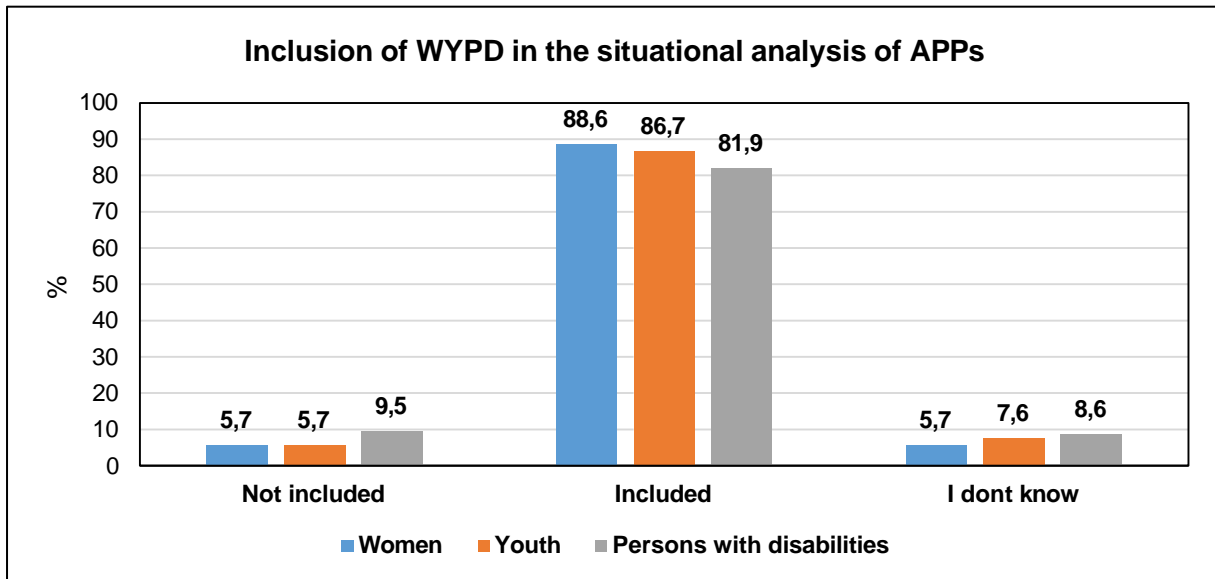


Figure 28. Inclusion of WYPD in the situational analysis of APPs

Figure 29 shows that 46.1% of the respondents reported that the APPs make explicit reference to women in the impact and outcome statements, while 43.4% indicated that explicit references are made to youth, and 37.7% indicated explicit references to persons with disabilities. An assessment of the APPs indicated that 62.4% (n=83) made explicit reference to WYPD in the impact and outcome statements.

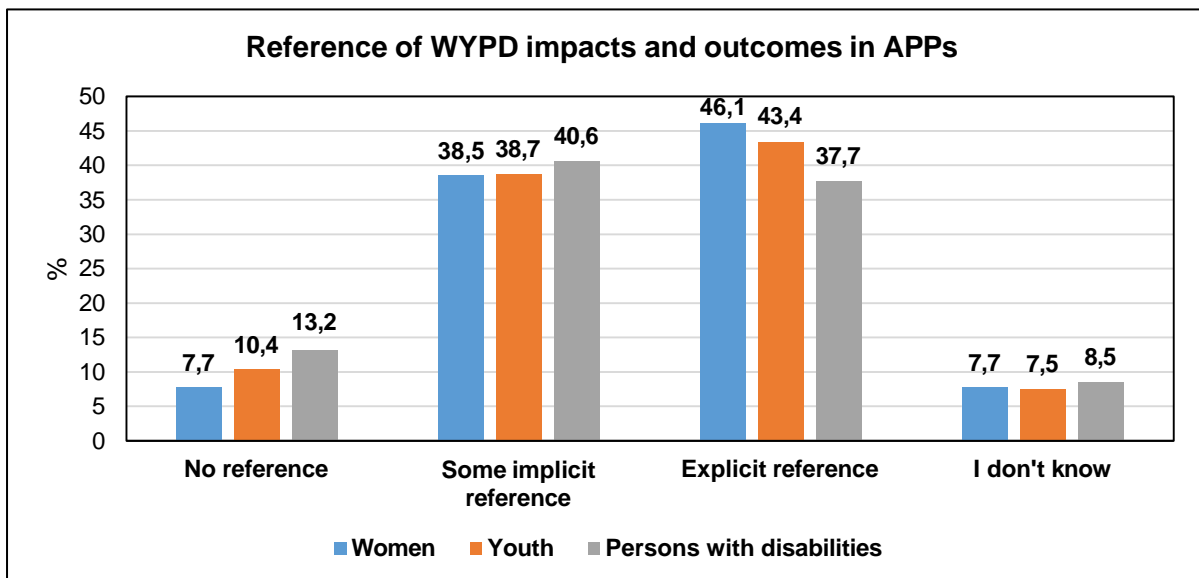


Figure 29. Reference of WYPD in the APP impact and outcome statement

Overall, 91.3% of participants reported that the major programmes in the APPs include specific interventions aimed at empowering women, while 89.6% reported that the major programmes in the APPs include specific interventions aimed at empowerment

of youth, and 82.9% reported that the major programmes in the APPs include specific interventions aimed at empowerment of persons with disabilities (Figure 30). An assessment of the APPs indicated that 64.7% (n=86) of the departments/ agencies included specific interventions for WYPD in the major programmes.

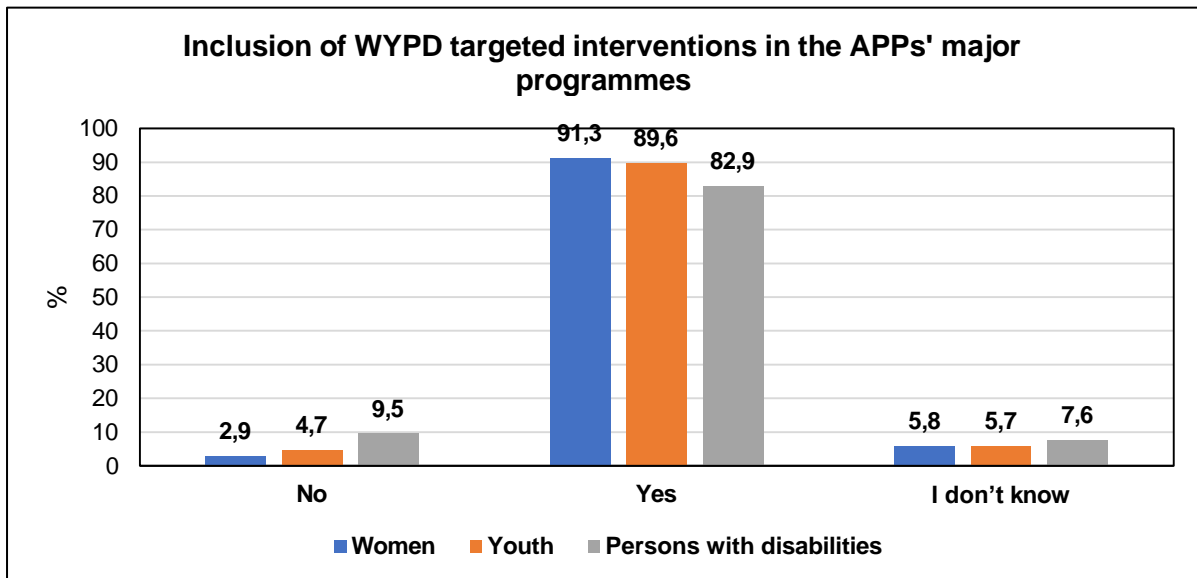


Figure 30: Inclusion of targeted interventions in APPs

Figure 31 shows that 87.7% of participants reported that the major programmes in the current APP include specific interventions with specific targets for women, while 86.8% reported that the major programmes in the APP include specific interventions with specific targets for youth, and 78.1% reported that the major programmes in the APP include specific interventions with specific targets persons with disabilities respectively.

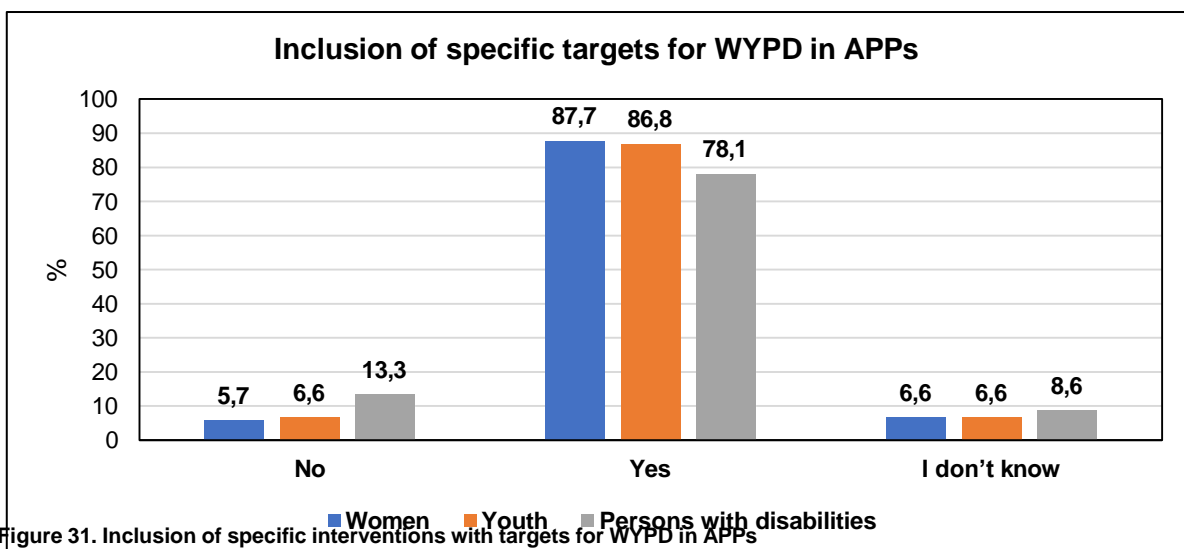


Figure 31. Inclusion of specific interventions with targets for WYPD in APPs

Among the participants, 68.3% reported that guidelines for technical indicators in the APPs stipulated how data will be disaggregated by gender, while 50.5% of participants reported that technical indicators guidelines in the APPs stipulate how data will be disaggregated by age, and while 57.5% of participants reported that technical indicators guidelines in the APPs stipulate how data will be disaggregated by disability status (55.7%) (Figure 32). The analysis of the APPs showed that 69.9% (n=93) of the departments/agencies had technical indicators that disaggregated data by WYPD. A tenth (10.8%/ n=14) of the departments/ entities explicitly included WYPD in the risk management plans of the APPs.

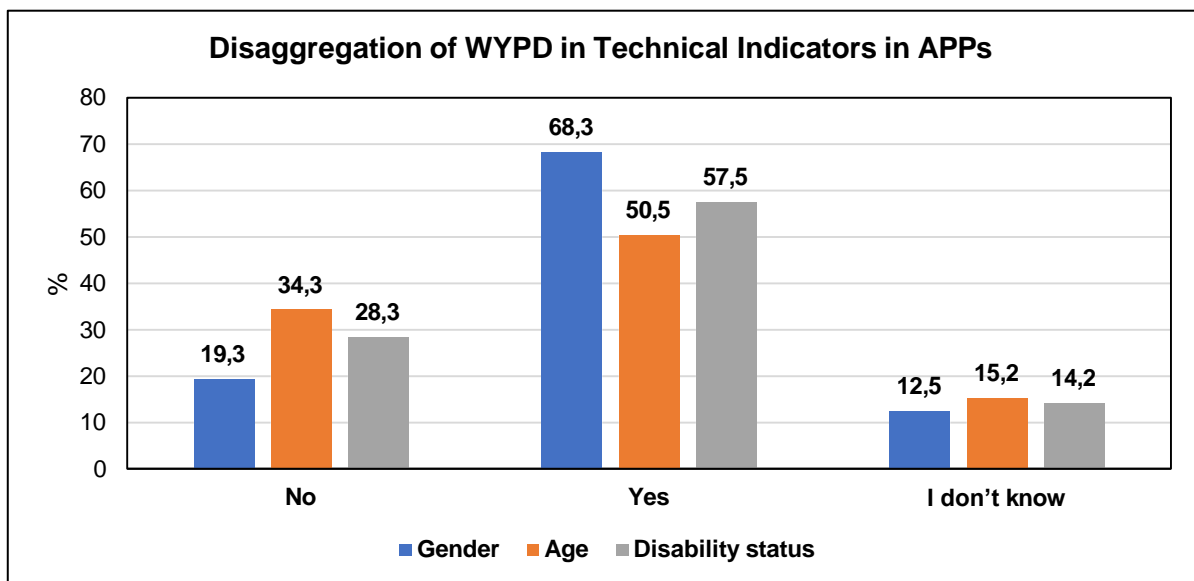


Figure 32. Inclusion of WYPD indicators in APPs

Overall, 37.8% of the respondents were of the view that the APPs were very responsive to women, 37.1% felt that the APPs were very responsive to youth, and 28.6% felt that the APPs were overall very responsive to persons with disabilities (Figure 33).

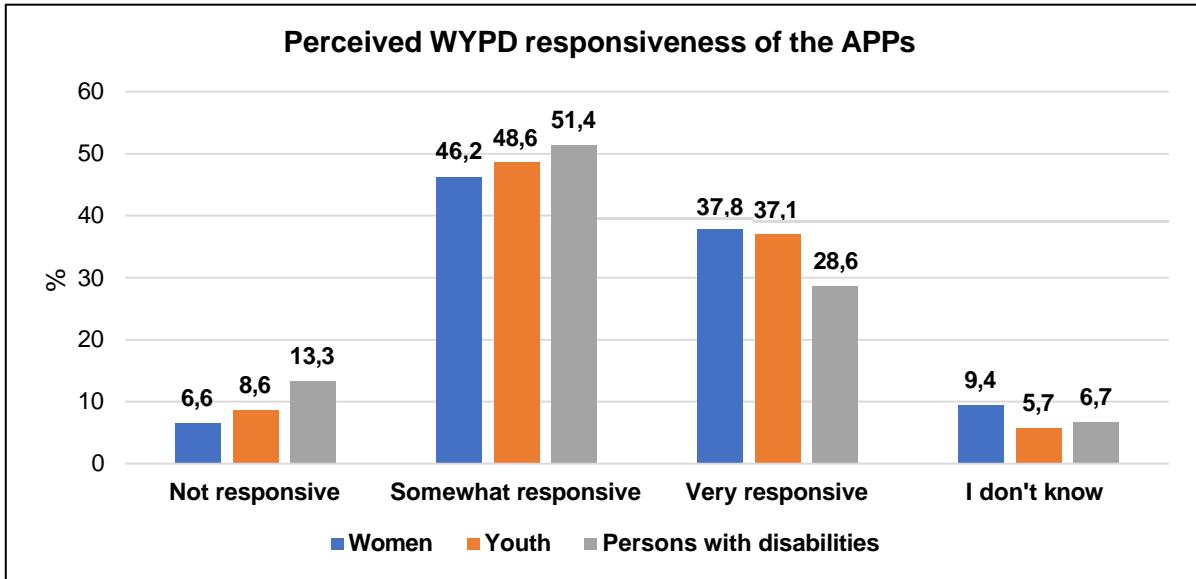


Figure 33. Perceived responsiveness of the APPs

The analysis of APPs found that, overall, 15.7% (n=21) of the APPs were not WYPD responsive, while 12.7% (n=17) were very responsive (Figure 34). Most of the APPs (52.2%/ n= 70) were found to be moderately responsive, while less than a fifth (19.4%, 26) were only lowly responsive.

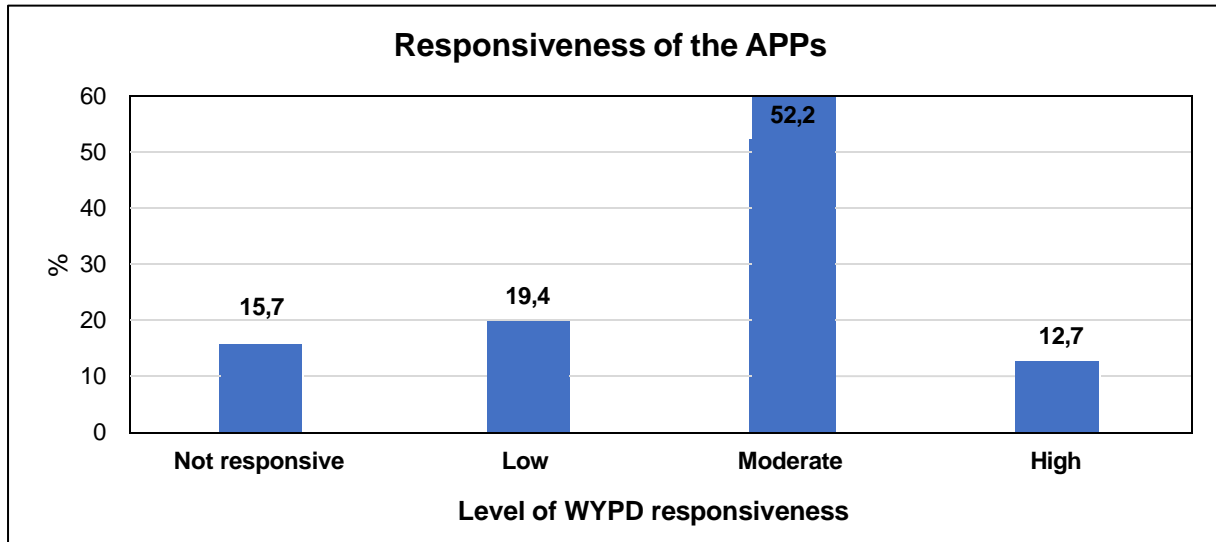


Figure 34. Responsiveness of the APPs

### 4.3.3 Pillar 3: Gender-responsive policy priorities

Most of the respondents were of the view that the departments have set clear policy priorities to guide the department's contribution to the achievement of empowerment and equality for women, youth, and persons with disabilities respectively (Figure 35).

The results showed that 81.7% of respondents felt that the departments have set clear policy priorities to guide contribution to the achievement of empowerment and equality for women, 77.9% felt that the departments have set clear policy priorities to guide contribution to the achievement of empowerment for youth and persons with disabilities.

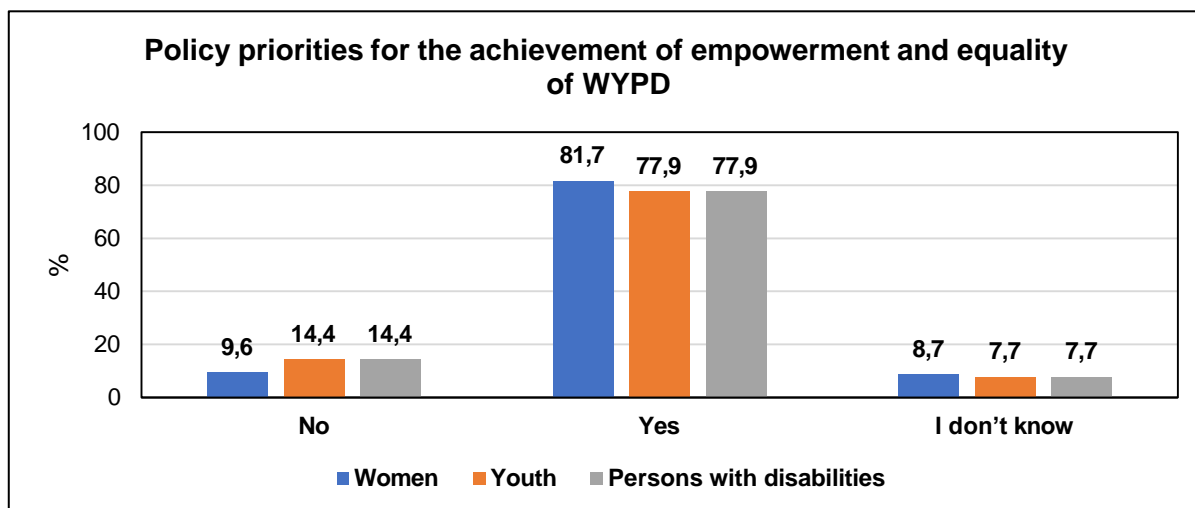


Figure 35. Policy priorities for the achievement of empowerment and equality of WYPD

Most of the respondents were of the view that department-led sectoral policies somewhat explicitly indicate contribution to empowerment for WYPD in the sector. Across the three sectors, there were higher proportions of participants who felt that the department-led sectoral policies indicate contribution to the empowerment of women (80%) and youth (79.8%) than of persons with disabilities (74.9%) (Figure 36).

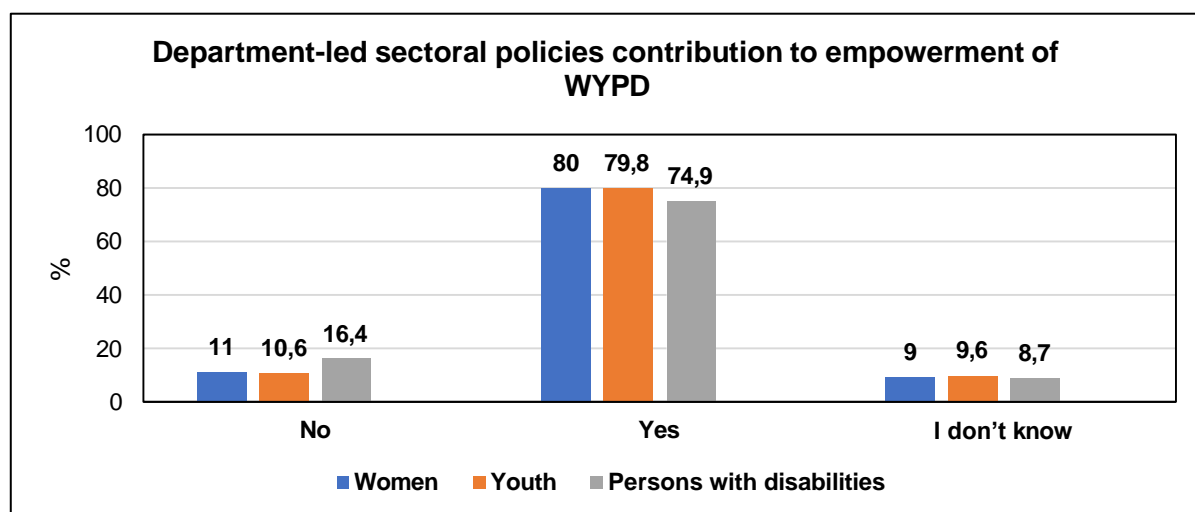


Figure 36. Department-led sectoral policies contribution to empowerment of WYPD

In terms of department-led sectoral strategies, 81.7% of participants reported that the strategies indicate the departmental contribution to empowerment for women, while 79.8% of participants reported that the strategies indicate the departmental contribution to empowerment for youth, and 75.8% reported that the strategies indicate contribution to empowerment for persons with disabilities (Figure 37).

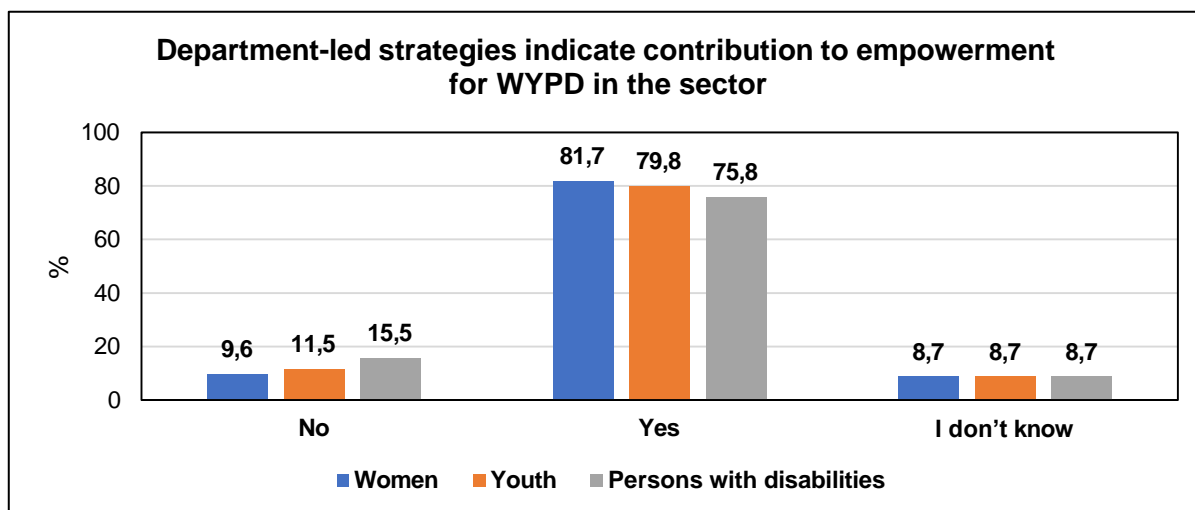


Figure 37. Department-led strategies indicate contribution to empowerment for WYPD in the sector

Figure 38 shows that that 75.2% of respondents stated that department-led masterplans explicitly indicate contribution to the empowerment of women, while 70.0% stated that department-led masterplans explicitly indicate contribution to the empowerment of youth, and 69.6% stated that department-led masterplans explicitly indicate contribution to the empowerment of persons with disabilities.

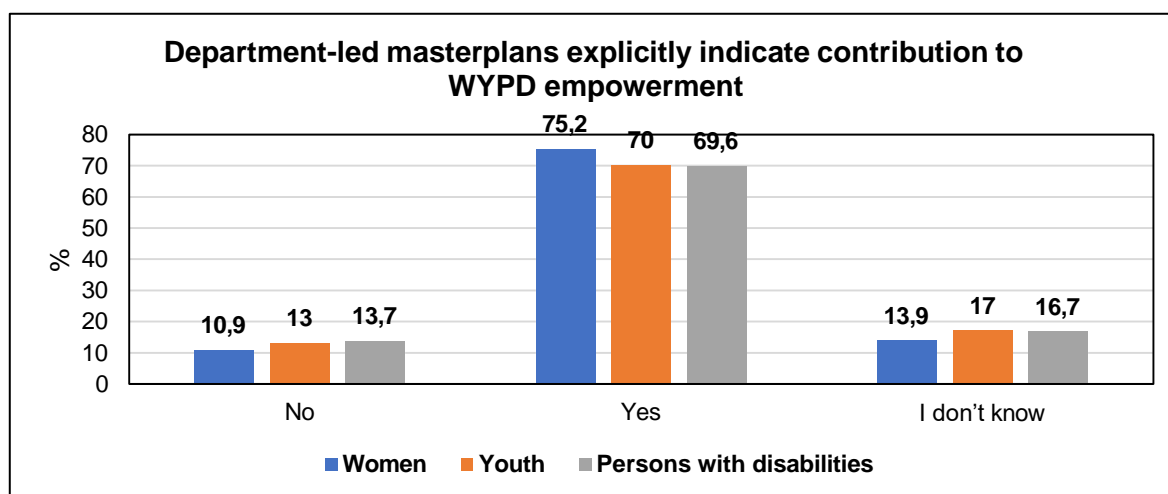


Figure 38. Department-led masterplans explicitly indicate contribution to empowerment WYPD in the sector

About two thirds of the participants were of the view that the departments provide leadership in the sectors on the implementation of the GRPBMEAF (69% for women, 70.2% for youth, and 68.0% for persons with disabilities). As Figure 39 shows, a significant proportion of participants felt that departments are not providing leadership.

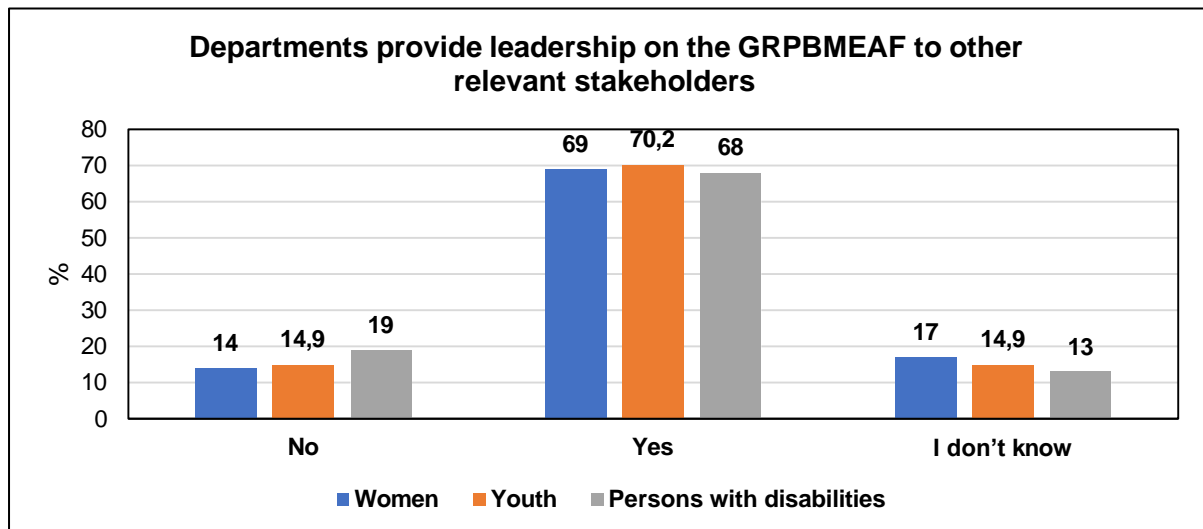


Figure 39. Departments provide leadership on the GRPBMEAF to other relevant stakeholders

Although about 60% the participants reported that the departments provide technical support on GRPBMEAF implementation in the sector, about a fifth had views to the contrary (Figure 40).

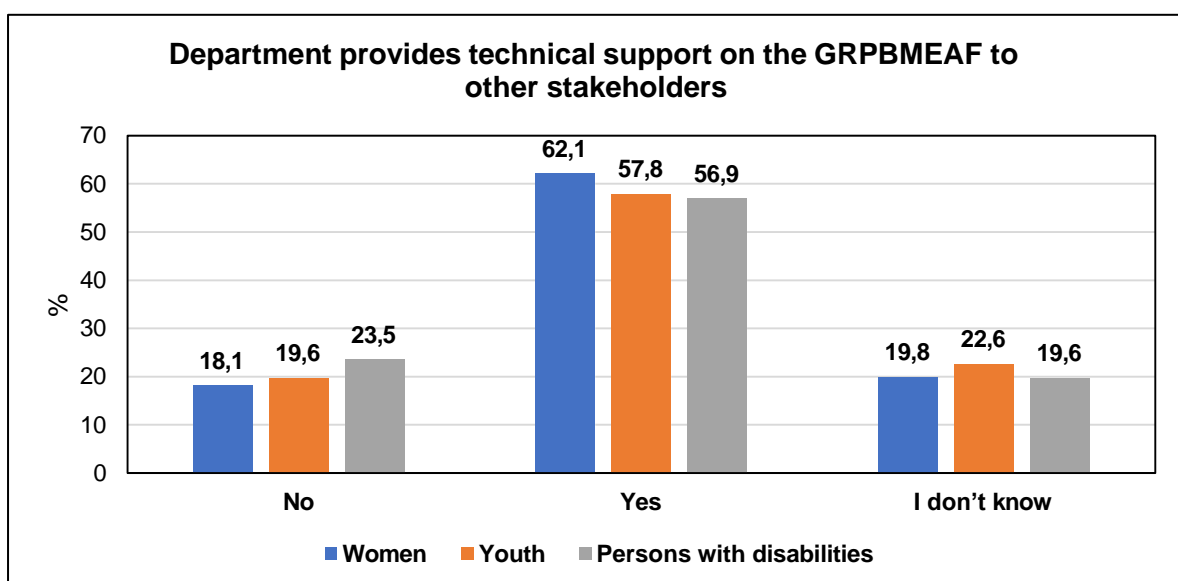


Figure 40. Department provide technical support on the GRPBMEAF to other stakeholders

#### 4.3.4 Pillar 4: Gender-responsive evaluation, knowledge, and evidence

Figure 41 shows that among the participants whose departments have evaluation policies, over 70% reported that their departments' evaluation policies make reference to WYPD. The assessment of 105 evaluation policies found that 51.4% (54) explicitly mentioned the marginalised groups (WYPD), which supports the survey results.

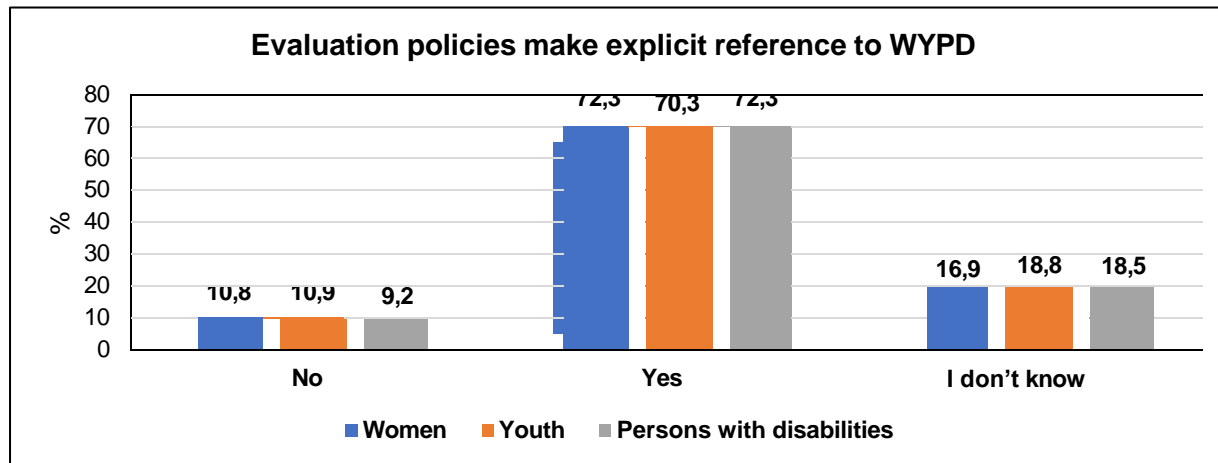


Figure 41. Evaluation policies make explicit reference to WYPD

Figure 42 shows that over half of the respondents were of the view that targeted evaluations of programmes included questions about WYPD. However, there was a significant proportion who did not think so, and those who did not know. Among the evaluation plans of 104 departments that were assessed, 26.9% (n=28) included specific questions on WYPD.

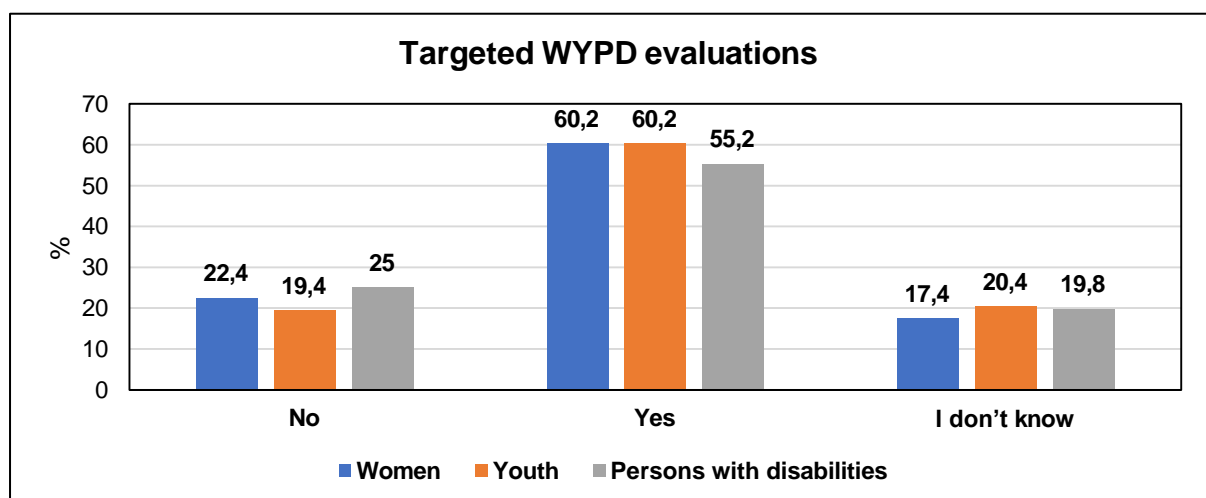


Figure 42. Targeted WYPD evaluations

A significant proportion of the respondents were not sure when asked about the extent to which evaluation Term of References (ToRs) are responsive to WYPD (Figure 43). This is understandable, as the targeted participants did not work in the monitoring office. Among those who responded, most felt that evaluation TORs highlight sensitivity to WYPD.

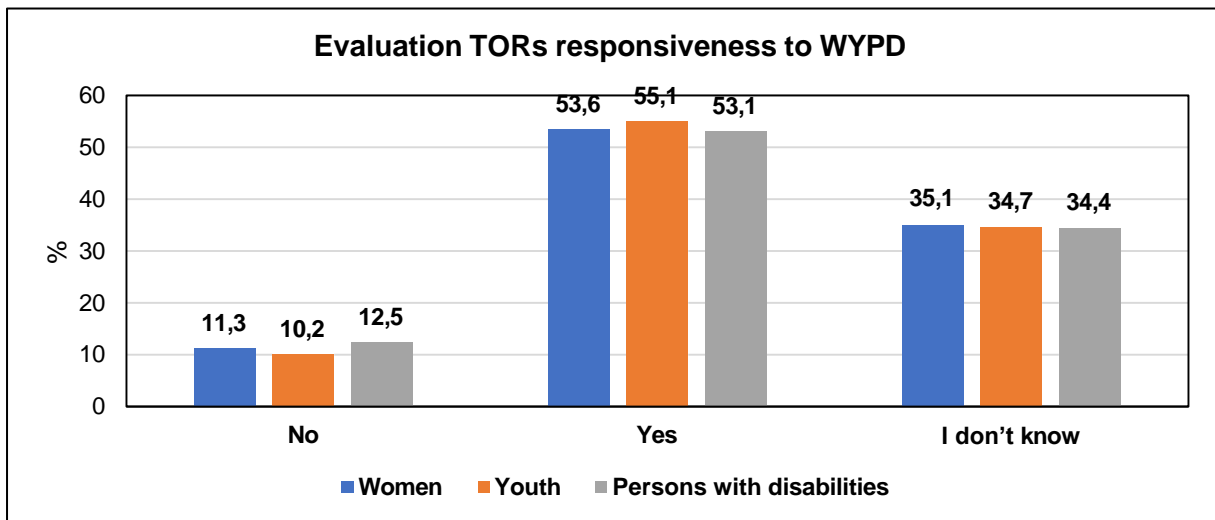


Figure 43. Evaluations TORs highlights sensitivity to WYPD

As shown in Figure 44, approximately half of the respondents felt that TORs for commissioned evaluations include specific requirements for evaluation teams to be balanced in terms WYPD.

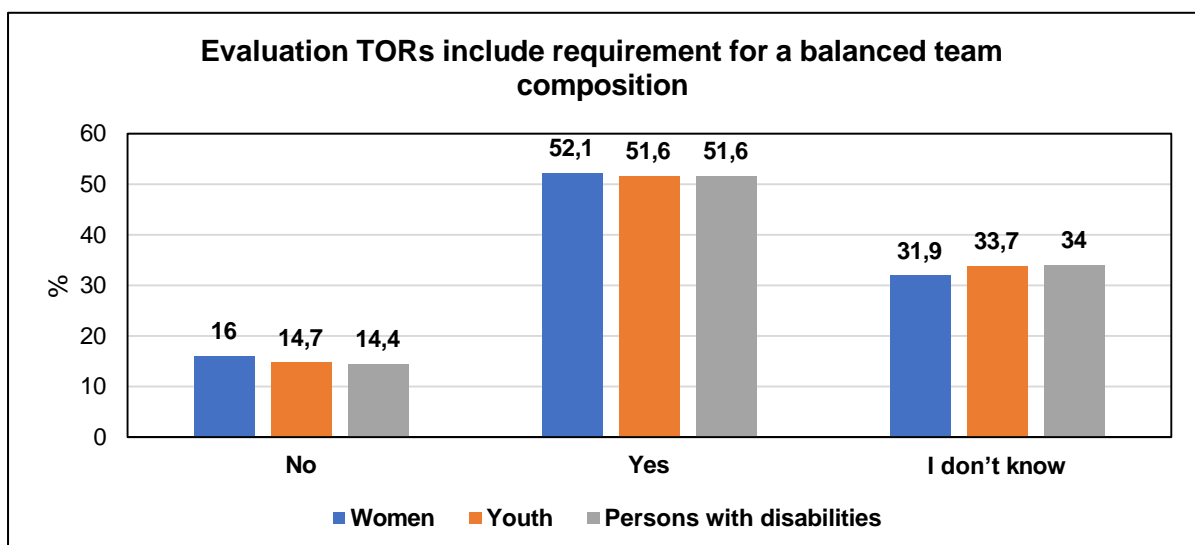


Figure 44. Evaluations TORs include the requirement for a balance team composition

Figure 45 shows that about half of the respondents were of the view that TORs include theories of change and analysis that is responsive to or that incorporates gender, age and disability status. The figure shows that 52.1% of the respondents felt that TORs include theories of change and analysis are responsive to or incorporates gender, 48% responded that TORs include theories of change and analysis that is responsive to or that incorporates age, and 49% were of the view that TORs include theories of change and analysis that is responsive to or that incorporates disability status. Significant proportions of respondents did not know whether or not that was the case.

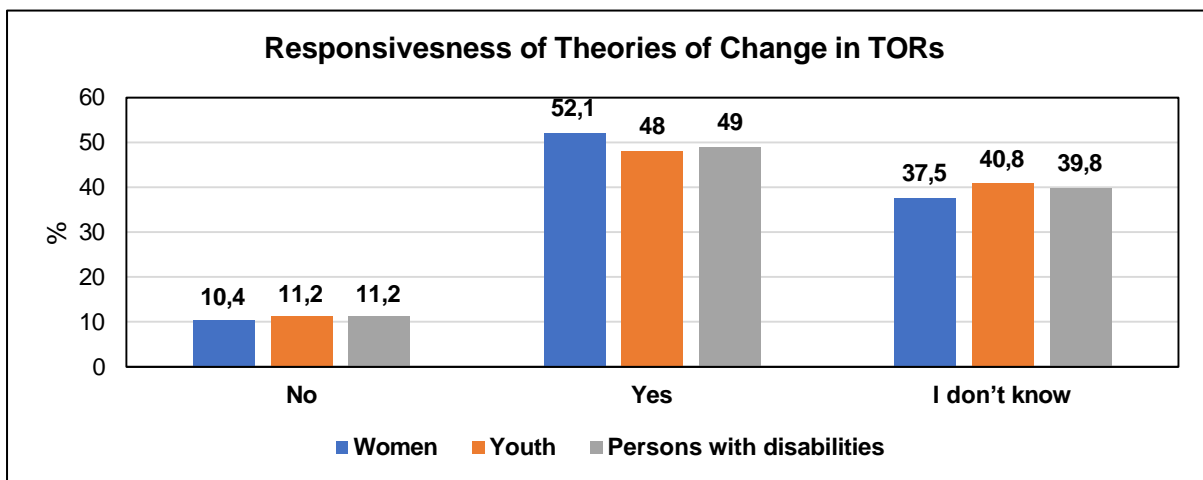


Figure 45. Responsiveness of Theories of Changes in TORs

Over 50% of respondents are of the view that data collection and analysis in evaluations was sensitive to the perspectives WYPD whilst nearly a third reported that they were unsure (Figure 46).

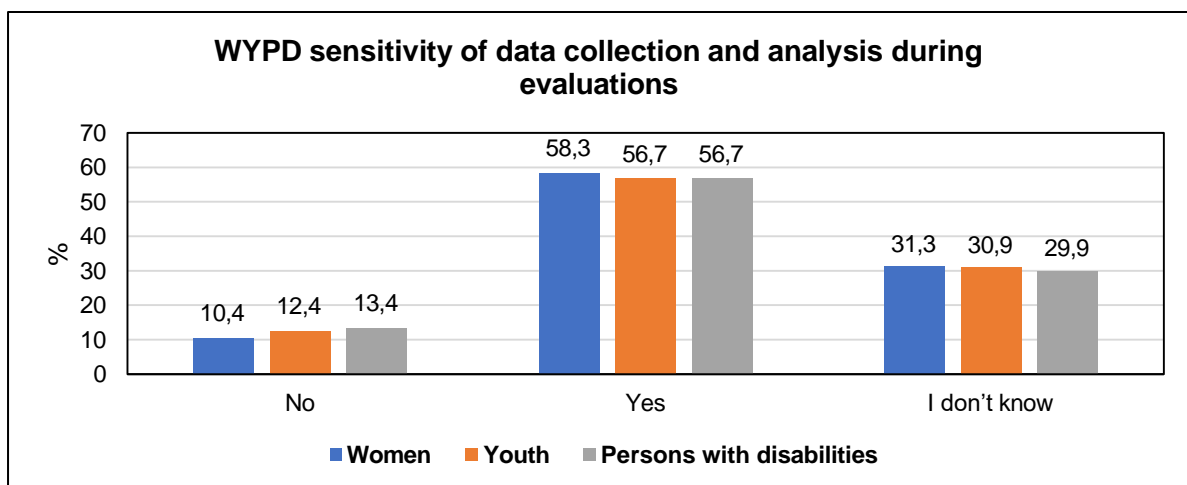


Figure 46. WYPD sensitivity of data collection and analysis during evaluations

### 4.3.5 Pillar 5: Gender-responsive monitoring and auditing

Over a quarter (23.8%) of the respondent reported that internal audits do not include auditing of departmental plans and performance against targets for women (Figure 47). Similarly, 26.3% reported that departmental internal audits do not undertake auditing of departmental plans and performance against targets for youth, and 24.8% reported that departmental internal audits do not undertake auditing of departmental plans and performance against targets for persons with disabilities respectively.

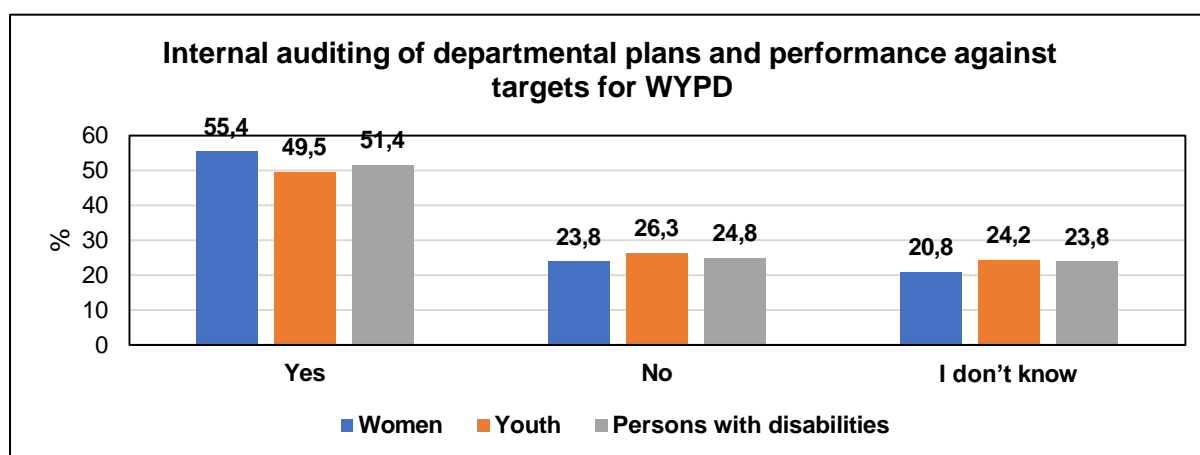


Figure 47. Internal auditing of departmental plans and performance against targets for WYPD

Overall, most of the participants were of the view that the departments included frontline service delivery monitoring assessments by gender (52.5%), age (45.9%) and disability status (48.0%) (Figure 48). However, approximately a third did not know whether the departments included frontline service delivery monitoring assessments for these three groups.

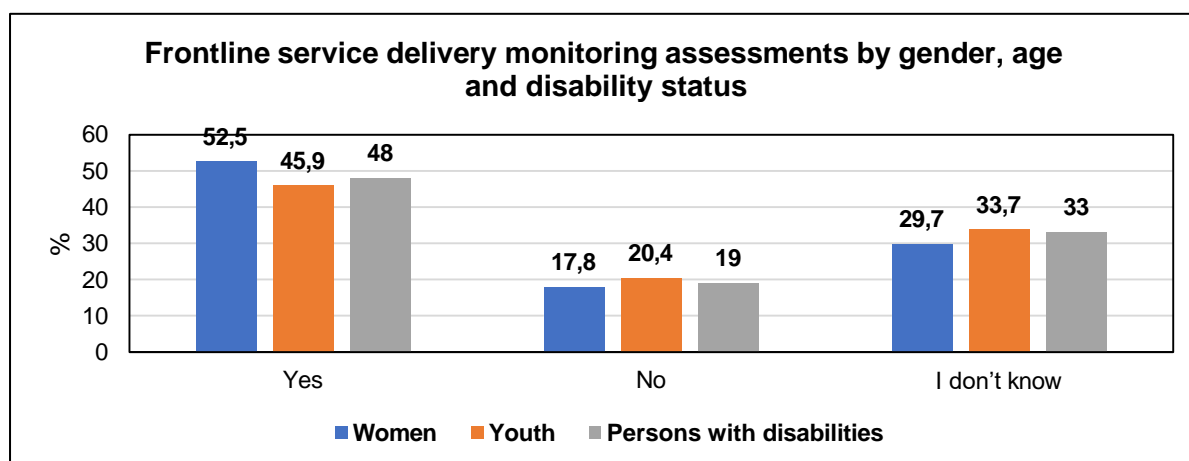


Figure 48. Frontline service delivery monitoring assessments by gender, age and disability status

About 49% (on average) of participants were of the view that departments included frontline service delivery improvement plans inclusive of WYPD (Figure 49), while approximately a third reported that they did not know.

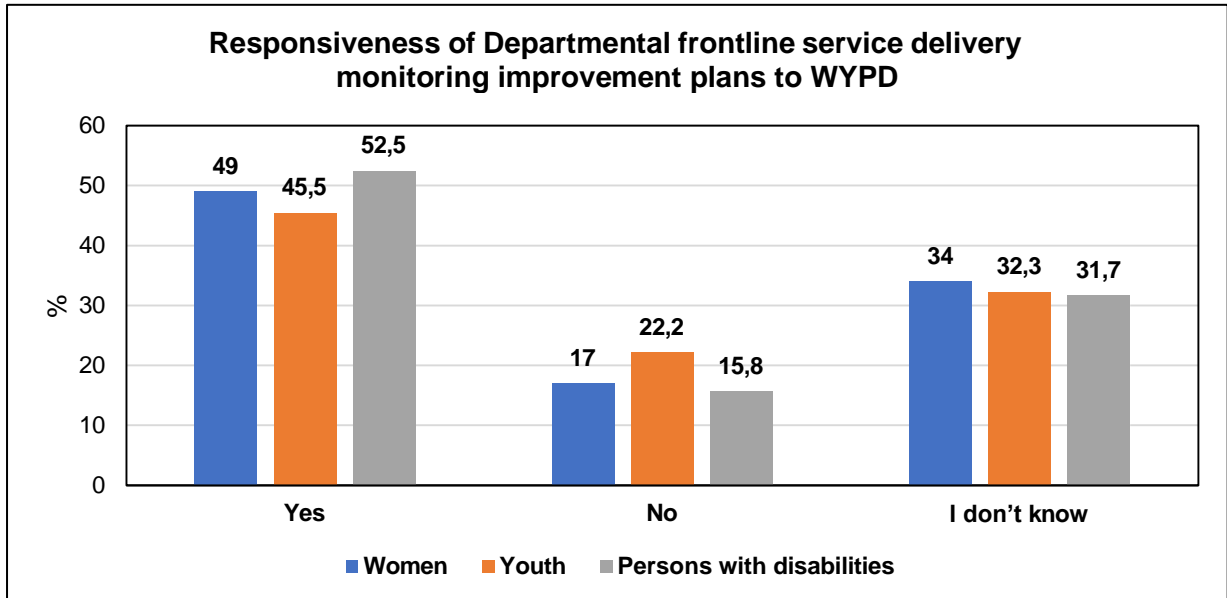


Figure 49. Responsiveness of Departmental frontline service delivery monitoring improvement plans to WYPD

Among the participants who reported that their department has a service delivery rating system, between 73.7% and 84.2% reported that women, youth and persons with disabilities were prioritised in the service delivery assessments (Figure 50).

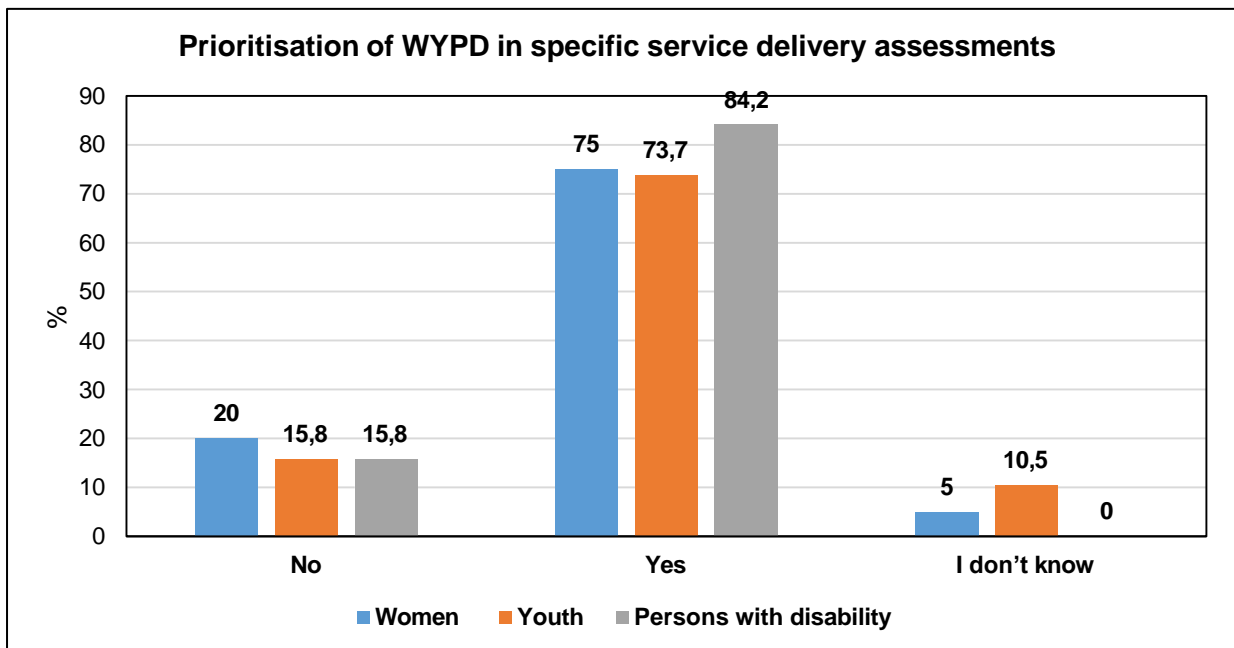


Figure 50. Prioritisation of WYPD in specific service delivery assessments

#### 4.3.6 Pillar 6: Gender-responsive budgeting

In terms of budget allocations, most respondents reported that department's budget allocations make reference to the priorities for women (76.5%), youth (79.6%) and persons with disabilities (72.5%) (Figure 51).

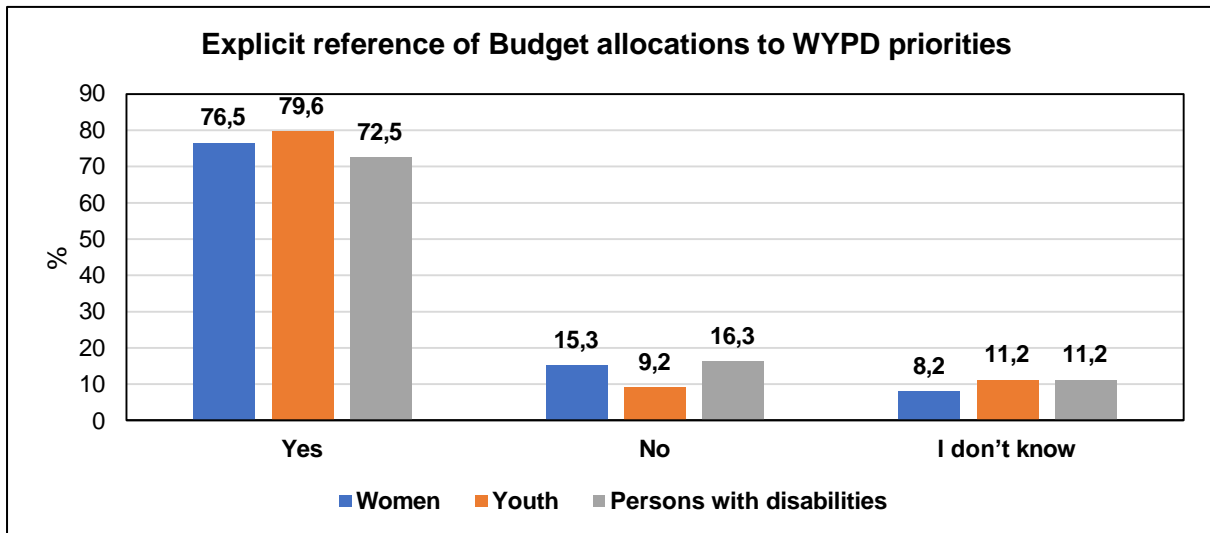


Figure 51. Explicit reference of Budget allocations to WYPD priorities

With respect to budget vote, 83.5% of the participants reported that the budget vote address made reference to women, whilst 85.5% reported that the budget vote address made reference to youth, and 71.1% reported that the budget vote address made reference to persons with disabilities (Figure 52).

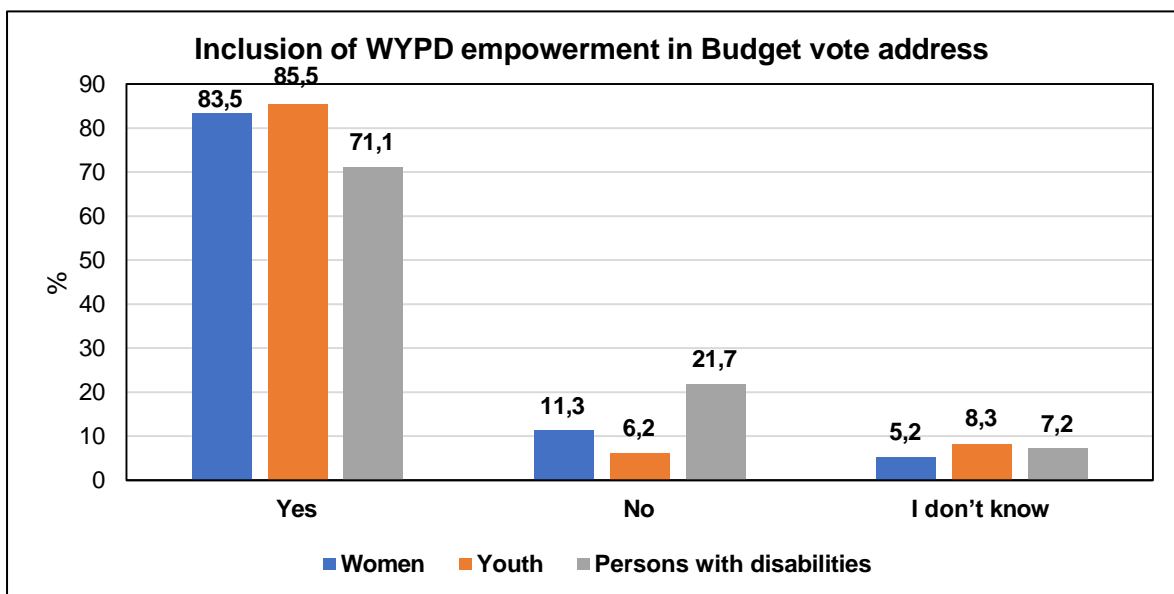
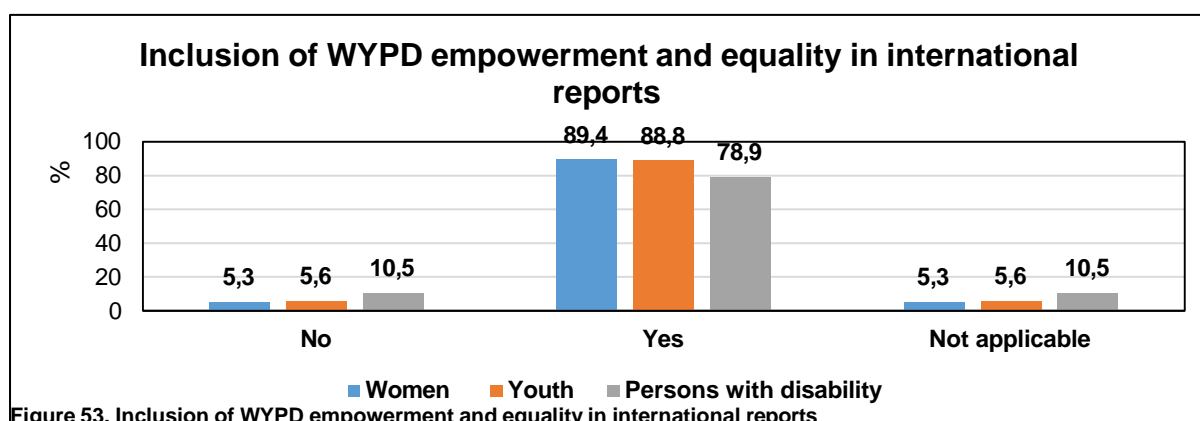


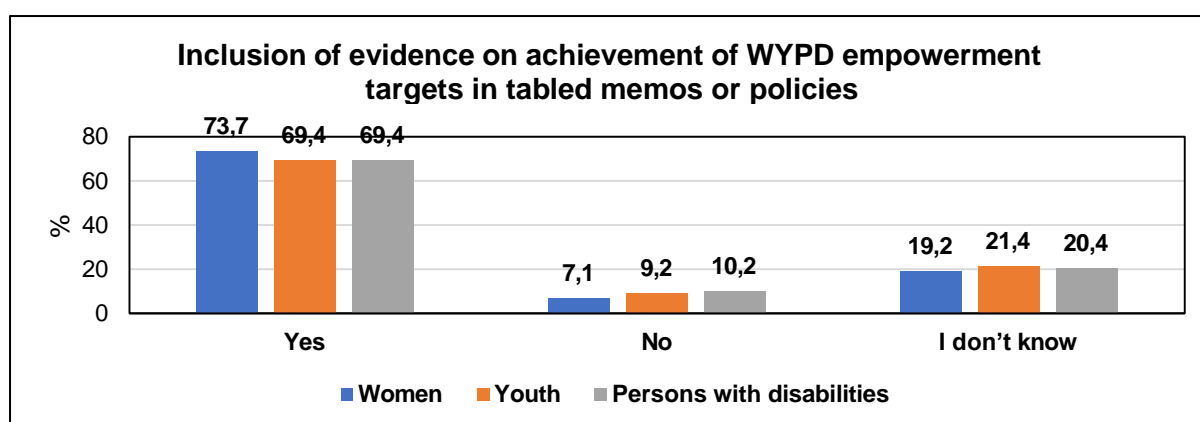
Figure 52. Inclusion of WYPD empowerment in Budget vote address

#### 4.3.7 Pillar 7: Improving gender-responsiveness of other related systems

A few (23.8%) participants reported that the department has an international reporting component. Of those with an international reporting component, 89.4% reported that these international reports made reference to empowerment and equality for women, whilst 88.8% made reference to empowerment and equality for youth, and 78.9% made reference to empowerment and equality for persons with disabilities (Figure 53).



In terms of memos and policies tabled by the department to senior leadership (e.g., cabinet, minister, parliamentary committee), 73.7% of participants reported that these memos and policies included evidence on achievement of empowerment targets for women, 69.4% reported that these memos and policies included evidence on achievement of empowerment targets for youth and persons with disabilities (Figure 54).



#### 4.3.8 Pillar 8: Gender-responsive legislation

Over three quarters of participants felt that the legislative reviews or new legislation of the department includes a perspective that is responsive to women (77.5%), youth (76.5%) and persons with disabilities (73.5%) (Figure 55).

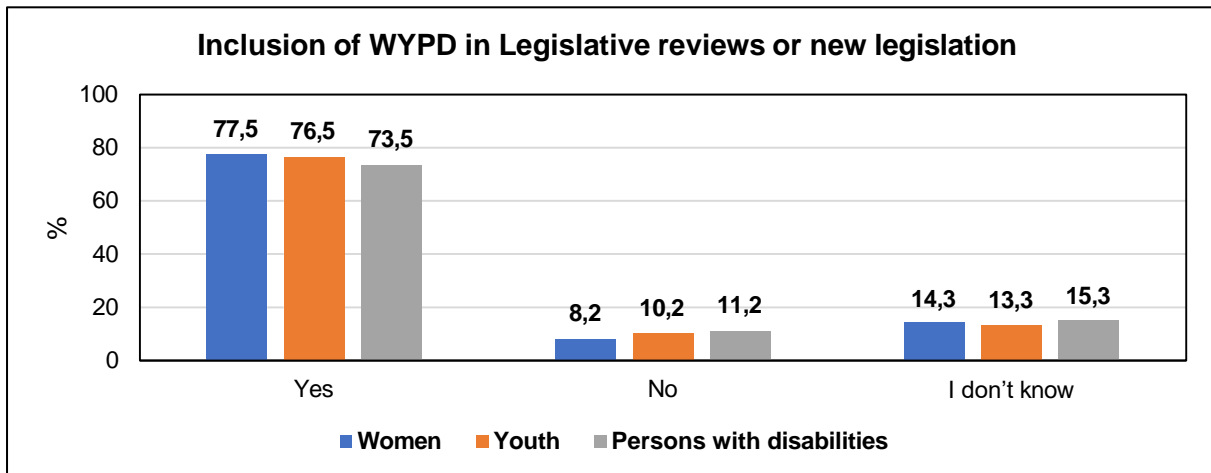


Figure 55. Inclusion of WYPD in Legislative reviews or new legislation

#### 4.3.9 Pillar 9: Gender-responsive performance management

Overall, 73.8% of participants reported that the departments' performance agreements and assessments at all levels (DGs/CEO, HODs, other senior management service members and public servants) include deliverables related to women. The proportion was lower for deliverables for youth (65.6%) and persons with disabilities (66.6%) (Figure 56).

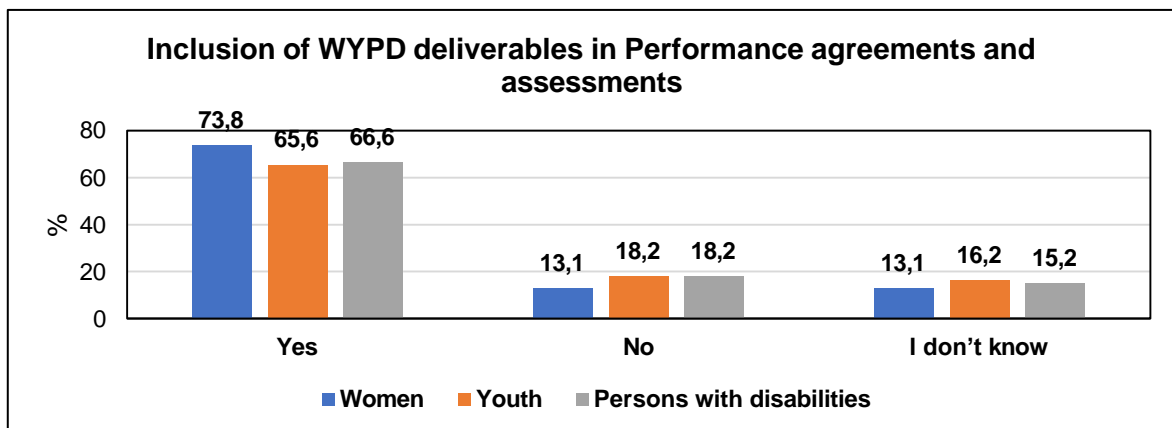


Figure 56. Inclusion of WYPD deliverables in Performance agreements and assessments

#### 4.3.10 Pillar 10: Communication, advocacy, and training

Figure 57 shows that about two thirds (68.6%) of participants reported that the induction for new staff (including managers) includes sessions on gender mainstreaming, while 64.6% indicated that the induction for new staff includes sessions on youth mainstreaming, and 66.7% reported that the induction for new staff includes sessions on each mainstreaming for persons with disabilities.

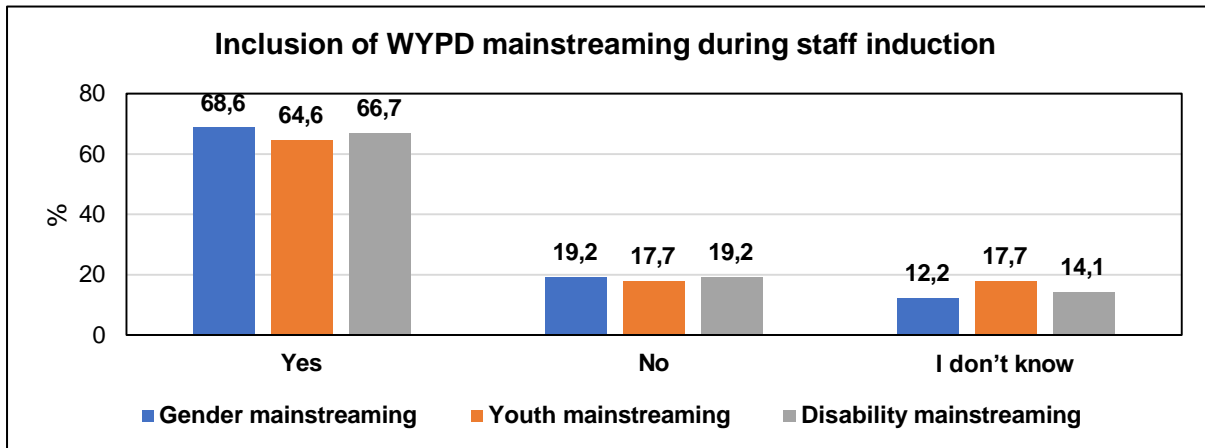


Figure 57. Inclusion of WYPD mainstreaming during induction

Figure 58 shows that 64.3% of the participants indicated that senior managers undergo training on WYPD mainstreaming. On the other hand, 21.4% of participants reported that managers do not undergo any training in WYPD mainstreaming at all whilst 14.3% did not know. Over half of the respondents (51.0%) reported that the training was only to a limited extent, and only 13.3% indicated that senior managers undergo training to a large extent.

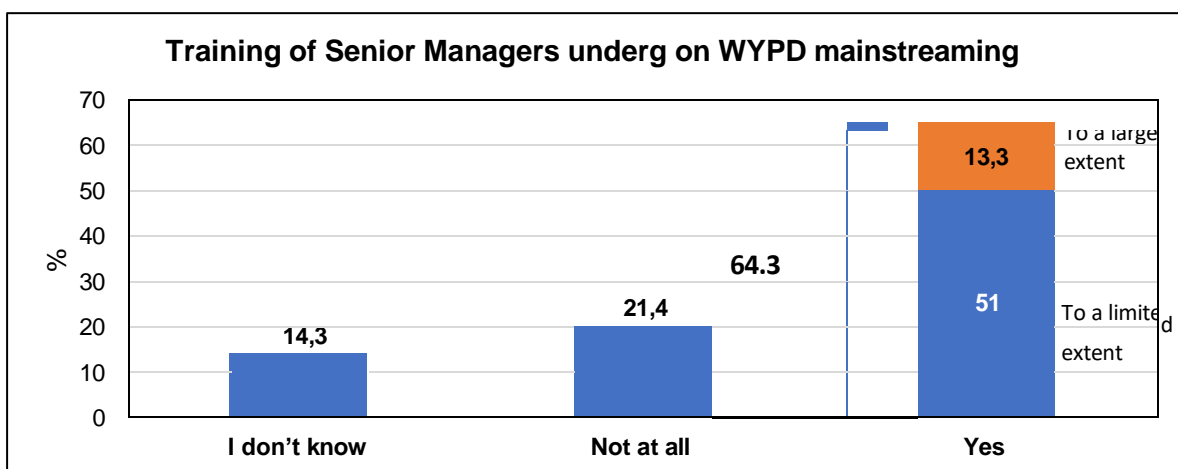


Figure 58. Training of senior managers on WYPD Mainstreaming

Figure 59 shows that over half of the respondents (52.1%) reported that senior managers receive training on the GRPBMEAF, while 26.0% reported that senior managers do not undergo training on the GRPBMEAF and 21.8% did not know. Most of the respondents felt that the participation of senior managers in training was not adequate, with 45.8% indicating that senior managers received training to a limited extent. Only 6.3% felt that senior managers received training to a large extent.

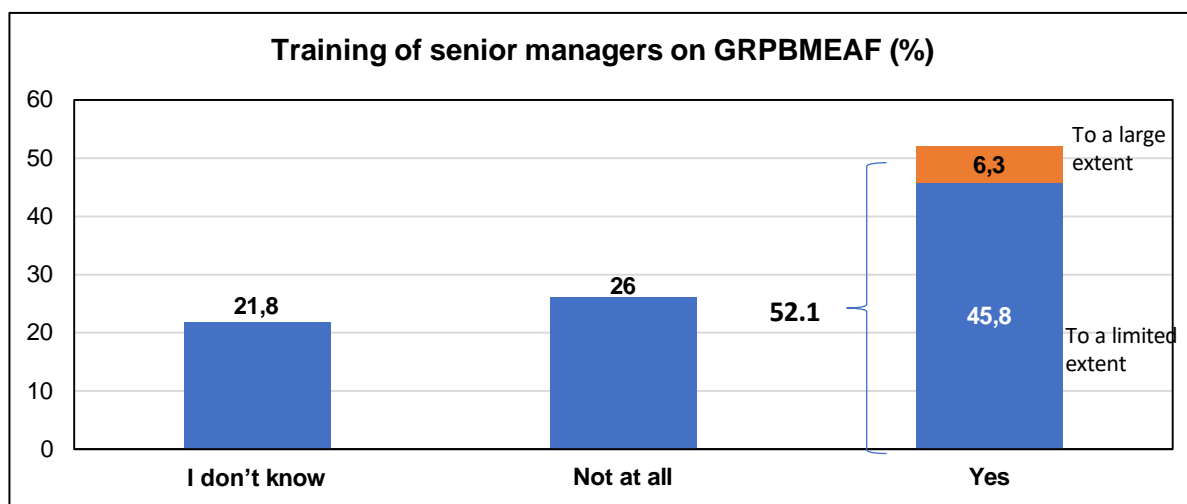


Figure 59. Training of senior managers on GRPBMEAF

#### 4.4 What interventions have been implemented effectively?

The results show that GRPBMEAF awareness levels among officials were high, suggesting that the awareness building initiatives have been implemented effectively. While there is room for improvement in terms of ensuring that awareness across departmental units, as well as across stakeholders outside government, the discussions indicated that most of the officials and stakeholders were aware of the various GRPBMEAF interventions even in cases they might not be very familiar with the specific details of the Framework. The championing and coordination of the Framework by the DWYPD across government was considered a success. However, the response of government departments was somewhat below expectation, with few government departments, for example, regularly completing the quarterly self-assessments. Despite this, the regular events organised by the DWYPD have kept officials' conscious of the WYPD mainstreaming need, and in the long run, should help challenge the mindsets of key actors and make WYPD prioritisation in policy

formulation, implementation and evaluation routinised. The capacity building initiatives were considered to inadequate, both in terms of reaching to more officials beyond the gender focal persons as well as subject matter. The capacity building initiatives have not yet included YPD mainstreaming, which has limited the knowledge and skills of officials to drive the YPD mainstreaming agenda, beyond gender mainstreaming.

A key success in the implementation of the Framework has been the development of guidelines that assist departments in implementing specific interventions. Among the achievements in terms of influencing policies and systems include the inclusion of WYPD priorities and indicators in the 2019-2024 MTSF, departments mandate papers, revised guidelines for strategic plans and annual performance plans, revised evaluation Framework, etc.

The level of detail in these plans make it relatively easier for officials to implement the Framework interventions in the departments. Significant progress has been made on pillars that relate to policy priorities and plans (i.e., Pillars 1, 2, 3) across departments. The results showed that an overwhelming majority of respondents were of the view that WYPD have been prioritised in strategic documents such as the SPs and APPs. The assessment of the latest versions of these documents supported these views, indicating that WYPD are clearly mentioned in various sub-sections (e.g., situational analysis, major programmes, etc.) of these strategic documents. However, these priorities have not yet translated to specific interventions for WYPD. The results showed that few departments have clear interventions that are aimed at the empowerment of WYPD, including in cases where targets are disaggregated according to these three sectors.

#### **4.5 How many departments have institutionalised the Framework**

According to the GRPBMEAF, institutionalisation occurs when the officials understand what gender-responsiveness means in relation to the programmes (DWYPD, 2019). It emphasises that this understanding should not be restricted to few officials in institutions (such as GFPs), but should be institution-wide (DWYPD, 2019). Further, this should not translate into assigning responsibility for GRPBMEAF to gender focal points but embedding it across all programmes and management responsibilities (DWYPD, 2019).

The respondents were of the view that the understanding of gender mainstreaming and gender-responsiveness was still limited. While capacity building activities have been implemented, these have not reached many officials beyond the GFPs. Figure 60 shows that most respondents (65.4%) are of the view that there is some level of understanding of the objectives of the GRPBMEAF among all staff (including managers and implementers) in the department. The understanding was mostly to a limited extent (54.2%), and very few respondents felt the understanding was to a large extent (11.2%), while 30.8% thought that there was no understanding of the GRPBMEAF objectives.

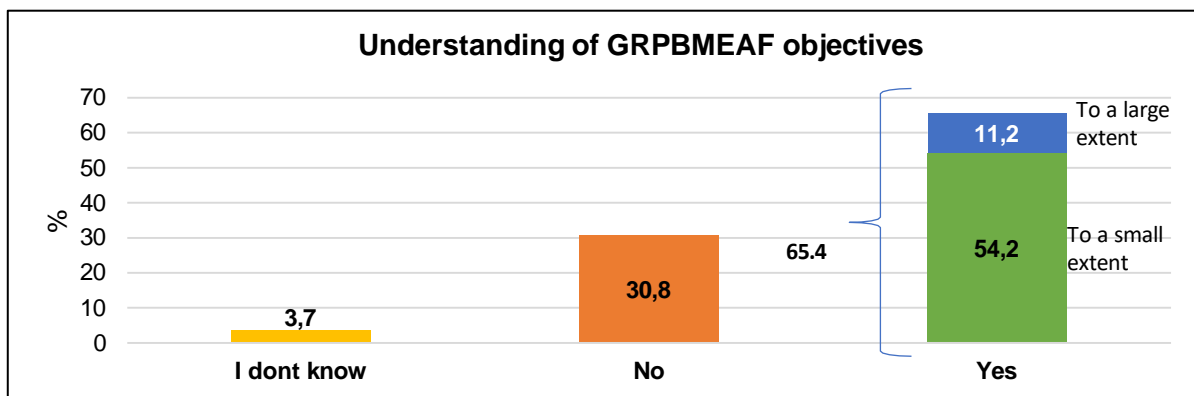


Figure 60. Understanding of the GRPBMEAF objectives

In terms of capacity to implement the GRPBMEAF activities, most respondents (84.1%) felt capacitated, with a few participants (15.8%) indicating that they were not capacitated at all (Figure 61). Most of the respondents were capacitated to a limited extent (65.5%), while a relatively few (18.6%) indicated to have been capacitated to a large extent. These results indicate the need for further capacity building activities to improve implementation of the GRPBMEAF activities across departments.

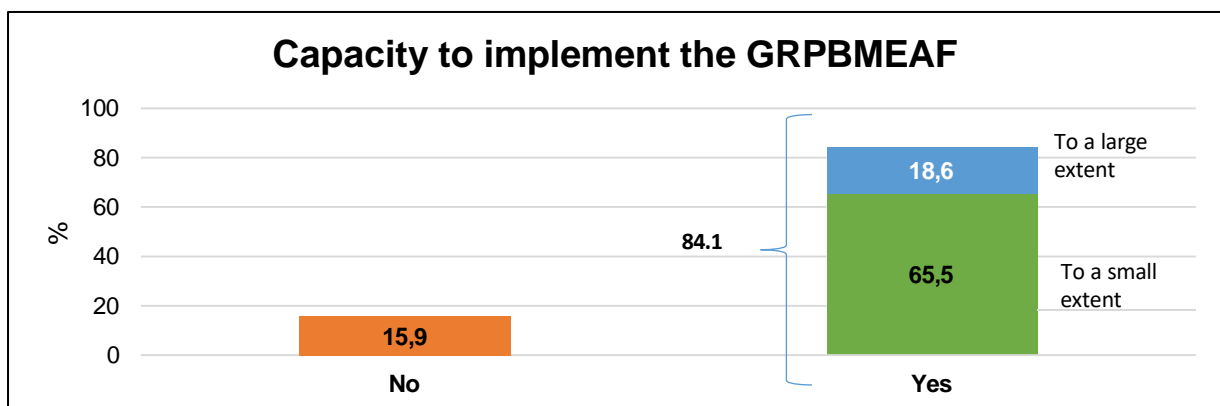


Figure 61. Capacity levels to implement the GRPBMEAF

The GRPBMEAF is directly linked to the institutionalisation of gender mainstreaming. The UN Women describes the institutionalisation of gender mainstreaming in organisations as occurring when gender mainstreaming becomes a regular, sustained part of established processes and procedures within organisations (UN Women, 2022). Figure 62 shows that most respondents (86.1%) reported that a gender, youth and disability perspective have become part of routine practices in the department, with a significant proportion (36.9%) stating that it had become part of routine practices at the department to a large extent. A few (9.8%) respondents indicated that a gender, youth and disability perspective is not part of routine practices in the department, whilst 4.1% did not know.

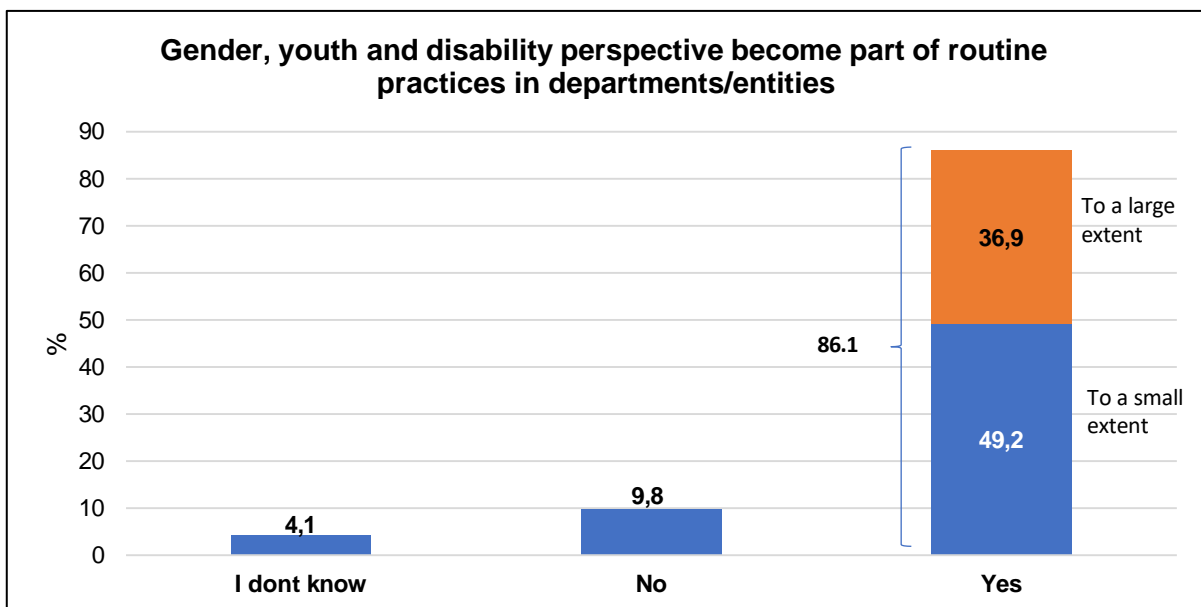


Figure 62. Inclusion of Gender, youth and disability perspective in departmental practices

As outlined in the Framework document, it is essential that the current approach should have buy-in across the state machinery and the institutions of democracy, at both a political and administrative level. Nearly two thirds of the respondents reported that there is either some level of buy-in (47.7%) or high level of buy-in (15.6%) on the objectives and importance of the GRPBMEAF at the high level in the department (Figure 63). Below a third (29.4%) reported that there is insufficient buy-in on the GRPBMEAF at high-level in the department whilst 7.3% did not know.

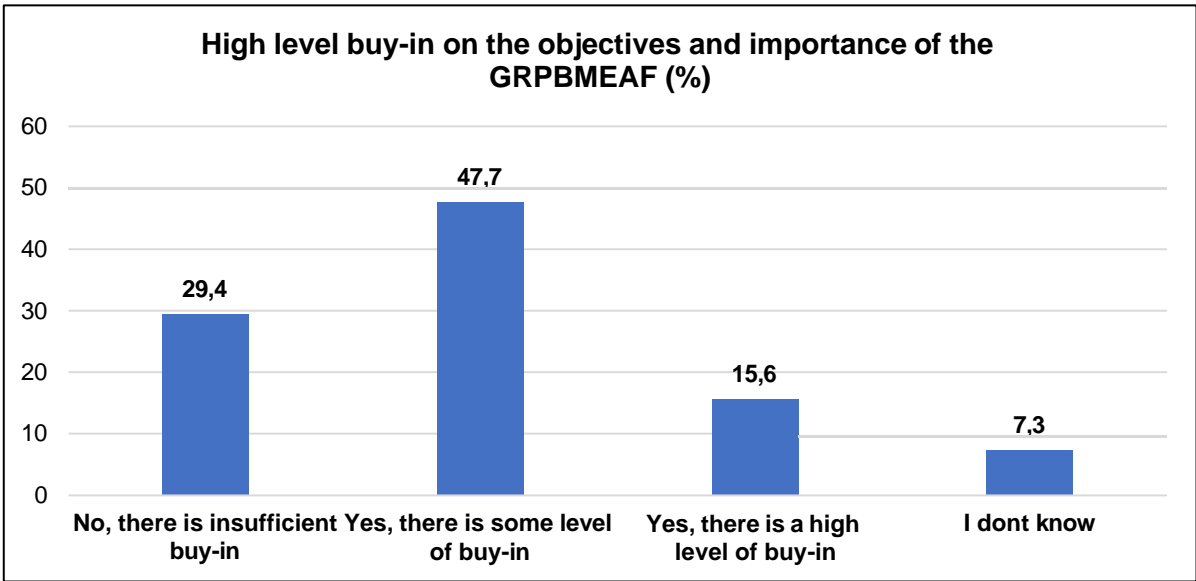


Figure 63. Buy-in on the objectives and importance of the GRPBMEAF at the high level

On the other hand, the GRPBMEAF document notes that the effective development and institutionalisation of GRPBMEAF requires the development of appropriate institutional arrangements and mechanisms for consultation, coordination and to drive implementation and provide the necessary support at an administrative level. More than three quarters (76.2%) reported that the department/entity had established a formal structure/division/unit/task team that is leading mainstreaming programs/initiatives for gender, youth and disability, whilst 21.1% indicated that there was not structure in place and 2.7% did not know (Figure 64).

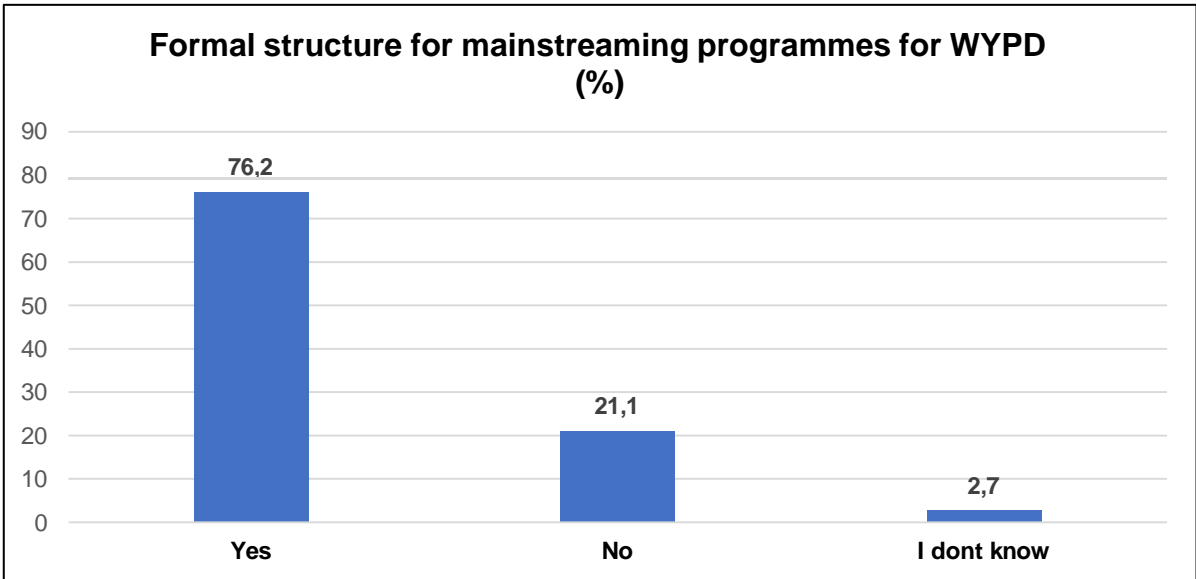


Figure 64. Formal structure for mainstreaming programs for WYPD

In explaining institutionalisation in terms of formal structures, some departments had incorporated GRPBMEAF as part of their monitoring processes. The monitoring for implementation was done through meetings at departmental level and through inter-departmental collaboration. Institutionalisation of the GRPBMEAF had also meant the creation of a chief directorates committed to women’s empowerment and gender equality, youth empowerment and the promotion of the rights of children and persons with disabilities. Institutionalisation of the GRPBMEAF had meant the creation of a forum for assessing the gender responsiveness of the planning processes, budgeting, monitoring and evaluation. Institutionalisation had also meant the inclusion of the GRPBMEAF pillars into the departmental APPs and strategic plans.

Figure 65 supports these views, showing that overall, most respondents reported that the GRPBMEAF been institutionalised in the department, where 52.5% reported that this was to a limited extent and 28.8% to a large extent. These results show that there is good progress in the institutionalisation of the GRPBMEAF. It should be noted that institutionalisation generally takes a long time. The GRPBMEAF further acknowledges that the introduction of sustainable, effective system-wide changes in the public sector can take a minimum of five years to take root and be embedded into day-to-day practices (i.e., to be institutionalised) (DWYPD, 2019).

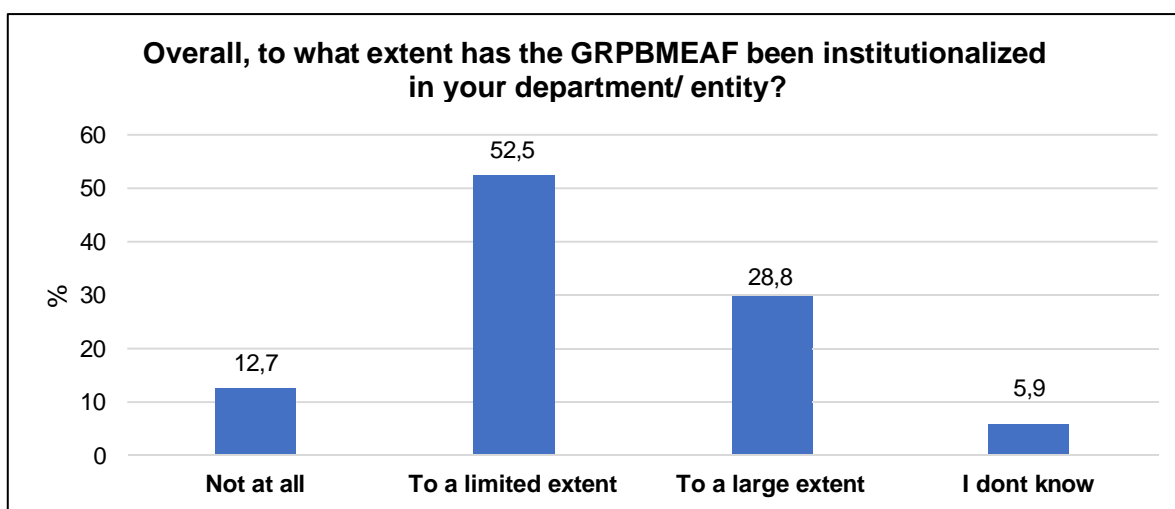


Figure 65. Institutionalisation of the GRPRMEAF

An assessment of the SPs, APPs, evaluation plans, TORs, data collection and analysis approaches, where possible, was done to gauge the WYPD responsiveness

of the departments/ entities. The assessment was done for 143 departments/ entities where some of these documents were successfully sourced, and the results are presented on Figure 66. The result show that most of the departments (58.7%, n=84) were considered to be overall at low levels of WYPD responsiveness, while 9.8% (14) departments/ entities were not responsive. Few departments (7.7%, n=11) were ranked as highly responsive, while 23.4% (n=34) were found to be moderately responsive.

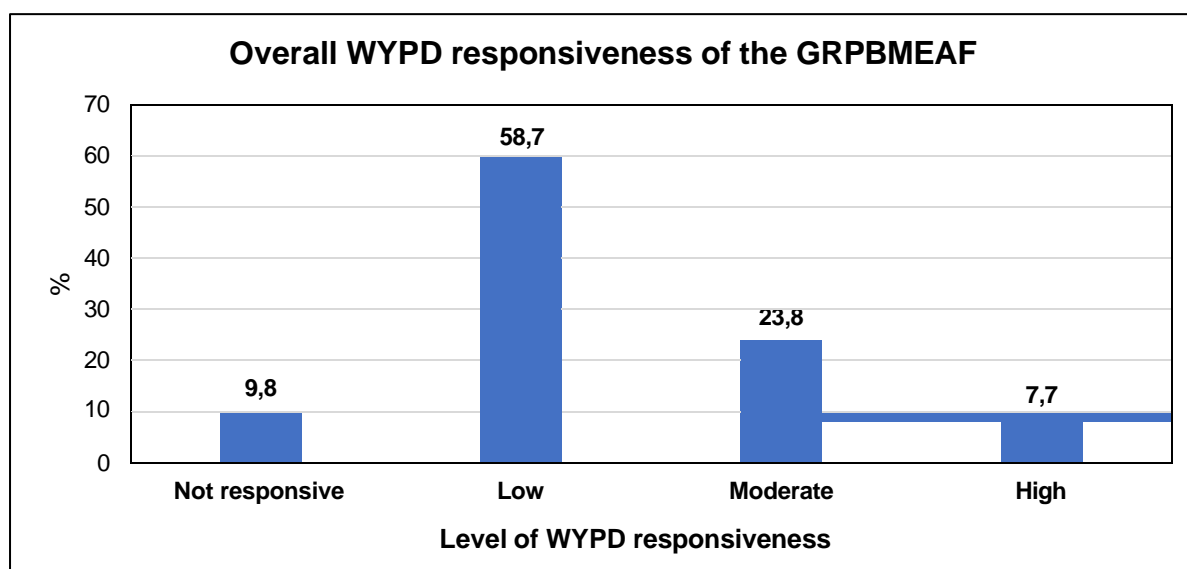


Figure 66. Overall WYPD responsiveness of the GRPBMEAF

The importance of incentives and disincentives to change behaviour and ensure that Accounting Officers and managers across the government system regard gender mainstreaming in general and GRPBMEAF as part of the core responsibilities and mandate is acknowledged in the GRPBMEAF document. However, according to the respondents, there has not been adequate incentives that have been introduced to ensure the institutionalisation of the Framework. Further, whilst the Framework argued against simply assigning responsibility for GRPBMEA to gender focal points, but embedding it across all programs and management responsibilities, respondents noted that GRPBMEAF is often thought of as the responsibility of the gender focal points in many departments.

## 4.7 What results have been achieved?

### 4.7.1 Outputs

The DWYPD has produced several outputs listed as targets in the Framework's implementation plan (DWYPD, 2019), which include the development of the Country Gender Indicator Framework (CGIF), GRPBMEAF implementation guideline (with templates on how to implement interventions per pillar) and completing a 25 year review. A guideline aimed at assisting departments on the implementation of the Framework was developed. The National School of Government have developed a revised curriculum to assist in capacitating officials in gender mainstreaming. The departments have developed APPs and SPs following the guidelines, and these set the tone in terms of WYPD mainstreaming in departments.

### 4.7.2 Early outcomes

It is too early to assess the impact of the GRPBMEAF on targeted beneficiaries (i.e., WYPD), and to causal attribute the observed changes to the GRPBMEAF. This sub-section assesses the view of the respondents on whether the outcomes are trending towards the empowerment of the WYPD but does not undertake attribution analyses. As such, the results presented in this sub-section should be interpreted as indicative, not as evidence of the causal impact of the GRPBMEAF. The majority of participants were of the view that since the implementation of the GRPBMEAF began, there has been an increase in access to services such as health access, education, information, and training for women (82.4%, youth (81.1%) and persons with disabilities (76.1%) (Figure 66).

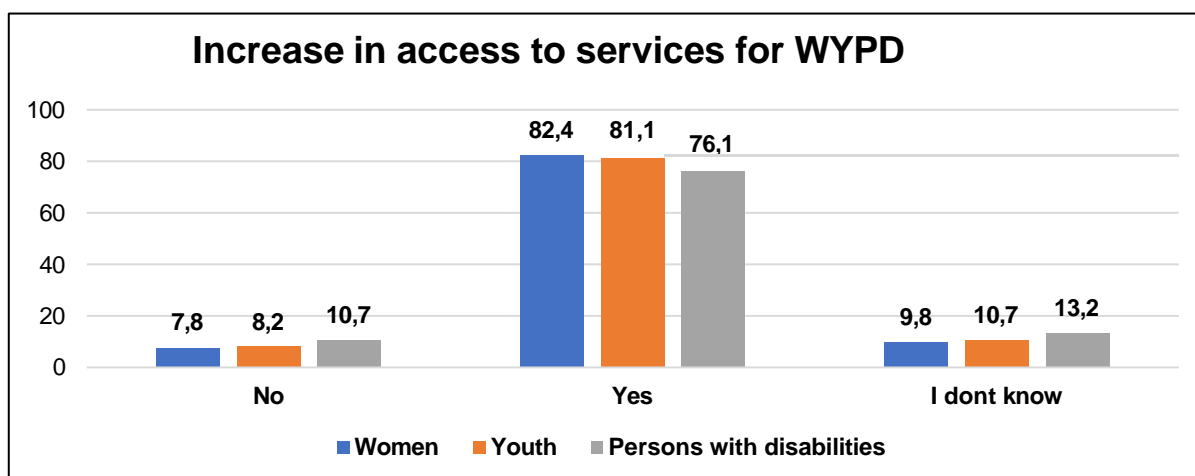


Figure 67. Increase in access to services for WYPD

When asked how the current access to services for women and girls compare to that of men and boys, 25.2% were of the view that it is the same (Figure 67). The proportion of respondents who thought that access to services for women and girls was higher than that of men and boys was 27%, where the converse view was shared by 23.5% of respondents. About a quarter of the respondents (24.4%) did not know.

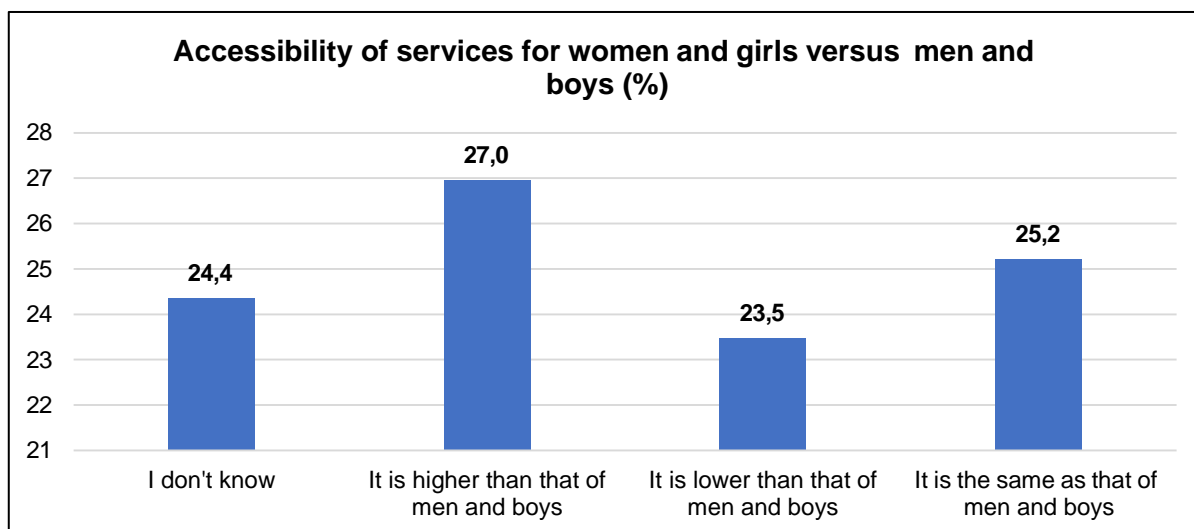


Figure 68. Accessibility of services for women and girls versus men and boys

In terms of improvements in access to and control over resources by the marginalised groups, most respondents reported that since the implementation of the GRPBMEAF began, there has been a relative increase in access to or control over productive resources, services, or assets for each of women (66.9%), youth (66.6%) and persons with disabilities (63.3%) (Figure 68).

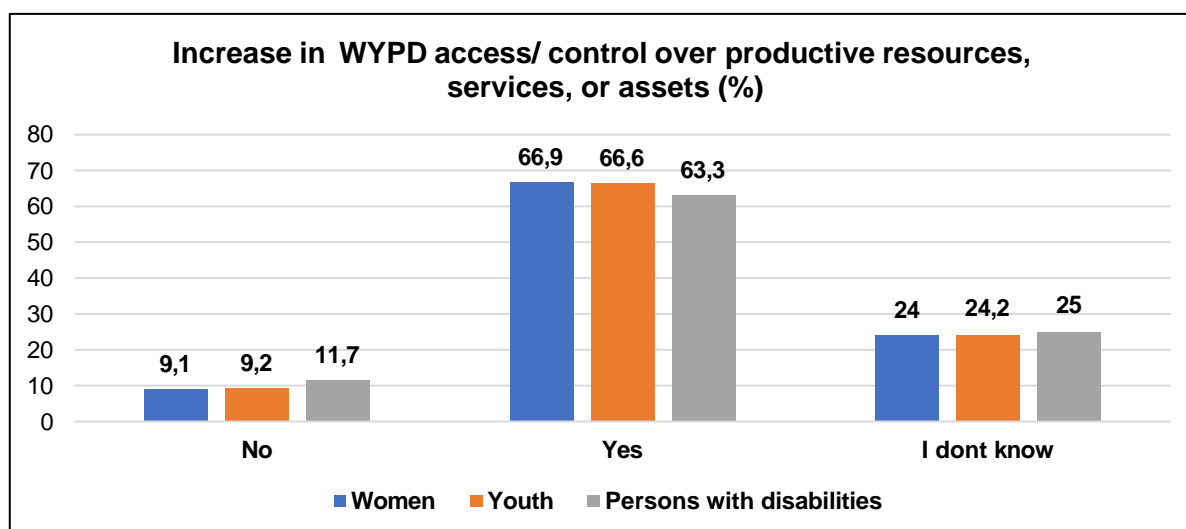


Figure 69. Increase in WYPD access/ control over productive resources, services, or assets

Figure 69 shows that, according to the respondents (37.4%), women's and girls' access to and control over productive resources and assets remains lower than that of men and boys. Only a very small proportion (9.6%) felt that women and girls have higher access to and control over productive resources and assets than men and boys, while 27.8 were of the view that there is gender equality in access to and control over productive resources and assets. Just over a quarter of the respondents (25.2%) did offer an opinion on this matter.

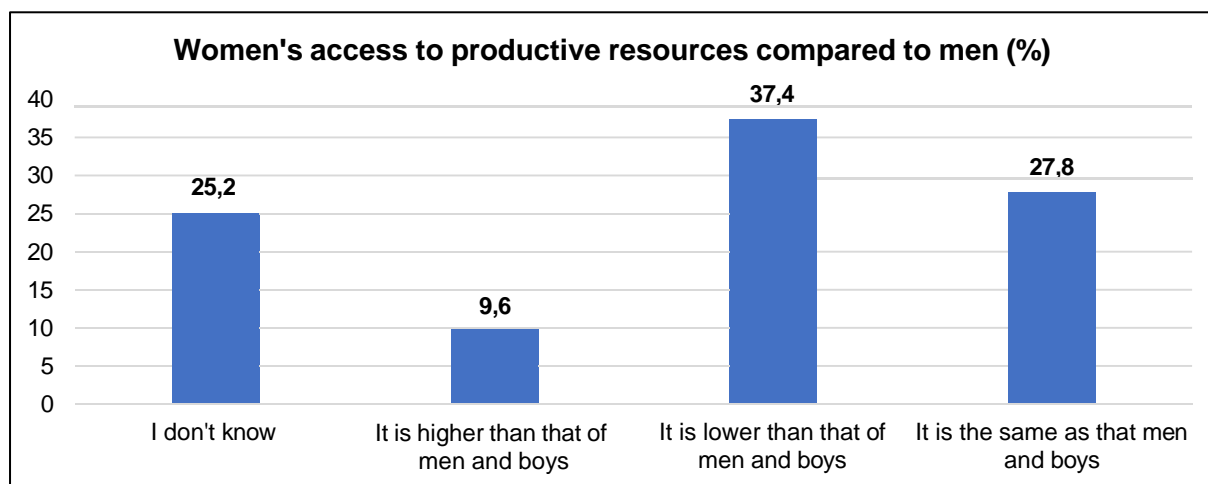


Figure 70. Women's access to productive resources compared to men

Figure 70 shows that most of the respondents were of the view that all the marginalised actors (i.e., WYPD) have been sufficiently empowered to assert their rights in both public and private spheres. This was the case for especially women (81.7%) and youth (81.0%), and less so for persons with disabilities (68.9%).

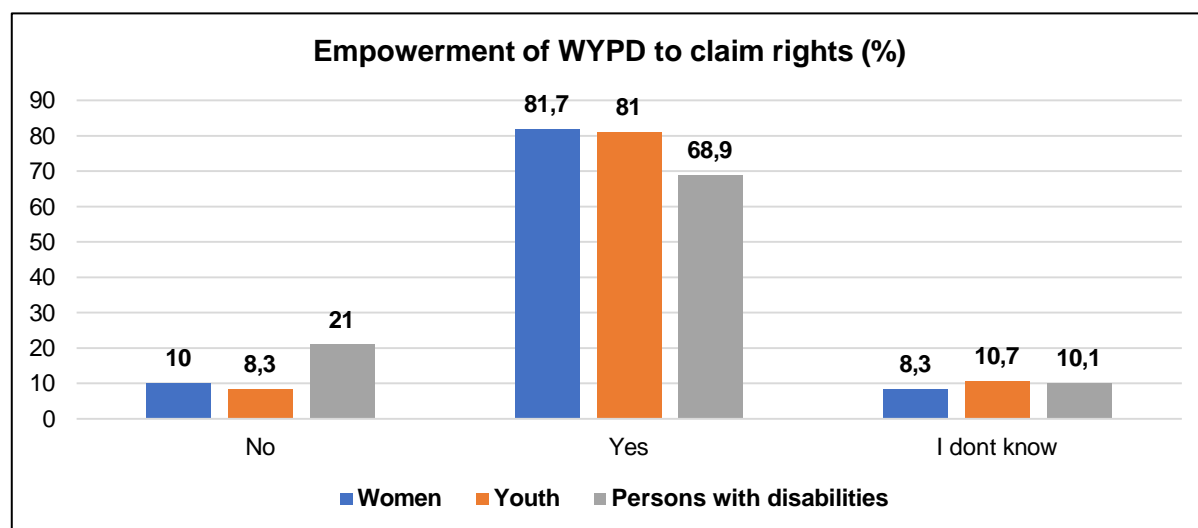


Figure 71. Empowerment of WYPD to claim rights

Most of the respondents felt that due to the GRPBMEAFs interventions, participation of women (81.0%), youth (77.7%) and persons with disability (63.6%) in programs/ interventions, including in decision making and leadership, has become more equitable.

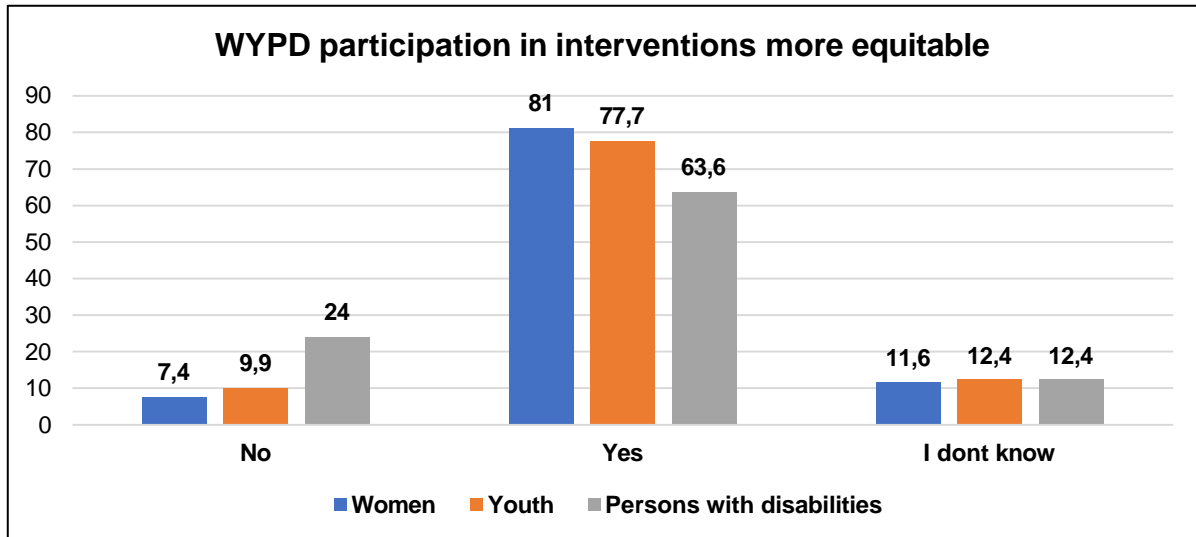


Figure 72. WYPD participation in interventions more equitable

Overall, Figure 72 shows that most respondents felt that GRPBMEAF implementation has challenged or changed attitudes on the rights of WYPD.

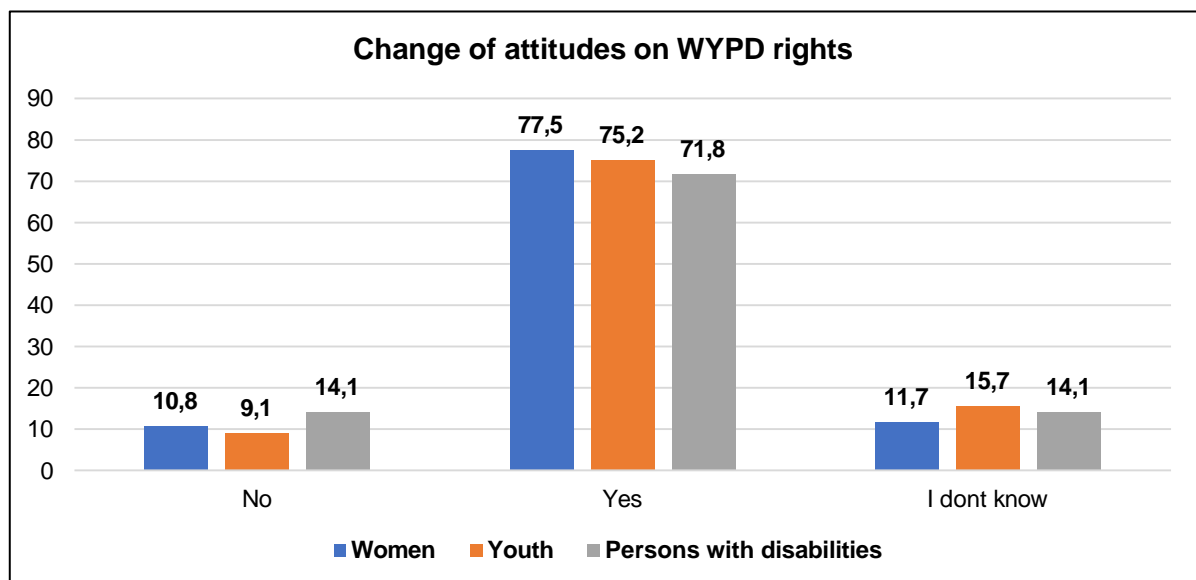


Figure 73. Change of attitudes on WYPD rights

About three quarters of the respondents thought that the implementation of the GRPBMEAF has fostered a greater understanding of WYPD rights (Figure 73).

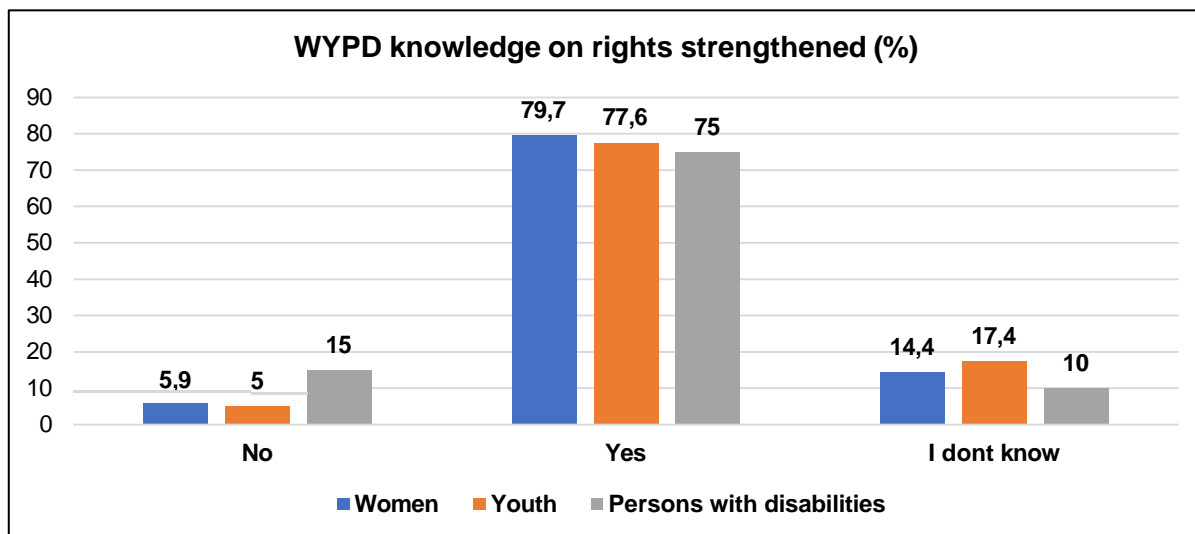


Figure 74. WYPD knowledge on rights strengthened

Further, the GRPBMEAF has enhanced the understanding of WYPD among men and boys (Figure 74). The figures shows that 78.5% of the respondents were of the view that the GRPBMEAF has fostered a greater understanding of WYPWD rights among men and boys. However, most respondents (49.6%) felt this was only to small extent, with only 28.9% stating that this was to a large extent.

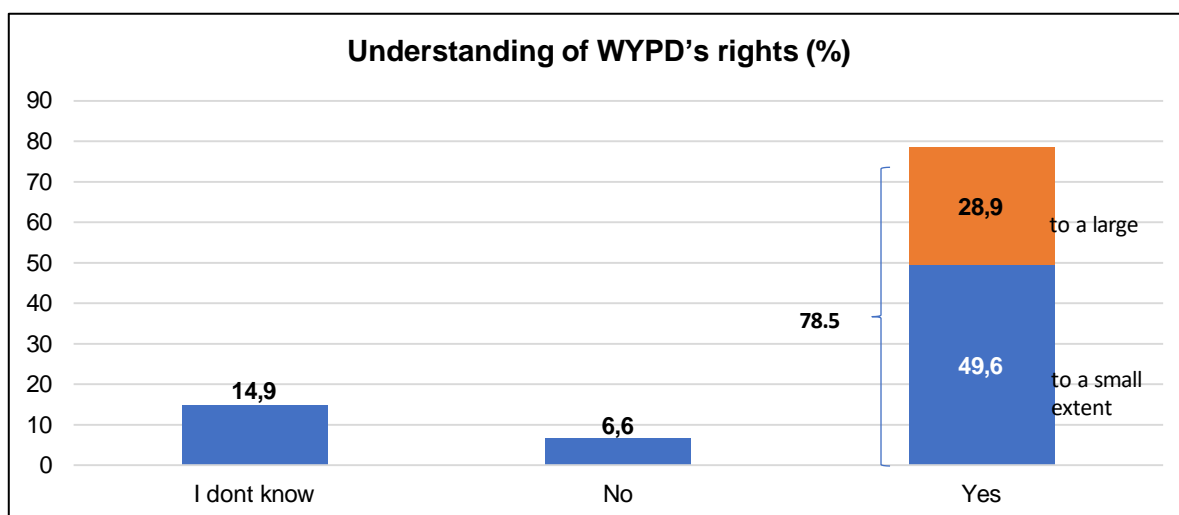


Figure 75. Understanding of WYPD's rights among men and boys

According to most respondents (82.2%), there has been greater understanding of WYPD across society due to GRPBMEAF implementation (Figure 75).

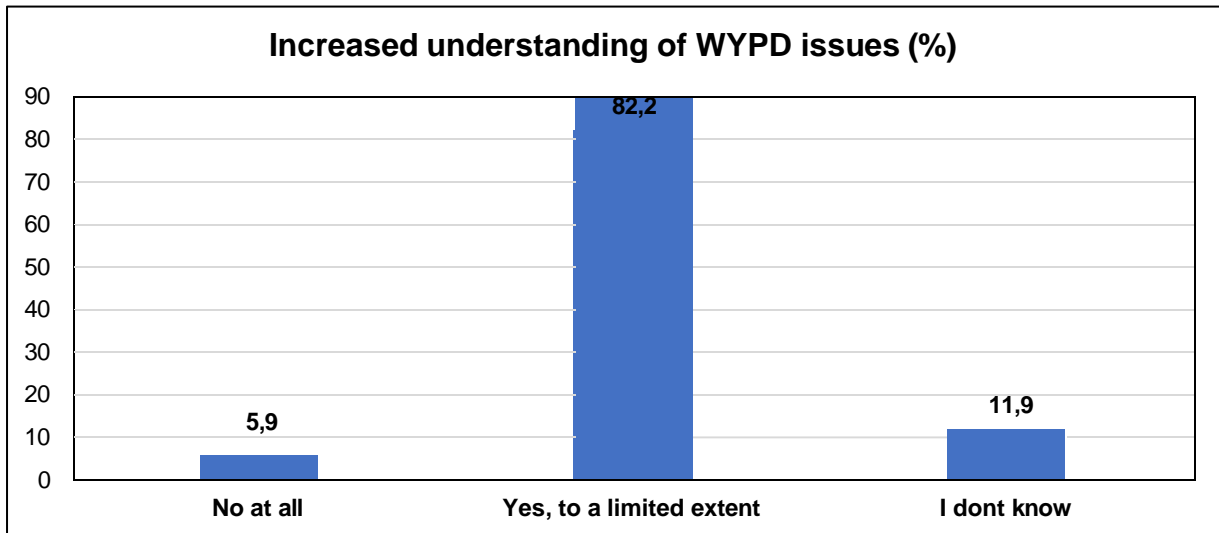


Figure 76. Greater understanding of WYPD issues

Over two thirds of the respondents (71.7%) thought that the GRPBMEAF interventions have strengthened the capacity to develop, implement, and monitor strategies for WYPD among stakeholders, while 12.5% felt that it has not done so (Figure 76). More than half of the respondents (52.5%) felt that this strengthened has only been to a small extent, while 19.2% felt this was for a large extent.

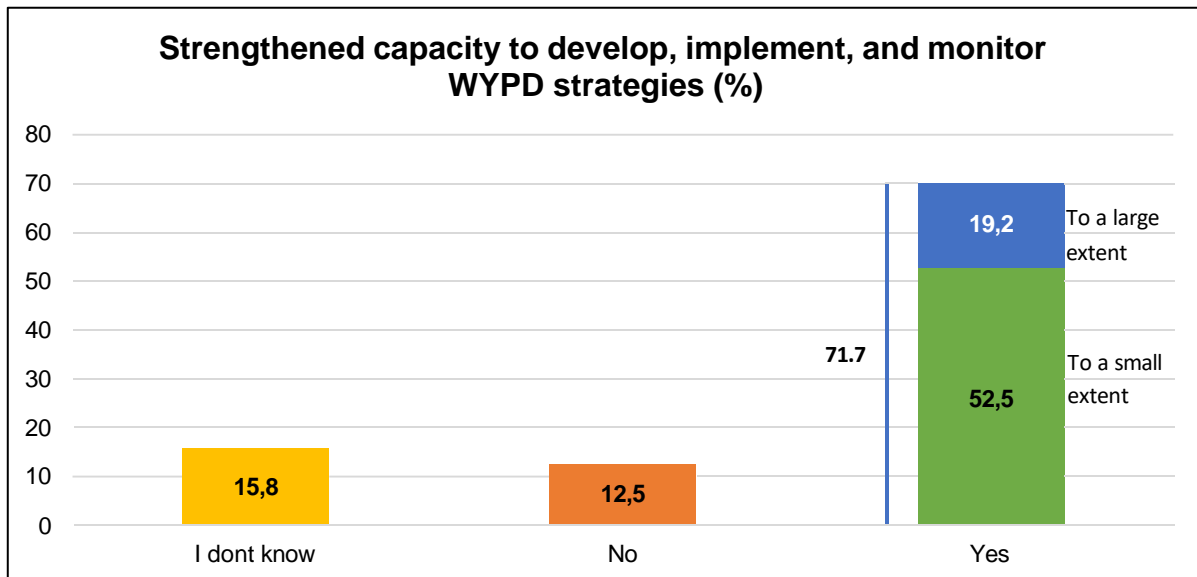


Figure 77. Strengthened capacity to develop, implement, and monitor WYPD strategies

Figure 77 shows that 89.0% of the respondents were of the view that the GRPBMEAF has potential to address barriers to women’s economic empowerment, 85% of the respondents were of the view that the GRPBMEAF has potential to address barriers

to youth's economic empowerment, and 82.6% of the respondents were of the view that the GRPBMEAF has potential to address barriers to the economic empowerment of persons with disability.

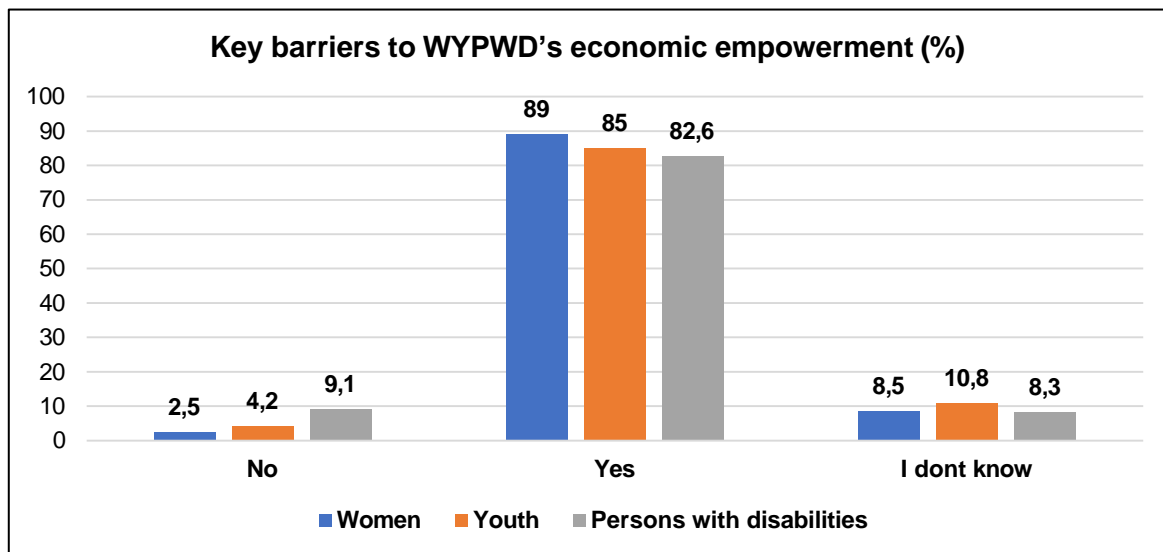


Figure 78. Key barriers to WYPD's economic empowerment

In summary, the views of the respondents were that the GRPBMEAF's outcomes are trending in the right direction. Below is a summary of the insights from participants in community focus group discussions:

- The participants did not know specific details about the GRPBMEAF, nor have heard about it before the FGD.
- The participants have never been engaged by government, including by the local municipality officials, about any policies which required the inputs.
- Participants were not aware that government policies, projects and institutions should cater to the needs of women, youth, and persons with disabilities.
- With regards to women empowerment and gender equality, the participants indicated that more and more women teach the girl children to communicate openly about sex, menstrual cycles, and childbearing compared to prior generations who spoke in riddles and did not equip young girls to make informed decisions.
- The participants even accompany the daughters to clinics to get birth control to prevent unwanted pregnancies and ensure focus on education and improve prospects for better jobs.

- In contrast to the progressive views, other participants, especially those of an older generation believed that speaking openly about intercourse would encourage girls to have sex. The participants believed that warning girls to “stay away from boys” was sufficient to prevent unwanted pregnancies.

While some participants seemed to be empowered and sought to empower the daughters, nieces and cousins, the progressive views could not be attributed to the GRPBMEAF because of the lack of knowledge of the Framework. The empowerment and progressive views resulted from the participants own experiences and wishes learnt when growing up.

Below is a list of challenges and concerns that participants have been faced with in the attempts to access government services and programs for the betterment of the community:

- Lack of assistance, by government officials, do not provide to community-based organisations as a result of not being affiliated with the political parties of those officials. Further, government officials, including ward councillors, fail do not represent the interests of all the people in the respective wards.
- The exclusion of people from assistance with food parcels. Families that do not support a certain political party get excluded from receiving support in the form of food parcels, even if those families are in serious need of help.
- Sometimes, ward councillors feel threatened by the role played by community organisations in helping communities and therefore sabotage the efforts of the community organisations.

#### **4.8 What are the lessons learnt (obstacles, challenges, successes, innovations, and good practices) in the implementation of the GRPBMEAF?**

The challenges or obstacles in implementing the GRPBMEAF included the following:

1. Lack of budget allocation for the implementation of the Framework, resulting in human resource constraints
2. Lack of capacity to implement the GRPBMEAF

3. The moratorium on employment in the public sector meant that key personnel to oversee the implementation of GRPBMEAF were not appointed.
4. The moratorium on the appointment of personnel in the public sector had resulted in partial implementation of the GRPBMEAF due to the limited capacity of departments.
5. The lack of resources was compounded by the fact that the person with disabilities are not a homogenous group. The types of disability differ but the common denominator among all the disabled groups is the lack of resources to implement not only GRPBMEAF, but further to implement the White Paper on the Rights of the Persons with Disability (WPRPD).
6. There was no clarity on where the GRPBMEAF should be located in each department.

At the provincial level, the GRPBMEAF needed to be strengthened with sufficient budgets. In a province such as KwaZulu-Natal with 900 wards where the GFPs were required to work, limited budgets were a constraint to achieving effective implementation of the GRPBMEAF. There was need to ensure coherence of the GRPBMEAF with public policies such as the Public Finance Management Act (PFMA) to ensure that officials did not use the PFMA as an excuse to avoid implementing the GRPBMEAF. Implementation of certain aspects of the Framework has been slow because of lack of capacity.

#### **4.9 How can the evaluability of the GRPBMEAF be strengthened?**

Given that the overall aim of the formative evaluation is to improve implementation (i.e., the form that the formative evaluation takes is as an implementation evaluation), the evaluability of the GRPBMEAF was assessed using the TOC as the organising evaluation structure. Evaluability assessment focused on assessing the extent to which there is clarity of outcomes and impacts, relevance of objectives, plausibility of the interventions, how coherent and testable is the causal chain, existence of baseline data, etc. Following guidance from several authors (e.g., Craig & Campbell, 2015; Davies & Payne, 2015; Davies, 2013), and guided by the TOR, the evaluability assessment focused on programme design (Theory of Change), and information availability. The evaluation did not focus on practical issues such as whether there is

a budget, or coordination of stakeholders, as these become relevant when a particular evaluation is being considered.

#### **4.9.1 Programme design**

As described in the preceding sub-sections, the long-term impact and outcomes was clearly and adequately identified, including the proposed steps towards achieving these targets. The objectives of the GRPBMEAF are relevant to the needs of the three sectors, even though the initial target was only women. While the initial documents focused on the challenges affecting women, the issues identified are relevant to the issues that affect other marginalised groups such as youths and persons with disability. However, other participants were of the view that the Framework needed to be revised to include youth and persons with disabilities since the title of the Framework was gender focused/ biased. The stakeholders argued that it was problematic to bring on board the youth and persons with disabilities into a framework that did not consider them in the design phase. Adding youth and persons with disabilities to the GRPBMEAF was equivalent to co-opting these groups as they were not part of the initial conceptualisation of the framework. The inclusion of more social categories into the GRPBMEAF was making the process of implementation and institutionalisation much more problematic, complex and much less achievable.

While the Framework itself did not present clear and valid indicators for outputs, outcomes and impacts, the Country indicator Framework had identified these indicators at both national and programme levels. The clarity of these indicators was such that different observers would make similar observations, suggesting that the indicators were both reliable and valid. The assumptions that informed the Framework were clearly articulated, and the DWYPD had developed several checklists and tools for monitoring the implementation of the GRPBMEAF.

#### **4.9.2 Information availability**

There is some information from the rapid evaluation and progress reports that can be used as baseline to track the responsiveness of policies and plans. However, the limited responses by many departments, and the focus on mainly national departments, is such that this information is only partially useful. Most of the indicators

as specified in the CGIF can potentially be populated by administrative and survey data from surveys such as those conducted by Stats SA.

## **5. Discussions of the results**

This sub-section discusses the main findings of the evaluation. The evaluation criteria is used as an organising framework of the discussions.

### **5.1 Relevance and coherence of the GRPBMEAF**

The results have shown that the GRPBMEAF interventions were formulated based on an adequate understanding of issues that affect women. A detailed discussion of the problems that have limited the empowerment of women, and perpetuated gender inequality is presented in the Framework. As highlighted by several researchers (e.g., e.g., Motala et al., 2018; Murugani et al., 2014), the main drivers of women's disadvantages include patriarchy, women's unpaid care work, unequal access to productive issues, etc., which factors were discussed in-depth in the Framework. Given its initial focus on gender inequality, the Framework did not identify or discuss the core problems and root causes of Youth and Persons with Disabilities' (YPDs') exclusion and/or disadvantages. While some of the issues discussed in the context of women are generally relevant for all marginalised groups, the discussion cannot be simply inferred to be applicable to YPDs. What this means is that the implementation of the Framework to include the YPD, while noble, was not informed by a deeper understanding of the root causes of the marginalisation of YPD. The extent to which the Framework addresses the root causes of YPD marginalisation is therefore doubtful. For example, whereas the issue of unequal access to productive resources among the marginalised groups extends to all three sectors; however, the issue of patriarchy or unpaid care work affects mainly women. As the literature has shown, the African, young or disabled women are the worst affected. According to some participants, it might be important that the Framework be revised, so that the issues of YPD are also given adequate attention and reflections.

Despite not reflecting on the root causes of YPD marginalisation, however, most of the respondents were of the view that the GRPBMEAF's interventions were relevant to all the three sectors. This would suggest that the interventions address root causes of marginalisation, which extends to the other two sectors. The discussion in the Framework, while noting the issue of heterogeneity, does not adequately reflect on specific interventions that take the heterogeneity of the women into account. The clear

understanding presented did not adequately translate to direct interventions targeted at the most disadvantaged women (e.g., rural or poor women). The inclusion of the two sectors allows for the implementation of the Framework to address this critical gap in the initial design of the programme.

An important consideration in problem identification and solution design is the participation of the targeted groups. To what extent did the targeted women participate in the development of the Framework? To what extent were the government officials, who are expected to lead in the implementation of the key interventions, contribute to the development of the Framework? What about the role of civil society? The discussions with women, civil society and government officials suggests that there was limited participation at the ground level. The Framework lists the 'extensive consultations' that were made, including presentations to a wide range of civil society stakeholders in March 2018, and deliberations during a Women's Dialogue with stakeholders that included researchers and young women in tertiary institutions. While the latter group made inputs into the Framework, it is not clear what the presentations to civil society entailed – whether they involved the participants deliberating and providing inputs. It is not clear what their role was – was it fine tuning the framework, or did they assist in understanding the underlying problems. As the literature has shown (Arnstein, 1969; Cornwall, 2008; Mohan, 2007), it is important that participation goes beyond tokenism, to levels where targeted beneficiaries make significant contributions in influencing programmes and policies meant for them.

While the centre of government departments (such as DPME, NT, DPSA, etc.) were involved, the participation focused on high-ranking officials, with limited participation of the low-level officials, according to participants. The participation of officials was limited even among centre of government officials, with one official noting that the Framework remained a 'closely guarded secret' for a long time, and that the drivers of the process were clearly afraid of criticism, and thus preferred to work on the document in a less transparent manner until the document was completed. What seems to have been expected of officials was that they familiarise themselves with the framework, commit to its implementation, even though they had limited say in its formulation. Similarly, the other key stakeholders were expected to simply support the implementation, despite their limited input in its formulation. A top-down approach to

institutionalisation of a practice, according to participants, has limited the buy in and commitment of low levels officials. This point has been raised by the literature. Women were generally not aware of the Framework, even though they noted some benefits emanating from the interventions informed by the Framework.

Despite their limited participation, the actors were of the view that the Framework not only identified the key problems, but also the proposed interventions were relevant and coherent. Currently, the GRPBMEAF presents a less detailed theory of change, which shows elements that explain how the GRPBMEAF is expected to lead to better outcomes for women and girls, and greater levels of gender equality. Participants in a theory of change workshop provided inputs that were aimed at developing a theory of change diagram. Reflections during interventions and focus groups discussions was that the theory of change was coherent, and had clear and logical pathway from inputs, interventions, outputs, outcomes, and impact. The analysis of the data indicated that the GRPBMEAF is relevant to all the three sectors, i.e., WYPD, although youth and persons with disabilities were not included in the initial design of the Framework. The objectives of the GRPBMEAF remain relevant to the current socioeconomic climate, and activities and outputs were considered consistent with the desired impact.

In terms of coherence, the participants were of the view that the objectives of the GRPBMEAF were aligned to the equity mandates of departments' service delivery commitments. The guidelines and capacity interventions have assisted in ensuring that the officials are clear of what is expected of them. However, a few indicated a desire for clear explanations of this synergy, so that these objectives are not thought of as add-ons on their responsibilities, but rather as an approach to doing service delivery.

## **5.2 Effectiveness and efficiency of GRPBMEAF implementation**

The results have shown progress in the implementation of the Framework, with varying levels across interventions. Compared to previous evaluations by the DWYPD (DWYPD, GRPBMEAF Rapid Evaluation, 2020) and CGE (CGE, 2021), this evaluation has shown that there has been significant progress in the implementation of the GRPBMEAF, especially with regards to policy prioritisation. As discussed in the previous sections, there has been effective implementation of the pillars that speak to policy priorities (Pillars 1, 2 and 3). However, there has been limited progress in

developing and implementing concrete interventions to empower WYPD. The pillars that speak to the actual translation of plans and priorities into interventions have showed less progress. For example, as the respondents noted, the implementation of preferential procurement remains patchy, with some departments showing better progress than others. Similar applies to the implementation of incentives for WYPD mainstreaming.

Evidence from previous studies has widely noted that the challenge in South Africa, and indeed many developing countries, is neither that of inadequate understanding of the key problems, nor that of formulation of inappropriate interventions, but that of implementation. The country has produced world class policies and strategies, and the Framework puts South Africa in a leading position in that regard. While other countries have implemented relevant programmes under gender responsive budgeting (e.g., Sweden), South Africa is leading the way in expanding the vocabulary, to ensure that the focus is not just on budgets. While the design of gender responsive budgets is crucial, a narrow focus on the budgets, which are not informed by a gendered understanding of the problems, plans, etc., limits the impact. There are countries that have succeeded in ensuring this gendered perspective across the policy cycle, without presenting a long name to their documents. However, expanding the name ensures that there is clarity among all actors that budgets are not the only lever of promoting WYPD targets. The extended focus of GRPBMEAF implementation to include other marginalised groups (i.e., YPD) presents complexity. For example, the abbreviation remains about gender, with no reference to YPD. If the title sets the tone, then there is a case for expanding the title to include YPDs.

### **5.3 Early impacts and sustainability**

Even though it is too early to make strong conclusions, or to attribute these to the Framework, the overall results have shown that the outcomes of the GRPBMEAF are progressing in the right direction, with evidence of improvements in the outcomes for marginalised groups such as women, youth and persons with disabilities. According to the respondents, the GRPBMEAF has resulted in access to WYPD's services, productive resources, empowerment, and equitable implementation of interventions. There has been better understanding of the rights of WYPD among stakeholders and society, changed attitudes and better capacity to implement WYPD responsive

interventions. However, the results have not been homogenous across the three sectors. Overall, women have achieved better outcomes, followed by youth, and then persons with disabilities. The fact that women that are considered to be benefiting the most from the implementation of the GRPBMEAF is not surprising, given that there were the initial target of the Framework.

The increase in access to basic social services such as health and education among women and girls is such that most respondents felt that this may have put women and girls in an overall better position than men and boys. However, access to productive resources remain firmly in the hands of men and boys, with increase in access to and control of women not yet at a level of gender quality. The changed attitudes towards the rights of marginalised groups such as WYPD augurs well with addressing the underlying root causes of marginalisation and discrimination (such as culture and patriarchy). However, the Framework does not have clear interventions to deal with cultural issues, thus limiting the potential transformative impact of the Framework. The inputs received during the theory of change workshop suggest the need for developing interventions aimed at influencing the attitudes and mindsets of not only government officials, but across the whole of society, if the impacts of the Framework are to be sustainable in the long term. Rural communities, that are often run de facto through traditional systems, which remain patriarchal, requires specific interventions that address these entrenched beliefs.

## **6. How can the GRPBMEAF be strengthened?**

Based on the findings of this evaluation, the following recommendations are made:

- Further communication and awareness initiatives should continue, targeting officials at the provincial levels and in other departmental units, such as finance. Further, awareness initiatives should target actors outside government, who are important players in ensuring that government departments deliver on targets for women, youth and persons with disabilities.
- Targeted capacity building activities should be implemented. While many officials indicated the commitment to the cause of the marginalised actors, it was clear that there are capacity gaps on how to translate some GRPBMEAF proposals into concrete interventions that can benefit the marginalised groups.

- Incentives for the implementation of the GRPBMEAF should target all levels of government officials, including front level officials.
- The GRPBMEAF should be developed into an Act, so that compliance is enforceable. While the Framework identified the need for strong legal requirements for GRB integration into budgets support implementation and institutionalisation across government, the approach it suggested is voluntary, limiting compliance enforcement.

## **7. Conclusion**

The purpose of this formative evaluation was to assess the implementation progress of the GRPBMEAF and enhance knowledge to contribute to the design and implementation of the Framework in South Africa. The evaluation was done using a theory-based mixed method approach, and included techniques such as document analysis, key informant interviews, survey, focus group discussions and a workshop. The analysis of the data indicated that the GRPBMEAF is relevant to all the three sectors (WYPD). This is the case, despite that youths and persons with disabilities were not included in the initial design of the Framework. The theory of change was found to be coherent, with a clear and logical pathway from inputs, interventions, outputs, outcomes, and impact. The implementation of the GRPBMEAF has started across most national and provincial departments, and the progress, efficiency and effectiveness vary across the departments and pillars. While awareness levels on the GRPBMEAF are high across the officials that were interviewed, there are capacity gaps, suggesting the urgent need for further capacity building to improve efficiency in the implementation of the Framework. Even though it is too early to make strong conclusions, the results have shown that the outcomes of the GRPBMEAF are trending in the right direction, with evidence of improvements in the outcomes for marginalised groups such as women, youth and persons with disabilities. However, challenges remain in ensuring that the Framework achieves its noble objectives.

## **8. Limitations of the evaluation**

- Poor response rate: few officials responded to the self-administered questionnaire. Efforts to increase the number of responses were not very successful.
- Subjective views: The evaluation depends on subjective views of the respondents on various aspects. These views may not be representative of the department concerned.
- Attributing early outcomes to the GRPBMEAF: the report has made efforts to highlight progress towards achieving better outcomes for women, youth and persons with disabilities. However, the extent to which this trend can be attributed to the GRPBMEAF has not been causal analysed.

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## **Appendices**

### **Appendix A. Terms of Reference**

[Attached separately]

### **Annexure B. Theory of change workshop report**

[Attached separately]

### **Annexure C. Data collection tools**

[Attached separately]