



**Implementation of the National Policy Framework for Women  
Empowerment and Gender Equality in iMpendle Local Municipality in  
KwaZulu-Natal**

**BY**

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Signature and Date

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## **Dedication**

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This thesis is dedicated to the late Mr Jabulani Madonsela, and Mrs Duduzile Octavia Heavy-Girl Phoswa for believing in me and offering me support until their last day on the 24<sup>th</sup> December 2020, and 19<sup>th</sup> of September 2021.

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## Abstract

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This study is a review of the implementation of the South Africa's National Policy Framework for Women Empowerment and Gender Equality (WEGEP) in local government with specific reference to iMpendle Local Municipality. WEGEP is a policy framework that aims to establish a clear vision and strategies to guide the process of formulating and implementing women empowerment and gender equality policies, procedures and practices. Furthermore, WEGEP serves to ensure equal rights and opportunities for South African women, with specific reference to the South African public sector. The study's primary aim was to examine, understand, critique and offer recommendations on how WEGEP implementation might better the lived experiences of women in iMpendle Local Municipality.

The target population for the study was clustered into three divisions: women managers in municipal administration, women councilors in political administration, and women in traditional council leadership. The municipal administration had 104 employees, of which 67 were women, but only 17 were sectional managers and 1 executive manager, with respect to councilors, they were 6, as well as 3 traditional leaders. A total of 30 participants were purposively identified and clustered for data collection, and 27 were available for interviews. In terms of data analysis, a mixture of content and thematic analyses were used.

The study was underpinned by a conceptual framework, the 5 C protocol of policy implementation. The findings of this study explored a lack of implementation programme, change management, monitoring and evaluation of WEGEP in local government, with specific reference to iMpendle Local Municipality.

The study will contribute to a body of knowledge to iMpendle Local Municipality and iMpendle Community. A section of this study will contribute towards building a capable state in Southern Africa: perspective for governance and public policy book chapter.

The study findings revealed that there is no implementation programme and monitoring or evaluating plans to ensure that women benefit from WEGEP. Furthermore, there is no change in management to ensure proper the implementation of public policies within the jurisdiction of iMpendle Local Municipality. However, the lack of knowledge and implementation plans make it impossible to ensure consistent women empowerment and gender equality. The study concludes with proposals for change management model as a contribution to knowledge.

# Table of Contents

---

Chapter One .....	1
Introduction and Overview of the Study .....	1
1.2. Background to the study .....	2
1.3. Research Problem Statement .....	4
1.4. Aim of the study .....	5
1.4.1. Main Objective .....	5
1.4.2. Sub-Objectives.....	5
1.6. Preliminary Literature Review .....	6
1.6.1. A Review of Women's Empowerment.....	6
1.6.2. The Expressions of Gender Equality.....	7
1.6.3. A Global Public Administration Perspective of Gender Equality and Women Empowerment .....	7
1.6.4. Gender Equality and Women Empowerment: A South African Public Administration Perspective .....	8
1.7. Conceptual Framework.....	10
1.7.2. Significance of the study .....	13
1.8.3. Contribution of the Study.....	13
1.9. Research Methodology .....	14
1.8.1. Research Design .....	15
1.8.2. Research Philosophy .....	15
9.2.1.1 Critical Realism.....	15
1.9.3. Research Target population.....	16
1.9.4. Research Sampling.....	16
1.9.5. Data Collection .....	17
1.9.6. Data Analysis .....	18
1.9.7. Validity and Reliability.....	18
1.9.8. Ethical Considerations.....	18
1.9.9. Ethical Clearance .....	19
1.9.1.1. The informed consent .....	19
1.9.1.2. Privacy and Confidentiality .....	19

1.9.1.3. Avoiding harm to participants.....	19
1.10. Limitations of the study.....	20
1.11. Delimitations of the Study.....	20
1.12. Summary of Chapters.....	21
1.12. Conclusion.....	24
Chapter Two.....	25
A Review of Literature on Women's Empowerment.....	25
2.1 Introduction.....	25
2.2 An Overview of Women Empowerment.....	25
2.3. Lived Experiences of Rural Women.....	29
2.4. Overview of challenges to Women Empowerment.....	30
2.5. Women Empowerment: A Feminist Perspective.....	33
2.5.1. Feminism Theory.....	33
2.6. The Different Expressions of Feminist Theory.....	35
2.6.1. Liberal Feminist Theory.....	35
2.6.2. Radical feminism.....	36
2.6.3. Marxism Feminism.....	37
2.6.3. Post-structuralism theory.....	37
2.6.4. Postcolonial Feminist Theory.....	38
2.6.5. State Feminist Theory.....	39
2.6.6. Feminist Theory of Language.....	40
2.6.7. Women and Development.....	41
2.7. Women Empowerment: Barriers in South Africa.....	42
2.8. Opportunities for Women through a Women Empowerment Project.....	44
2.9. A political Review of Women Empowerment.....	45
Table 1: Political Parties and their Women Empowerment action plan.....	46
2.10. Women Empowerment: A Global Public Administration Perspective.....	47
2.11. Women Empowerment: A South African Public Administration Perspective.....	50
2.12. Women Empowerment: A South African Local Government Perspective.....	55
2.13. Conclusion.....	59
Chapter Three.....	60
Gender, Legislative and Policy Context for Gender Equality.....	60
3.1. Introduction.....	60
3.2. Overview of Gender Equality.....	60

<b>3.3. Gender Equality: A Legislative and Policy Framework.</b> .....	63
<b>3.4. Contemporary Issues in Gender and Power Relations</b> .....	66
<b>3.5. Gender Mainstreaming: A Public Administration Perspective</b> .....	68
<b>3.5. International and Regional Gender Equality: A Public Administration Perspective</b> .....	72
<b>3.5.1. Regional and Global Programs for Gender Equality</b> .....	76
<b>Table 2: Regional and Global Programs for Gender Equality</b> .....	76
<b>3.6. Gender Equality: A South African Public Administration Perspective</b> .....	79
<b>3.7. Institutions of Gender Equality in South Africa</b> .....	84
<b>Table 3: Institutions of Gender Equality in South Africa</b> .....	85
<b>3.8. Gender Equality: A South African Local Government Perspective</b> .....	87
<b>3.8. Conclusion</b> .....	90
<b>Chapter Four</b> .....	91
<b>An implementation of gender equality policy within iMpendle Local Municipality.</b> .....	91
<b>4.1. Introduction</b> .....	91
<b>4.3. Conceptual Framework</b> .....	91
<b>4.4. The Reflections on Public Policy in Public Sector</b> .....	92
<b>4.5. A Review of Policy Implementation in South African Local Government</b> .....	94
<b>4.6. Reflections on the Public Policy Making Process in Public Sector</b> .....	95
<b>4.6.1. Agenda Setting</b> .....	98
<b>4.6.2. Policy Formulation</b> .....	99
<b>4.6.3. Policy Adoption</b> .....	100
<b>4.6.4. Public Policy Implementation</b> .....	101
<b>4.6.5. Public Policy Evaluation</b> .....	102
<b>4.7. The Conceptual Framework</b> .....	103
<b>4.7.1. 5 C Protocol of Policy Implementation</b> .....	103
<b>4.7.2. Content</b> .....	104
<b>4.7.3. Context</b> .....	104
<b>4.7.4. Capacity</b> .....	105
<b>4.7.5. Commitment</b> .....	106
<b>4.7.8. Clients and Coalitions</b> .....	107
<b>4.8. Alignment of 5 C Protocol with the implementation of WEGEP</b> .....	108
<b>Table 4: The alignment of the conceptual framework with the study</b> .....	108
<b>4.9. Conclusion</b> .....	109
<b>Chapter Five</b> .....	110

<b>Research Methodology and Design</b> .....	110
<b>5.1. Introduction</b> .....	110
<b>5.2. Research Design</b> .....	110
<b>5.2.1. Qualitative Research</b> .....	111
<b>5.2.2. Type of Qualitative Method</b> .....	111
<b>5.3. Quantitative Research</b> .....	114
<b>5.3.1. Typology of Quantitative Methods</b> .....	115
<b>5.3.1.1. Correlational research</b> .....	115
<b>5.3.1.2. Experimental research</b> .....	115
<b>5.3.1.3. Causal-Comparative or Ex Post Facto implies</b> .....	116
<b>Table 5: Qualitative versus Quantitative research</b> .....	116
<b>5.4. Mixed Method</b> .....	117
<b>5.4.1. Typology of Mixed Methods</b> .....	117
<b>5.4.1.1. Parallel Mixed Designs</b> .....	117
<b>5.4.1.2. Sequential Mixed Designs</b> .....	118
<b>5.4.1.3. Conversion Mixed Designs</b> .....	118
<b>5.4.1.4. Multilevel Mixed Designs</b> .....	118
<b>5.4.1.5. Fully intergrated mixed designs</b> .....	118
<b>5.5. Alignment for Research Method Chosen in the Study</b> .....	119
<b>5.6. Research Philosophy</b> .....	119
<b>5.6.1. Positivism Philosophy</b> .....	120
<b>5.6.3. Pragmatism</b> .....	121
<b>5.6.6. Critical Realism Philosophy</b> .....	122
<b>5.7. Research Philosophy and alignment for the study</b> .....	124
<b>5.8. Research Target population</b> .....	124
<b>Table 6: Sample population, size and category</b> .....	124
<b>5.9. Recruitment Strategy</b> .....	125
<b>5.10. Research Sampling</b> .....	126
<b>5.10.1. Probability Sampling</b> .....	126
<b>5.10. 6. Random Sampling</b> .....	127
<b>5.10.7. Stratified Sampling</b> .....	127
<b>5.10.8. Systematic Sampling</b> .....	128
<b>5.10.9. Cluster Sampling</b> .....	128
<b>5.10.10. Non-Probability Sampling</b> .....	128

<b>5.10.11. Purposive Sampling</b> .....	129
<b>5.10.11. Quota Sampling</b> .....	129
<b>5.10.12. Snowball Sampling</b> .....	130
<b>5.10.13. Convenience Sampling</b> .....	130
<b>5.10.14. The study sampling choice</b> .....	131
<b>5.11. Data Collection</b> .....	131
<b>5.11.1. Structured interviews</b> .....	132
<b>5.11.2. Unstructured interviews</b> .....	132
<b>5.11.3. Semi-structured Interviews</b> .....	132
<b>5.12. Data Analysis</b> .....	133
<b>5.12.1 Thematic Data Analysis</b> .....	133
<b>5.12.2. Content Analysis</b> .....	134
<b>5.12.3. Critical Discourse Analysis</b> .....	134
<b>5.12.4. Study-chosen data analysis tool</b> .....	135
<b>5.13. Qualitative Data Control</b> .....	136
<b>5.13.1. Academic Rigour</b> .....	136
<b>5.13.2. Credibility</b> .....	136
<b>5.13.3. Prolonged engagements</b> .....	137
<b>5.13.4. Persistent observations</b> .....	137
<b>5.13.5. Triangulation</b> .....	137
<b>5.13.6. Peer debriefing</b> .....	138
<b>5.13.7. Member checks</b> .....	138
<b>5.13.8. Dependability</b> .....	139
<b>5.13.9. Confirmability</b> .....	139
<b>5.13.10. Transferability</b> .....	140
<b>5.14. Validity and Reliability</b> .....	140
<b>5.15. Significance of the Study</b> .....	141
<b>5.16. Ethical Considerations</b> .....	142
<b>5.16.1. Ethical Clearance</b> .....	142
<b>5.16.2. The informed consent</b> .....	142
<b>5.16.3. Privacy and Confidentiality</b> .....	143
<b>5.16.4. Avoiding harm to participants</b> .....	144
<b>5.17. Limitations of the study</b> .....	145
<b>5.18. Conclusion</b> .....	146

<b>Chapter Six</b> .....	147
<b>Data Presentation, Analysis and Interpretations</b> .....	147
<b>6.1 Introduction</b> .....	147
<b>Case Context of iMpendle Local Municipal Overview</b> .....	147
<b>6.2.1. Municipal Key Policy Developments</b> .....	148
<b>6.2.2. Municipal Women Public Participation Programme</b> .....	148
<b>6.2.3. Ward Committee</b> .....	149
<b>6.2.4. Take a Girl Child Programme</b> .....	150
<b>Matrices 1 the nexus between the Research Objectives, Questions, Interview Questions and Concept.</b>	151
<b>6.3. Data Presentation</b> .....	152
<b>6.4. Qualitative Data Analysis</b> .....	152
<b>Table 8: Aligning Research Objectives, Questions and Emerging Themes</b> .....	153
<b>6.5. Profile of study participants</b> .....	154
<b>6.5. Presentation of Data and Discussion</b> .....	156
<b>Matrix 1: The purpose and goals of South Africa’s Policy Framework for Women Empowerment and Gender Equality with specific reference to iMpendle Local Municipality.</b>	156
<b>6.5.1. Women at the centre of WEGEP project</b> .....	157
<b>Matrix 2: Context to which WEGEP is implemented in iMpendle Local Municipality</b> .....	160
<b>6.5.2. Women at the centre of women empowerment and gender equality in iMpendle Local Municipality</b> .....	161
<b>Matrix 3: the political will for the implementation of South Africa’s National Policy Framework for Women Empowerment and Gender Equality in iMpendle Local Municipality.</b> .....	164
<b>6.5.3. iMpendle Local Municipality political will for women empowerment and Gender Equality.</b>	165
<b>Matrix 4: Systems in place for the implementation of South Africa’s National Policy Framework for Women Empowerment and Gender Equality in iMpendle Local Municipality.</b> .....	168
<b>6.5.5. iMpendle Local Municipality’s systems for Women Empowerment and Gender Equality</b>	169
<b>Matrix 5: The key role players for the implementation of South Africa’s National Policy Framework for Women Empowerment and Gender Equality.</b> .....	172
<b>6.5.6. Women as role players for Implementation of women empowerment and gender equality in iMpendle Local Municipality</b> .....	173

<b>Matrix 6. Transformation of South Africa’s National Policy Framework for Women Empowerment and Gender Equality.</b> .....	175
<b>6.5.7. Re-inventing South Africa’s National Policy Framework with a specific reference to iMpendle Local Municipality.</b> .....	176
<b>6.6. Study Summary of Findings</b> .....	178
<b>Table 11: A nexus between study objectives, questions, and findings of the study</b> .....	178
<b>6.6. Conclusion</b> .....	179
<b>Chapter Seven</b> .....	180
<b>Summary, Conclusions, and Recommendations</b> .....	180
<b>7.1. Introduction</b> .....	180
<b>7.2. Recapitulation of Research Objectives and Key Questions</b> .....	180
<b>7.3.1. Chapter One</b> .....	181
<b>7.3.2. Chapter Two</b> .....	181
<b>7.3.3. Chapter Three</b> .....	182
<b>7.3.4. Chapter Four</b> .....	183
<b>7.3.5. Chapter Five</b> .....	183
<b>7.3.6. Chapter Six</b> .....	183
<b>7.3.7. Chapter 7</b> .....	184
<b>7.4. Discussions of Research Findings</b> .....	184
<b>7.4.1.2. Research Objective 2: To examine the political systems in place for the implementation of WEGEP in Impendle Local Municipality.</b> .....	186
<b>7.4.1.2. Research Objective 3: To determine the capacity of the implementation of Women Empowerment and Gender Equality Policy.</b> .....	187
<b>7.4.1.3. Research Objective 4: To determine the commitment of iMpendle Local Municipality in relation to women empowerment and gender equality policies.</b> .....	189
<b>7.4.1.4. Research Objective 5: To ascertain the roleplayers involved in the implementation of Women Empowerment and Gender Equality Policy in iMpendle Local Municipality.</b> .....	190
<b>7.4.1.5. Objective 6: Explore the anticipated outcomes of the WEGEP in transforming women's participation in iMpendle Local Municipality affairs.</b> .....	191
<b>7.5. Contribution to the Body of Knowledge</b> .....	192
<b>7.5.1. A 6<sup>th</sup> Protocol: Change Management</b> .....	192
<b>7.5.2. Why a Change Management as a 6<sup>th</sup> Protocol</b> .....	193
<b>Table: 13 Lewin’s Change Management Model</b> .....	193
<b>7.5.3. Alignment of Change Management and Public Policy in Local Government with specific reference to WEGEP.</b> .....	193

<b>Model: A Proposed Model for Public Policy Implementation.....</b>	<b>195</b>
<b>7.6. Study Recommendations .....</b>	<b>196</b>
<b>7.6.1. Recommendation 1: The Purpose and Goals of WEGEP. ....</b>	<b>196</b>
<b>7.6.2. Recommendation 2: Political Systems for WEGEP Implementation in iMpendle Local Municipality.....</b>	<b>198</b>
<b>7.6.3. Recommendation 3: Capacity for Policy Implementation in iMpendle Local Municipality</b>	<b>199</b>
<b>7.6.4. Recommendation 4: Commitment of the iMpendle Local Municipality to the Implementation of WEGEP.....</b>	<b>200</b>
<b>7.6.5. Recommendation 5: Women as major stakeholders/roleplayers in the implementation of WEGEP in iMpendle Local Municipality.....</b>	<b>201</b>
<b>7.6.6. Recommendation 6: Transformation of WEGEP to include women participation.....</b>	<b>202</b>
<b>7.7.8. Areas of future research .....</b>	<b>205</b>
<b>7.8. Conclusion .....</b>	<b>206</b>
<b>Bibliography .....</b>	<b>207</b>
<b>Books</b>	<b>207</b>
<b>Report</b>	<b>212</b>
<b>Thesis and Dissertations .....</b>	<b>212</b>
<b>Online Sources.....</b>	<b>213</b>
<b>Journals</b>	<b>215</b>
<b>Annexure A: Interviews .....</b>	<b>245</b>
<b>Annexure B: Informed Consent.....</b>	<b>249</b>
<b>Annexure C: Informed Consent Letter.....</b>	<b>251</b>
<b>Annexure D: Permission Letter .....</b>	<b>254</b>
<b>Annexure E: Gate Keepers Letter .....</b>	<b>255</b>
<b>Annexure F: Acknowledgement: Breach of Ethical Process at UKZN.....</b>	<b>256</b>
<b>Annexure G: Language Editors Certificate.....</b>	<b>258</b>
<b>Annexure H: Turn it in Report.....</b>	<b>259</b>

## List of Tables

---

Table number	Description	Page number
Table 1	Political Parties and their Women Empowerment action plan.	59
Table 2	Regional and Global Programmes for Gender Equality	89
Table : 3	Institutions of Gender Equality in South Africa	98
Table 4	The alignment of the conceptual framework with the study.	120
Table 5	Qualitative vs Quantitative research	129
Table 6	Sample population, size and category.	138
Table 7	Political Representation in iMpendle Local Municipality	161
Table 8	Aligning research objectives, questions and emerging themes	166
Table 9	Respondent's categories and data collection tools	167
Table 10	Participants Profile	168
Table 11	A nexus between study objectives, questions, and findings of the study.	191
Table 12	Recapitulation of Research Objectives and Key Questions	193
Table: 13	Change Management Model	207

## List of Figures

Figure number	Description	Page number
Figure 1	5 C Protocol	29
Figure 2	Public Policy Process	108

## List of Matrices

Matrices number	Description	Page Number
Matrix 1	The purpose and goals of South Africa's Policy Framework for Women Empowerment and Gender Equality with specific reference to iMpendle Local Municipality.	169
Matrix 2	Context to which WEGEP is implemented in iMpendle Local Municipality.	173
Matrix 3	The political will for the implementation of South Africa's National Policy Framework for Women Empowerment and Gender Equality in iMpendle Local Municipality.	177
Matrix 4:	Systems in place for the implementation of South Africa's National Policy Framework for Women Empowerment and Gender Equality in iMpendle Local Municipality.	181
Matrix 5	The key role players for the implementation of South Africa's National Policy Framework for Women Empowerment and Gender Equality.	185
Matrix 6	Transformation of South Africa's National Policy Framework for Women Empowerment and Gender Equality.	188

## List of Annexures

<b>Annexure number</b>	<b>Description</b>	<b>Page number</b>
Annexure A	Interviews	254
Annexure B	Informed Consent	260
Annexure C	Informed Consent Letter	262
Annexure D	Permission Letter	263
Annexure E	Gatekeeper's Letter	264
Annexure F	Acknowledgement: Breach of Ethical Process at UKZN	265
Annexure G	Turnitin Report	266
Annexure H	Language Editor's Certificate	267

## Abbreviations and Acronyms

Abbreviations	Meaning
<b>ADB</b>	African Development Bank
<b>ANC</b>	African National Congress
<b>ANCWL</b>	African National Congress Women's League
<b>AGGI</b>	African Gender Gap Index
<b>AMwA</b>	Akina Mama wa Afrika
<b>AWDF</b>	African Women's Development Fund
<b>CEDAW</b>	Convention on Elimination of All Forms of Discrimination Against Women
<b>CGE</b>	Commission for Gender Equality
<b>COGTA</b>	Corporative Governance and Traditional Affairs
<b>DA</b>	Democratic Alliance
<b>DWYPD</b>	Department of Women, Youth, and People with Disability
<b>ECOSOC</b>	Economic and Social Council
<b>EFF</b>	Economic Freedom Fighters
<b>EU</b>	European Union
<b>GAD</b>	Gender and Development
<b>FEMNET</b>	The African Women's Development and Communication Network
<b>IFP</b>	Inkatha Freedom Party
<b>ILM</b>	iMpendle Local Municipality
<b>LED</b>	Local Economic Development
<b>LFT</b>	Liberal Feminist Theory
<b>LWEGEI</b>	Local Women Empowerment and Gender Equality Institutions
<b>KZN</b>	Kwa Zulu Natal
<b>MDG</b>	Millennium Development Goals
<b>NOW</b>	National Organisation for Women
<b>OECD</b>	Organisation for Economic Co-operation and Development

<b>RWEGEI</b>	Regional Women Empowerment and Gender Equality Institutions
<b>SADC</b>	Southern Africa Development and Educational Centre
<b>SALGA</b>	South African Local Government Association
<b>SAHRC</b>	South African Human Rights Commission
<b>SDG</b>	Sustainable Development Goals
<b>SGJ</b>	Sonke Gender Justice
<b>UKZN</b>	University of Kwa Zulu Natal
<b>UN</b>	United Nations
<b>USA</b>	United States of America
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organisation
<b>UNICEF</b>	United Nations Children's Fund
<b>USAID</b>	United State Agency for International Development
<b>WAD</b>	Women and Development
<b>RSA</b>	Republic of South Africa
<b>WID</b>	Women in Development
<b>WEGEP</b>	South Africa's National Policy Framework for Women Empowerment and Gender Equality Policy
<b>WIELD</b>	Women Initiative for Empowerment and Leadership Development

# Chapter One

## Introduction and Overview of the Study

---

### 1.1 Introduction

This study examined how South Africa's 2013 National Policy Framework for Women Empowerment and Gender Equality (WEGEP) has been implemented from a gender and 5 C Protocol perspective. The focus of this study is on the South African Local Government sphere in general and iMpendle Local Municipality in particular in uMgungundlovu District in KZN.

The question of women empowerment and gender equality is a widely and recently researched area. The study's main objective was to develop an understanding, investigate and make recommendations on the feminist 5 C Protocol implementation in iMpendle Local Municipality. It is anticipated that the study's findings will help the local government administration in South Africa to set up efficient procedures for putting gender-related policies into effect. iMpendle Local Municipality was used as a case study due to its rural context, where patriarchy is deeply entrenched in many social aspects and has been institutionalised as a normal practice (Fhlatharta and Farrell, 2017).

In terms of research methodology, the study adopted a qualitative approach. The sampling method was a cluster and purposive sampling. The clusters were divided into municipal administration, political administration, and traditional council in iMpendle Local Municipality. The municipal administration had 104 employees, of which 67 were women, but only 17 were sectional managers and 1 executive manager, with respect to councilors, they were 6, as well as traditional leaders. The theoretical underpinnings of the study were guided the 5 C protocol of Brynard, and De conning (2006) as a conceptual framework.

## 1.2. Background to the study

The Women Development and Gender Equality phenomenon has been a debatable issue in the academic, religious and political sectors. In religious and political landscapes, there are different women ministries and political organisations that claim to stand against all forms of patriarchy and promote women empowerment programmes (Rehman, Moazzam and Ansari, 2020). The 1996 Constitution of the Republic of South Africa (RSA) addresses the idea of gender equality and women empowerment. In the context of this Constitution, everyone has the right to equal protection and benefit of the law, according to Section 9 (1) of the Constitution, and they are all treated equally before the law. One aspect of equality is the complete and equal enjoyment of all rights and liberties. To further the cause of equality, legislative and other acts that defend or support people or groups of people who have suffered from unfair discrimination may be taken. The state is not allowed to treat anyone unfairly based on one or more characteristics, such as racial group, sexual identity, gender, childbearing, relationship status, ethnic or social background, colour, sexual preference, age, impairment, spirituality, sense of morality, conviction, traditions and dialect. The provincial sphere of government in RSA has been actively participating in women empowerment programmes in different rural municipalities, including iMpendle Local government wherein “*a take a girl to work initiative*” has been implemented, garden and sewing a programme. This initiative aims to give students exposure to potential employment and experience of a working environment, (iMpendle Local Municipality, 2021).

The WEGEP is based on the South African Constitution, which supports the equitable realisation of all rights and freedoms by everyone, men and women, as is clear from the aforementioned comments. Moreover, it advocates for equity, particularly equal rights for women, while emphasising the need for racial and sexual equality as reflected in Section 1 of this Constitution. Additionally, it promotes harmonising all legal issues and the enforcement of legislation regarding the emancipation of women, and also that women should be hired for and represented in positions of authority and systems of governance (WEGEP, 2013).

All governmental institutions must take primary responsibility for delivering equality for women. Government must launch a comprehensive gender balance policy to accomplish gender balance. To this end, planning will be required by both important members of the national machinery and individual national, provincial, and municipal government entities and implementing efficient and relevant practices to promote more gender equality (WEGEP, 2013). To suit the particular needs and demands of their departments and clients, many departments will surely need to tailor their gender equality initiatives. There are still several generic strategic standards that could be constructively used to lead the systems of overarching gender capacity building in their service delivery, and overall planning and implementation, as well as encouraging women's economic justice (WEGEP, 2013).

Various South African political parties have taken this policy to form part of their political manifestos. For example, the governing party (African National Congress (ANC) has since 1994, implemented the 50/50 resolution in all their cabinets. Significantly, the ANC has fallen behind parties with very low levels of female representation despite putting its 50 percent quota system into place. As a result, there are far fewer women represented than was initially thought. This notion implies that advocating for gender quotas is based on two faulty assumptions. Firstly, the assumption is that increased women's representation in government will advance the gender question. Secondly, advancing the gender question will guarantee a dismantling of patriarchy which remains entrenched in South African communities (Kedijang, 2018). In addition, the Economic Freedom Fighters (EFF) in their 2019 political manifestos for the national and provincial government elections promised that when they take over the government, women's liberation would be of utmost importance and priority (EFF, 2019). On a similar note, the African National Congress Women's League (ANCWL) (2008) promised to unite South Africans to take a stand to be part of the liberation of the oppressed, especially women in South Africa.

The events surrounding women empowerment and gender equality have prompted several concerns about research, reliability in execution, and practicality on the ground. The goal of this study was to evaluate the implementation of WEGEP in iMpendle Local Municipality.

After considering the study's background context, the problem statement is stated in the ensuing section.

### **1.3. Research Problem Statement**

The WEGEP's execution should show that women are empowered and that there is equality between the sexes throughout all public entities, but especially in Mpendle Local Municipality. Kelbert and Hossain (2014) argued that cultural construct has in the past normalised male dominance and women as a subject of men in all fields. The issues of gender equality and women empowerment, broadly in rural municipalities, including Impendle Local Municipality, raise an observable challenge that is premised on the understanding that rural communities are culturally sensitive, and WEGEP is the policy that is aimed at dismantling patriarchy amongst other practices and creating a space for women in all government spheres.

The problem of patriarchy has been evident in all sectors of communities, and Fotaki (2013) argued that different institutions that promote social justice and liberation like political parties and religious organisations started programmes that were aimed at disrupting patriarchy and creating a space for women as credible and deserving citizens. However, this study examines the notion that advocating for gender equality and women empowerment is based on faulty assumptions, thus, the assumption that an increased women representation in government will advance the gender question, and will guarantee a dismantling of patriarchy which remains entrenched in rural municipalities. Hills (2015) researched women representation and quota, and her main argument is that women are a large majority in all spheres of development in the public sector, and there should be an improved number of key women in strategic positions. However, Périlleux and Szafarz, (2015) argued that the challenge of women representation is embedded in the space between the development and execution of policies. Penceliah (2011) and Sikhosana and Nzewi (2020) state that the policies regarding women's leadership, and the evident gaps in relation to male dominance in leadership, require a need to improve gender diversity in public institutions and affiliating institutions.

In particular, this study examined the implementation of of WEGEP in iMpendle Local Municipality. This is based on the reflection that there are policies that aim at promoting gender equality and women's empowerment. However, 27 years into South Africa's democratic transition, the existence and implementation of public policies continue to serve no purpose in the public sector. WEGEP, as a public policy, is intended for the liberation of women. There is no progress in the status of women empowerment and gender equality in the South African public sector, specifically in local government. The study seeks to evaluate the implementation of WEGEP in local government, and in particular, iMpendle Local Government.

#### **1.4.Aim of the study**

- The general aim of the study was to investigate, develop an understanding and suggest recommendations for strategies for improved lived realities of women in local government with specific reference to iMpendle Local Municipality.

Based on the above aim, the objectives of the study were outlined below as follows:

##### **1.4.1. Main Objective**

- The primary objective of the investigation was to examine, understand, critique and offer recommendations on how WEGEP implementation could improve the lived experiences of women in iMpendle Local Municipality.

##### **1.4.2. Sub-Objectives**

- To establish the goals and objectives of WEGEP iMpendle Local Municipality.
- To examine the political and administrative systems in place for implementation of WEGEP in iMpendle Local Municipality.
- To ascertain the commitment of iMpendle Local Municipality towards implementation of WEGEP.
- To determine the capacity of the implementation of WEGEP.
- To analyse the role of stakeholders involved in the implementation of WEGEP in iMpendle Local Municipality.
- To determine the effective strategies for implementation of WEGEP in iMpendle Local Municipality.

#### **1.5.Research Main Question**

The study addressed the following key question:

- What is the implementation of South Africa's National Framework for Women Empowerment and Gender Equality in iMpendle Local Municipality?

##### **1.5.1. Sub-questions**

The study addressed the following key sub-questions:

- What are the goals and objective of the WEGEP?

- What are the political and administrative systems in place for implementation of WEGEP in iMpendle Local Municipality?
- What is the commitment of iMpendle Local Municipality towards implementation of WEGEP?
- What is iMpendle Local Municipality's capacity to implement WEGEP?
- What are the roles of various stakeholders towards implementation of WEGEP in iMpendle Local Municipality?
- What are the effective strategies for implementation of WEGEP in iMpendle Local Municipality?

## **1.6. Preliminary Literature Review**

Women empowerment, gender equality from a global viewpoint, and women empowerment in public administration were the main subjects of the study's preliminary literature evaluation. Furthermore, the literature demonstrated the evolution of women empowerment and gender equality with the attention being on the South African public administration. For ease of understanding, the themes selected for this study have sub-themes allocated to them.

### **1.6.1. A Review of Women's Empowerment**

In this section, this study sketched the landscape of women empowerment in the public sector. The phenomenon of women empowerment was drawn from international, regional, and national spheres and other civil society organisations. The leading scholars are Duflo (2012), Bayeh (2016) and Cornwall (2016). Women empowerment has attracted international attention because the core of the international development agenda has been around the question of women development and empowerment. As a result, a broad discourse coalition of corporate and international non-governmental organisations now refers to "women empowerment" (Cornwall, 2016).

According to Duflo (2012), the concept of women empowerment should be viewed as a demand for society to encourage equal involvement of individuals and organisations in order to ensure that control over life is realised. According to Gupta (2015), South Africa has a modern judicial system that protects and promotes women's rights and makes an effort to redress their traditionally disadvantageous and subservient status. This is among the nation's post-1994 great stories. According to Bayeh (2016), women empowerment should not be

mixed up with a competition for dominance because it exists to bring about and achieve the required reforms.

### **1.6.2. The Expressions of Gender Equality**

The study reviewed the phenomenon of gender equality. The literature reviewed the following landscape: national, international and regional spheres, and it is paramount that women be empowered regarding their power, rights, and status in a culture devoid of patriarchal customs and behaviours. To achieve gender equality, women, as well as men, should receive the same opportunities and rights in all spheres of life (UN, 2011). To expand this view, the Economic Freedom Fighters (2019) pushed back the notion of patriarchy and sexism as a root cause for ejecting women from society and government, and African black women become the target and victims of gender-based violence. Sandys (2008) concluded that man has a role they must play in achieving gender equality, to make, give and provide life-affirming spaces for women, not only in society but also in government.

According to Bangani and Vyas-Doorgapersad (2020), structural factors and social traditions are to blame for gender bias and poor representation of women in the workplace. The current strategy incorporates a priority focus on boosting women's decision-making involvement, as well as the simultaneous adoption of the 50% representation of women at all Senior Management Service levels, aiming for employment equity in the public sector. In municipal government, men appear to have an edge over women with comparable credentials in roles that have historically been filled by men and even in roles that are gender-integrated.

### **1.6.3. A Global Public Administration Perspective of Gender Equality and Women Empowerment**

Former UN Secretary-General, Ban Ki-moon (2013) thinks that in a world where women are oppressed, the UN may act more forcefully to change these institutions by implementing programs that challenge politically incorrect language but do not empower women. According to the UN's World Development Report (2012), their primary reason for existing is to close the disparities in women's empowerment and gender equality. Therefore, increasing institutional representation of gender equality is the only way to increase productivity and empower women. Mlambo-Ngcuka (2021) added that women have to fully participate in and contribute at all tiers of decision-making in the executive, statutory, and legislative bodies as well as the state administration because, globally, women have made it abundantly clear that perhaps the history

and the established order do not accommodate their requirements for women's rights. On the other end, the United States Agency for International Development (USAID) (2012) indicated that the manner of execution of the policy on women's empowerment consists of comprehensive strategies and initiatives that support women's needs. The key development objectives are now widely acknowledged to be gender equality and women's empowerment. The African Union (2018) (AU) moved from the premise that gender-responsive institutions and the world have good intentions about gender equality and development. However, the effort has been hampered by the failure to match these with strong institutional mechanisms for implementation. Therefore, the AU stretches its position and commitment to the idea that human rights extend to gender equality.

Nyiransabimana (2018) claims that on the worldwide scene, stories about women's rights, women's emancipation, mandates, as well as the representation of women in elective positions are becoming commonplace. Accordingly, gender equality is receiving more attention from state municipalities as a fundamental requirement for liberal, equitable, and successful administration. According to this perspective, the inclusion of women might be crucial in providing the needs of the rural populations. According to Idea (2005), ensuring women's access to state life and boosting their civic engagement are particularly crucial to the growth and maintenance of democracies. Women from various political, socioeconomic, and ethnic traditions have been drawn together by efforts to advance and increase the political participation of women to advance the cause of gender equality.

#### **1.6.4. Gender Equality and Women Empowerment: A South African Public Administration Perspective**

Mavundla (2010) asserts that the South African national government's goal was reaching a 50:50 gender parity in top leadership by March 2009, demonstrating the importance of gender equality to public policy. Recent research suggests that this objective is still far from being accomplished and that the March 2009 target date for gender parity at the senior management level was significantly missed. Additionally, the issue is not specific to municipal government but is widespread in the industry. Agostino and Elias (2017) stated that the question of women in public administration was dated in 1976, and the main agenda was based on the following three themes: discrimination against, underrepresentation of and underutilisation of women in the public service.

To improve the empowerment of women and gender equality, the government has enacted various pieces of legislative and policy frameworks that strive to recognise gender equilibrium in the quest for nation building (Paula, 2010). This study unpacked at length the strides of the South African government for women's empowerment and representation in social institutions, mainly in local government. Additionally, it analyses the subject of women in public administration with a focus on global, regional, and national developments. The effective use of the resources that are available to public office holders, according to Roux, Brynard, Botes and Fourie (2012), is the primary goal of public administration. On a similar note, Shafritz and Hyde (2012) stated that good administration should strive to eliminate any form of waste which is inconsistent with the welfare of the people. Penceliah (2011) stated that despite equity and affirmative action legislation, a record number of women enter the workforce, and these preconceptions still have an impact on how organisations operate. These views may lead to evaluations of people based on their gender rather than their performance.

According to Shabangu (2015), emancipating women in South Africa is still a top priority and a pillar of the country's future freedom, democracy and prosperity. The need to combat institutional inequality, discrimination, bigotry, subjugation of women and gendered mistreatment is at the core of contemporary society's reform plan. At the same time, the public sector must promote an atmosphere that encourages people to engage equally and fully in all facets of the nation's development. Sunny (2014) reported that male applicants get preference over women applicants even when they have a similar background. Bexell (2012) concluded that as a result of male dominance, patriarchal dominance, and women's oppression have been the key reasons why women have less interest in international assignments, even if they were bringing higher salaries. According to Hicks and Buccus (2012), the manifestos of South African political parties in 2009 did not do enough to advance gender equality, mainstream gender issues, or advance women's status. There was little focus on the advancement of gender equality and the participation of women in leadership positions. Some political parties did not address gender at all in their manifestos, while others did so in an ambiguous manner. Finally, Nzewi and Sikhosana (2020) concluded that women's participation is largely regarded as a cornerstone for the attainment of gender equality. However, closer scrutiny reveals that the aforementioned women in local government continue to have limited participation in decision-making processes.

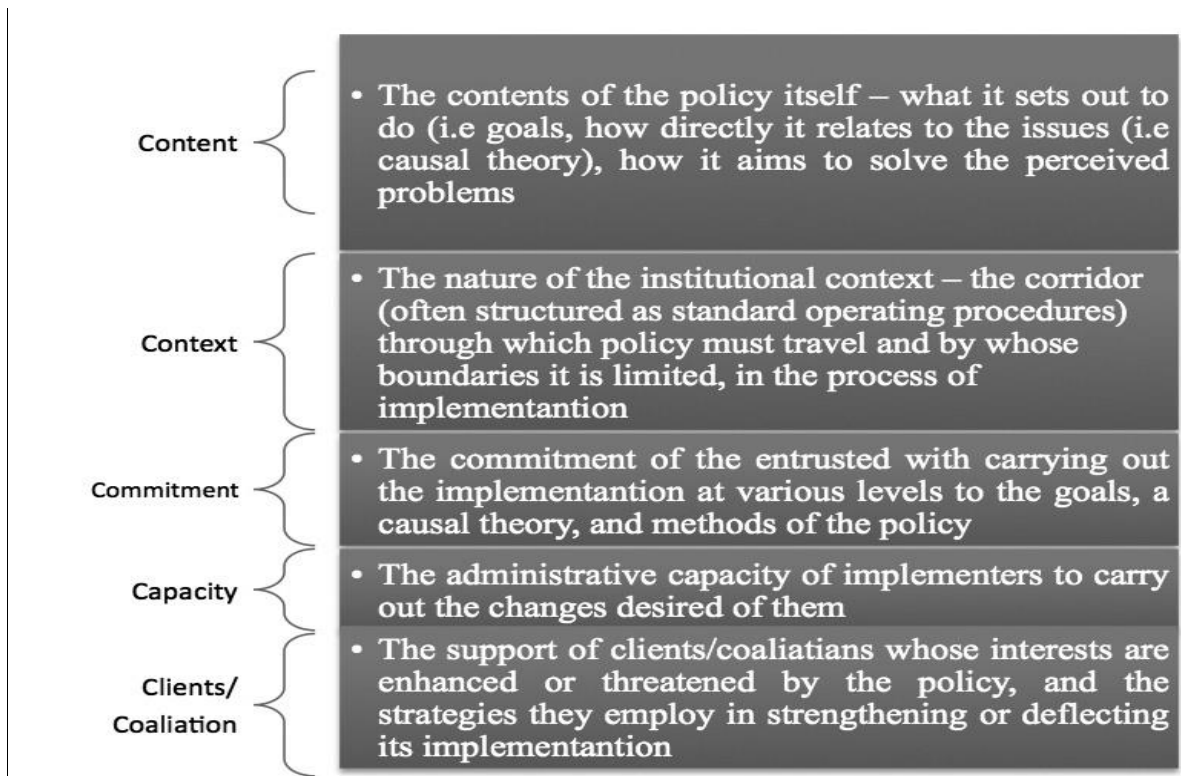
## **1.7. Conceptual Framework**

The general aim of the study was to investigate, develop an understanding and suggest recommendations for strategies for improved lived realities of women in local government with specific reference to iMpendle Local Municipality. To achieve this aim, the study needed to adopt a conceptual framework that would be the broader lens of interpretation. The study is in Public Administration but explores a highly debated women's empowerment and gender equality policy.

The conceptual framework helps to provide a guideline on how public service policies, in general, are to be implemented, while a theoretical framework provides a guideline on how women and gender-related policies are to be implemented in public institutions.

The 5 C protocol protocol for public policy implementation was developed by the late, Professor Brynard, in 2005. The 5 C Protocol was adopted as the conceptual framework for the study. However, it was used as a data analysis tool. As demonstrated in figure 1 below, the 5 C protocol proposes five (5) factors that are critical given the public policy implementation.

**Figure 1: 5 C Protocol**



Source: Nhemachena, Jonas, and Karuaihe (2015)

The study followed the following procedure in terms of the conceptual framework:

- **Content:** Ansell, Sorensen and Torfing (2017) stated that the content of the policy is paramount to make sure that an institution achieves its goal and objective, and also to determine the goals and objectives themselves, and how it chooses to achieve its goal and objective. In this study, the purpose was to establish whether WEGEP content reflects the goals and objectives of gender equality and women empowerment, and how it chooses to address its goals and objectives. This would help the researcher to be able to ascertain, understand, excavate, and critique the implementation of this policy in iMpendle Local Municipality in the KZN Province.

- **Context:** Mthethwa (2012) argued that policy context can only be implemented within the political and economic systems where it is implemented and forms political systems in government, meaning the development of social construct, culture, and economy. This research aimed to ascertain the role played by the municipality as the institution responsible for the successful application of the WEGEP. The environment's political, legal, economic, and social dimensions that govern the woman empowerment and gender equality bill executed in Impendle Local Municipality, KZN, were among the elements of the institutional framework.
- **Capacity:** According to Cloete and De Coning (2011), the idea of potential in the public sector pertains to comprehensive systems, meaning the capacity of structural function, as well as cultural function to implement the policies as the requirements of the public sector. This was used in the study to establish how the structural, functional and cultural capacity of Impendle Local Municipality in KZN affects the implementation of WEGEP.
- **Commitment:** Brynard (2005) stated that commitment examines the government's obligation to the most logical method of policy implementation to determine the willingness and unwillingness to implement policies. This is because commitment is critical to effective implementation. For any policy to be effectively implemented, the commitment of those entrusted to implement it is crucial. Government can have all the systems, however, if there is no commitment from public office bearers, the policy will fail. In this study, commitment was used as a variable to establish the political will for policy implementers to implement WEGEP in Impendle Local Municipality.
- **Client and Coalitions:** The concept of clients and coalitions relates to the importance of the government having the confidence of interest groups, and everybody with a stake in seeing the public policy implemented (Brynard, 2005). In this study, clients and coalitions were used to determine how Impendle Local Municipality joined coalitions with stakeholders and interests' groups to implement WEGEB in local government, with specific reference to Impendle Local Municipality.

### **1.7.2. Significance of the study**

This study was conducted for three reasons:

- Some sections of this study were presented at the 2022 South African Public Administration and Management Conference, and the 7th International Conference on Governance and Accountability.
- A section of this study will contribute towards building a capable state in Southern Africa: perspective for governance and public policy book chapter.
- To offer recommendations and effective strategies for the 5 C protocol policy implementation of WEGEP with particular reference to iMpendle Local Municipality.

If this research had not been conducted, as mentioned in the contribution of the study, the policy implementation of WEGEP would not be under scrutiny, and its relevance would not be tested, which would result in the government developing policies from a document that was not tested, and would not be able to determine where to maintain, and where to improve on this policy.

### **1.8.3. Contribution of the Study**

The contribution of the study was clustered into three divisions: A body of knowledge, iMpendle Local Municipality and iMpendle community.

#### **Contribution to the Body of Knowledge in Public Administration**

- The study will contribute to existing South African and international literature on public policy implementation owing to a debt of knowledge with regards to policy implementation in local government. The literature in relation to policy implementation is robust in terms of implementation expectations and strategies. However, there is a gap in terms of managing change that is brought by the implemented changes, and study will outline a model for change management in policy implementation in public sector.

## **Local Government Policy Implementation**

- The study will contribute to local government with reference to effective strategies for implementation of policy, with specific reference to WEGEP. This will enable local government to manage changes that will be brought by the policy implementation.

## **5 C protocol**

- The study will contribute a model of a 6<sup>th</sup> C protocol owing to the lack of change management strategies for policy implementation in local government. A 6<sup>th</sup> protocol will assist the public sector with strategies to prepare for the change to take place as a result of implementation of policy. Change Management will have strategies for resistance to change, and will improve the implementation of policies success rate.

## **iMpendle Community**

- The study will contribute to a wide range of local government stakeholders who are members of the public. This is in terms of but not limited to, capacity building and policy-making and implementation, owing to the lack of proper understanding of policy implementation.

## **1.9. Research Methodology**

Ravitch and Carl (2015) argued on the methods by which an enquiry should be conducted, and further demonstrating the examinations of research assumptions, premise, and processes in a research enquiry. There are three major themes in research methodology: qualitative, quantitative and mixed methods (Creswell, 2014; Silverman, 2020).

The foundation of the qualitative technique of research is the exploration and comprehension of the significance that an individual or group of individuals assigns to a social or human situation (Creswell, 2014). In terms of historical narrative, the origin of qualitative research is traced to anthropology, sociology, the humanities and evaluation (Asenahabi, 2019). Then, according to Rutberg and Bouikidis (2018), a research strategy to test any given theory is quantitative research, and determine facts, demonstrate relationships between variables, and predict outcomes. According to Williams (2011), the research technique is a comprehensive process that a researcher uses before starting a project.

Qualitative research was used for this study as it affords the researcher to conduct studies on issues within the precinct of the natural settings and environment and enables the interpretation of the phenomenon in the context of the environment. Such a method is more useful for studies that involve complex social issues. Characteristically, the qualitative method uses words, rather than numbers, to describe the phenomenon to derive meanings, through induced hypotheses and case studies (Silverman, 2020). To contribute to a thorough examination of the Women Empowerment and Gender Equality Policy's implementation in local government, with particular reference to iMpendle Local Municipality, the current study used qualitative research methods.

### **1.8.1. Research Design**

According to Dudovskiy (2016), a research design is an overall strategy and viewpoint of the entire research process, specifically, it deals with the issues of what information is gathered, why it is gathered, where and how it is gathered, and how it will be examined. This study employed a thematic and content analysis technique for data analysis. In-depth interviews, historical materials, public records, and currently published literature, such as journal articles, books, conference papers and newspaper and magazine stories, were used as primary and secondary sources for the data. This study aimed to comprehend an instance of the South African National Policy Framework for Women Empowerment and Gender Equality being put into practice in Impendle Local Municipality.

### **1.8.2. Research Philosophy**

The study was guided by the philosophical tenets of critical realism.

#### **9.2.1.1 Critical Realism**

According to Ukauskas, Vveinhardt and Andriukaitien (2018), academic research philosophy refers to the method by which fresh, trustworthy insight into the study object is attained. It adopts the following 5 philosophies: positivism, interpretivism, critical realism, postmodernism and pragmatism. Vveinhardt (2018) advocated that critical realism centres on an explanation of what is seen and experienced in relation to the underlying structures of reality which shape observable events.

This study adopted critical realism philosophy, as it is based on the epistemology and constructionism of iMpendle Local Municipality with specific reference to women. The study was conducted to examine the lived experiences of women within the context of underlying structures of women empowerment and gender equality.

### **1.9.3. Research Target population**

Battaglia, Sampling and Lavrakas (2008) argued that the target population aims to define the units or topics for which the research's conclusions are designed to be generalised. In establishing the study objectives, the study must have designed research. In this study, the sample was 30, which was represented by councilors, section managers, and traditional leadership of iMpendle Local Municipality. However, of the 30, only 27 participants were available for interviews.

### **1.9.4. Research Sampling**

This study followed purposive and random sampling which Silverman (2016) defined as a technique utilised primarily in qualitative investigations and involves the identification of units of study such as people, groups of people and organisations, which are useful for answering the study question. Stringer (2013) concluded that purposive sampling techniques are a style of sampling where persons or events are strategically identified because of their content. Larson and Csikszentmihalyi (2014) defined random sampling as a method of sampling that tries to have a fair representation of the entire population by giving each sample the same chance of being a sample. The two-sampling methods helped this research because it intended to interview women within the jurisdiction of the municipality. Furthermore, the researcher selected purposive sampling to make sure that participants would assist the study with relevant data, and that everyone had an equal chance of being selected.

### **1.9.5. Data Collection**

Data collection, according to Guerra-Santin and Tweed (2015), is the act of gathering and analysing parameter data in an organised, methodical way that enables the researcher to reply to the study's main question and any supporting ones. The data for this study will be gathered through in-depth interviews. According to Husband, (2020) the concept of interviews in general used as a research data collection tool. This is predominantly used as a tool to access people's experiences and their inner perceptions, attitudes, and feelings of reality. Based on the degree of structuring, interviews can be divided into three categories: structured interviews, semi-structured interviews, and unstructured interviews.

#### **Structured interviews**

Structured interviews are the type of interviews wherein questions are meant to offer a yes or no kind of response from the participants. Berg (2007) stated that there is little freedom between the researcher and the participants in relation to follow-up questions.

#### **Semi-structured Interviews**

According to Dörnyei (2007), semi-structured interviews are the more adjustable alternative to structured interviews since they enable detail by giving the researcher the chance to elicit and elaborate on the interviewee's comments.

#### **No structured Interviews**

Roje, *et al* (2021) states that the concept of unstructured interview technique is predominantly used in the disciplines of social sciences as a method to elicit people's social realities. It is mostly used as the terms to describe, informal conversational interview, in-depth interview, no standardized interview, and ethnographic interview.

In this study, a semi-structured interview was explored as a data collection method because it provided insight into the respondents' relation to the application of the Women Empowerment and Gender Equality Policy in local government. Therefore, a tape recording was used to record interviews.

### **1.9.6. Data Analysis**

Data analysis is one of the most powerful, yet least understood, stages of the qualitative research process. During this phase, extensive fieldwork and illustrative data are transformed into substantive and actionable conclusions, (Raskind *et al.*, 2019). The purpose of data analysis is to ascertain the relationship between a phenomenon, constructivism and themes, to determine trends that can be used to determine themes in the study. The main themes that arose during the data gathering period were identified using thematic analysis and the data centred on factors affecting policy implementation known as 5 C protocol: Content, Context, Commitment, Coalitions and Communication.

### **1.9.7. Validity and Reliability**

According to Khothari (2004), validity and reliability in qualitative research refer to the suitability of the methods, procedures, and data. The study complied with all requirements, making it authentic and trustworthy. It guaranteed openness and reliability. Additionally, the study's methodology, design, sample, data collection, data analysis, and ethical concerns all contributed to ensuring that the research was impartial and in line with established standards for that field.

### **1.9.8. Ethical Considerations**

According to Brink (2006), researchers should adhere to the norms of ethical practice throughout the study. Ethical principles that need to be considered are respect for participants involved in the research project, beneficence and justice. To comply with research ethics, the study adhered to the following principles:

### **1.9.9. Ethical Clearance**

According to Brittain *et al.* (2020), ethical clearance is what guarantees the study is carried out responsibly and morally answerable, further reducing the danger of harm to persons and eventually guaranteeing the research produces positive results. In this study, ethical clearance was needed to ensure that the study passed validity and reliability tests, thus a letter was written to Impendle Local Municipality to request the right to conduct research in their area. The letter that requested permission, and the letter that granted permission to conduct the study were attached as Appendix F.

#### **1.9.1.1. The informed consent**

According to Josephson and Smale (2020), interacting with a person who consciously, willingly, rationally, and in a plain and evident way gives his or her assent is described as dealing with voluntary participation, It indicates that a researcher will be successful in this if they notify the participants of the study's purpose, any risks, and maintain confidentiality to protect the participants' anonymity. The title of the subject under study was written in a language that the participants could understand on the informed consent form, which the researcher obtained from each participant. The participants were made aware that their participation was voluntary and they could end it at any time. Their names would not be published, and data was only used for research.

#### **1.9.1.2. Privacy and Confidentiality**

According to Kraft *et al.* (2020), confidentiality means that even while you are aware of the respondents' identities, there should be no way for them to be exposed in the final report. In this study, the names of the participants were coded with pseudonyms and alphabets. The shared data remained private, and only used for this study. The recorded interviews were kept in a safe space, where the researcher was the only one who had access to it, therefore, remained private and confidential.

#### **1.9.1.3. Avoiding harm to participants**

Kraft *et al.* (2020) argued that the rationale behind avoiding harm is to make sure that the participants will not be harmed through the following but unlimited to physical harm, psychological harm, emotional harm, embarrassment and so on. This process was important in this study because the reliability tested amongst other things the ability of respondents to speak

freely. Furthermore, the study was sensitive to the needs of the participants, the interview questions and follow-up questions. The researcher was professional and did not cause or make any statements that harmed the participants.

### **1.10. Limitations of the study**

Theofanidis and Fountouki (2018) classified research limitations as potential shortcomings that are ordinarily beyond the permissible range, intimately related to the research design adopted, and restricted by a statistical model, budgetary concerns, or other considerations. Therefore, the limitations of this study are but unlimited to what is discussed next.

- The researcher conducted a study about women's lived realities; he is a man, which meant, he did not have a personal experience of women's struggles, therefore, his cultural, and male-dominant social upbringing could have been a threat to the study's neutrality.
- However, the study was not influenced by his male social construct. The researcher was not working for iMpendle Local Municipality, thus the participants might not be as interested in this study as they would if I were their close colleague.
- The researcher is neither an employee nor a manager in any public sector/department and therefore could find it difficult to relate to how policies were administered and implemented, as the researcher only had theoretical experience.

### **1.11. Delimitations of the Study**

Theofanidis, and Fountouki, (2018) states that delimitations are in essence the limitations consciously set by the authors themselves. Furthermore, delimitations are concerned with the definitions that the researchers decide to set as the boundaries or limits of their work so that the study's aims and objectives do not become impossible to achieve. In this study, the following delimitations were considered.

- Women only were considered on the basis of their lived experiences.
- iMpendle was considered in the administration, traditional, and political spheres to make sure that the study responds to the objectives of the study.

## **1.12. Summary of Chapters**

The chapters of the study were outlined in the following format:

### **Chapter One**

This chapter introduced the study and further explored the background, problem statement, aim, and objectives of the study. Furthermore, it explored the significance of the study, preliminary literature review and methodology. Finally, it offered an outline for the entire thesis. As part of the research problem, the chapter elucidated patriarchy as a serious socio-economic problem that permeates modern societies in developing nations in particular. This problem is further aggravated by the lack of the implementation of the policy framework and strategies for the promotion of gender equality and women empowerment.

However, the literature presented in subsequent chapters has explored the mechanisms that are implemented by governments across the world to alleviate gender inequalities and enforce policies for women empowerment.

### **Chapter Two**

The literature of the study is divided into three chapters.

In chapter two, the literature focussed on the aspect of women empowerment in the global, regional and local contexts. Guided by Goal 5 of the Sustainable Development Goals (SDG), the literature revealed the aspect of women empowerment as a critical framework upon which the governments should effectively formulate and implement policies and strategies directing human equality, human rights, and political and socio-economic opportunities. In the case of South Africa, women empowerment has since the introduction of democracy in 1994 been construed as an essential pillar for the recognition of human rights and a driver for poverty alleviation and economic sustainability. Before, 1994, the history of South African women was characterised by challenges of racism where life chances and allocation of resources and services were established along racial lines. Currently, the participation of women in all sectors of society has been prioritised and is closely monitored by various initiatives that are coordinated by the National Department of Women, Youth and Persons with Disabilities.

The chapter proceeded to focus on the conceptualisation of women empowerment and the reflections on various subthemes, including the reality of rural women and inequalities, an overview of challenges to women empowerment, women empowerment: a global public administration perspective, women empowerment: a South African public administration perspective and women empowerment: a South African local government perspective.

### **Chapter Three**

This chapter served as a continuation of the literature review. It focussed mainly on the aspect of gender equality by tracing the history, evolution, and latest policy trends as far as gender equality is concerned in a global, regional and local contexts. The chapter argued that although women and girls represent half of the global population, issues of gender inequality and marginalisation persist and are growing thus presenting serious global challenges. Interestingly, as of 2014, 143 countries across the world took an initiative to alleviate gender inequalities and explore ways in which women and girls may benefit through political and socio-economic opportunities.

This initiative marked a great milestone towards the recognition of the roles played by women in improving the quality of lives in a global context. Several sub-themes emerged from this chapter, and they are focused on the overview of gender equality with specific reference to legislative and policy frameworks that regulate gender issues in the South African context. Other issues explored in this chapter include the initiatives that are being formulated in the global, regional and local context to streamline gender equalities, the public administration perspective on gender equality and reflections on gender equality in the South African local government sphere.

### **Chapter Four**

This chapter focused on a conceptual framework. It adopted a 5 C protocol as a framework that underpinned the arguments raised herein. The chapter outlined a broader perspective of public policy, with specific reference to 5 C protocol. The chapter, outlined, an overview of public policy, public policy process, public policy implementation, and aligned the public policy implementation with the study. The 5C protocol in this study examined how the South African policies of gender equality and women empowerment should be formulated and implemented. More specifically, it examined the context, content, commitment, capacity, client and coalitions in which public policies are implemented.

## **Chapter Five**

The purpose of this chapter was to explore the study's research methods. The study was empirical in which qualitative interviews were conducted with key informants who operationalise the implementation of gender equality and women empowerment in the South African local government with specific reference to iMpendle Local Municipality. The chapter explored the research design, research philosophy, research target population, recruitment strategy, research sampling, data collection, data analysis, validity and reliability, the significance of the study and ethical considerations. In conducting this study, the searcher took cognisance of all techniques that should be applied towards the collection of sufficient data that yield effective findings. Those techniques are broadly discussed in this chapter.

## **Chapter Six**

The goal of this chapter was to outline data presentation, analysis, and interpretation for the study. The discussion covered the purpose and goals of the study, the research design, the method and description of the sampling selection, as well as the research tools that were used. In this chapter, the presentation of findings was aligned with the research objectives which served as a guide towards answering the research problem and drawing conclusions and recommendations. The main findings of the study established that while their various initiatives that have been operationalised towards enhancing women empowerment and gender equality in South Africa since 1994, the implementation of those initiatives is ineffective. The analysis was twofold: thematic analysis which organised data into identified themes, and content analysis. The chapter began with reflections on the objectives of the study and a discussion of the case context of iMpendle Local Municipality.

## **Chapter 7**

This chapter focused on study chapter summaries, conclusions, recommendations, limitations of the study, contribution to knowledge and recommendations based on the study results that have been presented and tabled in the previous chapter.

## **1.12. Conclusion**

Since the introduction of the South African democracy in 1994, the government has promulgated a range of policies and legislative frameworks which aim to promote an enabling environment for women participation in the political, socio and economic affairs of their communities. This chapter has focussed on the general aim of the study, which was to examine, critique and offer recommendations on how the WEGEB implementation could improve the lived experiences of women in the public sector with specific reference to iMpendle Local Municipality in the KwaZulu-Natal Province. The vision to promote gender equality and women empowerment is also prioritised by various initiatives and programmes at a global context. Hence, the next chapter of this thesis reviewed the aspect of women empowerment focussing on the global, regional, national and local trends.

## **Chapter Two**

### **A Review of Literature on Women's Empowerment.**

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#### **2.1 Introduction**

The previous chapter introduced the problem statement, research objectives and general overview of this study. This chapter focussed on the global, regional, national and local perspectives of women empowerment. Since the attainment of South Africa's democracy in 1994, women empowerment has been seen as one of the foundational elements for the acceptance of civil liberties, as well as one of the primary forces behind the reduction of poverty and the viability of the economy. This chapter begins with the conceptualisation of women empowerment and proceeds to reflect on various subthemes, including the reality of rural women and inequalities, an overview of challenges to women empowerment, theories of women empower and gender equality, women empowerment: A global Public Administration perspective, women empowerment: A South African Public Administration Perspective and Women Empowerment: A South African Local Government Perspective.

#### **2.2 An Overview of Women Empowerment**

The issues of racial, class, and gender disparities that were carried over from the age of colonialism and apartheid are difficult for South Africa to overcome while it undergoes a social transition. The Republic of South Africa's 1996 Constitution states that the goal of the 1994 transformation to democratic order was to facilitate human rights, socio-economic development and sustainability, improvement of the standards of living and the empowerment of the historically marginalised groups, particularly women and youth with a rural background” (RSA Constitution, 1996). Against this background, this study submits that since the decline of Apartheid and colonialism legacies, the phenomenon of women empowerment has been increasingly studied. According to Mahmud (2017), women empowerment is predicated on their right to make deliberate life decisions when doing so has traditionally been restricted to females.

Sinha, Mahapatra, Dutta, and Sengupta, (2023) state that the common conclusion about women's empowerment is that it is cantered towards women taking control over their own lives; gaining the ability to do things, setting their agendas and changing events in a way previously lacking. It also involves the radical alteration of the processes and structures which reproduce women's subordinate position as a gender.

According to Singh and Singh (2020), the key to empowering women is to create an atmosphere in which the weaker women have more influence over wealth and ideology. Furthermore, argued that women empowerment subordination is deeply rooted in existing structures and systems, and also in the minds of both women and men, through the strengthening and protection of the socio-cultural construct. For example, South African societies have been for many years before democracy characterised by structural and ideological systems that perpetuate privileges of hegemonic masculinities based on gender inequalities that defined exploitive roles of women (Parsons, 2019). In addition, Durham and Murphy (2019) elaborated on how power, politics and social constructs have contributed to the vulnerabilities of women and are historically overlooked by humanitarian actors.

The philosophy of women empowerment is echoed by Sharifah (2015) who noted that women empowerment is not simply about celebrating women's accomplishments or valuing particular considerable power, but also about motivating women to take participate in community activities and liberation initiatives. According to Rajeshwari (2015), women empowerment refers to boosting the capacity of people and institutions of women on the religious, civic, cultural, academic, gendered, and financial fronts. According to Laszlo *et al.* (2020), the participation of women in financial liberation should serve as a gauge of female equality. Klaa and Buheji (2020) pointed out that there are significant civic and cultural obstacles that still discourage women from gaining the upper hand in reshaping and preserving socio-economic initiatives in their communities, despite some advancements made in some African countries in the attempt to manage women's empowerment and their role in social and political development.

Alvarez (2013) argued that achievement of women empowerment should involve the administration and implementation of policies and regulations that advance and safeguard the position of women through training, literacy, education, entrepreneurship, and rising awareness because at the heart of women empowerment is all about empowering women to make decisions that affect their lives across a range of national concerns. According to Thomas *et al.* (2019), women's economic empowerment is defined as their autonomy in participating in, contributing to, and making choices that can evolve their socioeconomic conditions. Alvarez (2013) has established an argument that the philosophy of women empowerment should be at the top of agendas across African governments, including the South African government since this is prevalent across all civilizations.

Compared to affluent countries, gender inequality is quite prevalent in developing nations (Ahmed *et al.*, 2001). Thus, low concentrations of women empowerment and a wide gender disparity continue to obstruct national growth. Women empowerment, according to Narayanan and Selvanathan (2017), has gained attention globally as modern women fight for equality with males and actively compete in the political, economic, and social spheres. However, in the vast majority of nations around the world, the idea of women empowerment remains essentially a myth.

The core issue of women empowerment, according to Monika and Michael (2015), often has to strike a balance between their career-related work along with domestic chores and their other responsibilities, and performing multitasking has become an accepted social norm. However, according to Calvi, Penglase, and Tommasi (2022), South Africa has created a life-affirming space for women to attract and ensure women participate actively to fulfil their aspirations in all spheres of life. As a result, Nurwulan and Mariane (2018) contended that the empowerment of women is both a procedure as a result of empowerment. According to Ife (2006), women empowerment is the process of giving women and communities the ability to have or utilise power as a means of transferring authority away from individuals.

According to Teleki and Pillay (2019), promoting social capital is crucial for women empowerment, and that system is crucial for creating policies that are intended to improve women and communities in rural areas. Furthermore, the authors contend that women empowerment efforts should be made to end the gap between legislation and policy regarding the empowerment of women in rural South African communities since it jeopardises those women's chances for future growth. Ali and Salisu (2019) concluded this notion of women empowerment by arguing that it simply means allowing women to take part equally as men counterparts.

There is a strong consensus in society today to consider women or realise gender sensitivity into account in multiple ways, due to sheer neglect of this category along with other societal ills, in the name of beliefs, traditions, and customs and turning a blind eye to this gender concerns (Alsharif, 2018).

These restrictions, according to Sserwanja, Nabbuye and Kawuki (2022), have affected the direction and assert that women are inferior to men, and subordinate to men. Women faced such challenges and are not treated as equals when they aspire to rise high in the sphere of their careers.

Njuki *et al.* (2022) argue that women empowerment and its proponents are socially constructed norms and conceptions of gender-specific interests and experiences on the production of knowledge that influences the societal status of women.

This means that South Africa's society is confronted with several social conflict constellations which are directly linked to the country's specific past. Furthermore, are relicts of the various institutionalised forms of racism and sexism which were established during the apartheid era (Andriamahery and Qamruzzaman, 2022).

The next section reviews the phenomenon of the reality of rural women and the identity and the position of women in society, which is translated as being the standard in government institutions and public administration, with particular regard to local government and rural municipalities in particular.

### **2.3. Lived Experiences of Rural Women**

In this sub-theme, the research explores how society identifies the position and the role of women, and this section aids the current study to a need for exploring the notion of women empowerment in all sectors of society including local government.

As early as the 1980s in South Africa, which was the height of the apartheid government system that isolated Black people to the periphery of all aspects of life, women suffered both from being Black and being women. According to Santoso, *et al*, (2019) women reportedly made up nearly 50% of the world's population and one-third of its working population. However, many women who work in rural areas experience issues with destitution, joblessness, and instability.

According to Singh (2014), society took advantage of women by all means imaginable in ancient times. They were restricted of independence and had no place next to males in society, where it was common for them to face scathing treatment. Even their fundamental right to existence like human beings was taken away from them.

In a similar argument, Bishop (2019) stated that women in rural communities are not treated as equal to men; they are seen as secondary citizens to their male counterparts, whereas rural regeneration is frequently considered as a catalyst for good change and as offering fresh prospects for economic expansion. However, prospects for men and women are very different, particularly for young people. Louis and Mathew (2020) believe that in rural areas, rural women's demands and difficulties are frequently obscured. While both men and women can face some of the issues raised by the rural development agenda, in most cases, women would be in a worse position than males.

Wei *et al*. (2021) concluded that the reality of women in rural communities is that childcare is considered the primary concern of women, where a mother spends significantly more time with child-related tasks than with any other family members, as a result, women are often deprived of employment, education, health and justice. Furthermore, the authors made the case that gender expectations determine how men and women are expected to perform and what chances they have for employment, both in urban and rural settings. These conventions limit women's independence and participation in various civilisations.

The notion of the reality of women in rural areas to reduce women to domestic affairs is viciously contested by Verschuur (2019) who claimed that rural women are creative financial actors who support family revenue and community development in a variety of ways. These people are company owners who work as farm and non-farm labourers, in family enterprises, for other people. Furthermore, also perform a huge proportion of freelance domestic work. The author goes on to claim that for people to realise their full potential, the culture that prevents it from happening must be changed. This culture is said to be hindered by gender norms, chronic discrimination, and unequal access to resources.

Laszlo *et al.* (2020) and Verschuur (2019) agreed that women become a powerful catalyst for good if they are given increased financial clout. Very seldom do women have access to the tools that would boost their productivity and lighten their onerous workloads. In the end, not only women but also their families, societies, and local industry are hampered. Rural women play a variety of roles and have broad viewpoints and obligations than urban men.

#### **2.4. Overview of challenges to Women Empowerment**

This section argues that while there have been strides in achieving women empowerment in different aspects of the lives of women, there are various challenges to the idea of women empowerment. Babbar (2022) states that ideology is among the key factors that contribute to the lack of women empowerment. This is because, according to Sindhu, (2022), society is still widely divided with respect to gender roles. The dominant ideology is that women remain the primary care givers in their families, and lack sufficient time to take care of their empowerment and attend to their political work because there is still a lack of acceptance. Adhariani (2022) further states that African and global society believes that women are not supposed to lead, therefore they struggle to accept being led by a woman and as a result do not support women leaders.

According to Wittmann (2012), South Africa's community is dealing with an array of different conflict situations that are closely related to the history of the nation. Women in South Africa are the surviving examples of the numerous institutionalised types of discrimination and misogyny that developed during the apartheid era. Prejudice was engendered by the apartheid regime on a sociopolitical, financial, and institutional level, and it did not magically vanish when the country transitioned to democracy.

On a similar philosophy of women empowerment sabotage, Moalusi and Jones (2019) note that many women still experience issues in the workplace and their professional success has halted as a result of the predominance of men in these environments, and systems that create an environment where they are treated as secondary citizens to their male counterparts.

On another similar note Sharma *et al.* (2022) advocate that every campaign for leadership positions is dominated by the use of money. Most women are trapped in low-paying jobs, as a result, the lack of money makes it difficult for women to operate in this male-dominated environment.

Wyatt and Sylvester (2015) shared the same sentiments that because women still face obstacles to employment and economic progression, women's empowerment remains undermined. After all, women's workplace environments are still unfriendly to them. Even now, male dominance that pushed women to the margins, forced them to adopt masculine traits, and justified already-existing sexual boundaries are still in place, and women are getting shielded.

Richardson (2018) claimed that the notion of women empowerment is still marginalised. According to the same author, there is growing acknowledgment that financially empowered women are important for fulfilling women's rights as well as achieving more general growth targets, including wealth creation, poverty alleviation, healthcare, literacy, and wellbeing. Institutions need to find the root cause of women's undermining.

The ideology about the lack of women empowerment is, according to Babu, and Kumaramkandath (2022), a lack of education and communication skills which remain a barrier to women empowerment. According to Bhat (2022), the challenge of women empowerment is hidden in the systems process that should enable them to go and get an education.

Sultonova (2022) brings the policy challenge, which women are not benefitting effectively from policies designed. Gender-related policies, which are meant to improve the status and position of women, are available and were designed and structured to emancipate women. However, there is laxity in terms of implementation. The support given to women in terms of ensuring that they are developed is minimal and ineffective (Lahiri-Dutt, 2022).

In 2020, when Women's Day presentations were officially introduced, the KwaZulu Natal Premier (2020) also acknowledged that there is a pressing necessity to engage communities to address gender disparity at this time. The Premier stated that:

“...our Province's Women's Day celebration this year is centered around the idea of ‘Generation Equality: the objective to realize women's rights for an equal society now’, This is a straightforward but important plea to acknowledge that women's rights are human rights and that, until we do, we cannot legitimately claim to be free and equal. Permit me to briefly describe a few of the initiatives our provincial government is pursuing to promote gender equality and restore women's dignity...”

Women empowerment continues to be a subject of promotion. After 28 years of democracy in South Africa, women continue to negotiate space in public administration and political space. There is a system in South Africa that is proactively slowing down the work and strides of women empowerment, and it is evident in all sectors of women's life, including in public administration. It is becoming evident that patriarchy remains a system that is opposed to women's empowerment.

The struggle for women to be empowered for leadership is evident in the political landscape (Kumari and Eguruze, 2022) Women are excluded from political inner circles where major decisions are taken. The support structures that men have contributed positively to their political growth and development (Hasan and Abdulkarim, 2022). Women are very competitive and do not support one another; they focus on competing among themselves. This lack of support impacts negatively on them.

The next section explores patriarchy as a hinderance to women empowerment in South Africa.

## **2.5. Women Empowerment: A Feminist Perspective**

The concept of women empowerment and gender equality has feminist theories that underpin these studies. The notion of feminist theory is a broad theory and takes the form of various models. The section below outlines the different models of women empowerment and gender equality models.

### **2.5.1. Feminism Theory**

Feminism is the entire body of scholarship that confronts and or disrupts the patriarchal culture and promotes equality for women and men (Delmar, 2018). Feminist theory aims to draw women from the margins of society, including but unlimited to economics, legislation and voices. Different theories have emerged from this scholarship, which are but unlimited to liberal, Marxist, postmodern and multiracial theories.

According to Friedman (2000), feminism is a very old idea that dates back to the early 1960s and 1970s. Liberal Feminism, Marxist and Socialist Feminism, and Development Feminism are the feminist movements. The origins of individual rights can be traced back to the liberal political thought of the 18th and 19th centuries, Karl Marx's critique of capitalism and the concept of class consciousness in the 19th century, and anti-colonial politics and ideals of national development in the 20th century.

According to Miriam (2007), the primary motivation behind the feminist theory is an effort to create a thorough explanation of female inferiority, including its purported nature and history. Feminist philosophy ought to be a requirement for creating successful plans to liberate women and address the roots of women's oppression. This notion was further ventilated by MacKinnon (1989) who advocated that feminism as a philosophy, feminism is the idea or theoretical commitment to women's liberation movements since it has traditionally been associated with the women's emancipation movement, which dates back to the 1890s.

The core of the feminism movement, according to James (2000), is the notion that women are treated unfairly and oppressed compared to men and that this oppression is unlawful or illegitimate. The feminist theory, according to Andermahr (1997), is founded on the idea that the exclusion of women from positions of leadership and power, as well as the discriminatory restrictions that come with cultural uniformity, are the results of male power to manipulate information, religion, tradition, legislation, and the workplace.

According to Rajabi and Mashhadi (2019), the core of feminism is a noble ideal opposing the deplorable idea of sex discrimination. To back this up, according to Ferber and Nelson (2009), gender bias may be a byproduct of men taking their responsibilities more seriously and diminishing or altogether denying female roles throughout their life.

Hooks (2000) stated that this noble cause is just to advocate and promote women's rights on the grounds of equality of sexes. According to Humm (2003), the key objective of feminism is to liberate women, have independent rights from broader struggles for social justice and provide a link between women's oppression and male power.

James (2000) contends that there are numerous accounts of how women are oppressed and that it is incorrect to think of feminism as a single philosophical theory. Their disagreement results from having different ideas on how to end the oppression of women. In this regard, it is feasible to distinguish between four main feminism movements: liberal feminism, which serves as the study's guiding philosophy, radical feminism, socialist feminism and postmodern feminism.

According to Stetson and Mazur (1995), three requirements must be met for strong state intervention to be successful: (a) societies that support strong state intervention; (b) societies that embrace extensive government intervention; and (c) agency structures that encourage or mandate inter-ministerial cooperation. Other studies have also noted the significance of global variables and political will among government officials (Friedman, 2000). According to the aforementioned considerations, feminism as a phenomenon and a larger body of knowledge exists to challenge and disrupt the culture of male domination and female oppression.

The next section deliberated on the different feminism theories.

## **2.6. The Different Expressions of Feminist Theory**

As stated in the above discussion, this section shall explore the different theories of feminism to understand, critique and offer recommendations for the implementation of WEGEP in Impendle Local Municipality. In this study, the deliberations shall be on Liberal, Radical, Marxist, Post-structuralism, Post-colonial Feminist Theory, State Feminist Theory, Feminist Theory of Language, Feminist Theory and Development Feminist Theory.

### **2.6.1. Liberal Feminist Theory**

According to Enyew and Mihrete (2018), the liberal theory is the kind of feminism that supports challenging laws and promoting social change to help both men and women receive equitable treatment. It promotes women's inclusion because historically, men have had an advantage over women. Liberal feminists embrace all people, regardless of gender, and women want to see people having the freedom to express themselves in their communities. Carpenter and Mojab (2017) claim that the foundation of liberal feminism is the notion of a respectable society that accords and supports equal rights and advantages for men and women. To realise women's full human potential, men and women must be treated equally and have equal access to opportunities. In a nutshell, liberal feminists contend that men and women should have equal access to political rights, educational chances, and other opportunities.

Branaman (2019) advanced that power dynamics are at play and are exercised by dictating the agenda and mobilising biases in the system, establishing which matters are significant and which ones enter the decision-making arena. This was done to advance the cause of the existence of liberal feminist theory. Liberal feminist theory strives for the liberation of women and confronts discrimination and silencing of women's voices based on gender characteristics. Regarding women's freedom, there must be no contempt for essential fundamental rights in government laws and statutes (Ferrara, 2020). According to Turk (2010), liberal feminism has given women more opportunities to participate in politics and develop economic independence. Liberal feminists do not advocate for anything new for women other than equal treatment and an end to sex-based discrimination.

From the review of feminist theory, it is clear that laws, policies, and government institutions should promote equality and advance the cause of including everyone qualified to be part of any government project. It is anticipated that the findings of this study will contribute significantly towards gender equality and women empowerment in the South African public sector.

### **2.6.2. Radical feminism**

According to Mills *et al.* (2009), radical feminist theory is a civil rights movement as well as a push for women's empowerment. The Radical Feminist theory is construed as a push by women, for women, on the struggles of women to achieve their basic human rights. This idea is dedicated to reduce gender inequality and advancing freedom and advancement. Radical feminists hold that all women, irrespective of race, status, faith, or any other distinctions, endure discrimination and agony on a similar scale (Robinson, 2003).

There are two varieties of radical feminist thought, libertarian and cultural (Burstow, 1992). A radical libertarian perspective emphasises the liberation of women from their domestic and reproductive responsibilities as well as the growth of communities free from biological imperatives and polarised sexual roles. Radical cultural feminism, in contrast, emphasises the significance and worth of female characteristics while completely embracing the fundamental femininity of women. According to Hoagland (1988), radical feminism is concerned with how human relations are set up in various communities in relation to the oppression of women.

According to MacKinnon (1987), radical feminist theory is concerned that it is challenging for women to prioritise their needs, experiences, and lives. Women get together in community groups to discuss their shared objectives and expertise (Rosser, 2005). It is a problem of societal, political, and cultural forces coming together that gives some people a privilege and a sense of entitlement (Miriam, 2007). To understand the sexual activity, radical feminism relies on observing young female bodies in popular culture and media like commercials, cosmetics, and fashion (Miriam, 2007). To reach their full potential, radical feminists advise women to distance themselves emotionally and sexually from men (Sarakakis *et al.*, 2008).

### **2.6.3. Marxism Feminism**

With the emergence of industrial capitalism at the beginning of the 19th century, workers were forced to accept working for capitalists since they had no other kind of property. Karl Marx and Friedrich Engels created the Marxism feminist theory (Armstrong, 2020). The idea that Marxism's feminist theory dates back to the 1840s was introduced by Gunnarsson (2013). Marxism has analysed unpaid, reproductive "women's work" as a crucial component of capitalism in order to better understand how reproduction has historically impacted production and how oppressed and abused women have been under capitalism.

Marxist Feminism, according to Carpenter and Mojab (2017), is the primitive appropriation of land, resources, and the unpaid labour of women for the sake of preserving life and generations. Beginning in the 1930s, Marxist feminism in the United States (US) pushed for a stronger focus on systematic racism's political and economic aspects in addition to its sexism and class exploitation. To support this claim, Marxist Feminism, according to Brenner (1984), looks at how concepts of gendered femininity and masculinity influence capitalist production. It challenges the predominate role of capitalism value in determining society's values, including the exchange value in wages and the surplus value of profit, by making the use value of reproductive labour visible. According to Federici (2018), Marxist Feminism addresses two key issues: how is late capitalism's political economy gendered? How does the social reproduction of individuals and groups assist anti-capitalist action rather than regenerate capitalism?

### **2.6.3. Post-structuralism theory**

According to Finlayson (2019), feminist post-structuralism theory might be considered a third form of feminism, historically following radical and liberal feminism but without displacing them. According to Easthope (2019), feminist post-structuralism challenges the binary categories of male and female, while radical feminism celebrates womanhood to combat the negative constructions of women and girls in masculinist discourse and liberal feminism mobilizes a discourse of individual rights to gain access to the public sphere.

According to Williams (2014), post-structural feminism takes into account the significance of women in any community. Some theories mark women as exceptional due to their basic distinctions from men and their unique emotional makeup. Fox (2014) said that feminists should allow for candor, variety, and transformation when discussing women, taking into account their speech and thought patterns.

Given that women are responsible for reproduction, it is crucial to take into account the biological differences between men and women. Ogino (2014) concluded that men and women have different traits, tendencies, and experiences, thus, post-structuralism theory should work to balance power between the sexes. There is a cultural assumption that women's methods are superior to men's methods in all respects.

#### **2.6.4. Postcolonial Feminist Theory**

According to Kerner (2017), post-colonial feminist theory rejects the solitary "Third World woman" as the subject of study while interrupting the discourses of liberal Western feminism and postcolonial theory. About the same issue, Darroch and Giles (2014) proposed that postcolonial feminism draws parallels between colonialism and the enslavement of women because it acknowledges the necessity of knowledge construction from the perspective of the marginalised female subject whose voice has been silenced in the process of knowledge production.

Ball (2012) claims that post-colonial feminist theory aims to amplify women's voices and test gender transition laws at the municipal, state, and federal levels of government. Therefore, postcolonial feminist perspectives make visible the variety of postcolonial subjects' experiences and the material circumstances in which they exist through their many interpretations (Ozkazanc-Pan, 2012). Ozkazanc-Pan (2014) concluded that when conducting research in the feminist space, a postcolonial feminist researcher must consider more than just the language and jargon that will be used; the researcher must also consider the audience for whom the research will be written and who will be involved in its writing.

### **2.6.5. State Feminist Theory**

The State Feminist theory is a theoretical framework that aims to give women more of a voice in the government and institutions that it is affiliated with. Early in the 1980s, MacKinnon created state feminism. The state feminist theory is inextricably connected to Marxist conceptions of inequality and power. The term "state feminism" was coined by Stetson and Mazur (1995) to describe government institutions and initiatives that are formally tasked with advancing the status and rights of women. According to MacKinnon (2017), both the state and society have an impact on one another.

Relationships between the state and society are complicated and can occur at all governmental levels, from local to national. The state feminist theory is crucial to this investigation because it enables women to pursue feminism when they have access to the machinery of women's policy.

According to Grant (2013), state feminism has two components: firstly, the supportive role that women play in the state who have a "feminist mind-set" and the subsequent effect they have on policy making; and secondly, the access the state grants to the women's movement. According to Carey, Dickinson and Olney (2019), public agencies created to advance women's agenda will institutionalise feminist interests within public institutions. Kobayashi emphasised that state feminism can also be easily misunderstood to imply authoritarian policymaking, justify a state of agency for women by arbitrarily selecting a group to express support to the agency without any real skill in criticising choices that have an impact on women's lives and justify the state's patronising the representative group while doing nothing concrete to heed their calls and demands.

According to Stetson and Mazur (2013), there has been an increase in official action to remove obstacles that inhibit marginalised groups, especially women, from taking advantage of opportunities. Despite the tumultuous nature of this relationship, the state and society have a reciprocal relationship, according to the state feminist idea. The underlying tenet of the state feminist theory is that the gender makeup of society has an impact on how the state organs are constructed. Because the policies that should liberate women are still encouraging male domination, it implies that the voices of women are still marginalised within the state itself.

### 2.6.6. Feminist Theory of Language

Feminism expresses itself within the expression of language, and the feminist theory of language is expressed below.

- **False Gender Neutrality:** The study of terms in a text that advocates for gender neutrality yet gives legitimacy to oppressive and discriminatory forces is known as false gender neutrality. It reveals the words in the text that are not gender neutral but are. Gender hierarchy is maintained as a result of gender neutrality. Evidence of the use of gender-neutral terminology to make it appear as though the text is supporting gender neutrality when it is advocating non-gender neutrality is the main argument of false gender neutrality in a text.
- **Invisibility of Women:** By utilising terms that do not specifically shadow women but would make it difficult for the reader to identify the women in the book, The invisibility of women attempts to draw attention to how the language of the text contributes to their erasure. This passage uses language that downplays the significance of women and diverts attention from their existence. Language, according to Saul and Diaz-Leon (2004), is the most significant determinant of women's invisibility. The contribution of individuals' thinking more favourably of males than women is fundamentally influenced by language. Furthermore, Saul and Diaz-Leon (2004) hypothesised that there is psycholinguistic evidence that even language influences people's perceptions of men and women differently.
- **Maleness of Language:** This hypothesis is based on the idea that language is, in general, male. English is a language that favours and supports male dominance. By primarily encoding a male worldview, contributing to the subordination of women, making them invisible, or treating men as the norm, English can be considered to be predominantly male. They have been able to build reality thanks to male control over language. According to Saul and Diaz-Leon (2017), male dominance and supremacy in society have a significant impact on the development of a language that oppresses women since men can impose their worldview through language.

### **2.6.7. Women and Development**

In response to criticism of Women in Development (WID), Women and Development was introduced (WAD). According to Lesetedi (2018), as everyone has to be on board to focus on the relationship between women as well as the development processes instead of techniques for integrating women into development, WAD is akin to the WID strategy. Banu-Lawrence *et al.* (2020) made a similar claim, contending that the focus of WID and WAD perspectives is on the productive sphere at the expense of the reproductive aspect of women's work and lives, implying that the additional jobs performed by women, such as household chores, childbirth, and rearing, were not taken into account in mainstream development. The Gender and Development (GAD) method was created as a result of the shortcomings of the WID and WAD approaches (Maseno, and Kilonzo, 2011). This approach is explained below.

GAD's emergence can be traced back to the 1990s. According to reports, the World Bank and United Nations organisations underwent a significant theoretical shift in response to criticisms from several feminist scholars that the goal of women's development was to incorporate women into development systems that were mostly male-dominated and fundamentally patriarchal (Mannell, 2012). An alternative to the women's development strategy has emerged: the GAD approach. According to Moyo (2014), the GAD method places more emphasis on the needs of women in communities and encourages them to form partnerships as a means of escaping poverty. The GAD technique is based on the idea that decision-making is a developmental process in that both men and women must participate, (Wallace and Coles, 2020). The GAD approach sees women as an essential part of the developmental process' success. It has been determined that GAD agrees with Women in Development (WID), whose viewpoint (Alsharif, 2018), is connected to the modernisation paradigm that dominated conventional thinking on international development from the 1950s to the 1970s. Amaechi and Muoh (2018) pointed out that the WID framework was solely concerned with the productive role of women and was based on the idea that increasing women's access to credit, education, and technology would automatically boost their productivity. Adopting this strategy, however, has several drawbacks, one of which is that it allowed women to remain in patriarchal organisations without confronting or altering them (Klaa, 2020). The WID approach failed to take into consideration the rural, social context, and gender dynamics impacted by culture, class, or caste that significantly restrict women. Women's involvement in development will be unproductive and only a show of tokenism unless measures are created to solve these problems (Govender, 2018).

## 2.7. Women Empowerment: Barriers in South Africa

In this section, the review is based on the idea that women's empowerment is affected by the system called '*patriarchy*'. According to Dichabe (2017), the notions that a good woman keeps the best home and that certain vocations are reserved for men and others for women are examples of enforced sexism. The author also believed that misogyny was one of the dominant ideologies to blame for women accepting a status of total submission in their families and communities. In a similar argument, according to Rawat (2014), patriarchy is an intellectual and cultural structure that holds that men are superior to women and that men should have power over women, families, and assets. Male privilege promotes masculine dominance, masculine authority, and male dominance.

Adisa, Abdulraheem and Isiaka (2019) elaborated on this argument by stating that systematically and historically, male dominance undervalues the socioeconomic circumstances of women's lives in society. It imposes the power of men on women, such that for women to succeed, they largely depend on the consent of men. The world's political, legal, economic, social, and religious structures are all influenced by patriarchy (Tamale, 2014). According to Sultana (2010), women have historically faced obstacles to success and independence because of patriarchy. It is a system that legitimises the exploitation of women in all facets of society while empowering men.

This section of the literature review's goal was to show how language may be used by patriarchy to discriminate against people, support the idea that men are superior to women, and maintain patriarchal behaviors. Ackerman (2003) report that patriarchy is a political, economic, and social structure that upholds and legitimises the authority of male household heads over their female counterparts. According to Guber and Gilbert (1975), male disdain for female innovation harms how men perceive women. Patriarchal philosophical systems enforce rules and ideals as if they were inevitable.

Kaplan (1990) asserts that since men are the guardians of language, the subordination of women is a result of language itself. It is a form of inner colonisation that is carried out within the family or society. Women are kept in subordination because they are unable to investigate the language of men. Women are devalued by the language of patriarchy, which has a sexist undertone, and by the language's androcentricity, which prevents women from speaking truthfully about their experiences. Kaplan (1990) stated that language is the most potent kind

of representation and questioned the use of language. Any given language's categories and differences are frequently regarded as natural and adhere to the outside world.

Jones (2000) clarified that the word patriarchy in Latin denotes the father's rule, which supported Ackerman's (1998) interpretation of patriarchy. It is more frequently interpreted as the dominance of men over women. It is also known as the intricate web of governmental, social, economic, and religious laws that have supported men's sex dominance over women throughout history. It also alludes to the oppressive factors that have caused men to rule over women throughout history and culture.

According to Singh (2020), women have been granted a secondary place in typically traditional cultures, and this is mirrored in the legislative, social, and financial realms, especially local government. Yet, policymakers have always prioritised and paid close attention to female issues and their independence. According to Mpehle and Hlebela (2020), the issue with chauvinism is that it still pervades state establishments in South Africa and is visible. This prevents women from obtaining professional responsibilities as decision-makers and authorities in organisations. As a result, in South Africa, women who want to be leaders do not receive equal respect or development possibilities.

Makama (2013) reported that the patriarchal culture strongly influences male dominance over women and validates the exclusion of women from the political, economic, social, and economic spheres as well as from succession. Khelghat-Doost and Sibly (2020) concluded that the strides of patriarchy make the conditions unjust. Women still hold subordinate positions despite their contributions to the workforce, government, and cultural institutions. Alemu, Van Kempen and Ruben (2018) claimed that a widely established lineage social order with clearly delineated gendered roles, in which women are submissive to men, can be used to describe the structural challenges of female equality. This view reveals that patriarchy is the main obstacle to women empowerment and participation in politics and public administration. Patriarchy obstructs the path of women empowerment in practice, social structures, political structures and government institutions. Having seen the strides patriarchy has on women empowerment, the next section would review the programme and the philosophy of women empowerment in the public administration arena in South Africa.

## **2.8. Opportunities for Women through a Women Empowerment Project.**

The concept of women empowerment opportunities for women are one of the main engines of the dynamic economy of South Africa. According to Siddaraju, (2019) the benefits of women empowerment are predominantly inclusion full participation political empowerment; social empowerment, economic empowerment, and legal empowerment.

On a similar note, Lwamba, (2022) states that empowering women is empowering humanity, a sustainable development and economic growth, which are drivers of poverty reduction and social integration. This philosophy is furthermore, advocated by Mayoux, (2020) who argued that the basis for women empowerment, is that women are able to pursue paid, stable employment, poverty rates decrease, food insecurity decreases, and the stability, nutrition, and overall wellness of her family increases. According to Abou-Shouk, Mannaa, and Elbaz, (2021) empowering women provides both the states and women with opportunities of a collective sustainable development. Futhemore, argues that it has been determined that that sustainable development is impossible without women's empowerment and gender equality. Consequently, it is empowering women gives them an opportunity to benefit from their constitutional human right, (Segovia-Pérez, Laguna-Sánchez, and de la Fuente-Cabrero, 2019).

Another opportunity for women within the project of women empowerment is according to Sen, 2(019) is access and participation to access and participation to economic growth. Furthermore, ensuring a sustainable development for communities. Political development/good governance is an essential instrument for sustainable development. Women are and should be a key pillar of sustainable development, and social transformation which is unthinkable without the involvement of women, (Quisumbing, et al 2021).

Odera, and Mulusa, (2020) Even though Africa has witnessed commendable achievements in social development, its progress on gender and women's empowerment indicators is slow; it still has to face considerable challenges within post-2015 development frameworks. Anderson et al, (2021) states that economic empowerment should be an opportunity for women ability to participate equally in existing markets; their access to and control over productive resources, access to decent work, control over their own time, lives and bodies; and increase voice, agency and meaningful participation in economic decision-making at all levels from the household to international institutions.

Finally, according to Abbas, and Muneer, (2019) the benefit and an opportunity that is presented by the women empowerment is women's representation on elected bodies, like political empowerment, which is a road to women's equality, rights and fulfilment, involvement in political matters and process, (Porter, et al 2020). Political empowerment as an opportunity will increase chances of equal access to education and health care for women, (Niaz, and Iqbal, 2019).

## **2.9. A political Review of Women Empowerment**

There is a very thin line between public administration and politics, and politics informs public administration. Orisadare, (2019) states that women empowerment in political parties is a key developing trend, as research shows that the success of getting women into government is through the implementation of gender quotas. On the other hand, Kerevel (2019) opposes gender quotas as a system that enables women empowerment because political parties use a quota system as a deliberate attempt to make electoral gains among women voters while promoting the selection of women who will not challenge the patriarchal status quo. The historical development of politics as of the 1990s, South Africa laid the groundwork for political efforts to advance women in politics by ratifying many major international conventions and regional instruments on gender equality (Darhour, 2020). The role of politics and political parties with respect to women empowerment, according to Harjanto and Ramadhan (2019), is a programme of action through international and regional institutions which intend to promote women's participation in decision-making and leadership positions, as well as protect women's human rights.

Park (2022) states that it is about 29 years after the dawn of democracy and the promulgation of the South African constitution, however, women are still not given a prominent position in politics and governance, especially in Africa. He furthermore points out that the altering of women's political participation through the political structures that preserve gender inequality in public and private spheres should be challenged. The literature demonstrates that a call for women's political representation has gained traction in the global gender equality and women's empowerment agenda. Okedele (2021) states that the political advancement of measures for attaining gender equality in the power structure and its equivalent was one of the thirteen objectives expressed by the Beijing Declaration and Platform for Action of 1995 (UN, 1996).

The phenomenon of women’s political participation is a significant issue in South Africa, as it is in other countries around the world. Prodip (2022) advocates that women’s political participation must be a worldwide programme with an international agenda. According to Pandey, Singh and Unni (2020), women empowerment in the political arena remains seriously underrepresented in decision-making positions. However, Ciobanu, and Lucasenco (2019) conclude that women's political participation throughout the world is in a transition state, even though the progress is very slow.

According to Ruf (2021), women empowerment and gender equality are socially constructed understanding of what it is to be a man and what it is to be a woman. As a result, empowerment of women is closely linked to the social construct. This means that the right approach to empowerment is to focus on the issues responsible for gross inequality (Rudhumbu, Du Plessis and Maphosa, 2020).

The following table demonstrates four major South African political parties’ manifestos with respect to women empowerment.

**Table 1: Political Parties and their Women Empowerment action plan.**

Political Party	Women Empowerment Action Plan
ANC	<p>In line with the Women’s Charter of 1954, women are not seen as forming a society separate from men. In 2009, a Ministry for Women, Children and People with Disabilities was established to provide a focus for campaigns, interventions and programmes aimed at addressing gender equality and women’s empowerment.</p> <p>Violence against women is unacceptably high in our society and is another pandemic that must be rooted out, root and branch.</p> <p>Together we:</p> <ul style="list-style-type: none"> <li>• Defeat the toxic culture of patriarchy.</li> <li>• Make sure our homes, public spaces, and places of work are safer for women and children.</li> <li>• Work with the multi-sectoral co-ordinating structure inclusive of all key stakeholders that have been created to deal with the plague of GBV in our society.</li> <li>• Remain committed to dealing with the root causes of disempowerment of women and gender-based violence in all areas of society.</li> <li>• Discourage and act to tackle hate crimes against the LGBTQIA+ community</li> <li>• Ensure that programmes of infrastructure development, basic services, housing, and local economic development address the specific needs of women, people with disabilities, the elderly, and children.</li> <li>• Move with speed to implement the three pieces of Gender Based Violence Legislation and the International Labour Organisation’s Convention 190 on Sexual Harassment in the workplace.</li> </ul>

	<ul style="list-style-type: none"> <li>• We do more to achieve parity in gender representation, and appreciation of the role women play in society and communities.</li> <li>• Programmes of infrastructure development, basic services, housing, and local economic development must address the specific needs of women, people with disabilities, the elderly, and children.</li> <li>• Working together to overcome our challenges and build an accountable, capable, and effective local government.</li> </ul>
<b>DA</b>	The Democratic Alliance has no programme in its manifesto for Women Empowerment and Gender Equality.
<b>IFP</b>	The IFP manifesto only refers to women empowerment through skills development, bursaries, resources and training, to create self-help and self-reliance. This is with a special focus on supporting people with disabilities, youth and women-led projects.
<b>EFF</b>	<p>Women have suffered the most from the neo-liberal reality of the past 20 years. The vicious circle of triple oppression, based on race, class and gender, has not been broken for black women in particular. The EFF government will strive to realise women's liberation through a variety of interventions, starting with prioritising women when it comes to the benefits of economic emancipation. The EFF government will ensure that the following key interventions are made:</p> <ul style="list-style-type: none"> <li>• 50% women representation in all spheres representing economic benefit, political participation, a managerial and leadership responsibility.</li> <li>• Compulsory gender education and training for all (e.g. at school, work, within the family, church, in the legislative, executive as well as civil society).</li> <li>• Education of the police on gender justice and the establishment of specialised law enforcement units to deal with women-related crimes;</li> <li>• Strengthening of education of men on patriarchy, sexism and misogyny.</li> <li>• Engaging custodians of tradition, faith leaders and other cultural practitioners to collectively find means to combat the oppression of women.</li> </ul>

## 2.10. Women Empowerment: A Global Public Administration Perspective

Issues of promoting gender equality in all aspects of governance have the greatest impact on the African continent. Because of this, former UN Secretary General, Ban Ki-moon (2013) claimed that the UN's ability to deal more forcefully with a shifting framework that oppresses women is through initiatives that combat politically incorrect utterances. According to the United Nations' World Development Report (2012), their main goal is to close the disparities in women's empowerment and gender equality. Therefore, increasing institutional representation of gender equality is the only way to increase productivity and empower women.

Mlambo-Ngcuka (2021) added that women have to fully participate in and contribute at all tiers of decision-making in the executive, statutory, and legislative bodies, as well as the state administration because, globally, women have made it abundantly clear that perhaps the history and the established order do not accommodate their requirements for women's rights. On the

other hand, USAID (2012) stated that the women empowerment policy of implementation includes integrated approaches and actions that have a sphere of influence to advance women's rights and social inclusion. The strategic growth objectives are now widely acknowledged to be fair treatment and social inclusion. The aspect of gender equality and empowerment of women is broadly discussed in relation to the UN's Sustainable Development Goals (SDGs), with the view to ascertain the progress that has been achieved in prioritising women empowerment in a global context.

The African Union (2018) moved from the premise that gender-responsive institutions and the world have good intentions about gender equality and development. However, the efforts have been hampered by the failure to match these with strong institutional mechanisms for implementation. Therefore, the AU stretches its position and commitment to the notion that equality for women is a concern for human rights.

Nyiransabimana (2018) reports that mandates and the participation of women in political office have all become recurrent concerns in the international arena. Accordingly, women's rights are receiving more attention from local authorities as a fundamental requirement for liberal, equitable, and successful administration. Women's involvement might be crucial in providing services to rural populations. Jacobs and Isbell (2019) argued that public administration is a space wherein women empowerment should support the advancement of women's equality, both as citizens and leaders and in the development of the human race. According to the African Development Bank (ADB) (2015), women and men in Africa frequently experience unequal opportunities, conditions, and privileges since they earn different earnings, have varying access to education, and are not always treated equally by the law. Thus, social issues like high maternal mortality and violence against women that disproportionately affect women as a result of gender inequities deplete the human capital that is necessary for the community's growth (ADB, 2015).

By expanding programmes for women empowerment, UNESCO (2016) launched an initiative that women must initiate change in little ways to make a difference for their people and economies, and take control of their lives in fighting for their rights of full participation in political life, promoting peace, reconciliation and development throughout Africa.

The subject of women empowerment in Africa is a wide policy matter. South Africa's Millenium Development Goals Report (2015) stated that the major setback of the struggle for women empowerment is that, independently and collaboratively, women have not yet

developed to their best ability. Furthermore, it claims that despite major advancements in eradicating gender disparities and promoting women empowerment through the Millennium Development Goals' initiatives, this issue still exists. The reports conclude that constraints to gender justice and women empowerment abound both in the formal and informal institutions as well as development agencies' and institutions' approaches to addressing women's problems.

The development of these women empowerment policies was the efforts of all African countries to empower and recognise the role of women in the political and public administration landscape. Moyo, Francis and Ndlovu (2012) stated that there have been efforts to improve female labour participation at an international level are aimed at disrupting and discontinuing all forms of discrimination against, thus it is vital that women actively participate as members of their local communities and find lasting solutions to promote women's issues.

Mmbengwa *et al.* (2014) argued that most results in the study of women empowerment in Africa revealed that though different organisations in Africa are calling for women empowerment, at a fairly young age, the males retain access to leadership and consultative jobs like junior management and environmental expert classifications, compared to women in most African countries in the public sector. This means women empowerment remains a dream for most women in Africa. Shale (2013) reported that women empowerment in African political parties is a mixed bag, as experiences differ by region and country. Regardless of where they are located, political parties are generally understood as being essential to women participation and women empowerment.

To summarise this argument, Muhibbu-Din (2017) suggested that the objective of women empowerment in African politics, and government institutions should be rooted in a classical liberal tradition aimed at improving women's well-being and capabilities. According to Idea (2005), ensuring women's access to political life and boosting their political involvement are particularly crucial to the growth and durability of democracy. Women from various political, social, and cultural groups have been drawn together by efforts to advance and increase women's political engagement to achieve the objective of gender equality.

## **2.11. Women Empowerment: A South African Public Administration Perspective**

In the previous themes, it is clear that women empowerment is at the periphery of society, and other systems and the review has outlined clearly that there is a need to confront every policy, rule, law, and system that enhance and give power to the oppression of women.

Santoso (2019) states that many definitions of women empowerment have been proposed, but there is currently no one standardised, operable definition of women empowerment. However, Isaacs, Strydom, and Mbukanma, (2022) state that the concept of women empowerment is the expansion of women's abilities to make strategic life choices of intrinsic value.

This means that efforts that improve the status of women in the South African landscape are of first-order importance; women empowerment is of instrumental value in public administration, and the government can improve other important welfare outcomes.

McCandless *et al.* (2022) state that women empowerment in the government of South Africa introduced programmes that specifically target women to facilitate their participation in the mainstream economy. Similarly, Sinthumule (2022) share that various initiatives targeted at women have been introduced to develop sustainable enterprises that contribute to the country's gross domestic product, employment equity and economic transformation to enable women to have equal access to and control over economic resources.

Sibiya *et al.* (2022) reveal that the aim is to reverse the imbalances created by previous policies and programmes, which impacted negatively on women-owned enterprises and hindered their participation in the economy and to transform economic conditions, as well as create an enabling environment for women in public administration. Alao, Chigona, and Brink, (2022) opine that the question of women empowerment is still in question. DRDLR (2018) states that about 72 percent of the country's arable land remains in the hands of white South Africans who account for fewer than 10 percent of the total population. In terms of gender, ownership by hectare among men is more than twice that of women (DRDLR, 2018). Furthermore, the registry of deeds indicates that plots, erfs, 29 lots, and stands are registered mostly to men, and men continue to own land of greater size than women.

Isaacs, Strydom and Mbukanma, (2022) contend that the South African government's pursuit of women empowerment should be evident in how the environment empowers women to effectively engage and be productive in eliminating the various inequalities that exist between men and women. Therefore, allowing women to take up productive appointments which helps ensure that society is more broad can directly reap some of the benefits of the investment in women (Dar and Shairgojri, 2022).Manasoe, Mmbengwa and Lekunze, (2022) argue that the challenges women face in fully accessing the labour market include differentials in educational attainment and quality. The Department of Women, Youth and Persons with Disabilities (2022) is uniquely poised at the centre of government to co-ordinate, and provide oversight in ensuring that government implements inclusive programmes, which are geared towards closing gaps in the representation of women, youth and persons with disabilities.

The Department of Women, Youth, and Persons with Disabilities mainly focus on the outward look of empowerment and equality, with the belief that true empowerment comes through creating an enabling environment within which women can chart their destiny, supported by government and civil society (Dar and Shairgojri, 2022). Nwauche (2022) argues that the dawn of women empowerment in South African public service was implemented by the post-1994 government which strived to transform the state sector and to ensure that mechanisms were in place to prioritise the progression of women in all public sectors.

The inclusion of women in public institutions in South Africa was, according to Abate, and Woldie (2022), a plan to achieve gender parity within the public sector, to set clear targets in key areas of political and governance levels to promote the advancement, representation and full participation of women in power structures and key decision-making levels. Chinyamurindi, Chuchu and Maziriri (2022) state that government must implement policies that promote women's representation and participation in political, leadership, decision-making and governance positions. Women empowerment continues to be a matter of concern in the country because there is still a struggle to achieve gender parity (50/50) across all sectors and all levels.

Singh (2020) states that the South African government arranges programmes for women empowerment and gender equality as institutional mechanisms for advancing the empowerment of women across all state functions, and inserting gender equality principles into legislation. Ambo (2022) claims that women's economic empowerment is essential for the full, effective and accelerated implementation of women empowerment and gender equality in public administration 2030 Agenda for Sustainable Development.

Njuki (2022) concurs that women empowerment is a sustainable development goal matter and further states that without women empowerment, the global economy will not yield inclusive growth that generates decent work for all, eliminates poverty, and promotes equality. There is no sustainable government growth without women empowerment. Nguyen, (2022) states that achieving women's economic empowerment and realising women's human and labour rights constitute a sustainable development solution for people.

Evans, and Knepper, (2022) maintain that women's empowerment needs to be an integral part of policies; it cannot be assumed to be an automatic outcome of policy programmes, whether designed for women empowerment in public institutions or not. Rusdi (2022) shared that it is important for the government to find effective ways of integrating women with other empowerment interventions, including group development and complementary services which are still lacking. Unless women empowerment is an integral part of the planning process, the rapid expansion of government is unlikely to make a contribution to empowerment.

Sell and Minot (2018) state that, in South Africa, the issue of women's empowerment is complicated. The fact that the issue is multifaceted and the fact that the actors are dispersed across several industries, including the government, business, organised labour, and democratic institutions, adds to its intricacy. Alemu, Van Kempen and Ruben (2018) introduced the notion that more than half of the South African population is women, therefore, women's voices must be heard when planning is done and statutes are passed. Because the execution of laws and regulation initiatives affect how women live their ordinary lives, women must be involved in the legislative process. The essence of public administration and women empowerment is profusely argued by Bhoganadam, Malini and Rao (2014) who stated that in public administration, women empowerment, in its most basic sense, refers to the ability of women to control daily activities in the external environment, including in political, social, and economic dimensions.

It is clear from this review that numerous researchers and academics have established that greater female empowerment has a significant impact on economic development. On that note, Mpehle and Hlebela (2020) stated that all government entities must operate on the tenets of equity, impartiality, transparency, and respect in promoting women empowerment and gender equality in the public sector and public administration. Hills (2015) argued that it is an indisputable fact that women confront prejudice in the job regularly in all areas, including salary, promotions, and even equality of opportunity. It is high time that women be entitled to the same rights so that they could compete with males. Moyo, Francis and Ndlovu (2012) reported that women empowerment is possible in public administration, but it needs the entire collaboration of everyone in the organisation, at all levels, and this needs to be reinforced by laws.

In terms of government institutions, Mavundla (2010) said that the goal of government policy should be to empower women, as evidenced by the national government's goal of achieving 50:50 gender participation in senior management by March 2009. Agostino and Elias (2017) stated that the question of women in public administration was dated in 1976; the main agenda was based on the following three themes: discrimination against, underrepresentation of and underutilisation of women in the public service. The emphasis on gender equality and women empowerment has been a primary focus of the democratic government since 1994. To advance women's empowerment, the government has enacted legislative and policy frameworks that strive to recognise gender equilibrium in the quest for nation building (Paula, 2010).

According to Roux, Brynard, Botes and Fourie (2012), utilising the resources that are available to public office holders effectively is the primary goal of public administration. On a similar note, Shafritz and Hyde (2012) stated that good administration should strive to eliminate any forms of waste which are inconsistent with the welfare of the people. Penceliah (2011) stated that old gender stereotypes continue to affect how organisations operate even in the face of equity and affirmative action legislation and an extraordinary influx of women into the workforce. These views can imply that people are judged based on their gender rather than their performance.

Shabangu (2015) noted that in South Africa, the emancipation of women continues to be a crucial objective and a cornerstone for a South Africa that is independent, democratic, and wealthy. The need to address functional injustice, racial prejudice, gender discrimination, male entitlement, and sex role oppression is at the core of our culture's reform programme. At the

same time, the government must nurture an atmosphere that encourages our people to participate equally and fully in all facets of the progress of the nation. Sunny (2014) suggested that empirical evidence has shown that male applicants get a preference for female applicants even when they have a similar background. Bexell (2012) concluded that as a result of male dominance, patriarchal dominance, and women oppression have been the key reasons women have less interest in international assignments, even if they were bringing higher salaries. The inclusion of gender mainstreaming, the promotion of gender equality, and the improvement of women's status were not priorities in the 2009 manifestos of South African political parties (Hicks and Buccus, 2012). The advancement of gender equality and the participation of women in positions of leadership received scant attention. While some political parties included some hazy mention of gender in their manifestos, others made no mention of it at all. Nzewi and Sikhosana (2020) concluded that women's participation is largely regarded as a cornerstone for the attainment of gender equality. However, closer scrutiny reveals that the aforementioned women in local government continue to have limited participation in decision making processes. According to Karen Johnston (2019), there are repercussions for public policy and service delivery because women are still underserved and economically inactive in many state bodies of governance in South Africa. The author goes on to claim that obstacles to women's empowerment in public organisations include everything from discriminatory practices to work-life struggles to unconscious discrimination against women. Other barriers include corporate culture, frameworks, and procedures like performance review governments and some policy changes. Mpehle and Hlebelala (2020) highlighted that it is important for public administration and government institutions, including local government and rural municipalities, to reduce disempowerment and promote women empowerment. Bottom-up interactive democracy and engagement techniques must be included in all phases of the policy-making procedure, from policy conception to ratification, execution, supervision, and assessment. Women's empowerment is a complex and multi-dimensional construct. On one hand, it is a process of increasing women's voices.

Keown (2019) concluded that ethical leadership should and must positively influence good governance and the successful implementation of women empowerment policies and laws. To successfully empower women in South Africa, it is also necessary to undertake programmes like social investment in addition to widespread black economic empowerment.

## **2.12. Women Empowerment: A South African Local Government Perspective**

This section reviews the role and the position of government in promoting and protecting the interests of women through women empowerment. As early as 1991, the call for women empowerment in local government was already in existence. According to Gwagwa (1991), women must be encouraged to take the initiative in calling for their independence and for the government to take the necessary steps to uphold the values of gender equality and women's rights to take part in democratic decision-making at all levels. The author further asserted that local government is crucial to women empowerment because it fulfils their practical gender demands and changes gender relations.

Jokai, Swanepoel, and Venter (2021) state that the municipalities should make sure that facilities to promote women empowerment programmes are available to all activists of women empowerment in local government. This means that events such as art seminars, exhibitions and training can take place at these facilities within the municipality for free.

Ahmad, Bano and Ashfaq (2019) argued that at the heart of women empowerment in local government is the philosophy of women representation and political empowerment. The authors further postulated that through a constitutional system that gives women the chance to create measures that have an impact on their lives, this ought to be clear. Segalo (2015) noted that pre-democracy women were treated as subjects; black women, and women, in general, however, were only officially recognised as full citizens of South Africa following the introduction of democracy. Despite these strides that were afforded by democracy to women, Segalo (2015) maintained that prejudice still exists since women's encounters are only seldom acknowledged.

On the other hand, Jabeen and Iqbal (2020) state that women empowerment should be based on a regulatory framework for gender equality and women empowerment in the local government sector, meaning the empowerment of women concerns women gaining power and control of their lives, involving awareness raising, building self-confidence, expansion of choices, increased access to and control of resources and actions to transform the structures and institutions, which reinforce and perpetuate gender discrimination and inequality.

Fine (2002) reported that the inequalities suffered by women in local government are called “the presence of an absence”, meaning the system in which, as already indicated, there are now open doors where there were once closed ones for employment and educational

accomplishment. They tend to endure difficulties that are attributable to the fact that they are women, so for them, this inclusion ideology still feels like something of a façade.

Responding to this challenge, the municipality of Cape Town has a policy that supports women empowerment. According to Cape (2015), the participation of women in local authorities is essential for the reform of municipal authorities, and gender analysis must be incorporated into planning and system performance.

Shaban, Shaha, and Naeem (2014) reveal that women empowerment is considered one of the strong instruments to reach positive development outcomes, as well as the well-being of life associated with the process and outcome which attempts to achieve a relative degree of ability to make an influence in the world as well as the expansion of people's ability to make strategic life choices in a context where the ability was previously denied to them (Ahmad and Bano, 2019). This means that local government cannot exist without programmes and policies that support the empowerment of women. Cape's (2015) argument concludes that local government is a vital area of governance for women, in general and for women's equality, in particular, and that one of the issues that local government has to deal with is the issue of women empowerment. Adopting gender equality and women empowerment can fundamentally alter the lives of women by putting laws and policies that support their empowerment in place.

Women's representation and engagement in political parties were criticised by Hicks and Buccus (2012), who also noted that these governance mechanisms needed to be closely examined. According to Pini (2013), municipalities are aware of the national policy framework for gender equality and women empowerment. However, only a small number of towns seem to understand how crucial it is to integrate gender into the creation, execution, monitoring, and assessment of their programmes. In this regard, Abdulai, Cater, and Nyadera (2021) asserted that while municipalities have IDPs, none of these plans mention gender equality or women's empowerment, gender mainstreaming in service delivery planning, the National Gender Policy Framework, the Gender Policy Framework for Local Government, or any other municipal gender policy.

The South African Local Government Association (SALGA) launched a women empowerment portfolio to transition the voice of women from the periphery to the centre. SALGA (2016) stated that women empowerment should be premised on local government, addressing issues of women empowerment and gender inequality that exclude and disadvantage women. Salga (2016) claimed further that gender inequity shows up in a variety of ways, including in terms of, among other things, access to jobs, facilities, and means for social prosperity, as well as exposure to fundamental human rights. Women have typically lagged behind their men equivalents when it comes to accomplishing their lifetime goals. It seems clear that women's empowerment in the politics of local government is still affected by patriarchy because there is evidence that these are affecting urban municipalities as well.

According to McGing and Cullen (2019), there are not enough women in elected office to bring about the changes necessary to improve their economic and social standing. However, it should be obvious that there cannot be a significant governmental or societal commitment to empowering women without equitable representation. The prevalent barriers that prevent women from participating in local government decision-making in metropolitan areas of industrialised and developing countries, according to Khosla (2008), continue to have a detrimental effect on women's empowerment in local government. Khosla (2008) added that men, who predominate in political parties, often oppose increasing engagement by women. Political parties are similarly passive in modifying their constitution and encouraging more women to participate in civic matters. Meier and Funk (2017) admitted that societal ideas that view public life as the domain of men and identify women's position in the home discourage women from running for public office. These ideas may make it harder for women to feel confident enough to run for political leadership.

According to Jabeen (2019), tactics for promoting women's empowerment in local governance include lobbying and advocacy, involvement in committees of local government, consultations, and other activities. With the local government being operated by municipalities, Sharaunga, Mudhara and Bogale, (2019) state that the question of gender representatively in political and managerial positions in local government. In general and women empowerment, in particular, remains contentious issues. Once the local government has built a strong regulatory framework for women empowerment, according to Jabeen, and Iqbal (2020), a strong and effective local government is one of the most important elements for ensuring women empowerment as part of good governance and a strong local government body.

The local representatives of a local body based on democratic ideas can promote the greater socio-economic emancipation of the people of the country (O'Reilly, 2015). The challenge of women empowerment in local government, according to Hossain (2015), is that women empowerment has been the most pervasive theme in local government development. Further, Shah, Aziz and Ahmad (2015) reveal that unless women are involved in the decision and policymaking process at all levels of the local government sphere, changes in women's political and to some extent, social and economic status will continue to be marginal.

According to Ruszczyk, (2020) a well organised and successful local government is one of the elementary preconditions for ensuring good governance in recent times, and it can be achieved by strengthening local government by ensuring women's participation. However, Odera and Mulusa (2020) reported that women empowerment is the lowest level of local government where women's representation is still insignificant, even though it is gradually growing.

Onditi and Odera (2017) shared that the representation of women in local government structures continues to improve, albeit at a slow rate. However, several social, political and institutional obstacles hinder the involvement of women in regional and local government structures. Markham (2013) advanced that social and economic factors harm gender inequality. The author went on to say that it is crucial for government policies to be gender-sensitive and to include elements of gender-disaggregated data, gender-based tasks, gender equality, and gender-based demographics in order to empower women. These arguments are predicated on the finding that women have been kept out of politics' public sphere through the study of historical, philosophical, and political texts. Despite having constitutional rights, it is evident that men and women do not receive the same treatment in local government when it comes to political engagement, and while we are in the belly of democracy, women discrimination is also at its height (Vyas-Doorgapersad, 2014).

Majola (2021) described the obstacles to women empowerment in local government in South Africa. He contends that the variable representation of women in ward councils following local government reform in 1995–1996 poses a challenge. Majola (2020) added that the absence of support from the family, community, political parties, municipalities, and other crucial stakeholders may prevent women ward councillors from running for office again.

Moyo, Francis and Ndlovu (2012) claimed that the initiative that should attempt to help the underprivileged sections of the community gain ownership of their lives is women empowerment in local authorities. Given the political and social factors present in their local governments and societies, women have yet to fully assume control over the situation.

According to Majola (2019), evidence from the survey shows that, in general, women councillors never experienced discrimination while carrying out their tasks. Male and female ward and public representative councillors have both had success stories. According to Markham's (2013) analysis of global statistics, over the past few decades, there has been some improvement in women's political participation. Voters, political members of the party, contenders, elected politicians, and civil society members are just a few of the various political roles that women can play. However, the election of female ward councillors at the local level has remained a gradual process.

### **2.13. Conclusion**

Women empowerment represents an important topic of discussion in contemporary literature of Public Administration as it focusses on the endeavours of the governments to create platforms for the women access, control and benefit from available resources in their societies. In light of the South Africa's background of inequalities in the pre-1994 era, this chapter has demonstrated that affording political and economic empowerment opportunities should be the main drivers of the current government administration. The theoretical perspective which is discussed as part of literature review in this chapter has provided various perspectives for the conceptualisation and understanding of the phenomenon of women empowerment from the global, regional, national and local contexts. The chapter began with the conceptualisation of women empowerment and proceeded to reflect on various subthemes, including the reality of rural women and inequalities, an overview of challenges to women empowerment, women empowerment: A global public administration perspective, women empowerment: A South African public administration perspective and women empowerment: A South African local government perspective. The next chapter explored the legislative and policy framework for gender equality in South Africa.

## Chapter Three

### **Gender, Legislative and Policy Context for Gender Equality.**

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#### **3.1. Introduction**

The preceding chapter focused on the phenomenon of women empowerment, and explored conceptual reviews of women empowerment, and reflected on international, regional, and local reviews. This chapter focused on the phenomenon of gender equality. Women empowerment explores strategies to empower women to achieve the best of their abilities, while gender equality focuses on making sure that all genders benefit equality from policy implementation. Some subthemes emerge from this topic, and they are the following: an overview of gender equality, the legislative framework for gender equality, international and regional agenda of gender equality for public administration, regional and international reflections on gender mainstreaming in public administration, strides of gender equality in South African public administration, and the reflections of Gender Equality in South African Local Government.

#### **3.2. Overview of Gender Equality**

This section reviewed the legislative and policy framework for gender equality in South Africa. Cornwall and Rivas (2015) stated that the discourse of gender equality was mobilised by feminists as a tool to push for the inclusion of women's rights in local, regional, and global development agendas. This effort should be declared a resounding success. Gender equality was echoed by Qoboshiyana (2011) who reported that the appeal for gender equality encapsulates the customarily disparate positions and privileges afforded to men and women in communities. The same author also demanded the elimination of all underlying factors that contribute to discrimination in order to provide women and men with equal opportunities.

According to Gupta (2019), gender equality is a means to bring women and men on equal footing; it is valuable in its own right, and not only a means to other ends. Shannon *et al.* (2019) highlight that even though gender equality is a value on its right, it has been under represented throughout the world, as gender equality policies have been motivated by a plethora of political instability.

Carli (2020) claims that gender equality has been given various definitions, and in most cases, gender equality is associated with gender parity even though it is not the same thing. According to Fatihayah and Simanjuntak (2022), gender equality seeks to disperse power equally to women, whereas gender parity is the aim to have relatively equal numbers of men and women in the workforce; gender equality is the actual equal opportunities, responsibilities, and rights for men and women.

Tsige, Synnevåg and Aune (2020) report that the success of the implementation of gender equality is based on creating platforms wherein women are enabled to take up their power, rights, and opportunities within society. Similarly, Alon *et al.* (2020) state that gender equality is an equalising activity to bring women to the same level as men, and this is something that is noted by some. On a similar note, García-Holgado *et al.* (2020) argue that gender equality should highlight the gender equality strategies that are used to encourage more women into male-dominated sectors, thus, the same is necessary to bring more men into female-dominated fields as well. In light of the above argument, England, Levine and Mishel (2020) contend that gender equality models and indicators must effectively enhance the dominance of women compared to men, and focus on measuring holistic changes in women's well-being. As a result, promoting and implementing gender equality strengthen the voice and relevance of women in society. Kantola and Lombardo (2021) state that gender equality and women empowerment should be seen as a prescriptive implementation procedure for successful gender equality programmes. Whereas, Hjalmsdóttir, and Bjarnadóttir (2021) opine that it is crucial to note that gender equality cannot happen in the absence of gender empowerment and gender transformation in any given context. Wittbom and Häyrén (2021) argue that programmes and policies for gender equality are about ensuring gender equality and must be a true reflection of gender demographics and the integration of gender issues. Chang and Milkman, (2020) state that effective strategies for gender equality advancement of women and gender equality lie in the cooperation of various stakeholders within a large framework that recognises the interdependence and interrelation of the women's empowerment and gender equality.

Davis and Williamson (2019) declared that the idea and call for gender equality is central to many feminist struggles and women's movements. Furthermore, gender oppression has given birth to many feminists, activists and scholars to mobilise for gender reforms in practices, behaviours, institutions, policies, pieces of legislation and the state itself (Sen, 2019). According to Rosche (2016), gender equality entails taking into account, valuing, and meeting the necessities of both men and women fairly. Furthermore, Rosche (2016) advanced that gender equality should demonstrate that both men and women have access to equal opportunities. Pathania (2017) noted that gender equality is a woman's right and a key to addressing unfinished business, women empowerment and sustainable development in any state, region or country. Without large and swift changes in the conditions of women worldwide, there is little possibility of reducing inequality.

Sen, and Mukherjee (2014) held the opinion that gender equality is essential to achieve environmental sustainability, which is predicated on an equitable distribution of income. It was, therefore important to design a strategy to effectively implement the gender equality philosophy. According to Ioannides (2017), the goal of this initiative for the advancement of gender equality is to expand possibilities for women. This idea emphasises that gender equality remains an important part of everyone in a global society and even Crookston *et al.* (2021) pushed this notion that achieving gender equality is a major global priority. Besides, the United Nations (2020) concluded that gender equality should and must be recognised as a global right.

This section was reviewing the phenomenon of gender equality, and it was clear that feminists, activists, global society, and governments are all seeking to govern and live in spaces where women are equally treated the same way their male counterparts are. It was clear that gender equality is not the fight against men but an appeal to the system not to be discriminatory and exclusive when it comes to women to build life-affirming environments so that women can have equal access to chances for personal growth.

The next section recognises that gender equality is a legislative framework, which means some legislations promote and compel the government and its affiliating institutions to promulgate and implement policies that promote gender equality.

### **3.3. Gender Equality: A Legislative and Policy Framework.**

It has been well established that gender equality has attracted robust debates from all corners of the world, and it has become important that as part of the strategy to achieve gender equality, a legislative framework is put in place. Bangani and Vyas-Doorgapersad (2020) stated that in a South African context, women and men are guaranteed equal standing under the constitution through gender equality. The Constitution of the Republic of South Africa, (1996) section 1, provides that the Republic of South Africa is a sovereign and a democratic state, which is premised on the value in sub-section (a) which states that the values are the growth of human dignity, attainment of equality, and respect for human dignity. The Republic of South Africa's Constitution, as stated in section 2 of that document, states that "the Constitution of the Republic of South Africa is the supreme law of the Republic; laws or actions contradictory therewith are void, and the responsibilities imposed thereby shall be observed."

The same spirit is echoed in section 9 which indicates that:

"(1) Equal right to protection under the law is for everyone and they are to be treated equally in the eyes of the law. (2) Equality includes the full and equal enjoyment of all rights and liberties. To further the objective of equality, legislative and other acts that aim to defend or advance people or groups of individuals who are harmed by unfair discrimination may be taken. (3) The state cannot treat anyone unfairly because of one or more characteristics, such as ethnicity, sex, gender, pregnancy, relationship status, nationality, race, sexual identity, maturity, impairment, spirituality, morality, philosophy, tradition, dialect, or birth location.

The mandate of gender equality is espoused through various sections of the prevailing Republic of South African prevailing constitution. Section (2) provides that:

“Any conduct and or law that is consistent with the constitution in general, and for this study, gender equality is invalid and must be set aside”.

This makes every law favorable to gender equality, The Promotion of Equality and Prevention of Unfair Discrimination Act (Act 4 of 2000), which was passed to give effect to Section 9 read with Item 23(1) of Schedule 6 to the Constitution of the Republic of South Africa, 1996, was examined in this research in order to eliminate and outlaw unfair harassment and discrimination, to reduce inequalities and outlaw unfair discrimination, as well as to prevent and outlaw hate speech.

No one is allowed to treat anyone unfairly based on gender, according to Section 28 of the South African constitution states that:

"(1) This must be recognised as an aggravating element for sentencing if it is established throughout the course of any criminal investigation or prosecution that unfair discrimination on the grounds of race, gender, or handicap contributed to the commission of the crime.

When combined with the Employment Equity Act (Act 55 of 1998), the Promotion of Equality and Prevention of Unjust Discrimination Act (Act 4 of 2000) states: "No employer can discriminate against you on the basis of gender. Accordingly, the employment equality act is a law that supports equity in the workplace and makes sure that all workers are afforded equal opportunity and fair treatment by their employers".

Employers are protected by this law from unfair practices and all types of discrimination. It should go without saying that your employer is not permitted to treat you unfairly because of your race, gender, sex, pregnancy, marital status, parenting obligations, ethnicity or social background, color, sexual identity, maturity level, handicap, spirituality, HIV status, sense of right and wrong, conviction, political viewpoint, traditions, dialect, or birth place. A final implementation strategy for affirmative action is provided by the Promotion of Justice and Prevention of Unfair Discrimination Act.

There are policies that require the implementation of affirmative action, which is also anticipated to remove job hurdles and unfair discrimination against women and other designated groups.

The Employment Equity Act 55 of 1998's core provisions, according to Landman and O'Clery (2020), call for equal representation and the achievement of equity goals of 50%. It aims to make representation easier when planning. In addition, the legislation outlines ways to encourage affirmative action and makes an effort to promote social justice and equality at work.

The White Paper on Affirmative Action (1998), which advocates for equality, asserts that: "Laws, programmes, or initiatives intended to improve the situations of persons who have suffered disadvantage because of their ethnicity, gender, or disability. The main objectives of this White Paper are to assist the growth of a representative and equitable public Service and to foster an environment that supports those who have previously experienced unjust treatment".

These legislative frameworks are premised on the agenda to see the development of women through relegating all the forms of discrimination against women and the promotion of gender equality, not just in terms of representation but also in terms of decolonising every statute to bring women from the margins to the centre of liberation and progress. However, if men and women vying for the same post are not treated equally as a result of earlier practices that were not gender-sensitive, fairness is unachievable. Equity aims to correct the disparity and guarantee that women have access to executive roles anywhere where their qualifications and expertise are required.

Section 187 (1) of the Constitution states that the Commission for Gender Equality must advance respect for gender equality as well as the preservation, advancement, and realisation of gender equality. In a document published in 2002, regardless of colour, income, sexuality, gender, culture, sexual identity, impairment, or place of residence, everyone should have the opportunity and resources to realize their full potential in society, according to the Commission for Gender Equality (commission). Section 184 of the South African Human Rights Commission's (SAHRC) constitution states the following: (1) The South African Human Rights Commission is charged with three tasks: (a) promoting respect for and a culture of human rights; (b) advancing the protection, promotion, and fulfillment of human rights; and (c) assessing the Republic's adherence to its human rights commitments.

### **3.4. Contemporary Issues in Gender and Power Relations**

The notion of gender and power, according to Pavlidis, and Fullagar (2016), is power relations which is mainly considered as an act to use gender relations to exercise power-over, that is, to get others to do what you want them to do. Gender and power do not only show a difference between men and women but a difference between the powerful and the powerless. Casselberry (2017) states that the concept of gender and power is an empowerment concept to which women may respond to situations that signal to them that they have power by accelerating their participation and to situations that signal their powerlessness by decreasing their participation and do so much more than men. Haberland (2015) argues that gender and power are separated in power relations which determine who has access to political, economic and administrative power. This notion is advocated by Rudman, and Glick (2021) who claim that gender and power are the central key mechanisms through which people were not only constrained but relegated to the periphery of economic, political and administrative power, and or gatekeeping in the centre of economic, political and administrative power in the world.

Hartsock (2018) advocates that gender and power are explored by problematising how societies define appropriate masculine and feminine behaviour. This is predominantly witnessed through the notion that men and society subject women to a powerless position because women are feminine, quiet, and obedient to the voice and powers of society's perspective of women. A follow-up view states that gender and power settle political scores, and tend to reflect on bargains between male elites which are often tied to, or even reliant on, patterns of gender inequality, such as women's exclusion from key resources (Halford, 2018).

The challenge of gender and power, according to Nicolson, (2015) is traced back to women's inability to inherit land, and hence excluded from land redistribution, and in that way, women's inheritance rights to land are threatened; as a result, they have no position to economic power. Commenting on gender and power, Jordan (2019) declares that the predominant conceptualisation of gender and power in the political and governance spheres would miss the importance of women and therefore renders the public institutions inadequate for achieving the task that proponents of this approach have set for themselves: informing effective women empowerment and gender equality.

The challenge of gender and power in public institutions, according to, Clapton, and Shepherd, (2017), is a gap in the exercise of political voice, wherein women's voice is suppressed and men's voice is loud. The suppression of women's voices predominantly appears in some forms of political action but not others and in some settings but not others, because, the gap is often rather modest, negligible, or even tiny in size. Knudson-Martin *et al.* (2015) warned that the gendered-power approach is evident considering the patterns expressed in the gendered social prohibition on women's directive influence and leadership. Women may seek to avoid social sanctions for violating a gender norm that assigns power to men and proscribes women from it. Nicolso (2015) shares that with respect to gender and power dispute, women are always victims because the world has a tendency of celebrating every minor win which does not contribute to gender equality. The lack of improved power relations in favour of women is because gender norms change, but the pace is often slow and is not always progressive. In the same view, Miller, and Perelberg (2018) reveal that the norm with respect to gender and power is that women's appointments to positions of influence are more like invisible guard rails that shape and narrow people's thinking, behaviours, and opportunities. Therefore, norms often show up as a kind of women empowerment and gender equality, whereas the women are treated like doors that just did not open, choices that could not be made, and opportunities that just seemed out of reach.

To diagnose the challenge of gender and power, Bay-Cheng, Maguin and Bruns, (2018) report that patriarchy has been the key factor in shaping behaviours and attitudes, such as 'women should stay at home and men should earn an income', 'men make better politicians than women'. The gender and power strugglers are predominantly invisible and hardly obvious. Furthermore, this was demonstrated by the lack of economic growth because, some women do not enter the labour force like their male counterparts. Nelson, Bronstein, Shacham and Ben-Ari (2015) state that modern society has not outgrown the patriarchal challenges, and the democratisation of power has caused numerous substantial challenges for women in various spheres of social life, culture, and people's minds and behaviours. At the same time, new attitudes towards power are emerging in society; new interpretations and perceptions of it should be robust to allow women to participate in programmes that empower women to promote gender equality (Cornwall, and Lindisfarne, 2016).

Walsh (2016) argued that gender and power in public institution norms that are shaped by patriarchy are reflected in behaviours and attitudes, such as ‘women should stay at home and men should earn an income’, ‘men make better politicians than women’, ‘female genital cutting is required and is the way we do things here’. Blessett *et al.* (2019) state that gender and power in public administration is a key step towards women empowerment and gender equality in public life in pursuit of building representative, just and effective public institutions. This notion was further echoed by Johnson, and Svara (2015) who argue that public administration is a crucial venue to seek and establish gender equality because public administration is the primary institution responsible for implementing national policies, programmes and tasks in which women should be included equally.

Finally, the way forward with respect to gender and power in public administration, according to Bula and Klym (2019), is embedded in closing gender discrimination, and exclusion of women in public administration. This is important to ensure truly inclusive development and democratic governance and helps to restore trust and confidence in public institutions and enhance the sustainability and responsiveness of public policies.

### **3.5. Gender Mainstreaming: A Public Administration Perspective**

In the previous review, there is more evidence for the need for public sector organisations to have gender mainstreaming positions. The United Nations Economic and Social Council (ECOSOC) (1997) stated that the practice of evaluating the effects on both men and women of any proposed activity, such as laws, strategies, and initiatives in all fields and at all levels, is known as gender popularisation. On a similar note, Van Dijk and Morwamohube (2015) stated that the major strategy or action plan for improving gender equality and equity is known as gender mainstreaming. It alludes to the persistent application of a gender viewpoint throughout the entire process of developing and carrying out strategies, initiatives and programmes.

Gender mainstreaming in public administration, according to Sobirovich, (2021), is accepted by many national and international agencies and non-governmental organisations, as an effective strategy for promoting gender equality, however, women remain under-represented in many facets of their lives in public administration.

Acosta *et al.* (2019) advocates that gender mainstreaming in public administration renders men and women different, as a result, policy formulation, and implementation should not omit these factors. According to Vida (2021), gender mainstreaming in the South African public sector has been adopted as the strategy through which gender equality and women's empowerment can be achieved.

On a similar note, Wenham *et al.* (2020) note that the essence of gender mainstreaming is a method of examining the extent to which women and men are the implicated with respect to any planned action, including legislation, policies, or programmes, in all areas, and at all levels. Oktari (2021) states that gender mainstreaming in public administration works as 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 programmes in all political, economic and societal spheres so that women and men benefit equally; and inequality is not perpetuated. According to Hunting, and Hankivsky (2020), gender mainstreaming is a process through which to establish both formal and substantive gender equality in an organisation. It recognises that this process happens in a masculinist society favouring men and their interests. Huning (2020) reveals that the gender mainstreaming approach is considered a multi-track strategy that is better suited to attain gradual, sustainable gender transformation at all levels of society, government and private organisations. As a result, according to Kitta and Cardona-Moltó (2022), gender Mainstreaming should be integrated into a broad organisational transformation process, which reconceptualises and/or re-invents the entire organisation as it interrogates and undoes its deep structures. This means that the concept of gender mainstreaming is not merely a process for implications, nor is it just about women's and men's concerns, but merely about women's and men's lived realities in aspects of design, implementation, monitoring, and evaluation of gender equality policies and programmes (Cameron, 2020).

Berezhna *et al.* (2022) believe that gender mainstreaming is a globally accepted strategy, an approach, and a means for promoting gender equality. This means that gender mainstreaming is based on ensuring that all gender perspectives and attention to the goal of gender equality are central to all activities (Lomazzi and Crespi, 2019). To advance the phenomenon of gender mainstreaming in the African public sector, according to Harcourt (2011), the nations should

assess the success of their attempts at gender mainstreaming. In reality, a patriarchal society that is reflected in cultural norms, religious beliefs, gender-blind public legislation, traditional teachings, and behaviours poses significant institutional and political obstacles to gender equality practices.

According to the 2010 Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), all governments should require all political parties and state organisations to immediately adopt a policy of eradicating discrimination against women using the necessary methods. In society and the family, the Convention states that all women and men have the same basic human rights. Additionally, it compels members to take action to end laws, prejudiced perceptions, and behaviours that harm women's well-being as well as the social factors that contribute to gender inequality.

Yaliwe, Selebogo and Ojakorotu (2013) argued that in South Africa, one strategy for tackling issues of equality, empowerment, and the decrease of gender inequality in the nation is the SADC Gender and Development Protocol. The word "mainstreaming," which is most often used to describe a comprehensive approach that incorporates both programming targeted at women and the incorporation of women's and gender issues into all current programmes throughout a programme cycle has become widely used in South Africa and the international development community (UNESCO, 2002).

According to Durojaye and Adebajo (2014), hierarchical and cultural norms are pervasive on the African continent and affect women's constitutional freedoms, particularly the legal protections to equality and non-discrimination in the workplace. Although it is commonly accepted that all people have the same rights regardless of gender, in reality, hegemony, which penetrates the public sector in Africa, has placed restrictions on the basic liberties and rights of women. According to a 2015 report by the African Development Bank, women and men in Africa frequently encounter unequal opportunities, conditions, and privileges because they earn different earnings, have varying access to education, and are not always treated equally by the law. Oboh, Othman, Jia Yi and Jusoh (2021) stated that reflecting on what is happening in African public service, everyone should strive to be involved in gender mainstreaming as of utmost concern to the inclusion and development of women in the region. Across much of rural sub-Saharan Africa, where women are typically submissive to men in customary patriarchal family systems, Nkala, Khumalo and Baloyi (2018) shared that gender mainstreaming is required to protect gender equality. They said that women raised in such

settings and birthed into them are treated as second-class subjects, inferior to men, and disenfranchised from group decision-making, especially in the workplace.

Muralidharan *et al.* (2015) conceded that at the heart of any and every gender, policy and measurement programme, a comprehensive, systematic review of the impact of gender-integrated programmes outcomes should be scrutinised to determine its implementation strategies and realities. The project of emancipating women, which has been a hot topic on international, regional, and local platforms, exists, according to Albertyn (2009), and gender mainstreaming is a must. Women have been subjugated to patriarchy, a system that has diminished them and, most importantly, denied them the ability to hold leadership positions and to possess land and property, among other things. Adamma (2017) concluded that the continent of Africa should emphasise gender equality and women's contributions to nation-building, two issues that continue to garner attention on a worldwide scale. Due to this, questions of potential inequality as well as all types of discrimination against women are frequently discussed. Furthermore, the Interagency Gender Working Group (IGWG) (2014) study concluded that gender mainstreaming uncovers status differences, which encourages more extreme forms of domination like gender-based abuse, which can take many different forms and happen at any stage of life. Gender-based violence is a serious issue having negative effects on people, the economy and society.

Reviewing this section demonstrated that traditional practices can reinforce gender inequalities from the community level and manifest themselves in the public sector and all other institutions. This means gender mainstreaming policies are paramount to the transformation and life of women.

The next section of this review shall explore the phenomenon of gender equality within the perimeter of the South African context.

### 3.5. International and Regional Gender Equality: A Public Administration Perspective

King *et al.* (2020) state that different public states should develop their policies and put special measures adopted to tackle gender inequalities in practice and strengthen women's voice and participation in the public sector. According to Kumi and Elbers (2022), an important strategy is that policies explicitly mention the different lived experiences of men and women and marginalised groups. Breda, *et al.* (2020) reiterate that unless governments promulgate policies to promote gender equality, women will continue to be marginalised, and policies that may seem gender-neutral will hide important differences between genders and will in practice benefit some persons more than others.

According to Fox (2020), gender equality in public administration means gender-inclusiveness decision-making in public administration is crucial, and is a human right, and a model best practice in public administration. However, Silander *et al.* (2022) argue that history has demonstrated that despite such powerful gender equality arguments, women continue to be underrepresented in the highest levels of decision-making in public administration in all regions of the world. Furthermore, Cox III, Buck and Morgan (2019) state that a key dimension of gender-inclusiveness in decision-making in public administration means a proportional representation of women and men from diverse backgrounds in decision-making positions. Souza (2022) claims that the concept of gender equality is based on the constitutional principle of human and people's rights of women in Africa, and requires a solemn declaration on gender equality in Africa. Coe, Wiley and Bekker (2019) advocate that the agenda for gender equality should be prominent in multilateral discussions and policy-making. If gender equality becomes the agenda of state governments, this would see the introduction of several pieces of legislation aimed at redressing the inequalities of the past, and the establishment of structures through which gender equality would be achieved.

Grabmüllerova, and Næss (2022) argue that the adoption of gender equality policies will not only establish structures for gender equality but will further use mainstreaming as a tool to achieve gender equality within and outside the state. Syed and Ali (2019) report that the core of gender equality requires implementation of gender-inclusive policies and decision-making which assesses and is used to benchmark gender parity through the representation of women and men from diverse backgrounds, identities and experiences.

According to Fox (2020), gender equality should be gender-inclusive in decision-making and policy making and implementation in public administration. Kabeer (2016) concludes that gender equality should include the inclusion of other factors that shape access to decision-making, including disability status, and ethnic and racial origin.

At this point of the research, it has been well established that gender equality is not just local government but also a broader challenge for public administration in South African, regional and international contexts. According to the European Union (EU) (2011), gender refers to the socially created roles that men and women play in all areas of public governance. In line with this, according to SALGA (2017), gender equality refers to the culturally imposed positions and duties that are given to men and women. Reflections would show that gender inequality in public administration is a socially imposed division between men and women.

The pursuit of gender equality has become the global agenda and different organisations from the multilateral relations have put the notion of gender equality as part of their priority in terms of their terms of reference. According to Rosche (2016), gender equality is a setting in which women and men have equal opportunities to exercise all of their human rights, and contribute to and gain from social, cultural, economic, and political advancements. This is essentially how UNESCO (2003) and Rosche (2016) defined gender equality. In addition, UNESCO (2000) defined gender equality as the battle between men and women to develop their capacities and make decisions free from restrictions imposed by prejudice, inflexible gender roles, and stereotypes.

UNICEF (2018) promoted the need for a gender-sensitive mindset. Gender-responsive public management entails not just being conscious of cultural disparities but also reacting and modifying to those inequalities. To realise their full potential, uphold their human rights, and participate in and profit from economic, social, cultural, and political advances, women and men, girls and boys, must and should be afforded equal opportunities, conditions, and treatment. UN (2020) argued that there are too few women in the public sector who benefit from inclusive and transformative efforts to address women's leadership and labour. The change will also come if women and girls are placed at the centre of preparedness, response and recovery of women and girls' stolen dignity and human rights.

According to Rosche (2016), it is time for drawing a gender equality goal drawn from a broad agreement from world organisations and civic groups. There have also been lively debates involving the benchmarks for the gender goal in civil administration. In that regard, Cornwall and Rivas (2015) stated that the African public sector should implement these values of gender equality within the international landscape for women's development, which will serve them with equal rights and opportunities. The UN (2016) examined the role of women in development and stated that it should be regarded as a crucial element of economic expansion and social progress in the modern world. This is because where women have equal opportunities to men, they are essential, especially in eliminating poverty in communities. As a result, calls for the need to champion gender equality in all of Africa have grown louder.

According to the African Development Bank (2015), many countries, including Zimbabwe, are notably advancing the cause of gender equality and that some of the most gender-equal nations in Africa are South Africa and Namibia, the latter of which even has a constitution that protects against sex discrimination and ensures equality before the law. According to Shale (2013), regardless of where they are geographically located, to advance gender equality and women's empowerment in Africa, political parties are essential. Some people believe that entering politics through political parties is the best method to advance women's full civic involvement. Gender equality and fair treatment of women in the public sector, according to the Organisation for Economic Co-operation and Development (OECD), are vital components that will serve as a significant gauge of advancement in creating an inclusive and multifaceted labour force in the African continent.

According to Nkala, Khumalo and Baloyi (2018), Zimbabwe's government has committed to promoting gender equality, as seen by its involvement in foreign, continental, and national conventions on the subject. However, there is still a dominance of men in the public sector and women continue to face discrimination. According to Mukabera (2019), Rwanda approved a decision following the 1994 genocide to show its contribution to eliminate gender-based inequality and foster women's political engagement. With at least 30% of seats in the legislature and positions of responsibility reserved for women, affirmative action laws were therefore seen as a political ploy.

According to OECD (2008), women are generally employed at a rate of roughly 60% in OECD nations, which is notably lower than the rate at which males are employed in all countries. To advocate for better and enabling spaces for women, according to Gender Links (2009), true democracy requires both fair chances for men and women to engage in politics and other public life. Political parties in South Africa must make an effort to hold at least 50% of positions of power in both the public and private sectors.

Oboh, Kam, Othman and Jusoh (2019) demonstrated that female participation in the Nigerian civil service is beneficial to the economy as it improves revenue generation while gender inequality makes the economy worse off. This creates an enigma on why the Nigerian civil service is yet to achieve gender equality. Sanchez-Cruz, Masinire and Gerónimo-Vázquez (2020) stated that the debate on gender equality in the African landscape has existed for the past 50 years, and gender equity advocacy has been quite active both locally and internationally. To depict a gender-equitable and just society, the gender terrain has not, however, undergone a dramatic transformation. The most important and senior roles in politics and business are still held by men. Because it is built on preconceptions and societal biases, a patriarchal society is more likely to perpetuate inequalities in all of the systems that make up its structure. Stanley and Yemisi (2018) stated that gender equality has been present for centuries, around the globe, and has sustained heavy defeats. Gender equality is a kind of women empowerment through political involvement in government. To ensure that women in Nigeria can develop and grow, consideration must be given to the pervasive prejudice against them, no matter how insignificant or veiled. According to Parker's (2009) analysis, women in the African are still disproportionately underrepresented in the labour force and management positions within the public sector. As a result, it is anticipated that the public administration would set an example for adopting gender equality and encouraging inclusivity in the industry. Furthermore, to have policies that speak to gender mainstreaming, the next section deals with that in the African regional public sector and governance.

### 3.5.1. Regional and Global Programs for Gender Equality

The table below demonstrates gender equality programmes at regional spheres of government.

**Table 2: Regional and Global Programs for Gender Equality**

RWEGEI	PROGRAMME
UN	<p>Gender equality is not only a fundamental human right but a necessary foundation for a peaceful, prosperous and sustainable world. There has been progress over the last decades, but the world is not on track to achieve gender equality by 2030.</p> <ul style="list-style-type: none"> <li>• End all forms of discrimination against all women and girls everywhere</li> <li>• Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation</li> <li>• Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life</li> </ul>
FEMNET	<p>As a pan-African organisation, FEMNET’s work is implemented in about forty countries in Africa, through its membership and focal point organizations. The secretariat is in Nairobi, Kenya.</p> <ul style="list-style-type: none"> <li>• FEMNET is a pan-African network set up in 1988 to share experiences, information and strategies among African women's non-governmental organisations (NGOs) through advocacy, training and communication.</li> <li>• FEMNET seeks to advance and strengthen the role of African women's development, equality and other human rights at regional and international levels.</li> <li>• A core priority for FEMNET is to promote the use of information and communications technologies (ICTs) for better membership, networking and effective advocacy among African women in Francophone and Anglophone countries.</li> </ul>
AWDF	<p>In the year 2000, three women, Bisi Adeleye-Fayemi, Joana Foster and Hilda Tadia created a philanthropic organisation focused on making measurable changes in African women’s lives. The African Women’s Development Fund (AWDF) has established itself as an innovative organisation that has nurtured social justice, economic empowerment and women’s rights philanthropy in Africa.</p> <ul style="list-style-type: none"> <li>• Since 2001, AWDF has stayed true to its core goal: to build up an autonomous base for gender equality and development, supporting movements and initiatives of women that ordinarily do not have access to mainstream sources of funding for reasons of capacity, language, geographical location, and marginalisation.</li> </ul>

	<ul style="list-style-type: none"> <li>• AWDF’s grantmaking ensures resources reach the hundreds of African women’s organisations that are working in diverse ways to improve the lives of women and African society at large.</li> <li>• AWDF recognises that in order to resource African women’s organisations holistically, it is important to invest in growing and strengthening organisational capacities.</li> <li>• AWDF advances the equitable positioning of African feminist identities and narratives within the largely globalised philanthropic and development ecosystems.</li> <li>• What is the future of Africa if seen through the lens of women’s rights? What opportunities and potential crises lie ahead? Are our current strategies appropriate in light of where Africa is headed? Using a futures lens, how do we contribute to shaping the most just, promising and democratic futures for Africa?</li> <li>• Inspired by the aspirations of the African women’s movement, the African Women’s Development Fund (AWDF) was created as an independent resource for gender equality and development across the continent.</li> <li>• Today, AWDF’s grant making practices are built to support the initiatives of African women who may not have access to mainstream funding due to capacity, language, location, and marginalisation. In fact, the AWDF has served as a key donor to 60 percent of grantees who experienced serious challenges to sustainable funding.</li> </ul>
AMwA	<p>(AMwA) is a pan-African feminist leadership development organization founded in 1985 by a group of African women living in the diaspora, who remained keenly aware of their African roots and the need to organise autonomously. We were named Akina Mama wa Afrika, which means solidarity among African women. Collective action is therefore our birthright. We were fearless right from birth and remain so, having chosen to identify as feminists at a time when the word was largely shunned in Africa and beyond. Our boldness stems from our unwavering desire for women’s agency and gender justice.</p> <p><b>Women’s Political Leadership</b></p> <ul style="list-style-type: none"> <li>• It is also imperative that the new form of African leadership whether in government, politics, the private sector, civil society, and scholarship, constructively interrogate the obtaining realities in their different fields of work or existence from a decolonial approach.</li> </ul> <p><b>Sexual and Reproductive Health and Rights</b></p> <ul style="list-style-type: none"> <li>• African women, girls, and gender-expansive persons deserve a rights-based sexual and reproductive health agenda that recognizes and respects bodily autonomy and choice as the cornerstone of sexual and reproductive health and rights (SRHR).</li> </ul> <p><b>Economic Justice and Climate Action</b></p>

	<ul style="list-style-type: none"> <li>• AMwA has set in motion new streams of work in Women’s Economic Justice and Climate Action, aimed at illuminating the precarious and yet often ignored connections between the climate crisis and economic and gender justice.</li> </ul>
WIELD	<p>Moremi Initiative for Women’s Leadership in Africa is a non-profit organisation that operates throughout Africa. To achieve its mission, Moremi Initiative pursues proactive strategies to develop and empower young women and girls to take on leadership roles in their communities. Established in 2004 as the Women Initiative for Empowerment and Leadership Development (WIELD) Foundation, Moremi Initiative grew from a Ghana-based leadership development programme to a pan-African wide programme.</p> <p><b>Leadership Development</b></p> <ul style="list-style-type: none"> <li>• As a leading and pioneer organization promoting women’s leadership development in Africa, we pursue proactive and innovative strategies to nurture and promote a new generation of transformational leaders. Young women selected as fellows progress through three phases that include 1) education and training; 2) mentoring, networking, and community development and; 3) resource mobilisation support and assistance.</li> <li>• Our Mentoring programme dubbed ‘WoMentoring’ is a uniquely designed initiative to link young women with outstanding potential with influential women leaders and professionals who have the rich experience necessary to inspire emerging leaders. The programme allows young women leaders to spend from a half-day to a full weekend with the most influential women in their lives and begin a process for a long-term mentor-mentee relationship.</li> </ul> <p><b>GET A SISTER INTO SCHOOL” PROGRAM</b></p> <ul style="list-style-type: none"> <li>• Moremi Initiative started the Get-A-Sister-Into-School Programme to support Fellows to pursue higher education. The programme utilises the experiences of Fellows and Mentors and is intended to facilitate the enrolment of Fellows into reputable institutions all over the globe and ensure that they are strategically positioned to benefit from the best quality education to equip them in their various professional endeavours.</li> </ul>
AWID	<p>The Association for Women's Rights in Development (AWID) is a global, feminist, membership, movement-support organisation. AWID has been a part of an incredible ecosystem of feminist movements working to achieve gender justice and women’s human rights worldwide.</p> <p><b>Influencing, advocacy and campaigning</b></p> <ul style="list-style-type: none"> <li>• We collaboratively leverage our access, power, resources and relationships to strategically influence policy and practice. We aim to advance feminist agendas through our work with policy makers, funders and activists in regional and global spaces.</li> </ul>

	<p><b>Arts and creative expression</b></p> <ul style="list-style-type: none"> <li>We recognise the unique and strategic value of cultural and creative strategies in the struggle against oppression and injustice. We work with artists who centre feminist voices and the narratives of historically oppressed communities.</li> </ul> <p><b>Advancing Universal Rights and Justice</b></p> <ul style="list-style-type: none"> <li>We monitor, document and make visible how anti-rights actors are operating and colluding in multilateral spaces and support feminist, women’s rights and gender justice movements and allies to counter their influence and impact.</li> </ul> <p><b>Building Feminist Economies</b></p> <p>Working on extractivism, tax justice and corporate accountability, we build knowledge on corporate power and influence; advocate for corporate accountability and equitable distribution of wealth; and amplify feminist proposals for just economies.</p> <p><b>Resourcing Feminist Movements</b></p> <p>We develop accessible, action-oriented analyses on the state of resourcing for feminist movements. We aim to influence funders’ policies and practices, deepen and sustain funding for feminist social change, and support movements’ needs and strategies</p>
EN	<p>Equality Now is an international organisation founded with the mission of using legal advocacy to protect and promote the human rights of women and girls. It uses the law to create an equal and just world for women and girls. It attracts global attention to media on individual cases of abuse and uses international human rights law to advocate with policymakers and puts pressure on national governments to adopt and enforce good laws.</p>

### 3.6. Gender Equality: A South African Public Administration Perspective

This section reviews the phenomenon of gender equality through the lens of South African public administration. This literature review has determined that women suffered both from being women and being black in the government of apartheid. In 1994, at the new dawn of democracy, the life and lived realities of black women of South Africa, democracy was seen as the inception of promising gender regulations and policy frameworks for justice and fairness to all. The first step of the South African government was to formulate the legislative and policy framework that promotes gender equality and women empowerment in all sectors of society. This policy and legislative framework is discussed in the ensuing section.

The concept of gender equality in South African public administration, according to Tiessen (2016), means to achieve gender parity within the political sphere, the public and private sectors, clear targets have been put in place in key areas of political and governance levels to promote the advancement, representation and full participation of women in power structures and key decision-making levels. In South Africa, Gainau (2022) states that gender quality has been a priority for the government and its affiliating institutions, and there is considerable success in advancing women's representation and gender equality across the state machinery. On a similar note, Bayeh (2016) reveals that while there is a claim of an increase in the implementation of gender equality, there has been a steady increase in the number of women elected as Speakers, Ministers, Deputy Ministers, Premiers, Members of Parliament, Mayors, Councillors, and Chairpersons of Portfolio Committees in the National Parliament.

The government has made bold media statements about gender equality in government. Piscopo (2015) states that while there is slow progress, the acceleration of gender equality and empowerment of women is fundamental to the development and progression of society as a whole. Bustelo (2016) shares that South Africa has taken significant steps to ensure that gender equality is enshrined in its legislative and policy frameworks. However, this raises concerns about the rate at which the concept of gender equality and women empowerment is still a challenge in South Africa. South Africa is a signatory to several international agreements promoting the empowerment of women and the elimination of discrimination against women (Senne, 2016).

According to Turner (2019), gender equality must be adopted from a developmental perspective, meaning that equal participation of women in decision-making structures is crucial for creating gender-sensitive policies and democratic government. This means that if the government and political parties were to implement the policies which advocate for the representation of women in the democratic South African Government, only then would gender equality be realised or almost fully realised in the government spheres (Van der Vleuten, 2016).

Adigun *et al.* (2015) argued that the notion of gender equality and the representation of women should not just be implemented in the executive, legislature and judiciary, but also be monitored in the local spheres of government, and or other community governance committees. Masango and Mfene (2015) shared that the representation of women and gender equality should be dominant in the African National Congress, the ruling party, by implementing their policy which adopts a quota system for the number of women to be represented on party lists which is currently 50/50 parity.

Cold-Ravnkilde (2019) adds that gender equality in public administration should not just be the representation of women in the decision and strategic positions, including the political sphere. Instead, while they occupy those strategic positions, they should be allowed to promote gender equality in the manner they know and understand, without the influence of men (Ratele, 2015). According to the SAHRC's 2017 report, despite the commission's establishment, complaints about violations of the right to equality continue to rank first among all grievances. Further evidence is presented, of which 16 percent of all complaints submitted in the fiscal year that ended on March 31, 2016, cited a violation of the right to equality.

According to Gumede (2008), the post-Apartheid era in South Africa was seen as a critical time for the democratic government to rebuild institutional mechanisms, introduce, and put into effect laws and policies that are consistent with the Constitution in order to usher in a new era of a developing state that included gender equality. Meyer (2014) admitted that 1994 should have been the dawn of the liberation of women. However, two decades into democracy, women are still underrepresented in management positions, with men occupying a significant proportion of decision making positions in public administration. Furthermore, the same author noted that it is a fact that more women are in senior positions compared to the past, but still, the reality is that women are still underrepresented at the management level of public service.

According to Bangani and Vyas-Doorgapersad (2020), the South African Public Service is governed by legal, policy, and regulatory frameworks that call for gender equality in the public sector to provide equal opportunity to male and female employees. However, discrimination against women in the public sector still exists. To promote gender equality in the organisation's strategy and executive responsibilities, work-based policies and programmes, department-based decision-making processes, and public service structures and practices, the government must take remedial action. The concept of gender equality, according to Nkosi and Mulaudzi (2017), is predicated on fairness and equity in politics, society, culture, and the public sector.

It is crucial for achieving gender balance. Every nation's progress depends on achieving gender equality in all spheres of life. As a result, Robinson (2015) suggested that gender equality and concerns about women's empowerment are essential to achieving sustainable development since gender inequality is the most enduring and pervasive global challenge of the 21<sup>st</sup> century working against its realisation in patriarchal nations.

If South African public administration and or public sector desires a growing and improving country, Masango and Mfene (2015) make the case that, among other things, the advancements gained in the pursuit of gender equality should be used to gauge the advancement of democracy in South Africa. According to Moloto, Brink and Nel (2014), the struggle for gender equality in the public sector is a result of gender prejudices, which are views that men and women are better tailored to particular roles based on different qualities and attributes.

These generalisations are widespread, often normative as well as evocative, and they affect all aspects of women's and men's conduct. Singh and Khan (2019) contested the notion of gender stereotypes because it is a system and or a construct that promotes gender inequality, whereas globally, more women than men live in gender inequality. The problem of gender inequality in public service or public administration is addressed by Mannell (2012) who suggested that, among the several obstacles to gender mainstreaming, reluctance to cultural progress is a significant roadblock. Failure to prioritise gender equality and women's viewpoints in decision-making also necessitates reevaluating priorities and regulations. It involves more than just aiming for equitable access to programmes for men and women.

Mhembwe (2019) observed that because achieving gender equality is a constructive forward-looking strategy for South Africa's growth, it aids in producing substantial and lasting social as well as economic rewards in public administration. According to Nkosi and Mulaudzi (2017), it is critical for women to have equal access to opportunities as males in the government sector and understand that the main responsibility of all the institutions of government is the implementation of gender equality. For gender equality to be achieved, the government must not run away from engaging in a demanding gender mainstreaming strategy.

This idea will lead to what Albertyn (2018) referred to as equality-centred, which is the foundation of constitutional democracy and an important anti-colonial and anti-patriarchal achievement, but that the malleability of equality indicated that it was always susceptible to various interpretations by the administration and parliament, as well as by judges tasked with implementing the constitution. In light of the requirement to measure Sustainable Development Goals via a gendered lens, the public sector must promote gender responsiveness and gender transformational evaluations, which are currently garnering increased attention (van Rensburg and Mapitsa, 2017). In pursuit of gender responsiveness, Bangani, and Vyas-Doorgapersad (2020) argued that the public sector must first acknowledge which is the foundation of the constitutional democracy and an important anti-colonial and anti-patriarchal achievement, but that the malleability of equality indicated that it was always susceptible to various interpretations by the administration and parliament, as well as by judges tasked with implementing the constitution.

Nhlapo and Vyas-Doorgapersad 2016) stated that: In government agencies, there is no major or meaningful progress towards gender equality since, other than generic policies and practices that apply to all employees; there are no specific initiatives that acknowledge women as a distinct interest group with unique needs and concerns. Similar to the last argument, Msuya (2020) stated that the fight for equality for all people and the elimination of harmful cultural practices that discriminate against women has been going on for a while in the public sector. Libre (2017) added that the notions of gender equality and inequality should be growing concerns in public service because the challenges of gender equality have been evident, in many countries, and in all parts of the world, including South Africa.

The president of ANCWL and the then minister in the Department of Women Affairs in the Presidency, Ms Bathabile Dlamini (2019) was invited on International Women's Day and interviewed by Avantika Seeth, a journalist with the City Press and she said: "There is much work to be done because our nation's structure is based on patriarchy, masculinity, and misogyny. As the minister of women, you can say a lot, but what matters is what you actually do. I'm aware that when our leaders first take office, they all develop a keen awareness of women's issues, but as time goes on, they lose focus on women's issues and neglect the group that is crucial to a vibrant nation. It is an undisputed fact that women face the challenge of discrimination in the public service".

Even Baffa (2011) examined the notion of gender equality in the South African Police Service, and she argued that the power relationships between men and women continue to favour men at the expense of women in policing organisations both nationally and internationally. Furthermore, Ramparsad (2019) concluded that the issue of equality between women and their male counterparts arises in the context of women's struggles in the public service. As a result, she recommends that the Ministry of Public Service and Administration works with influential groups like the Commission for Gender Equality, the Department of Women, and the civil society sector to develop a comprehensive strategy to address gender mainstreaming.

This section examined the implementation of women empowerment and gender equality in the public sector, with a specific reference to rural local government. It has been established in the literature that women continue to suffer in the face of men despite having policies in place to implement gender mainstreaming and gender equality. The next section will review the phenomenon of gender equality within the context of local government.

### **3.7. Institutions of Gender Equality in South Africa**

The table below outlines women empowerment and gender equality programmes within the South African context.

**Table 3: Institutions of Gender Equality in South Africa**

LWEGEI	PROGRAMME
CGE	<p>The Commission for Gender Equality (2022) states that CGE is a South African chapter nine constitutional entity to promote and strengthen the inclusion of women as a democratic and constitutional process. The Constitution of South Africa, in creating a framework for a new society, has established a Bill of Rights in Chapter 2 of its first constitution of 1996.</p> <p>As stated above, the main role of CGE is premised on the government of South Africa's desire for a free and equal society in all fundamental and material aspects of life. The institution was established in terms of Section 187 of the Constitution of the Republic of South Africa to promote respect for gender equality and the protection, development and attainment of gender equality. The core mandate and or business of CGE is to advance promote and protect gender equality in South Africa through undertaking research, public education, policy development, legislative initiatives, effective monitoring and litigation.</p> <p>The Commission's Legal Department had been set up to do the following:</p> <ul style="list-style-type: none"> <li>• Investigate gender-related complaints.</li> <li>• Evaluate laws, customs, practices and indigenous law, personal and family law affecting gender equality or status of women that are in force or proposed by Parliament.</li> <li>• Recommend to parliament the adoption of laws that will promote gender equality and the status of women.</li> <li>• Monitor compliance with international conventions, covenants and International Charters acceded and ratified by the government that has a bearing on the object of the CGE.</li> <li>• Make Contribution/submission to law making process, especially in laws that affect women adversely and have a bearing on gender equality in South Africa.</li> </ul>

**DWYPD**

The Department of Women, Youth and Persons with Disabilities (2021) states that the department was established and given the mandate to regulate the socio-economic transformation and implementation of the empowerment and participation of women, youth and persons with disabilities. This is done to enable the department to execute strategic leadership, coordination and oversight of government departments and the country in mainstreaming empowerment programmes for women, youth and persons with disabilities.

The department has five keys which are administration, social transformation and economic empowerment, policy, stakeholder coordination and knowledge management, youth development and rights of persons with disabilities.

Amongst the department's programmes are policy, stakeholder coordination, and knowledge management. The sole purpose of that is to make informed decisions and input with regards to women in South Africa, with a specific reference to all the institutions of government.

The department undertakes research, policy analysis, knowledge management, monitoring, evaluation, outreach and stakeholder coordination for women's socio-economic empowerment and gender equality.

The Programme consists of the following four sub-programmes:

- **Research, Policy Analysis and Knowledge Management:** the purpose of the sub-programme is to promote the development of gender-sensitive research, position the department as a hub for content relating to the socioeconomic empowerment of women, and conduct policy analysis to intervene in transformation for women's socio-economic empowerment and gender equality.
- **Stakeholder Coordination and Outreach:** the purpose of the sub-programme is stakeholder management, and to conduct outreach initiatives that promote women's socio-economic empowerment and gender equality.
- **International Relations:** the purpose of the sub-programme is to promote international relations and engagements with women, as well as ensure South Africa's compliance with international treaties on women.
- **Monitoring and evaluation:** the purpose of the sub-programme is to coordinate gender-responsive planning and monitor and evaluate progress on the empowerment of women in line with national development goals as well as regional, continental and international treaties and commitments.

<b>SGJ</b>	Sonke is a South African-based non-profit organisation working throughout Africa. We believe women and men, girls and boys can work together to resist patriarchy, advocate for gender justice and achieve gender transformation.
<b>ILM</b>	<p>Impendle Local Municipality is a Category B municipality in uMgungundlovu District in KwaZulu-Natal. It is one of seven municipalities in the district. It is outside the primary and secondary movement systems of the district, and is some distance away from the major tourist and trade routes, although two important roads mark its borders.</p> <p>The major municipal programme:</p> <ul style="list-style-type: none"> <li>• iMpendle Local Municipality conducts an annual Take a Girl Child programme that is treated as an annual event. The annual Take a Girl Child to Work initiative samples 20 matrics students from various iMpendle High Schools with the intention to give them chance to experience a working environment. In this programme, the students participate in on-the-job shadowing with all the municipal departments. The learners are informed of career options available within iMpendle Local Municipality.</li> </ul>

### **3.8. Gender Equality: A South African Local Government Perspective**

This duty of the municipality is inclusive of the women and the question of promoting the development of women through promoting gender equality. Qoboshiyana (2011) stated that the local government in the Republic of South Africa is based on a concept of decentralisation, which produces three sectors of government, national, provincial, and local, further supported by the local government. According to the Municipal Structures Act 117 of 1998, local government is established in the constitution as a separate domain of government that is interdependent with and tied to national and provincial spheres of government. There is general agreement that local governments are essential to democracy, development, and nation-building in our nation, and that previous policies have left a legacy of egregious inequality and extreme poverty.

To strengthen democracy and advance socioeconomic development, including advancing women's liberation and gender equality, local government has been given a special status and responsibility. As a result, Nzewi and Sikhosana (2020) argued that the participation of women in local government planning and budgeting is attractive to gender equality activists and public administrators because it is a system that provides mechanisms to infuse gender priorities into all the budgetary processes and ensuring that local government budgets are gender aware.

Vyas-Doorgapersad (2014) stated that the matter of gender equality in the local government persists, which is the first point that requires initiatives for women empowerment. The author also made the case that government policies must take gender equality, gender-based tasks, gender-based tasks, and gender-disaggregated data into account.

According to Diedericks and Visagie (2018):

In the South African local government context, equal participation is regarded as a cornerstone for the establishment of partnerships between communities and local government administration. Currently, local government service delivery is desperately needed by the people of South Africa. To eliminate historical inequities and provide a higher quality of life for all, municipalities must assure the delivery of desired levels of service to communities.

According to Penceliah (2011), the three domains of government in South Africa have committed to advancing gender equality through various pieces of legislation and policy initiatives, and they have signed on to several international and regional gender instruments. In addition, the author claimed that despite the broad advancements made in the public sector, there are still concerns regarding the slow rate at which women are assuming posts in local government's higher echelons.

Women in leadership and senior management would convey a favourable message to women joining the workforce because local government is closest to the people (Selokela, 2012). This is because South Africa is a developing nation, and all branches of the government must take initiative to remedy historical injustices. According to Penceliah (2011), gender mainstreaming should be adopted in South Africa as the recognised global method for advancing gender equality. The phenomenon of gender mainstreaming serves as a method, an approach, and a means of achieving gender equality rather than being an end in and of itself.

Nkosi and Mulaudzi (2017) claim that the South African government was predetermined to develop and implement gender-sensitive policies that encourage and promote the participation of women and ensure equality. Thus, it was anticipated that local governments would actively contribute to the social, economic, and material advancement of their areas, thereby improving the lives of women by offering essential services.

Rutaremara (2018) stated that the local government in Rwanda was mandated to include gender equality strategies in their Local Economic Development (LED) policy and programmes. In South African local government, according to Nyiransabimana (2018), gender equality, women empowerment, quotas and the representation of women in political office have become common narratives. As a result, gender equality is receiving more attention in local government as a fundamental requirement for democratic, inclusive, and successful governance. According to this paradigm, women's involvement might be crucial in providing services to rural communities.

Hicks and Buccus (2012) seem to understand the significance of integrating gender into the creation, execution, monitoring, and assessment of their programmes. Few operational plans take gender into account, for example, by describing how the provision of services like electricity, water, and sanitation will be used to meet the needs of women in particular. This section has already determined that within the international and regional as well as South African public service, gender inequality persists, even though there are policies that should guarantee the implementation of women empowerment and gender equality.

Sithole, Todes and Williamson (2012) investigated this issue and made the case that municipal outputs are not gender-specific; some municipalities continue to forgo funding for training programmes in gender analysis, and women are not given access to professional responsibilities. From this, it is clear that the local government is aware of the gender equality and women empowerment policies, but these policies are not implemented.

According to Govender and Vyas-Doorgapersad (2013), for municipalities to comply with the laws requiring gender equality, each municipality must conduct a gender-sensitive assessment, identify the best strategies for gender mainstreaming, assess the availability of gender-based training opportunities, examine the framework's implementation, and suggest empowerment strategies to address the issues relating to gender equality.

Meyer (2014) reported that once local government embarks on the implementation of gender mainstreaming initiatives, the senior management should be at the forefront because without the involvement of leadership, nothing can be implemented. According to Govender and Vyas-Doorgapersad (2013), municipalities should assess their gender equality policies and the degree to which they are being implemented in other municipal offices.

According to the Commission for Gender Equality (2011), if local governments can persuade political parties to support gender equality and improve the status of women, then this issue will move beyond the scope of their political platforms and become a priority for implementation. The City of Johannesburg (2020) concluded that local government should actively promote gender equality in South Africa regardless of race, gender, class, or other classification of humanity. The City of Johannesburg established that local government is part of the three spheres of government, and should implement South Africa's National Policy Framework for Women Empowerment and Gender Equality.

### **3.8. Conclusion**

There is a thin line, between gender equality, and women empowerment, they both represents an important topic of discussion in contemporary literature of Public Administration as it focusses on the endeavours of the governments to create platforms for the women access, control and benefit from available resources in their societies. In light of the South Africa's background of inequalities in the pre-1994 era, this chapter has demonstrated that affording political and economic empowerment opportunities should be the main drivers of the current government administration. Furthermore, literature that was discussed there was based on the gender balance as the endeavour for a capable state. A lack of gender equality contributes on the scarce resources to build an effective government. The theoretical perspective which is discussed as part of literature review in this chapter has provided various perspectives for the conceptualisation and understanding of the phenomenon of gender equality from the global, regional, national and local contexts. The chapter began with the conceptualisation of gender equality and proceeded to reflect on various subthemes, including the conceptual reviews of gender equality, and reflected on international, regional and local reviews. This chapter reviews the phenomenon of gender equality, with specific reference to regional and international reflection on gender equality and a public administration perspective on gender equality. The chapter concludes with an overview of gender equality in the South African local government context.

## **Chapter Four**

### **An implementation of gender equality policy within iMpendle Local Municipality.**

#### **4.1. Introduction**

The previous chapter focused on gender equality, and this chapter focuses on public policy an overview of public policy 5 C protocol of policy implementation as a framework that underpins the arguments raised herein. The theory and conceptual framework inform the basic goal of this study, which is to examine, understand, critique and offer recommendations on how effective implementation of the WEGEP can improve the lived experiences of women in iMpendle Local Municipality. This hybrid model was necessary to guide the study in terms of identifying specific variables and viewpoints that guided the researcher in analysing and interpreting the findings of the study. To achieve this goal, the study examined, critiqued and offered recommendations on how effective implementation of the WEGEP could improve the lived experiences of women in iMpendle Local Municipality.

#### **4.3. Conceptual Framework**

The conceptual framework supports research in numerous ways. According to Grand and Osanloo (2014), the conceptual framework helps the researcher discover and develop a worldview on the phenomena under study. Shikalepo (2020) made a similar claim, arguing that a conceptual framework highlights the justifications for why a study issue is important to investigate as well as the study's presumptions. According to Akintoye (2015), a study typically uses a conceptual framework when current theories are inapplicable or insufficient to establish a solid foundation for the inquiry. Furthermore, conceptual frameworks, according to Ravich and Carl (2016), are generative frameworks because they capture how the research process thinks. According to Sharp and Lang (2018), a conceptual framework is the result of combining numerous linked concepts to explain and provide a more comprehensive understanding of the phenomenon under study.

A conceptual framework, according to Farley-Ripple *et al.* (2018), represents the organisation of core ideas and central concepts from theories as well as significant findings from a study. This argument is consistent with that of other academics. Abraham *et al.* (2019) concluded that a conceptual framework organises the major concepts in the investigation to determine the emphasis and direction of the enquiry. A conceptual framework gives the study lines of reasoning coherence, making it simple to explain how and why the study concepts are important regarding the body of knowledge in that particular subject.

#### **4.4. The Reflections on Public Policy in Public Sector**

The above section reflects the policy as the guideline of government; this section is focused on the theoretical foundations of public policy within the context of the public sector, so it is necessary to address the definitional aspects of public policy. The most common definition of public policy is that it is foremost seen as the government's plan of action.

On a similar note, Kraft and Furlong (2019) state that the phenomenon of public policy in the public sector relates to a plan or course of action; a public policy transpires into a law, a rule, a statute, a regulation or an order and a way forward.

Stewart *et al.* (2008) report that public policy relates to the process or series of actions undertaken by the government to remedy a certain societal problem that was identified in the first place. Smith and Larimer (2018) also argue that public policy is a developed, implemented and evaluated government action within specialised policy subsystems that represent communities for whom in the end the outcomes of a policy action can and will have an impact on their lives.

Hill and Varone (2017) define a public policy as the principled guide to action taken by administrative executive branches of the state with regard to a class of issues in a manner consistent with law and institutional customs. Furthermore, Dye (1984) explains public policies as the result of the amalgamation of "rational planning; belief in or advocacy of change through small steps, rivalry amongst groups, elite preferences, systematic forces, political processes and institutional influences.

Knill and Tosun (2020) state that policies are the outcomes of the combination of miniature decisions taken, decision-makers and are the result of the process of complex bargaining. However, according to Shafir (2012), the process of policy-making and the drawing up of policies are the result of an ideology at work, thus alluding to the fact that public policies represent government ideology.

Toleikiene and Meskyte (2014) believe that public policy can assist in the “regulation of behaviour, the organisation of bureaucracies, be of assistance in the distribution or allocation of benefits/resources or the collection of taxes, as well as spell out the methods of implementation. In the same way, Weible (2014) argues that the context of public policies is designed according to the socioeconomic conditions that are found in a particular geographical area that the public policy must respond to.

This means that the premise of the public policy-making process can be influenced by various factors such as the “institutional arrangements; party system a country uses or the general interaction between government and the general public” (Knill and Tosun, 2012). Public policies also encompass the predominant thoughts, philosophies and dogmas that exist in a society. Therefore, these factors create a platform for the foundational premises and structures within which policies can be contemplated. Selepe (2021) argues that the public policy decision-making process occupies a prime position on the agendas of developed and developing countries. While public policy decision-making can be defined and interpreted in varied ways, in this study, public policy decision-making involves the choice of an alternative from among a series of competing alternatives.

Zeka (2009) states that Ghana has experienced a surge in the development of a resilient civil society which has over the years relentlessly, through its strict and rigorous policy analysis stance, represented the citizenry against sometimes short-sighted and greedy policy-makers. Particularly in Africa, the public policy decision-making process is, in most cases, a challenging and tedious process. Finally, Ingle (2011) states that the matter of public policy in the public sector is basically a link between the government and its people thus creates a system to which they will govern and dispatch services to the people as they are supposed to be given in a form of service delivery. Generally speaking, public policy is what the government chooses to do, or not to do. It is a decision made by the government to either act or not to act to resolve a problem. Public policy is a course of action that guides a range of related actions in a given field.

Eberli (2017) argues that to influence the policymaking process, interest groups participate in consultation procedures and parliamentary hearings, lobby elected officials and deliver policy expertise to decision-makers.

#### **4.5. A Review of Policy Implementation in South African Local Government**

Municipal administrative and political officials ought to play a major role in the policy formulation stage, including drafting the initial document with the directive of their political principal. Narbón-Perpiñá and De Witte (2018) state that policy implementation in local government takes place after it has been authorised by the political office-bearers who are in, this instance, councillors at a municipal council meeting.

On a similar note, Munzhedzi (2020) reports that the challenge of policy implementation in South African local government is mainly caused by unrealistic and unachievable policies and the lack of proper application of the 5C protocols in those policies. According to Plagerson, Hochfeld and Stuart (2019), a failure is predominantly caused by the fact that most institutions appoint inexperienced managers with a lack of managerial expertise, as a result, a miscarriage of policy implementation commitment contributes to ineffective policy implementation

McLaverty (2017) posits that policy implementation in local government requires the performance of all activities that constitute public administration, namely, generic administrative, auxiliary and instrumental activities as well as functional activities. Greenhalgh *et al.* (2019) state that policy implementation in local government assists the local government to offer whatever training to implement policies within the political jurisdiction. Arnstein (2019) notes that effective policy implementation in local government has an ability to link municipal principles and objectives with those of the national and provincial government programmes and projects. Lovan, Murray and Shaffer (2017) state that at the core of policy implementation in South African local government is active and successful public participation. According to Gloppen (2019), in the South African context, various mechanisms have been put in place to foster community participation. Schiller and Kenworthy (2017) conclude that public participation may mean the creation of opportunities to enable community members and the larger society to actively contribute to and influence the development process and to share equitably in the fruits of policy implementation.

The next section will therefore determine the public policy process in the public sector.

#### **4.6. Reflections on the Public Policy Making Process in Public Sector**

In the above section, this study has determined that public policy in the public sector means that government should have a guideline for its plan of action. In this section, we determine the process by which the public policy gets formulated, implemented, monitored and evaluated. Madimutsa (2008) argues that the process of making a policy, in any sector, involves going through several interdependent stages. These are problem identification/policy agenda setting, policy formulation, policy adoption, policy implementation and policy evaluation. For this paper, we are going to discuss the policy formulation process. To achieve this, the paper will begin by discussing the idea of policy formulation and its importance to an organisation

Hoeyi and Makgari (2021) state that the public policy process is the system aimed to solve societal problems, support governmental institutions and encourage active citizenship. Smith and Larimer (2017) share that the public policy process has certain key features, such as: (1) the approaches used to arrive at them, (2) the goal or purpose for which they are formulated, (3) the focus or content of the particular policy and (4) the tools or instruments contained in the policy. Swanepoel (2000) states that the public policy process is not linear, enaing, it does not start at one point and end at another. Instead, the policy process is cyclical, representing a continuous spiral.

This idea is ventilated by Abas (2019) who argues that the process of public policy which consists of policy formulation and implementation significantly requires good governance practice intervention. He further states that the public policy process at the level of governance action entails the guiding formulation with decision-making on public tasks. Besides that, public policy implementation refers to the part of governance that involves activities about public tasks implied by the directional decisions of those tasks.

Hill (2013:4) identifies actors of policy-making as including politicians, pressure groups, and public servants. According to Anderson (2013:4), the five stages (as mentioned in Chapter One) include agenda setting, policy formulation, policy adoption, policy implementation and policy evaluation.

According to Hill, Michael, and Frederic Varone (2021), the public policy process cycle is briefly outlined below:

- **Agenda-setting.** It is about identifying problems that require government attention, deciding which issues deserve the most attention, and defining the nature of the problem;
- **Policy formulation.** It is about setting objectives, identifying the cost, and estimating the effect of solutions, choosing from a list of solutions and selecting policy instruments;
- **Implementation.** This is the stage of establishing or employing an organisation to take responsibility for implementation, ensuring the organisation has the resources (such as staffing, money, and legal authority) to do so, and making sure that policy decisions are carried out as planned;
- **Evaluation.** It is assessing the extent to which the policy was successful or the policy decision was the correct one; if it was implemented correctly and, if so, did it achieve the desired effect; and if not, where was the challenge, and explore corrective measures.

Cloete and Rabie (2008) emphasise the process made in the paragraph that the phenomenon of public policy means the government's programme of action to give effect to selected normative and empirical goals in order to address the perceived problems and needs in their society in a specific way and therefore achieve desired changes in that community

To conclude this philosophy, Gumede (2008) states that the process of making law is a lengthy one, involving several structures. By the time the draft legislation reaches parliament, where it is tabled as a bill, it will have gone through a specific standard process. At this level, public participation forms the cornerstone of the administration processes.

This section highlights that there is a provision for public participation in all spheres of government and its policymaking processes. However, it is mainly the local government sphere that is a product of a conscious policy and institutional design to ensure the accessibility of government to communities and citizens.

**Figure 2: The Public Policy Process**



Source: Birkland (2019)

Netswera (2014) states that the operationalisation of good governance principles such as transparency and public participation depends largely on the degree of access that citizens have to government information; how the government interacts with its citizens in the performance of governmental duties and administration has been an increasingly contentious issue in South Africa. The above figure highlights the philosophy of public process and in this section, the study will explore the real process briefly.

#### **4.6.1. Agenda Setting**

Agenda setting is the first and important stage in the quest for proper policy implementation, Zikode (2017) states that agenda setting is the least-known but the most critical stage of the policy-making process because, without this stage, there would be no policy to speak of. The agenda-setting stage comprises public participation, problem identification, and problem definition and structuring and problem prioritisation.

According to Marais, Quayle and Burns (2017), the concept of agenda setting is called problem identifying, and public participation; the idea is to make sure that public participation is enforced so that the public has a say in decisions about actions that could affect their lives.

To advance this idea, Howlett (2011) argued that the notion of agenda setting is the phenomenon of public participation, which should include the promise that the public's contribution will influence the decision. Boynton and Richardson (2016) report that the notion of agenda setting promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision-makers.

Birkland (2017) argues that at the core of agenda setting is a move by the government to seek participation from participants, to which, in designing how they participate, the participants provide the government with the information they need to participate in a meaningful way. It is against this background that Zain (2014) argues for the agenda-setting theory, which advocates public agenda to be the core of agenda setting. The public agenda is the main focus or prime issue that the members of the society or the public are concerned about.

Rodrigo and Amo (2006) argue that agenda setting is the process of public consultation to increase the information available to governments on which policy decisions can be based. The OECD (2003) argued that the agenda-setting enforces the philosophy of hearing the views of the public. This is a process where regulatory policymakers may also ask interest groups to submit written information and data at the meeting. A hearing is seldom an independent procedure; rather, it usually supplements other consultation procedures. According to preliminary results from the most recent OECD survey on regulatory quality indicators, OECD countries used public meetings as a form of consultation by 2005, but there were significant differences in their use vis-à-vis procedures and other aspects of the consultation process.

The next section will explore the notion of policy formulation.

#### **4.6.2. Policy Formulation**

The importance of consultations and the involvement of stakeholders in the policy formulation process is to create a sense of policy ownership among stakeholders. In other words, it enables the stakeholders to see the policy as reflecting their beliefs or needs. If there is limited or lack of involvement of stakeholders, then the affected stakeholders might regard the policy as unnecessary. This is because it may be seen as offending their ideological inclinations. The result would be strong opposition to the policy. Eventually, there would be a need to go through the formulation process again to make the policy more effective or to remove portions that appear to be ineffective/offensive (Anderson, 2003).

Zikode (2017) raises a concern about the policy formulation stage which is to create, identify, or borrow proposed courses of action. While, Roux and Cloete (2011) look at policy formulation as policy design, and state that it entails the government deciding what and what not to do and therefore planning and developing the policy content.

Howlett (2011) introduces the idea that policy formulation is a stage that is after agenda setting, and a stage that precedes policy implementation; it is the stage of the policy process in which options that might help resolve issues and problems recognised at the agenda-setting stage are identified, refined, appraised and formalised. Brynard and Cloete (2011) state that during the formulation stage, policy analysts will typically have to confront trade-offs between legitimate public demands for action, and the political, technical and financial capabilities to address them,

Finally, De Wee and Asmah-Andoh (2021) claimed that there must be a policy formulation framework which shall standardise the policy formulation processes across all spheres of government. In doing so, it will set out the basis for policy development, coordination, policy-making cycle, expected standards and institutional arrangements to be put in place for effective policy development and implementation.

The next section explores the notion of policy adoption.

### 4.6.3. Policy Adoption

The policy adoption phase in the policy process phase is when the formulation phase has passed, and it is adopted by different houses of law. De Wee and Asmah-Andoh (2021) argue that the stage of policy adoption involves taking the draft policy through the relevant approval structures. The approval should first be sought internally in the department from the Minister or Premier or Mayor prior to interaction with Inter-Governmental Structures (IGR) such as Ministerial Clusters, MinMECs and District Mayor's Forum.

According to Minkman *et al.* (2018), policy adoption occurs when the best alternative has been chosen and as seen. From the notion of structures, Oduro, Franklin, and Rosemary Nagy (2014) state that when actors fail to meet these prerequisites, (agenda setting, policy formulation, and policy adoption), policy implementation failure is inevitable.

Hence, Anderson (2013) argues that bringing the policy for adoption is also a process; bringing in these forums does not mean it will always result in going ahead with the best alternative but sometimes may entail taking no action at all. Taking no action may occur as a resolution to the prioritisation of other identified problems that should first be formulated and implemented.

Foli (2016) concurs with Anderson (2013) and states that even with sufficient organisational capacity and favourable policy characteristics, the adopting actor should aim to change the policy course. Minkman *et al.* (2018) conclude that these policy adoption factors should occur during phases of the policy-making process because the suitability of the transferred policy phases plays a key role in policy adoption besides this normative fit, the institutional fit plays an important role as well.

After the policy adoption, then comes the phase of policy implementation, which shall be explored in the next section.

#### **4.6.4. Public Policy Implementation**

The policy implementation stage means that the policy proposal has passed all the preceding stages, including the test of policy adoption, and they now take it to the practical side of things. Antero (2013) states that policy implementation became a focus in the 1970s when Pressman and Wildavsky's classic text on implementation was published. In their book, Pressman and Wildavsky (1973) describe implementation as carrying out, accomplishing, fulfilling, producing and completing hence manifesting the policy objectives.

De Wee and Asmah-Andoh (2021) state that the implementation stage of the public policy process has to do with translating a policy into implementation such as designing a programme that outlines activities to be undertaken, resources and institutional arrangements.

Mthethwa (2017) shares two methods of policy implementation, which is top-down approach, and down – top approach. He argues that with the top-down approaches it is difficult to determine whether the policy is succeeding or failing, and that policy should not be formulated and therefore implemented in isolation as there are several stakeholders involved. About the bottom-up approach, Mthethwa (2017) argues that it advocates for the lower level management to modify policies to meet the needs and concerns of their respective communities

Having outlined these two (2) dominant policy implementation practices, Selepe (2021) argues that the practice of governance in public policy implementation depends upon the policy delivery activity at stake; a council member has little or no power acting alone. According to Buck (2017), as soon as policies are implemented, they are periodically gauged for their relevancy and use. This may result in their continuation, amendment and termination. These incidents often occur if policy-makers shift goals, values, beliefs or priorities. When new issues arise, the policy-making cycle begins again, helping the governing bodies to successfully address new and important challenges. Mthethwa (2017) states that better ways to structure policies can be fostered by learning from previous implementation problems.

The next section explores the notion of policy evaluation

#### 4.6.5. Public Policy Evaluation

This section explores the phenomenon of policy evaluation, which is the final state of the public policy process. De Wee and Asmah-Andoh (2021) state that policy evaluation explores the appraisal of the public policy content, its implementation and impact to determine the policy's value and effectiveness. This notion is adopted by Kallus and Zhou (2018) who opined that the public policy performance of government programmes is designed to assess the implementation of a policy to determine whether to continue with a policy as an option or establish ways in which can be modified. This policy evaluation notion is viewed by Mergoni and De Witte (2022) as a method to assist policymakers in systematically evaluating the design and implementation of public policies against the predetermined policy objectives. Farajtabar *et al.* (2018) concur that the process of policy evaluation assists in identifying areas for improvement and also with accountability by communicating progress to policy beneficiaries, policymakers and oversight authorities such as the Auditor-General and Parliament.

Antero (2013) describes policy evaluation as involving activities aimed at determining whether the policy is achieving its goals. Policy evaluation also involves comparing the intended goals and the actual goals and therefore creating measures to ensure that the difference between the two remains at a minimum.

Wang (2020) states that essentially, the public policy process as a distribution of social benefits method must reflect the consent of most people; it is particularly important whether public policies can be recognised and satisfied by most people. Bäckstrand *et al.* (2017) claim that public policy evaluation has flourished even in multilateral institutions; it also exposes the factors behind the need to evaluate policies within the government and its affiliating institutions. Schoenefeld and Jordan (2019) state that public policy evaluation matters because the resources committed to evaluation are substantial. The general neglect of evaluation matters because there are multiple reasons why actors may advocate, commission, fund, undertake, enact, and/or respond to evaluation. Even in government institutions like the national assembly, members of parliament require public policy evaluations and use the resultant findings to inform law-making and hold the government to account.

To emphasise that policy evaluation is important, Varone, Bundi and Gava (2020) content that public policy evaluation is the premise for accountability and learning. According to Speer *et al.* (2015), policy evaluation is one potential source of such information since a policy evaluation aims to deliver new insights into the quality of a policy design, the progress of its implementation and its final impacts on the economy and society.

Finally, Kallus and Uehara (2020) conclude that it is important to determine whether the public policy addresses the problem which was premised for the policy formulation, adoption, implementation and evaluation because the public policy implementation may seemingly be going well yet the policy may not necessarily solve the identified problem, which makes the policy unsuccessful.

#### **4.7. The Conceptual Framework**

The 5 C protocol of policy implementation, which has been enlarged to the 7 C protocol, is discussed in this section. However, only the original 5 C protocol is taken into account in this study.

##### **4.7.1. 5 C Protocol of Policy Implementation**

The 5 C protocol of policy implementation was adopted to identify the extent of WEGEP implementation in the South African public sector, specifically with reference to iMpendle Local Municipality. In this study, the 5 C Protocol was explored as factors affecting policy implementation as a conceptual framework. The 5 C protocol was used to formulate the study objectives. The 5C protocol is premised on five pillars of policy implementation that are relevant for implementing policies, namely, content, context, capacity, commitment, and client coalition.

### **4.7.2. Content**

According to Coti (2016), content that addresses policy implementation generates two concepts, namely, (a) the degree to which the public policy should be executed, and (b) the goals and initiatives taken by the government to accomplish it. This idea is illustrated by Palumbo and Calista's (1990) contention that the substance of policy implementation is a design of a policy insight into the social and political context in which the policy is created. On the other hand, Grindle (2017) argued that the content of policy is crucial with how it determines the aims it seeks to achieve as well as how it selects the particular tools to accomplish those ends (Khan and Khandaker, 2016).

According to Nurani *et al.* (2018), there is a purpose of the policy and activities aimed at attaining those goals in addition to the idea that content is a tool for achieving organisational goals. Ryan (2015) agreed that the policy's content should be in line with how the execution of the policy turns out. To sum up, the term "content" in public policy refers to the essence of the policy itself, how it tackles the public problem, must decide what to do, how the policy is released, and how it aims to solve present issues, in order to make sure also that issue is resolved and tackled as a means to fix the problem (Saetren and Hupe 2018).

It is evident from the aforementioned lines that the content of the policy should aim to offer a solution to the issues faced by its direct and indirect beneficiaries. The phenomenon of capacity in policy implementation will be examined in the following section.

### **4.7.3. Context**

Regarding context, the question is whether the group or environment is ready for the policy's execution. Instead, it takes into account how the boundaries will affect the implementation process (Warwick, 1982). According to Brynard and de Coning (2006), the context of implementation includes the system's larger social, economic, political, and legal aspects. The institutional corridor, which must flow through all departments and individuals, is another term for context. These variables can all have an impact on implementation. According to Brynard (2000), the systems broader social, economic, political, and legal realities define the institutional context in which implementation must take place.

The institutional context is the main emphasis, which, like other variables, must be changed by the greater context of the social, economic, political, and legal setting (Brynard, 2005). Since social, economic, political, and legal factors could have an impact on the results of a policy's implementation, it is crucial to take context into account.

The process the policy will use to address the stated problems is part of the institutional framework in which the policy is being implemented. The context establishes the boundaries for what must be done throughout the implementation stages and what must be avoided. The institutional context is influenced by the organisation's position within the policy, the strategy behind it, and the level of leadership backing for its implementation (Cloete *et al.*, 2018). Senior management of the organisation should be concerned about organisational structure and culture during the conceptualisation of the implementation phase. During implementation, either of these factors could result in the failure or success of the policy (Brynard, 2005). Due to the institutional implications of the organisational structure, a well-designed institutional structure is essential for the execution of public policies (Knill and Tosun, 2012).

#### **4.7.4. Capacity**

The idea of capability is the second philosophy covered by this conceptual framework. Saetren and Hupe (2018) define capacity in policy implementation as an institution's structural, functional, and cultural ability to carry out the government's policy objectives. Similarly, Cáceres (2016) noted that the capacity seeks to explore whether the organisation has resources like an adequate complement of staff, adequate information on the implementation process, and facilities such as buildings and equipment, to ensure that policies are carried out as they are intended. According to Nurani *et al.* (2018), implementing public or government policy is impossible without the administrative capacity of the administrators to carry out the required reforms. The administrative capacity and institutional framework interact in a two-way manner to determine the balance, dynamism, and strength of the relevant inter-agency bureaucracy, which in turn influences the success of implementation (Harris and Jones, 2018).

Burger (2017) asserts that the capacity philosophy has been considered a strategy that calls into question the institutional capacity of the government and its affiliated organisations. In a similar vein, it is consequently impossible to successfully implement policies without looking into the idea of capacity as it relates to resource allocation. According to Brynard (2005), the public sector's ability to successfully carry out policy objectives is closely related to its

structural, functional, and cultural capabilities. For instance, the government's capacity to successfully deliver planned services aimed at preserving citizens' quality of life is one such capability. According to the phenomena of capacity in policy execution, the government should make investments in capacity, including capital, skill, and human resources, to name a few.

#### **4.7.5. Commitment**

Ankamah (2018) observed that a core idea determines both the political will of the government to implement a policy and the seriousness of loyalty to a policy implementation displayed by individuals responsible for carrying it out. The dedication to study public policy is crucial at all levels through which policy is passed, not only at the ground level (Brynard, 2000). In a similar vein, Holmes (2016) pointed out that the government and its affiliated institutions must ensure that their staff is on board with the enforcement else, the policy's execution is bound to amount to nothing more than hype, which will erode political commitment.

According to Cloete *et al.* (2018), one of the fundamental tenets of commitment in the execution of public policies is that the leadership, either in management or politics, should show commitment before any policy is put into effect. According to Tenbensen and Silwal (2022), the availability of the resources required for successful policy implementation depends on the parties charged with carrying out the policy entering into a legally binding agreement.

According to Si *et al.* (2019), entrusted parties who fully commit to policy implementation achieve the anticipated benefits. The government may have the most rational policy but without the commitment from the government agency. It is crucial to ensure commitment throughout the process of implementing policies; dedication must start at the top and extend down to bureaucrats on the ground (Brynard, 2000). It is important to comprehend how commitments and policy implementers interact to affect implementation and how these impacts might be organised to increase overall implementation effectiveness. Nurani *et al.* (2018) concluded that political will and or commitment are entrusted with implementation at various levels.

#### **4.7.8. Clients and Coalitions**

For the successful execution of the policy, the government should build a coalition with opinion leaders and interest groups, including external actors. Clients and coalitions refer to the cooperative association of interested parties, opinion leaders, and other significant roleplayers outside parties with whom the government may collaborate to implement a policy. A policy coalition, according to Sutton (1999), consists of people and organisations with the same values, moral standards, and established patterns of behaviour. According to Burger (2015), the importance of clients' and coalitions' participation in ensuring effective policy implementation cannot be overstated. Clients' and coalitions' roles as internal and external stakeholders and partners are crucial.

According to Nurani *et al.* (2018), a government institution's administrative capacity is to carry out the required adjustments when officials from various levels and divisions of the same agency tend to detect various customer demands. The ability of multiple agencies to compete for resources in the same policy area or for objectives is crucial for intra-agency politics. Inter-agency and intra-agency politics should focus on the 5Cs' overarching plan (Harris and Jones, 2018). Burger (2017) concluded that the target groups for any policy's execution also have an impact on its success. Therefore, it is crucial that the government forms partnerships, actively involves various interest groups, and engages other third parties who support a specific implementation process (Brynard, 2005).

#### 4.8. Alignment of 5 C Protocol with the implementation of WEGEP

**Table 4: The alignment of the conceptual framework with the study.**

<b>Protocol</b>	<b>Alignment with the study</b>
<b>Content:</b>	In this study, the content examined whether the content of the WEGEP has women as its goal and objectives, determine whether the goals and objectives are aligned with the content, and whether the women are the reason for the policy, are there equal rights when it comes to making laws, opportunities, liberation, and whether iMpendle Local Municipality as a state institution is transformed to accommodate women, and how it implements this policy.
<b>Context:</b>	In this study, the context will determine whether a political system in iMpendle Local Municipality put systems in place for the implementation of WEGEP, and whether these systems promote women as the epicentre for the implementation of WEGEP, equal rights in the making of laws, opportunities, liberation. Finally, to establish whether iMpendle Local Municipality as a state institution is transformed to put systems in place to implement WEGEP.
<b>Capacity:</b>	In this study, the concept of capacity was adopted to establish the overall capacity of iMpendle Local Municipality and its affiliating institutions with regards to implementing WEGEP and whether the municipality can treat women as the reason for the policies, equal rights in the making of laws, opportunities, liberation, and whether iMpendle Local Municipality as a state institution is transformed to accommodate women.
<b>Commitment</b>	In this study, the concept of commitment examined iMpendle Local Municipality's political will to implement WEGEP to ensure that women are beneficiaries of equal rights in the making of laws, and opportunities to empower and liberate women.
<b>Client and Coalitions</b>	In this study, clients and coalition concept were adopted to ascertain whether iMpendle Local Municipality had established relations with different stakeholders to implement and promote WEGEP.

Source: Researcher (2022).

#### **4.9. Conclusion**

Public policy in this study was a core discussion, and furthermore, represents an important topic of discussion in contemporary literature of Public Administration as it focusses on the endeavours of the governments to create platforms for the women access, control and benefit from available resources in their societies. In light of the South Africa's background of inequalities in the pre-1994 era, public policies have become the pathway, and the mirror of government to reach out to the people on the ground through public participation. The most important aspect of public policy is the notion of policy implementation, because that is where all government political systems, political will, and insourcing of relevant stakeholders. The chapter focused on the conceptual framework for the study. The study explored the 5 C protocol as a conceptual framework that underpinned the arguments raised in the study. This informed the goal of this study which is to, understand, critique and offer recommendations on how the implementation of WEGEP can improve the lived experiences of women in iMpendle Local Municipality. The study further aligned the conceptual framework with the study.

The next chapter will explore the research method, which is adopted for this study.

## **Chapter Five**

### **Research Methodology and Design**

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#### **5.1. Introduction**

The theoretical and conceptual frameworks were covered in the preceding chapter. It created the hybrid feminist 5 C protocol, which serves as the study's guiding theory. The purpose of this chapter is to describe the study's research methodology. While the conceptualisation and theoretical parts of the study were covered in the other chapters, this chapter concentrates on the research methods utilised to collect data. The research methodology, research target population, recruiting strategy, research sample, data collection, data analysis, validity and reliability, significance of the study, and ethical considerations were all covered in this chapter.

#### **5.2. Research Design**

According to Dudovskiy (2016), a research design is an overall strategy and perspective of the research process as a whole, primarily concerned with the types of data that are collected, the reasons behind them, the locations and methods used to collect them, and the methods to be used to analyse them. Daniel and Aroma (2011), a research design is a set of guidelines for data collection and analysis that seeks to balance relevance to the research purpose with economy and method. Once the topic and problem of the research have been chosen and developed, the objectives have been adequately specified, and the concepts have been correctly established, the research design should be made (Mukul and Deepa, 2011).

In support of this idea, Kothari (2010) asserted that a research design is essential since it enables the smooth operation of numerous research techniques, resulting in the production of professional research. An appropriate design must be used for a valid and trustworthy study. This is a strategy a researcher adopts prior to the start of data collection to accomplish the research objective (Ravitch and Carl, 2015). Giving research a framework, which includes a plan, strategy, and investigational structure created to get answers to research questions and manage variation in the proposed or carried out research is the essence of research design (Akhtar, 2016). The study adopted qualitative approach as a study design.

### **5.2.1. Qualitative Research**

The foundation of qualitative research methodologies is discovering and comprehending the significance that an individual or group of individuals assigns to a social or human situation (Creswell, 2014). In terms of historical narrative, anthropology, sociology and the humanities, evaluation can be used to trace the roots of qualitative research (Asenahabi, 2019). This methodology enables the researcher to comprehend problems by looking into their unique context and the meaning that others assign to them (Denzin and Lincoln, 2005). Qualitative research derives meaning, purpose, or reality from participant perceptions and experiences (Merriam, 2009).

A study strategy that aims to create theories and knowledge is called qualitative research (Thanh and Thanh, 2015). On the other hand, qualitative research, according to Tolley *et al.* (2016), places the observer in the participant's reality and takes an interpretive, naturalistic approach to the world. In qualitative research, the quality of meaning and lived experiences are emphasised (Green and Thorogood, 2018). According to Smith and Smith (2018), the researcher in qualitative research becomes a tool for data collection, and the findings can vary significantly depending on the researcher. Finally, improving self-awareness, increasing insight into the human condition, and improving knowledge of human behaviour and experience are the main goals of qualitative research.

### **5.2.2. Type of Qualitative Method**

The qualitative research designs are explored through a variety of qualitative methods, and the following section explores these types.

#### **5.2.1. Phenomenological Studies**

Abdul Khalek *et al.* (2019) state that a phenomenological research approach is based on the researcher's ability to identify phenomena through how they are perceived by the actors in a situation. A complimenting idea is advocated by Zahavi and Martiny (2019) who opine that phenomenological research design in the human sphere normally translates into gathering 'deep' information and perceptions through inductive, qualitative methods such as interviews, discussions and participant observation, and representing it from the perspective of the research participant(s).

According to MacLeod (2019), phenomenology is concerned with the study of experience from the perspective of the individual, ‘bracketing’ taken-for-granted assumptions and usual ways of perceiving. Phenomenology is an encounter, a way of living, and a craft. It is a way of looking at what was in direct response to empirically bound ideas about the meaning of the human experience and the world (Greening, 2019). Barrow (2017) concludes that the problem with phenomenological research is that it generates a large quantity of interview notes, tape recordings, jottings or other records all of which have to be analysed.

### 5.2.2. **Ethnographic Studies**

The concept of ethnographic research is, according to Mertala (2019), a research method that aims at a holistic description of the cultural characteristics of a group of people to observe the main technique used to gather information in respect of cultural features such as language, marriage, family life, child rearing practice, social relation, rule of conduct, religious beliefs and practices in these studies. Jones and Smith (2017) state that ethnographic research is further concerned with those groups of individuals who are marginalised in society.

Ethnographic research is sometimes known as research that is used by cultural anthropologists; it is known to be an objective form of research (Gherardi, 2019).

### 5.2.3. **Grounded Theory**

According to Khan, (2014), grounded theory is a research approach, a strategy whose purpose is to generate theory from data. ‘Grounded’ means that the theory will be generated based on data; the theory will therefore be grounded in data (Singh and Estefan, 2018).

Bratianu (2020) argues that the grounded research method is a step towards conceptual thinking and theory building rather than empirical testing of the theory. De Lucas Ancillo *et al.* (2021) state that grounded method is a conceptual thinking and theory building that is why the researchers conduct an inductive, constructivist approach.

#### 5.2.4. **Historical Studies**

According to Yan and Hyman (2018), historical research is concerned with establishing the occurrence of unique events. Historical research not only determines past events but also interprets such events and establishes a pattern of relationships. On the same argument, Tumbé (2019) states that historical research is conducted based on historical data. It can be taken as all the research depending on history because it relies upon the erstwhile recorded findings. However, Ahlskog (2020) agrees that it is data from historical events and the problem treated in historical research is essentially historical. Bratianu (2020) argues that even though this is historical data and events, their main objective is to recreate the past, through existing records and their interconnections. Burns (2019) concludes that historians conducting research systematically examine past events to give an account; historical research may involve interpretation to recapture the nuances, personalities, and ideas that influenced these events, and the expected research outcome is to communicate an understanding of past events.

#### 5.2.5. **Case Studies**

The concept of case study is according to Sjoberg, Orum and Feagin (2020), a case study in research is used in design research to analyse a phenomenon, generate hypotheses, and validate a method. Though they are used extensively, there appears to be no accepted systematic case study method used by design researchers. That view is held by Thomas (2021) who states that considering the nature of a case study in research and its objectives, the case study method could be a suitable method for conducting design research. Finally, Verleye (2019) contends that case study research is explored through reports of past studies, allowing the exploration and understanding of complex issues. It can be considered a robust research method, particularly when a holistic, in-depth investigation is required. Recognised as a tool in many social science studies, the role of the case study method in research becomes more prominent with regard to educational issues.

### 5.2.6. Action Research Studies

Burns (2019) reveals that action research is the superordinate term for a set of research approaches which, at the same time, systematically investigate a given social situation and promote democratic change and collaborative participation. Elg *et al.* (2020) concur that action research involves a self-reflective, systematic and critical approach to an enquiry by participants who are at the same time members of the research community. The aim is to identify problematic situations or issues considered by the participants to be worthy of investigation in order to bring about critically informed changes in practice (Burns and Westmacott, 2018).

The next subsection explores the second research design, which is quantitative research.

### 5.3. Quantitative Research

According to Rutberg and Bouikidis (2018), quantitative research is an approach to conducting research with the goals of determining facts, proving correlations between variables, and forecasting results. Research methodology, according to Williams (2011), is a comprehensive process that researchers go through before beginning their work. In light of this, the quantitative research approach focuses on analysing and quantifying factors to provide findings. Methods from the natural sciences are used in quantitative research to ensure objectivity, generalisability, and reliability (Weinreich, 2009).

Additionally, Simpson and Lord (2015) argued that quantitative research is defined as a systematic scientific investigation into a phenomenon through the gathering of numerical data and the use of mathematical, statistical, or computational methods. When considering the goals of quantitative research, it is clear that quantitative research involves measuring and cannot be separated from variables and hypotheses. Variables are ideas that can take many different forms and have a wide range of possible values, whereas hypotheses are unproven assumptions or predictions about how variables will interact (Hkansson, 2013).

As an alternative, Park and Park (2016) pointed out that the positivist paradigm, which supports methods based on statistical analysis, is at the centre of quantitative research. Other techniques used in this include inferential statistics, hypothesis testing, mathematical explanation, experimental and quasi-experimental design, randomisation, blinding, structured protocols, and questionnaires with a limited set of predetermined answers. The standardised questionnaire

or intervention they receive, statistical methods used to test predetermined hypotheses regarding the relationship between particular variables, and random selection of research participants from the study population in an unbiased manner are all examples of quantitative research techniques (Apuke, 2017).

### **5.3.1. Typology of Quantitative Methods**

The study established the following types of methodological research:

#### **5.3.1.1. Correlational research**

According to Seeram (2019), correlational research is designed to provide static pictures; it involves the measurement of two or more relevant variables and an assessment of the relationship between or among those variables. This is to uncover the variables that have a systematic relationship. Li *et al.* (2018) argue that correlational research discusses the methods by which researchers select variables for this type of enquiry, explains the primary purposes of correlational studies, and overviews data analytic strategies.

According to Akoglu (2018), a quantitative methodology used to determine whether, and to what degree, a relationship exists between two or more variables within a population or a sample. Ke *et al.* (2021) concur that correlation research explores the creation of relationships between two or more variables in the same population. This would mean that correlation research is conducted when researchers want to explore the extent to which two or more variables co-vary, that is, where changes in one variable are reflected in changes in the other (Jiang, Chen and Sun, 2022).

#### **5.3.1.2. Experimental research**

The concept of experimental research is a research design that explores the primary approach used to investigate causal relationships and to study the relationship between one variable and another (Haaland, 2020). Bakker (2018) concurs and states that experimental research's biggest advantage is that the investigator has a stronger hold on variables to obtain desired results which are extremely specific. Park, Konge and Artino, (2020) conclude that experimental research has the power to derive the cause and effect of a hypothesis where the result can be applied to various other similar aspects.

### 5.3.1.3. Causal-Comparative or Ex Post Facto implies

The concept of a causal-comparative research, according to Blakeslee (2020), is a quantitative research design that investigates a problem by studying the variables in retrospect. It is research in which the dependent variable is immediately observable and the main concern is to find out the antecedents that gave rise to this consequence. Patten, and Galvan (2019) argue that a causal-comparative study is a form of study that tries to identify and determine the cause and effect of the relationship between two or more groups. Finally, a causal-comparative study is a study in which the researcher attempts to determine the cause, or reason, for pre-existing differences in groups of individuals, (Kasztelnik, 2020).

**Table 5: Qualitative versus Quantitative research**

Table 5 below demonstrates the differences between qualitative and quantitative methodology.

Qualitative research	Quantitative research
The objective is to provide a thorough description.	Classifying traits, counting them, and creating statistical models are the objectives to explain what is observed.
The researcher may only have a general idea of what they are looking for in advance.	The researcher is quite clear about what he or she is looking for in advance.
Recommended for use in earlier research project stages.	Advised for use in the later stages of research initiatives
As the study progresses, the design takes shape.	Before data is collected, the study's various components are carefully designed.
The instrument used to collect data is the researcher.	To get numerical data, the researcher employs equipment or questionnaires.
Data can be expressed as words, images, or physical objects.	Data come in the form of statistics and numbers.
Subjective research includes methods like participant observation, in-depth interviews, etc. where the interpretation of events by the individual is significant.	Uses surveys, questionnaires, and other methods to measure and analyse target concepts precisely.
Qualitative information is more complex, time-consuming, and less prone to generalisation.	Quantitative statistics are more effective and can test ideas, but they may not capture contextual information.
The researcher often becomes emotionally invested in the topic.	The researcher usually maintains an impartial distance from the issue.

Source: Rutberg and Bouikidis, 2018:209.

## **5.4. Mixed Method**

According to Schoonenboom, Johnson, and Froehlich, (2018), the mixed method typically includes more than one reason for mixing. The researcher's aim in mixing is to increase the scope, power and/or quality of the study by following at least two lines of research. A mixed method approach is, in essence, a research methodology distinguished by its underlying philosophies and modes of investigation. It uses philosophical presumptions to give guidance on how to gather and analyse data from several sources for a single study (Creswell, Plano and Clark, 2011).

Poth and Munce (2020) state that the mixed method research is preferred to a single research method to provide reliable and valid research. A mixed-method design can integrate and synergise multiple data sources which can assist to study complex problems. Maxwell (2016) concluded that a mixed method in research as a combination assists in making sure that a phenomenon being studied provides a complete idea which further allows an expanded opportunity to enrich the understanding of a phenomenon being studied.

### **5.4.1. Typology of Mixed Methods.**

According to Tashakkori and Teddlie (2009), there are six different kinds of mixed methods research designs as discussed below:

#### **5.4.1.1. Parallel Mixed Designs.**

Tashakkori and Teddlie (2009) argue that in parallel designs, mixing occurs in a parallel manner, hence these mixed method designs are known as parallel mixed designs. Parallel mixing takes place simultaneously or with some time-lapse. According to the above authors, both qualitative and quantitative questions and data collection analysis techniques employed in the study are used to answer the research question. Parallel mixed designs help the researchers to come up with conclusions that are based on data generated through the integration of quantitative and qualitative phases of the research project.

#### **5.4.1.2. Sequential Mixed Designs.**

Tashakkori and Teddlie (2009) describe sequential mixed designs as those mixed designs where two phases occur chronologically, for example, from qualitative to quantitative or the other way round. When sequential mixed designs are used, the study questions for one phase emerge from the previous phase. The authors further argue that in the sequential designs, the research questions are more or less similar to one another. This helps the study to flow smoothly and unfold and the conclusion reached in the first phase helps the investigator in formulating a design for another phase.

#### **5.4.1.3. Conversion Mixed Designs.**

Conversion mixed design also takes a parallel mixing where quantitative data are analysed separately, and the same is done with qualitative data as they get analysed qualitatively. When conversion mixed designs are used, similar aspects of the same questions are closely analysed when the results of parallel analysis of quantitative and qualitative data sources are integrated into a set of the results (Tashakkori and Teddlie, 2009).

#### **5.4.1.4. Multilevel Mixed Designs.**

These parallel sequential designs take place at the same time where qualitative data are collected at one level and quantitative data are collected at another level. A good example is where quantitative data are collected from the head of the family, and qualitative data are collected from another family member. Tashakkori and Teddlie (2009) argue that when both types of data are analysed accordingly, the research findings are used to make multiple inferences.

#### **5.4.1.5. Fully integrated mixed designs.**

According to Tashakkori and Teddlie (2009), a fully integrated design is a multi-strand parallel design. That is where the mixing of qualitative and quantitative approaches takes place interactively and interdependently in all phases of the research project. The authors argue that it is likely that when fully integrated, designs are employed at every stage of the research, and one approach affects the formulation of the other.

### **5.5. Alignment for Research Method Chosen in the Study**

Having explored the different research methodologies, for this study, the qualitative method of research was adopted.

The following factors were considered for the selection of this method:

- Qualitative research is based on the lived experiences of the participants. This study is based on the lived experiences within a context of WEGEP implementation.
- The researcher had an opportunity to deal with details of all sections of the interview questions, and the research design allowed all participants to freely express themselves in all the questions that were asked during the interviews.
- Given the stakeholders, the qualitative method was more useful because the issue of women empowerment and gender equality was a complex social issue.
- Characteristically, the qualitative method uses words rather than numbers to describe the phenomenon to derive meanings through induced hypotheses and case studies.

The study investigates the implementation of WEGEP, and a qualitative approach was utilised to examine the extent to which the implementation correlates with the lived experiences of the women in the jurisdiction of iMpendle Local Municipality.

### **5.6. Research Philosophy**

The study adopted critical realism as a research philosophy. According to Zukauskas, Vveinhardt and Andriukaitien (2018), a scientific research philosophy is a method the researcher employs to gather fresh and trustworthy information regarding the study object. Generally, research philosophy rests on the following legs: positivism, interpretivism, critical realism, postmodernism, pragmatism and critical realism philosophy.

### **5.6.1. Positivism Philosophy**

The philosophy of positivism was developed during the 17th and 18th centuries, inspired by philosophers Descartes and Locke. Alharahsheh, and Pius (2020) suggest that positivism philosophy is central to engaging in research in settings where variables can be controlled and manipulated.

Similarly, Corry, Porter and McKenna (2019) posit that a positivist paradigm is based on the assumption that a single tangible reality exists one that can be understood, identified, and measured. Furthermore, positivists contend that knowledge can and must be developed objectively, without the values of the researchers or participants influencing its development.

According to Corry, Porter and McKenna, (2019), in positivism philosophy, knowledge, when appropriately developed, is the truth, that is, it is certain, congruent with reality, and accurate. Furthermore, it adheres to the view that only “factual” knowledge gained through observation (the senses), including measurement, is trustworthy.

Hwang (2019) states that positivism studies are limited to data collection and interpretation objectively. In other words, the researcher is an objective analyst and they distances themselves from personal values in conducting the study (Tamminen, and Poucher, 2020).

Bateman (2019) argues that the positivism philosophy in research depends on quantifiable observations that lead to statistical analyses. It has been a dominant form of research in business and management disciplines for decades. It has been noted that, as a philosophy, positivism is in accordance with the empiricist view that knowledge stems from human experience (McCloskey, 2022).

According to Park, Konge and Artino (2020), positivism research philosophy is an atomistic, ontological view of the world as comprising discrete, observable elements and events that interact in an observable, determined and regular manner. Finally, Daniguelo (2020) concludes that positivism philosophy relies on the hypothetic deductive method to verify a priori hypotheses that are often stated quantitatively.

### **5.6.2. Post Modernism**

Postmodernism as a research philosophy, according to Javanmardi, Liu and Xie (2020), was not widely used until the late twentieth century and early twenty-first century. People who hold to postmodernism do not like to be classified, and therefore, it is unlikely they will use the term to refer to themselves. Saenko, *et al.* (2020) claim that postmodern researchers are quite comfortable with the concept that different people will come to different conclusions about the same subject and all of them have discovered the truth, even if such truths contradict each other.

According to Bowden (2019), postmodernism marked a radical shift in emphasis from modernism, and it became the breaking down of ground between high culture and low culture.

Ellaway (2020) states that the concept of postmodernism is oriented towards the democratisation of collective consciousness, and also postmodernism signifies the triumph of individuality. On a similar note, Gumenyuk (2021) advocates that postmodern philosophical culture is a far-reaching term describing a range of activities, events, and perspectives relating to art, architecture, the humanities, and the social sciences beginning in the second half of the twentieth century.

Searle (2021) concludes that postmodernism promotes the notion of multiple realities and parallel or divergent understanding is essential to postmodernist thinking. Postmodernism describes the current cultural and societal condition to which one could react in different ways. However, it is not a philosophical position that one could decide to accept or reject.

### **5.6.3. Pragmatism**

According to Mehmonaliyevich (2022), pragmatism was historically developed in the late 19th and early 20th century as a philosophical movement that focused on the practical consequences of social reality. The philosophy of pragmatism, according to Mamatov (2020), is premised on the idea that research can steer clear of metaphysical debates about the nature of truth and reality and focus instead on 'practical understandings' of concrete, real-world issues. Similarly, Hutauruk and Puspita, (2020) state that pragmatism roots are traced back to academic scepticism over the possibility of achieving perfect knowledge or truth through positivist scientific practice.

The word pragmatism is originally derived from the Greek word “pragma,” which means action, and which is the central concept of pragmatism, (Kaushik and Walsh, 2019). According to Kelly, and Cordeiro (2020), pragmatist philosophy holds a view that human actions can never be separated from past experiences and from the beliefs that have originated from those experiences. Human thoughts are thus intrinsically linked to action. Allemang, Sitter, and Dimitropoulos (2022) point out that pragmatists believe that there is a single real world, however, different people can have different views about that real world.

Nagendrakumar and Madhavika, (2023) state that pragmatists study the actions of individuals in light of their actions. The pragmatist seeks knowledge according to the circumstances in which the phenomenon occurs. Morgan (2020) concludes that pragmatism is committed to continual calls for ways of theorising practice as a never-ending process of transformation that weaves stability and change together into some sort of unified but ephemeral fabric (Clarke and Visser, 2019).

#### **5.6.6. Critical Realism Philosophy**

According to Ritz (2023), critical realism is a philosophy of science in transit, historically developed by the British philosopher Bhaskar’s (1978, 1979) writings. Many others followed, and it was later developed for and employed in social theory by Bhaskar (1989). Stutchbury (2022) states that critical realism is a specific form of realist philosophical theory about the world, human agency and the interaction between these, which was developed from a debate with a range of philosophical approaches, from positivism to post-modernism, including hermeneutics, neo-Kantianism and pragmatism.

Vveinhardt (2018) advanced that critical realism is based on the exegesis and exposition of what is seen and experienced in relation to the underlying structures of reality that shape observable events. It is a comprehensive research philosophy of science that combines constructivism with positivism to give a full account of ontology and epistemology (Hoddy, 2019). In a similar vein, Lawani (2020) defined critical realism as a philosophy that investigates social structures and human agency and uses their interaction as a framework for the examination of complex events in order to theorise the relative interplay of structures and culture. Critical realism, according to Zachariadis, Scott and Barrett (2010), is a crucial aspect of the study that keeps a strong focus on ontology.

Hu (2018) reaffirmed the critical realism premise that the world exists regardless of what we think about it. This is significant because it forces us to acknowledge the limitations of our knowledge and the possibility of making mistakes. The pillars of critical realism, according to Mukumbang (2023) are founded on an assumption that there is a “real social world” that can be observed objectively using our personal, social, historical, and cultural frames. Furthermore, Zhang (2023) argues that critical realism offers an understanding of the social world, whereby both social structure, which are organised set of social institutions and patterns of institutionalised relations, and agency, which are thoughts and actions taken by people, find a place. Tinsley, (2022) shares that critical realism makes an assumption that there exists a mind-independent reality, and truth correspondent with fact and defends the possibility of causal explanation. On a similar view, Banfield (2022) accepts the critical realism perspective that knowledge is communicatively constructed, that our concepts and beliefs are historically generated and conditioned, and that the explanatory knowledge produced through realist analysis will always be open to challenge and subject to change on theoretical and empirical grounds.

The bigger challenge about critical realism, according to Buch-Hansen (2023), is a challenge of odd dualism, meaning the concept of ontology (what is real) and epistemology (what we know). Critical realist phenomenon assumes the existence of an objective world that has powers and properties but recognises that knowledge is a subjective, discursively bound and constantly changing social construction, (Elder-Vass, 2022). Vandenberghe (2022) states that critical realism is premised on the development of social science explanations. Furthermore, this raises a challenge that collecting and replicating the interpretations and explanations that people themselves have of various social phenomena is inadequate. To add on that, Cockburn (2022) argued that by looking at the assumption that reality encompasses an unobservable deep dimension, realist-informed research goes deeper to uncover these hidden generative mechanisms.

## 5.7. Research Philosophy and alignment for the study

The study adopted the critical realism philosophy on the following grounds:

- The study evaluates the implementation of WEGEP in iMpendle Local Municipality; the cluster sampling focused on different institutions to examine how knowledge about women empowerment and gender equality is limited to social constructionism about women in iMpendle Local Municipality.
- This study seeks to explain the implementation of public policies as seen and experienced in relation to the underlying structures of reality that shape observable events.
- The study investigates how social structures and human agency in iMpendle Local Municipality use their interaction as a framework for the implementation of WEGEP.
- Critical realism offers an understanding of the social world, whereby both social structure, which are organised sets of social institutions and patterns of institutionalised relations, and agency, which are thoughts and actions taken by people, find a place, thus the study investigates the institutional patterns with respect to the implementation of WEGEP.

## 5.8. Research Target population

Battaglia, Sampling and Lavrakas (2008) noted that the target population aims to define the units or themes for which the findings of the research are meant to generalise. In establishing the study objectives, the study must have a research design.

In this study, the target population method was the following:

**Table 6: Sample population, size and category.**

Sample Population	Sample Size	Category
Municipal Administration	18	<ul style="list-style-type: none"><li>• Women Sectional Managers</li><li>• Women Executive Managers</li></ul>
Municipal Councillors	6	<ul style="list-style-type: none"><li>• Women Ward Councillors</li><li>• Women Public Representative Councillors</li></ul>
Traditional Leaders	3	<ul style="list-style-type: none"><li>• Women Chiefs</li><li>• Women Induna</li></ul>

## 5.9. Recruitment Strategy

Recruitment strategy, according to Manohar *et al.* (2018), is a procedure that entails locating potential research participants and offering them information to gauge their interest in taking part in a suggested research study. Recruiting participants for qualitative research is frequently the most difficult and time-consuming part of a project. Most of the time, researchers underestimate participants' availability and willingness while underestimating the time and resources needed for participant recruitment (Archibald, and Munce, 2015).

According to Caldwell *et al.* (2010), the total effectiveness of a research study depends heavily on the recruitment and retention of study participants; ineffective recruiting is still a very frequent and expensive problem. Rowlands *et al.* (2018) added that the recruitment strategy is to get support from people who have administrative positions or in-depth information about a particular setting.

The following procedure was adopted for the recruitment of participants:

- Councillors, chief and municipal managers and the municipal manager's office were responsible for the recruitment of municipal staff to attend the interviews.
- Traditional leadership - the office of the municipal manager was also involved in delegating the responsibility to the councillors whose wards had women induna to facilitate the interviews.

The recruitment strategy that was utilised in the study assisted very much in relation to having the participants from all the stakeholders, meaning the administration office, political office, and the traditional council.

## **5.10. Research Sampling**

Sampling is defined as a procedure to select a sample from an individual or a large group of the population for a certain kind of research purpose. There are different advantages and disadvantages of sampling. Sampling determines the validity of a study. According to Bhardwaj (2019), research sampling is a method used by a researcher to select a sample from participants, including individuals or from a large group of the population for research. Mujere (2016) defines sampling in research as simply selecting a representative sample of a target population's individuals, objects, or items. Sampling should always be representative of the target population wherein the study is being conducted, to ensure trustworthiness in relation to the findings.

In essence, research sampling becomes an act, process and method for a suitable population of the study (Omona, 2013). Sampling is the method of selecting a representative subset of the population called a sample. Finally, from this argument, it is clear that sampling makes research more accurate and more economical. It is the sampling method that actually determines the generalisability of the research findings. In simple words, the process of choosing a sample of the population to study is called sampling.

There are two main types of sampling in research studies: a probability and non probability sampling which will be explored in the following section.

### **5.10.1. Probability Sampling**

In terms of probability sampling, Gfroerer, Hughes and Bose (2017) state that each sample has an equal probability of being chosen, meaning that a probability sample is one in which each element of the population has a known non-zero probability of selection. This method of sampling gives the probability that our sample is representative of a population, and it focuses on the following sampling methods: random sampling, stratified sampling, systematic sampling, and cluster sampling.

### **5.10. 6. Random Sampling**

According to Schreier (2018), the concept of random sampling demonstrates that every case in the population has an equal probability of inclusion in the sample. The sample was randomly selected without following a certain prescribed method and purely by chance. Acher, Perrouin and Cordy (2021) concur that random sampling has everyone in the database having a chance of being selected, and further state that the quality of the sample is not affected as every member has an equal chance of being selected in the sample. Another similar view is held by Holohan, and Braghin (2021) who advocate that a random sample is a sample where the probability that any individual member from the population being selected as part of the sample is the same as any other individual member of the population.

### **5.10.7. Stratified Sampling**

Rahman *et al.* (2022) state that the concept of stratified sampling is similar to random sampling, however, stratified sampling is where the population is divided into strata (or subgroups) and a random sample is taken from each subgroup. Bhardwaj (2019) concurs that stratified sampling explores random groups, and further states that in stratified sampling, a subgroup is a natural set of items, which means those subgroups might be based on company size, gender or occupation. Stratified sampling is often used where there is a great deal of variation within a population. Mahmud *et al.* (2020) further agrees that stratified sampling is a group and or a subgroup random sampling, and advocates that the main objective of stratified sampling is to ensure that every stratum is adequately represented. Stratum means that the groups are subdivided into subgroups and then members from those groups are randomly selected.

### **5.10.8. Systematic Sampling**

The other form of probability sampling is systematic sampling. Sameen *et al.* (2020) state that in research sampling, the concept of systematic sampling is derived from where every 'nth' case after a random start is selected. This means that, if surveying a sample of consumers, every fifth consumer may be selected from your sample. Buntin (2020) concurs with the notion that systematic sampling is more based on a random sampling of all those chosen sample numbers. Furthermore, states that the advantage of this sampling technique is its simplicity.

Systematic sampling is an advanced form of simple random sampling, in which we need complete data about the population. In this, a member is selected after a fixed interval. The member thus selected will be known as the Kth element (Mishra and Alok 2022).

### **5.10.9. Cluster Sampling**

According to Mulenga (2021), cluster sampling a research sampling method that is premised on dividing the entire population and breaking them into subgroups, and consequently, a random sample is taken from these clusters, all of which are used in the final sample. Cluster sampling means various segments of a population are treated as a cluster, and members from each cluster are selected randomly. Cluster sampling is advantageous for those researchers whose subjects are fragmented over large geographical areas as it saves time and money (Pustejovsky and Tipton, 2018).

The next set of sampling research is called non-probability sampling, which is discussed in the following section.

### **5.10.10. Non-Probability Sampling**

The non-probability sampling is the direct opposite of the probability sampling and according to Sarstedt *et al.* (2018), non-probability sampling means the items for the sample are selected deliberately by the researcher. In other words, the researcher purposively chooses particular units of the universe for constituting a sample. We initially defined non-probability sampling as a deviation from probability sampling principles. This usually means that units are included with unknown probabilities or some of these probabilities are known to be zero.

### **5.10.11. Purposive Sampling**

According to Walliman (2015), purposive sampling is a technique where a selected sample is likely to help in terms of providing the information the researcher needs. In terms of characteristics that are already known to be statistically significant, purposive selection refers to a method of choosing several groups of units such that the combined average or proportion of the groups is as close to the total as is feasible. The same point of view is shared by Omona (2013), who asserted that purposive sampling is less expensive, more immediately accessible, more convenient, and only chooses those people who are pertinent to the research design. In addition, there is no way to guarantee that the sample is representative of the population, therefore, the researcher's capacity to evaluate the population's constituent parts is given additional weight.

The process of determining the sampling method in this study was purposive and random sampling. The overview of these sampling techniques is explored by Silverman (2016) who reported that a sampling technique used in qualitative studies involves units of selection such as individuals, groups of individuals and institutions that will be useful in answering the study question/s. Alternatively, Stringer (2013) advanced that purposive sampling techniques are a style of sampling where persons or events are strategically identified because of their content. For random sampling, it is briefly shared by Larson and Csikszentmihalyi (2014) as the sampling technique that offers each sample an equal probability of being sampled, and it aims to have an unbiased representation of the total population.

### **5.10.11. Quota Sampling**

Zhang *et al.* (2020) state that quota sampling is a sampling method in research wherein members are selected based on some specific characteristics chosen by the researcher. Li (2018) states that the specific characteristics of quota sampling serve as a quota for the selection of the members of the sample. This means that quota sampling is a type of sampling whose main objective is to gather representative data from a group. It is similar to stratified random sampling which is a type of probability sampling. The only difference between both is that in stratified random sampling, the elements of the sample are chosen randomly, but different from quota sampling (Smith, and Dawber 2019).

### **5.10.12. Snowball Sampling**

According to Kennedy-Shaffer *et al.* (2021), snowball sampling is a chain method of sampling where one respondent identifies other respondents (from his/her friends or relatives or known-to). Audemard (2020) advocates that snowball sampling is useful where it is difficult to identify the target population. This kind of sampling is adopted in situations where it is difficult to identify the members in a sample. Lee and Spratling, (2019) report that snowball sampling is known to be one of the most well-known forms of non-probability sampling methods, which is particularly suitable when the population of interest is hard to reach and compiling a list of the population poses difficulties for the researcher.

### **5.10.13. Convenience Sampling**

Etikan, Musa, and Alkassim (2016) argue that convenience sampling in research is predominantly used because it is quick, inexpensive, and convenient. Convenience samples are useful for certain purposes, and they require very little planning. Researchers simply use participants who are available at the moment. The procedure is casual and easy, relative to random sampling (Emerson, 2015).

Emerson (2021) reveals that convenient sampling is superlative to use the whole population, but in most cases, it is not possible to include every subject because the population is almost finite. Farrokhi, and Mahmoudi-Hamidabad (2012) concur that convenience sampling is a type of non-probability or non-random sampling where members of the target population that meet certain practical criteria, such as easy accessibility, geographical proximity, availability at a given time, or the willingness to participate are included for the study.

#### **5.10.14. The study sampling choice**

The researcher utilised the following procedure to ensure cluster sampling (probability) and purposive (non-probability sampling).

- In terms of institutions: iMpendle Local Municipality was adopted as a case study on the following grounds: Purposive, in relation to being a rural municipality, housing the majority of women in the sectional managers, but not in executive management and political leadership. Random, in relation to uMgungundlovu District Municipality, three municipalities service rural areas: uMshwathi, uMkhambathini, and iMpendle. The researcher randomly selected iMpendle, meaning all others, including iMpendle Municipality, had a chance of being selected as a case study.
- In terms of groupings, it was cluster and purposive because iMpendle Municipality has women in the following groupings who are the study target population: sectional managers, councillors and traditional leadership. In terms of random sampling, the researcher could only take those who were randomly selected by the Office of the Municipal Manager.

#### **5.11. Data Collection**

According to Guerra-Santin and Tweed (2015), data collection is the process of gathering and analysing information on relevant variables in a predetermined, organised manner that enables the researcher to respond to the study's main question as well as any subquestions. A research design will often contain how data will be collected and the instruments that will be used; data collection instrument constitutes a research design (Neuman, 2011). According to Kabir (2016), data collection is the process of acquiring and assessing data on interest-related variables in a predetermined, methodical way that allows one to respond to specified research questions and assess the results.

Kumar (2018) reaffirmed that the data-gathering procedure is quite difficult and requires careful planning, diligence, tenacity, and patience to be able to finish the assignment successfully. According to Guerra-Santin and Tweed (2015), data collection is the process of acquiring and measuring data on relevant variables in a predetermined and organised manner that enables the researcher to respond to the main question and related questions of the study. In-depth interviews were used in this study to gather data. Nayak and Singh (2021) concluded that data collection must determine the kind of data that is required, as well as the selection of a sample.

### **5.11.1. Structured interviews**

Structured interviews are the type of interviews wherein questions are meant to offer a yes and or no kind of responses from the participants. Berg (2007) detailed that there is little freedom between the researcher and the participants in relation to follow-up questions. Structured interviews would not be appropriate with respect to this study. The study explored lived experience of the three clustered groups, structured interviews, would not allow the researcher to ask follow up question.

### **5.11.2. Unstructured interviews**

Holstein (2002) shared that there is flexibility between the researcher and the participants regarding the planning and organising of data, and a researcher can ask follow-up questions. Roje, *et al* (2021) states that the concept of unstructured interview technique is predominantly used in the disciplines of social sciences as a method to elicit people's social realities. It is mostly used as the terms to describe, informal conversational interview, in-depth interview, non standardized interview, and ethnographic interview.

### **5.11.3. Semi-structured Interviews**

According to Dörnyei (2007), semi-structured interviews are more adaptable than structured interviews because they enable depth by giving the interviewer the chance to elicit and elaborate on the interviewee's comments.

The researcher of the current study visited the municipality and homes of the traditional leadership in iMpendle Local Municipality to conduct interviews with all the participants. Semi-structured interviews were the key data collection instrument. The researcher used his laptop to type the responses and make notes during and after the interviews.

## **5.12. Data Analysis**

According to Thomson and Emery (2014), data analysis is a process that involves breaking up the data into understandable themes, patterns, trends, and correlations. Similar to this, Grbich (2012) asserted that data analysis in qualitative research starts on the ground, through observation, interviewing, or both, as the researcher finds issues and ideas that seem likely to aid in comprehending the situation. The purpose is to ascertain the relationship between a phenomenon and themes, to determine trends that should be used to ascertain themes in the study (Sgier, 2012). Miles, Huberman and Saldaa (2018) share that the researcher must take regular notes to mark significant assertions and suggest coding schemes for the data.

### **5.12.1 Thematic Data Analysis**

According to Braun, and Clarke, (2021), thematic analysis a type of qualitative analysis which is used to analyse classifications and present themes that relate to the data by illustrating great detail and dealing with diverse interpretations. On the other hand, Finkelstein, Sharma, and Furlonger (2021) state that thematic analysis is the most appropriate for any qualitative research that seeks to interpret data using interpretations because it provides a systematic element to data analysis. Furthermore, thematic analysis allows the researcher to associate an analysis of a theme with one of the whole content. Sundler *et al.* (2019) state that thematic analysis confers accuracy and intricacy and enhances the research's whole meaning.

Braun, and Clarke (2021) argue that using thematic analysis is to explore a method that is systematic to identify, organise, and offer insight into the patterns of themes throughout the dataset. Sundler, Lindberg, Nilsson, and Palmér (2019) claim that thematic analysis focuses on meaning throughout the dataset, and allows the researcher to see and make sense of collective or shared meanings and experiences. This method, then, is a way of identifying what is common to the way a topic is talked or written about, and of making sense of those commonalities. Braun and Clarke (2019) highlight that thematic analysis is suitable for researchers who wish to employ a relatively low level of interpretation thus in contrast to grounded theory or hermeneutic phenomenology in which a higher level of interpretive complexity is required.

### **5.12.2. Content Analysis**

According to Stemler (2015), the concept of content analysis has a long history in research, dating back to the 18th century. Furthermore, content analysis was first used as an analytic technique at the beginning of the 20th century. Drisko, and Maschi (2016) state that content analysis is predominantly used as a qualitative research technique. Lindgren, Lundman, and Graneheim (2020) posit that content analysis is a summative approach to qualitative research which begins with identifying and quantifying certain words or content in text to understand the contextual use of the words or content. According to Kyngäs (2020), content analysis is commonly used for analysing qualitative data, which means content analysis creates the content and structure of data.

On this note, Zhao *et al.* (2021) state that content analysis aids the research with a full description of the analysis and logical use of concepts to create data trustworthiness. Faria-Schützer *et al.* (2021) conclude that content analysis improves the trustworthiness of data analysis, discussion, and result reporting. Therefore, data collection, analysis, and result reporting go hand-in-hand.

### **5.12.3. Critical Discourse Analysis**

The philosophy of critical discourse analysis, according to Al Falaq and Puspita (2021), was developed by Fairclough and Wodak in 1997, and stems from a critical theory of language that sees the use of language as a form of social practice. Furthermore, critical discourse analysis is centred on text analysis (description), processing analysis (interpretation), and social analysis (explanation). On the development of critical discourse analysis, Leipold *et al.* (2019) report that critical discourse analysis is naturally embedded within critical theory, meaning it is a paradigm developed in the last three decades whose critical impetus originates in the Frankfurt School, especially Habermas.

Ivana, and Suprayogi, (2020) suggest that the scope of critical discourse analysis is a language that attracts scholars from different linguistic descriptions of the same piece of reality and are claimed to stand for different constructions of that reality. Catalano, and Waugh, (2020) posit that critical discourse analysis sees ‘language as social practice’ and considers the ‘context of language use’ to be crucial in speech and writing as a form of ‘social practice’.

According to McCarthy, Christian and Slade (2019), critical discourse analysis further investigates the use of power which often analyses the language use of those in power, who are responsible for the existence of inequalities.

#### **5.12.4. Study-chosen data analysis tool**

The study adopted thematic and content analysis on the following grounds:

- To understand the collective, shared meanings and/or experiences of women in iMpendle Local Municipality regarding WEGEP, the researcher systematically discovered, organised, and provided patterns of themes and content across the dataset. According to Bazeley (2013), thematic analysis is a technique for methodically detecting, organising and providing insight into patterns of themes throughout a dataset.
- The researcher adopted an inductive thematic and content analysis approach to derive meaning, trends and constructed meaning from the dataset that answers the research question. The themes and content that were adopted were taken from the dataset. The main feature of a generic inductive approach is methodological flexibility, as a result, it is premised on the dataset to themes and content, and not an imposition of one's preconceived themes (Liu, 2016).

Having outlined how the study explored the thematic content analysis, the next section outlined the validity and reliability of the study.

### **5.13. Qualitative Data Control**

To make sure that data were quality controlled, the study explored different methods as outlined below.

#### **5.13.1. Academic Rigour**

According to Burn and Grove (2007), the concept ‘academic rigour’ refers to the logical accuracy, scientific adequacy and or trustworthiness of the research outcomes regarding openness, adherence to the philosophical perspective of the research approach used for the study and thoroughness in data collection. Brink (2012) refers to rigour as openness, relevance, epistemological and methodological congruence, and thoroughness in data collection and data analysis when it comes to qualitative rigour. However, the author further adds that qualitative studies are criticised for having a lack of academic rigour. Burn and Grove (2011) argue that methods for establishing reliability and validity in qualitative research are not the same as methods used in quantitative research.

#### **5.13.2. Credibility**

Credibility refers to the authentic quality of data collected to portray what the researcher was looking for when she/he designed the study. According to Schatz, Rosenberg and Coleman (2000), credibility also aims at establishing if the enquiry was conducted acceptably and if the research respondents were identified using the proper scientific procedures. Credibility pays more attention to the truth of data and the interpretations of the collected data. According to Brink (2012), truthfulness around the collected data and interpretations of the study should be conducted to the point where the researcher is satisfied with the collected data. When the researcher believes in the data that has been collected, s/he also believes in the interpretation of the data. Polit and Beck (2008) argue that confidence in the truth of the study findings can be established through the following techniques.

### **5.13.3. Prolonged engagements**

Prolonged engagements require the investigator to spend more time in the research site until data saturation is reached and during prolonged engagements the researcher gets time for interacting with the respondents in their community. Prolonged engagements build trust between the researcher and respondents, and the researcher will likely collect rich data as s/he spends more time on the research site. The researcher for this study spent more time with research informants such that informants and the researcher found themselves engaging on issues that are unrelated to the research conducted in the area, but issues about life in general.

### **5.13.4. Persistent observations**

Observation is one of the techniques which is used for establishing confidence in the truth. With persistent observation, the researcher looks for multiple influences that could have contributed to the study findings and then determines what counts and what does not count. The researcher made it a point to compare observations made during the data collection exercise and responses from informants against the non-verbal responses where these were applicable. These observations helped the researcher to document what was captured and observed during the data collection exercise.

### **5.13.5. Triangulation**

Triangulation is also one of the techniques used for establishing the truthfulness of the collected data. It also corrects biases, especially if the study is conducted by one researcher. It is achieved through the use of different strategies of asking questions when the study is conducted. The use of different methods for data collection and seeking different sources of information helps the researcher to come up with clear study findings and the right conclusions. Triangulating the study findings also improves the trustworthiness of the findings. It should be noted that this study used different techniques when it was designed, therefore, different methods entailed different strengths and weaknesses which might have negatively or positively influenced the study findings. Questionnaires and interviews were used to collect data for this study for the researcher to come up with the right conclusions based on data collected from different sources of information.

### **5.13.6. Peer debriefing**

Peer debriefing is done by the researcher with other colleagues who are not necessarily involved in the research project. Peer debriefing helps to get other research experts on board, and they would listen to the study findings and pose some questions for the point of clarity. However, they should have a general understanding of the study undertaken for them to guide and suggest or offer inputs.

### **5.13.7. Member checks**

Member checks involve rechecking with research informants to assess the intentions of the research respondents. Regular meetings with informants to correct errors and for the provision of additional information is crucial for the study. That is where the emerging findings of the study are shared for further interpretations, and the study findings are confirmed. This exercise was done, and the study findings were shared and confirmed with members who participated in the study. Negative case analysis and referral adequacy are other means of checking the truth of the study findings.

It is, therefore, important for academic research projects to be credible, and for this study, the researcher employed various measures to ensure credibility to the study. The recruitment of research respondents in the research process and how data were to be collected and analysed was discussed with the research supervisor and other academics who had conducted research projects using various tools of data collection data, including mixed methods research. This was done to ensure that the data which were collected were credible enough for the researcher to come up with the right interpretation and unbiased conclusions of the study.

### **5.13.8. Dependability**

According to Brink (2012), the term ‘dependability’ refers to the stability of data in the study when the study is repeated in a similar context and with the same research participants. In other words, the findings should be the same if a similar study is conducted by other researchers as long as the study is undertaken in the same setting with the same participants, and this is called stability of data over time. Dependability put more emphasis on the fact that consistency is the extent to which the repeated administration of certain measures will provide the same results. Dependability can be achieved by auditing the researcher’s documentation of data, methods and decisions made on the thesis and its end product, (Seale, and Erasmus, 2005). Brink (2012) adds that the stability of data is the same as ‘reliability’ in quantitative research and the author further argues that when there is no dependability, credibility cannot be attained.

### **5.13.9. Confirmability**

Confirmability refers to the objectivity of the research outcomes. This is the process by which the collected data and study findings confirm that these are free of researcher bias. According to Mthembu (2012) and Brink (2012), confirmability is the degree to which study findings are confirmed. Confirmability is concerned with the issue of establishing if data represents responses or information provided by study informants and also checking if interpretations are fair and free of the researcher’s perceptions and biases. According to Brink (2012), collected data must reflect the voice of research participants and not the researcher’s imagination. Study findings can be confirmed in different ways by using the following techniques such as enquiry audit, reflexivity and triangulation.

According to Brink (2012), for researchers to ensure confirmability, they need to keep all collected data in an organised way and in a safe place so that this data becomes available whenever it is needed. Researchers also need to have retrievable data for conducted studies so that this kind of data is available to support the findings of the study when he or she is challenged by other researchers or any other institution that might be interested in the topic being investigated. In this study, confirmation of the study findings was achieved through triangulating, peer reviews, audits and going back to the study site for confirming the researcher’s interpretations of the responses of the research participants. Audio recordings of the interviews are there to identify responses from participants and serve as a means for confirming data, interpretations and results for the study.

#### **5.13.10. Transferability**

Transferability refers to the fact that results or findings derived from the study in a particular context can also be applied in other similar contexts or with other research participants (Brink, 2012). The author adds that with qualitative research, the focus is not on generalising statistical data but to define observations within the specific contexts in which they occur. Strategies for enhancing transferability are thick description, purposive sampling and data saturation (Brink, 2012). Seale and Erasmus (2005) further assert that transferability is achieved through the provision of a detailed, rich description of the research settings for the reader to judge the applicability of the study findings in other settings that they know. According to Babbie and Mouton (2001), transferability becomes the responsibility of the other person whose interest is to transfer the study findings to another situation.

#### **5.14. Validity and Reliability**

Research dependability and validity are two phenomena used to assess the calibre of research (Guerra-Santin and Tweed, 2015). The writers described how effectively a methodology, method, or test measures something. Validity is concerned with the correctness of a measure, whereas reliability is concerned with the consistency of a measure. On a related note, reliability and validity in qualitative research refer to the suitability of the tools, processes, and data, according to Khothari (2004). According to Leedy and Ormrod (2015), validity and reliability refer to how well inferences about assessment results are made. These are developing measures, and those who want reliable assessment results are most concerned with using real scientific measurements.

According to Leedy and Ormrod (2015), validity and reliability are growing complex variables in research; the degree to which a test is free from measurement mistakes is considered to be its reliability, and as more measurement errors occur, the less reliable the test is. Reliability represents consistency and repeatability across time. According to Heale and Twycross (2015), validity is the degree to which an idea is accurately quantified in a qualitative investigation.

The study can be treated as reliable on the following grounds:

- The study followed the research process of a qualitative method.
- The study was careful in how it conducted the interviews, and data were collected from the participants who were able to give the required information.
- Data were not manipulated and reporting and analysis would likely to produce similar results if another researcher were to take the same dataset.
- The study was careful with ethical considerations, and it followed all the steps of a reliable study.

### **5.15. Significance of the Study**

This study is important for the following four purposes:

- Some sections of this study were presented at the 2022 South African Public Administration and Management Conference, and the 7th International Conference on Governance and Accountability.
- A section of this study will contribute towards building a capable state in Southern Africa: perspective for governance and public policy book chapter.
- To offer recommendations and effective strategies for the 5 C protocol policy implementation of WEGEP with particular reference to iMpindle Local Municipality.
- If this research was not conducted, as mentioned in the contribution of the study, arguably, WEGEP would be not under scrutiny, and its relevance would not be tested, which would result in the government developing policies from a document that is not tested, and would not be able to determine where to maintain and where to improve on this policy.

## **5.16. Ethical Considerations**

The study's foundation is made up of ethical considerations because doing so is necessary for the study to be reliable and valid. Brink (2006) stated that researchers must adhere to the norms of ethical practices throughout the study. This means at ethics is the integrity test for the study (Knottnerus and Tugwell, 2018). This study adhered to the following principles: ethical clearance, informed consent, privacy and confidentiality and avoided any potential harm to the participants.

### **5.16.1. Ethical Clearance**

The study seeks to create and ensure accountability on the part of the researcher and make sure that there are no risks associated with the study. This viewpoint was adapted from Brittain *et al.* (2020), who claimed that the ethical clearance section ensures that the study is carried out in such a responsible, ethical and accountable manner, further reducing the risk of harm to human beings, and ultimately ensuring that the research produces positive outcomes.

For this study, the researcher explored the following to ensure ethics:

- The study followed a route to ethical clearance, through the UKZN RIG; the study complied with everything that was requested, except for the pilot study. The researcher was not aware that he needed clearance for a pilot study. The remedy to that was that the researcher signed a breach and was granted permission to continue with data collection.
- The letter for breach of ethics is attached as Annexure F.

### **5.16.2. The informed consent**

Josephson and Smale (2020) argued that informed consent provides an opportunity for participants to engage in research without any information being hidden from them, to deal with a person knowingly, voluntarily, intelligently, clearly and manifestly, giving his or her consent.

**The study adopted the following method to ensure informed consent:**

- The researcher made sure that everyone who participated was informed about the scope and aim of the study and gave their consent.

**The Municipal Manager told the participants during the recruitment:**

- About the purpose of the study
- They were participating voluntarily and without fear or favour.
- They were going to be recorded on the researcher's personal computer and stored in a flash drive.
- They were free not to answer questions that they were not comfortable answering.
- They had the right to discontinue their participation in the study at any time.
- That the information would not be used for anything else except for research.

**5.16.3. Privacy and Confidentiality**

Corley *et al.* (2022) state that the concept of confidentiality in research is predominantly understood to mean identifiable information about individuals collected during the process of research will not be disclosed without permission. This means that a researcher may not disclose any information gained from an interviewee, deliberately or accidentally, in ways that might identify an individual. On the notion of confidentiality, Schneider (2022) state that research participants have a right to privacy, that requires respect for their autonomy and their right to self-determination, as well as their general welfare.

Regarding privacy and confidentiality, the researcher was aware of the participants' names and identities. Research ethics required the researcher to keep those confidential; their identities were not revealed in any way in the resulting report. McMillan and Schumacher (2006) noted that the core of confidentiality and anonymity simply meant that the setting and participants should not be identifiable in all reporting in the study.

In the study, the following procedures were followed to ensure privacy and confidentiality.

- The researcher and the municipal manager informed the participants during the recruitment process, and in the introductory remarks that their names would not be recorded.
- The participants were told that they would be clustered as municipal workers, councillors and traditional leadership.
- Participants were told that the data they shared were confidential and only used for this study. The typed responses would be kept in a safe space, where only the researcher has access to it.
- The researcher adhered to the request not to record their voices but only their responses.

#### **5.16.4. Avoiding harm to participants**

Kraft *et al.* (2020) shared that the rationale behind avoiding harm is to make sure that the participants will not be harmed through the following but unlimited to, physical harm, psychological harm, emotional harm, and embarrassment to mention a few. The process of data collection involved different participants with different educational backgrounds as some had tertiary education, others went to high school only, and some did not attend any formal education.

The following methods were used to avoid harm to the participants for this study:

- In the introduction, the researcher ensured that he created a safe space for all the participants by greeting them in a friendly manner.
- The researcher left a comfortable space between he and the participants, since the researcher was male and the participants were females.
- The researcher did not deviate from the interview questions to asking personal questions to participants.
- The researcher remained professional in the discussion, without creating an impression that would lead to both emotional and psychological embarrassment.
- The researcher spoke the vernacular language to accommodate all the participants.
- The researcher ensured participants of their anonymity, during and post the study.

The overall requirements of ethical considerations were carefully complied with so that the study would be valid, scientific and reliable. Finally, the researcher had the following mechanisms to observe COVID-19 regulations:

- The boardroom was a ventilated space wherein was provided with sanitizer, and face masks, and the table was wiped after every participant.
- In the traditional homes, the researcher used masks and sanitizers.
- Social distancing, 1.5 metre was observed

The next section explored the limitations of this study.

### **5.17. Limitations of the study**

Theofanidis and Fountouki (2018) described the concept of research limitations as potential flaws that are typically outside the control of the researcher and are directly related to the research design that was selected, restrictions on statistical models, financial restrictions, or other variables.

Reflecting on data collection, the study outlined the following limitations::

- The researcher is not working at iMpendle Local Municipality, thus, the participants may not be as interested in his study as they would if he were their colleague.
- The study was conducted under the strict regulations of the Disaster Management Act 57 of 2002 for the prevention and combating of the spread of the coronavirus (COVID-19). This limited the number of 30 respondents who were initially sampled for this study. There are 27 respondents who were able to participate in the study. However, the limitations did not compromise the quality of the data collection process, validity and reliability tests.

The limitations were addressed in the following manner:

- The municipal manager recruited the participants, and the study received 27 out of 30 participants.
- With regards to the Covid-19 scare, there were only a few people who declined the invitation on those grounds. Instead, the study had prepared PPEs and the boardroom table was properly rendered Covid-19 threat-free.
- With the recordings, the researcher verified with the participants if their responses were captured correctly on the laptop.

### **5.18. Conclusion**

The research methods chapter was very critical, because the entire research was much premised on the entire method to conduct a research. The purpose of this chapter is to describe the study's research methods. The research philosophy for this study was a realism, and from this philosophy, the study explored lived realities and how things are happening. While the conceptualisation and theoretical parts of the study were covered in the other chapters, this chapter concentrates on the research methods utilised to collect the study's data. The research methodology, research target population, recruiting strategy, research sample, data collection, data analysis, validity and reliability, significance of the study, and ethical considerations were all covered in this chapter. The presentation and analysis of data are covered in the next chapter.

## **Chapter Six**

### **Data Presentation, Analysis and Interpretations**

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#### **6.1 Introduction**

The previous chapter presented the overall research strategy which was adopted to conduct the current study, including procedures and approaches for data collection. A qualitative research methodology was used to collect data for the study. In addition, the chapter presented sampling methods in which data were collected. This chapter focused on data presentation, analysis and interpretation are presented. In addressing the problem statement, the presentation of data is aligned with the research objectives and key questions that guided the study. The analysis is twofold, firstly, thematic analysis is provided which organises data into the identified themes. Secondly, thematic analysis is used to analyse data using a feminist 5 C protocol. The chapter begins with the case context of the study and proceeds to illustrate interconnections between the research objectives, questions and interview questions.

#### **Case Context of iMpendle Local Municipal Overview**

iMpendle Local Municipality is one of the smallest Municipalities in the KZN Province according to Section 9 of the Local Government: Municipal Structures Act, 117 of 1998. According to Section 155 (1) of the RSA Constitution of 1996, iMpendle Local Municipality belongs to Category B municipalities, which share executive and legislative responsibility with Category C municipalities (District) with which they are located. The Republic of South Africa's Constitution delegates the following responsibilities to local governments, including iMpendle Local Municipality, in terms of section: 152 (1) a) Offering families and communities with democratic and transparent government; b) guaranteeing the sustained delivery of services; c) fostering economic and social growth d) promoting a healthy and safe environment; and e) encouraging community involvement in local government issues.

**Table 7: Political Representation in iMpendle Local Municipality**

Political Organisation	Number of seats in the municipal council	Male	Female
African National Congress	6	2	4
Economic Freedom Fighters	2	2	-
Inkatha Freedom Party	2	1	1

Source (Researcher's Diagram, 2022)

### 6.2.1. Municipal Key Policy Developments

Over the next five years or more, the municipality will focus on areas such as economic development and employment creation, (iMpendle Local Municipality, 2022). The Department of Cooperative Governance and Traditional Affairs (COGTA) supported the construction of the Maze Mill Plant in iMpendle Village as part of the Small Town Rehabilitation Programme. These new efforts will be incorporated into the municipality's revised local economic development strategy, which will result in the creation of various employment from the manufacture of raw materials to the retailing of finished goods, (iMpendle Local Municipality, 2022).

### 6.2.2. Municipal Women Public Participation Programme

The municipality continues to emphasise on governance-related issues such as policies, public involvement, and better audit results. The ward committees were fully operational since the municipality saw them as a key hub for interacting with the community. The municipality's recruitment of part-time ward committee administrators, who further consolidated their work, had strengthened its functionality. The residents of iMpendle Local Municipality have come to value the iterative process that guarantees all interested citizens have numerous opportunities to contribute meaningfully to policy creation and planning for development in the municipal jurisdiction.

Community involvement has been elevated to a higher level in terms of legal provision and institutionalisation of the process thanks to the development of ward-based planning and the related establishment of the Ward Committee system. Through ward committees, iMpindle Local Municipality maintains constant communication with the locals (iMpindle Local Municipality, 2022).

### **6.2.3. Ward Committee**

The main function of this structure in local government is to mobilise communities for effective participation in municipal affairs. This indicates the role of this structure in terms of women mobilisation and encouraging their involvement in policy-making and service delivery planning in iMpindle Local Municipality. Inputs are regularly solicited from these constituencies constantly. When necessary, meetings are convened. Otherwise, the yearly IDP reviews and the budget presentation see the highest levels of engagement. The ward committees are predominantly women, except for a ward committee in ward one (1) wherein the chairperson is male.

In Ward 3 in iMpindle Village is where Impendle Municipality's Thusong Centre is located. The centre started running in 2010, and its strategic goals are to expand access to opportunities as a foundation for better livelihoods and to encourage the provision of services that are affordable, efficient, and sustainable in order to better meet the needs of citizens. Furthermore, the centre manager is female, and she is employed by the municipality, which proves women participation in municipal administration (iMpindle Local Municipality, 2022).

#### **6.2.4. Take a Girl Child Programme**

The annual Take a Girl Child to Work initiative gave 20 Pupils from iMpendle High Schools a chance to experience a working environment hosted by iMpendle Local Municipality in collaboration with The Department of Justice, Department of Health, Department of Social Development, South African Police Services and South Africa Social Security Agency on the 25th of May, as we celebrate Child Protection Week.

The students participated in on-the-job shadowing with all the departments. The learners were informed of career options available within iMpendle Local Municipality, Department of Justice, and Department of Health by the launch of the Junior Council where some of the learners within the schools were selected to represent learners at the KZN legislature. Take a Girl Child to Work Day will become a respected drive, which iMpendle Local Municipality will turn into a culture and yearly practice, endorsing it further to impart knowledge to girls coming from disadvantaged backgrounds, where career guidance is scarce. The initiative intends to give young girls real-life opportunities to expand their ideas and goals about their social responsibilities and the professions they wish to pursue after matriculation.

**Matrices 1 the nexus between the Research Objectives, Questions, Interview Questions and Concept.**

Research Objectives	Research Questions	Interview Questions	Concept
1. To establish the goals and objectives of WEGEP	What are the goals and objectives of WEGEP?	What is your understanding of the goals and objectives of WEGEP in iMpendle Local Municipality?	examine whether the content of the WEGEP has women as its goal and objective, determine whether the goals and objectives, are women are the reason for the policy, equal rights in making of laws, opportunities, liberate, and whether the iMpendle Local Municipality as a state institution is transformed to accommodate women, and how it implements this policy
2. To examine the political and administrative systems in place for implementation of WEGEP in iMpendle Local Municipality.	What are the political and administrative systems in place for implementation of WEGEP in iMpendle Local Municipality?	In your understanding of the role of political and administrative system to implement WEGEP in iMpendle Local Municipality?	interrogates whether there are political and administrative system in place with respect to implementation of WEGEP in iMpendle Local Municipality?
3. To ascertain the commitment of iMpendle Local Municipality towards implementation of WEGEP.	What is the commitment of iMpendle Local Municipality towards implementation of WEGEP?	In your understanding, what are the systems in place in iMpendle Local Municipality to implement women empowerment and gender equality policies?	Interrogates the overall capacity of iMpendle Local Municipality and its affiliating institutions to implement WEGEP and whether the municipality has the capacity to treat women as the reason for the policies, equal rights in making of laws, opportunities, liberate, and whether iMpendle Local Municipality as a state institution is transformed to accommodate women.
4. To determine the capacity of iMpendle Local Municipality to implement WEGEP.	What is iMpendle Local Municipality's capacity to implement WEGEP?	What are your views about the commitment of the municipality to implementing gender equalities and women empowerment policies?	Examines iMpendle Local Municipality's commitment and the political will to treat women as the reason for the policy, equal rights in making of laws, opportunities, liberate, and to make iMpendle Local Municipality as a state institution to be transformed to accommodate women.
5. To analyse the role of stakeholders involved in the implementation of WEGEP in iMpendle Local Municipality.	What are the roles of various stakeholders towards implementation of WEGEP in iMpendle Local Municipality?	Who are the key role players in the implementation of Gender Equity policies in the municipality?	Ascertain whether iMpendle Local Municipality consult with various stakeholders to ensure effective implementation of WEGEP.
6. To determine the effective strategies for implementation of WEGEP in iMpendle Local Municipality.	What are the effective strategies for implementation of WEGEP in iMpendle Local Municipality?	What would you suggest/recommend as an effective strategy to implement women empowerment and gender equality policies in local government and iMpendle Municipality in particular?	To establish whether iMpendle Local Municipality participants can provide effective strategies for the implementation of WEGEP.

Source: Research Empirical Data, 2022

### **6.3. Data Presentation**

The main goal of this chapter, as stated in the introduction, is to present and analyse data. The data were predominantly sourced from two sources: WEGEP and participants within iMpendle Local Municipality jurisdiction. Data gathering was a method of gathering information for this study in relation to the research problems, objectives and questions of this study. According to Burn and Grove (2003), data can be gathered through interviews, focus group discussions, participant observation and other means of scientific data gathering. In this study, data were primarily gathered through in-depth interviews.

Primarily, data were collected through interviews with eighteen respondents who were categorised into three sections within the jurisdiction of iMpendle Local Municipality. The different categories included municipal administration, councillors, and traditional leadership.

### **6.4. Qualitative Data Analysis**

As reflected in the previous chapter, this study adopted thematic analysis and content analysis. According to Bryman (2012), thematic analysis is a category that the analyst discovers through data that are relevant to the research focus, and builds on codes found in transcripts and/or field notes. Similar to this, Grbich (2012) asserted that data analysis in qualitative research starts on the ground, through observation, interviewing, or both, as the researcher finds issues and ideas that seem likely to aid in comprehending the situation.

In this study, the purpose of thematic analysis was to group the patterns and themes and categorise collected data into themes, to assist with data analysis.

The next data analysis method adopted in this study is content analysis. According to Leedy and Ormrod (2015), content analysis is a systematic analysis of research data content with the view to identify themes, patterns and frequencies in the qualitative data collection tools. Content analysis organises materials or data into categories that indicate related meanings in qualitative research (Moretti *et al.*, 2011). Therefore, content analysis entails the subjective interpretation of the data contained in textual data by methodically categorising the data through programming and identifying patterns and themes (Hsieh and Shannon, 2005).

In this study, content analysis was adopted, owing to the objectives of the study to understand, analyse and suggest effective strategies for implementation of WEGEP in iMpendle Local Municipality.

**Table 8: Aligning Research Objectives, Questions and Emerging Themes**

<b>Research Objective: 1</b>	<b>Research Objective: 2</b>	<b>Research Objective: 3</b>	<b>Research Objective: 4</b>	<b>Research Objective: 5</b>	<b>Research Objective: 6</b>
To establish the goals and objectives of WEGEP in iMpendle Local Municipality	To examine the political and administrative systems in place for implementation of WEGEP in iMpendle Local Municipality.	To ascertain the commitment of iMpendle Local Municipality towards implementation of WEGEP.	To determine the capacity of iMpendle Local Municipality to implement WEGEP.	To analyse the role of stakeholders involved in the implementation of WEGEP in iMpendle Local Municipality.	To determine the effective strategies for implementation of WEGEP in iMpendle Local Municipality.
<b>Research Question 1</b>	<b>Research Question 2</b>	<b>Research Question 3</b>	<b>Research Question 4</b>	<b>Research Question 5</b>	<b>Research Question 6</b>
What are the goals and objectives of WEGEP?	What are the political and administrative systems in place for implementation of WEGEP in iMpendle Local Municipality?	What is the commitment of iMpendle Local Municipality towards implementation of WEGEP?	What is iMpendle Local Municipality's capacity to implement WEGEP?	What are the roles of various stakeholders towards implementation of WEGEP in iMpendle Local Municipality?	What are the effective strategies for implementation of WEGEP in iMpendle Local Municipality?
<b>Emerging theme one</b>	<b>Emerging theme two</b>	<b>Emerging theme three</b>	<b>Emerging theme four</b>	<b>Emerging theme five</b>	<b>Emerging theme six</b>
Women in the centre of WEGEP implementation project.	Political and administrative Systems available for the implementation of WEGEP in iMpendle Local Municipality	iMpendle Local Municipality political will for implementation of WEGEP.	iMpendle Local Municipality's capacity for implementation of WEGEP.	Women as role players for the implementation of WEGEP in iMpendle Local Municipality	Effective strategies for implementation of WEGEP in iMpendle Local Municipality.

Source: Research Empirical Data, 2022

**Table 9: Respondent’s categories and data collection tools**

Category of participants	Data collection tool used	Number of participants
Section Managers	In-debt interviews	17
Executive	In-debt interviews	1
Councillors	In-debt interviews	6
Traditional Leadership	In-debt interviews	3
Total		27

Source: Research Empirical Data, 2022

### **6.5. Profile of study participants**

The study took place in different parts of iMpendle Local Municipality jurisdictions. These parts included municipal offices, traditional houses, and the homes of participants. To determine the participants' profiles as reflected in the above and tables below, each respondent was allowed to introduce herself/himself and provide her/his position, gender, and current experience in the relevant sector. Furthermore, what was discussed included each participant’s level of education and whether working for the municipality, traditional house and or as a local municipality councillor.

The main reasons for collecting this information from the research participants were the following:

- To ensure that the study had the correct participants, as provided, that would provide the interviewer with adequate information and a high level of knowledge about women empowerment and gender equality. Purposive sampling used in the study allowed the researcher to identify and recruit personnel with the most relevant information to participate in the study.
- To increase the accuracy and dependability of the information gathered from the respondents. The tables below, Tables 9 and 10, provide a summary of the profiles of the respondents. The capital letter ‘P’ represents participants from Participant 1 to Participant 27 where in-depth interviews were used to collect data from the municipal management, councillors and the traditional council.

The colour coding below indicates each participant's profile.

**Table 10: Participants' Profiles**

Respondent's Position in the Municipality	Gender	Level of education	Years of experience in the Municipality	Years of experience in the traditional council	Years of experience as a councillor
Section Manager	Female	Advanced Diploma	04	-	-
Section Manager	Female	B-Tech	05	-	-
Section Manager	Female	B-Com	01	-	-
Section Manager	Female	Bachelor Degree	08	-	-
Section Manager	Female	National Diploma	15	-	-
Section Manager	Female	National Diploma	12	-	-
Section Manager	Female	B-Tech	04	-	-
Section Manager	Female	National Diploma	03	-	-
Section Manager	Female	National Diploma	06	-	-
Section Manager	Female	Bachelor Degree	09	-	-
Section Manager	Female	National Diploma	11	-	-
Section Manager	Female	B-Tech	7	-	-
Section Manager	Female	Diploma	5	-	-
Section Manager	Female	Diploma	13	-	-
Section Manager	Female	Bachelor	4	-	-
Section Manager	Female	Diploma	13	-	-
Section Manager	Female	Diploma	2	-	-
Section Manager	Female	Honors	14	-	-
Executive Manager	Female	Masters	1	-	-
Councillor	Female	Matric	-	11	-
Councillor	Female	Matric	-	6	-
Councillor	Female	Post Matric	-	6	-
Councillor	Female	Post Matric	-	7	-
Councillor	Female	Matric	-	4	-
Councillor	Female	Matric	-	9	-
Chief	Female	Post Matric	-	-	8
Induna	Female	Matric	-	-	17
Induna	Female	Matric	-	-	1

Source: Research Empirical Data, 2022.

## 6.5. Presentation of Data and Discussion

**Matrix 1: The purpose and goals of South Africa’s Policy Framework for Women Empowerment and Gender Equality with specific reference to iMpendle Local Municipality.**

Objective	Question	Response/s	Source
To examine the purpose and goals of the WEGEP in local government with specific reference to iMpendle Local Municipality.	What are goals and objectives of WEGEP?	<ul style="list-style-type: none"> <li>• • <i>"This Gender Policy Framework's primary goal is to establish a clear vision and framework to guide the process of crafting laws, policies, procedures, as well as behaviours that will serve to ensure equal treatment and opportunities for women and men in all spheres and structures of government as well as in the workplace, the community, and the family."</i></li> </ul> <p>The main objectives are to:</p> <ul style="list-style-type: none"> <li>• <i>"Create a policy environment that is supportive of the government's commitment to gender equality."</i></li> <li>• <i>"Set up policies, programs, structures, and processes to empower women and transform gender relations in all facets of work, at all levels of government, as well as within the larger society."</i></li> <li>• <i>"Assure effective integration of gender issues into all elements of government policies, activities, and programs."</i></li> <li>• <i>"Create an institutional framework for the accomplishment of gender equality and the improvement of women's position."</i></li> <li>• <i>"Seek to advance new attitudes, values, and behaviors, as well as a culture of respect for all people consistent with them."</i></li> </ul>	WEGEP

Source: WEGEP, 2013.

### **6.5.1. Women at the centre of WEGEP project.**

In line with Research Objective 1 which sought to examine the purpose and goals of the WEGEP in local government with specific reference to iMpindle Local Municipality, the findings established that WEGEP sought to establish a state wherein women are central to its goal and objective. The content in WEGEP determines whether the goals and objectives are women, the reason for the policy, equal rights in making of laws, opportunities, liberation and whether the state institution is transformed to accommodate women, and how it implements this policy. Weible (2014) argues that the content of public policies is designed according to the conditions of the policy's direct beneficiaries to which the public policy must respond to.

The study established the following about the content of WEGEP:

#### **1. WEGEP lacks women inclusion in the agenda of women empowerment and gender equality.**

The study established that for WEGEP is to make women empowerment and gender equality a reality, it has to enable the inclusion of women in women empowerment and gender equality policies and programmes in public institutions. Reflections on the goals and objectives of the WEGEP are primarily on making a general call for public service to advocate for women empowerment and gender equality. The content is to make sure that the laws are properly promulgated to include women.

The notion that WEGEP should demonstrate the inclusion of women is because, according to Ban Ki-moon (2013), women remain oppressed. The UN should act more forcefully to change these public and government institutions to include women, and implement programmes that challenge politically correct language which does not empower women.

The evidence that the empowerment of women in public institutions is marred with the notion that inclusion of women is just to sound correct, not to empower women, should empower WEGEP to make sure that it pushes the agenda of inclusion of women, and not just state what is empowerment, but share how women should access the empowerment. Sharifah (2015) argues that women empowerment is not simply about celebrating women's accomplishments or valuing particular considerable power, but also about motivating women to take part in community and liberating initiatives

WEGEP's lack of an inclusion plan for women in public institutions missed an opportunity to create a space for women to liberate themselves, and as a result, the existence of WEGEP with its content remains an idea that does not include the people it intends to liberate through empowerment. The real empowerment of women, according to Singh and Singh (2020), is to create an atmosphere in which the weaker women have more influence over wealth and ideology, since the women empowerment subordination is deeply rooted in existing structures and systems in the public institutions.

## **2. WEGEP has no implementation plan.**

The study further established that WEGEP does not mention its implementation, monitoring and evaluation plans. This is to mean that the policy is silent on how women empowerment and gender equality should be implemented, and who must implement it. It is also quiet on how it should become part of the public service strategic management and direction. This further shows that the policy does not demonstrate how those in management of public service should deal with issues of socially inherent patriarchal system in the community.

Toleikiene and Meskyte (2014) believe that public policy can assist in the “regulation of behaviour; the organisation of bureaucracies; be of assistance in the distribution or allocation of benefits/resources or the collection of taxes” as well as spell out the “methods of implementation”. This shows that there is no clear understanding of how implementing this policy should be handled in terms of leadership buy-in, public service organisational structures, organisational culture, and resistance to change which this policy is bringing to the public service. Finally, the policy does not show the role of the beneficiaries in the making of WEGEP.

This notion of women empowerment and gender equality impact is argued by Verschuur (2019) who contends that when women are socially and economically empowered, they become a powerful force for change when national and municipal governments decide to enact laws that disrupt gender disparities and make it challenging for women to reach their full potential. The purpose of WEGEP does create an impression in its content that women are involved. However, the lack of evidence of women participation is indicative that the policy is about them, but not from them. This creates an impression that women in South Africa still find it hard to have their empowerment placed in their hands.

If the content of WEGEP is intended for women empowerment and gender equality, it should be able to have a nexus between the theoretical proposition of WEGEP and the implementation mechanism. This would mean that the question would move from the content of what should be done, to the content of how it should be done. I have already established, in the above paragraphs that, there is no implementation plan for the WEGEP.

WEGEP is an ambitious policy, which is void of an implementation plan and participation of the direct beneficiaries who are women within the jurisdiction of public institutions. It is a project that failed to give direction on the implementation strategies as applied in the public sector. This study advocates that the inclusion of women must not be on paper. However, it must be a reflection in the initial stages of the policy formulation so that the implementation of the policy will be responding directly to the challenges of the intended beneficiaries.

### **3. Lack of Management of WEGEP Proposed Change**

WEGEP's main objective was to confront the current status quo and provide ideas that seek to establish a new norm where women are part of public institutions' life. To use the public sector as the premise for the implementation of WEGEP was a wise idea because it is a system of people, by people, for people. However, WEGEP failed to propose a WEGEP change management, as a result, Nkomo and Kriek (2011) state that change is about tweaking the organisation's strategy and operations and returning to the basics or searching for new tools and techniques that will help the organisation to navigate through the changes that lie ahead.

WEGEP requires a full change management plan so that the iMpendle Local Municipality can navigate the patriarchal system that lies ahead of implementing WEGEP.

Thomas, Christopher, Cummings and Worley (2014) argue that change is a prevalent feature in developing an organisation, be it in the operational or strategic decision. The study notes that WEGEP would be effectively implemented in the public sector, with specific reference to iMpendle Local Municipality if they had a change management plan. The plan would assist in effective implementation, and would adopt the Umble and Umble (2014) change management steps, which are education and communication, participation and involvement, facilitation and support, negotiation and agreement, manipulation and co-optation, and explicit and implicit coercion.

**Matrix 2: Context to which WEGEP is implemented in iMpendle Local Municipality**

Objective	Question	Response/s	Source
<p>To examine the political and administrative systems in place for implementation of WEGEP in iMpendle Local Municipality.</p>	<p>What are the political and administrative systems in place for implementation of WEGEP in iMpendle Local Municipality?</p>	<ol style="list-style-type: none"> <li>1. <i>“Our municipality has always made sure that women are empowered. Council Women are always standing up for women. Women are the majority. I am not sure about SCM and whether they give business to women. However, in municipal structures, like forums, ward committees, gender, youth, etc, women are fully represented.”</i></li>   <li>2. <i>“We do have a working relationship with the municipality, as a result, it is difficult. However, there are things that the municipality does, where we hear that the municipality is empowering women. I hear sometimes when they use a loud hailing to call a meeting, and they never say they are calling it for women but the entire community.”</i></li>   <li>3. <i>“In most cases, and according to my knowledge, they just advertise the post, but they know they are looking for female candidates. I have only seen this process in the management position, however, in the communities, they just give an instruction of 50/50. The only instances where women are few is where they are involved in heavy duty work.”</i></li> </ol>	<p>P1 P2 P4 P7 P10 P12 P15 P17 P18 P23 P24</p> <p>P3 P8 P17 P18 P19 P20 P22 P25 P27</p> <p>P5 P6 P9 P13 P15 P16 P17 P18 P25 P26</p>

Source: Research Empirical Data, 2022

### **6.5.2. Women at the centre of women empowerment and gender equality in iMpendle Local Municipality**

The first matrix established the content of WEGEP and the extent to which the contents of the policy direct public institutions to implement women empowerment and gender equality policies. Matrix 2 established the policy context, and the question was whether iMpendle Local Municipality implemented women empowerment and gender equality policies within the context of women in terms of forms and political systems in government, meaning the development of social construct, culture, and economy. This research aimed to ascertain the role played by the municipality as the institution responsible for the effective implementation of the WEGEP.

The analysis in this section was divided into three responses, 1, 2 and 3, that were established during data collection. This is in line with research objective two, which sought to examine the context for the implementation of women empowerment and gender equality policies in iMpendle Local Municipality. The question was answering the question, “*What is the context of the implementation of women empowerment and gender related policies in iMpendle Local Municipality?*”

The study made the following analysis:

#### **1. Political Systems in iMpendle Local Municipality**

In terms of political systems in iMpendle Local Government, the first response as shown in matrix 2 above, and the study established that the municipality has created political structures that are dedicated to gender equality and women empowerment.

This is well articulated in response 1, which clearly shows that iMpendle Local Municipality has structures that ensure the empowerment of women. However, the gap that is the context of WEGEP in iMpendle Local Municipality is that political structures do not produce inclusion of women. This means that women are involved in creating structures for political systems and are well represented on that platform, but the existing political structures do not ensure women empowerment and gender equality within the municipality’s jurisdiction.

The ideal notion of women empowerment in local government is echoed by, Ahmad, Bano and Ashfaq (2019) who argued that at the heart of women empowerment in local government is the philosophy of women representation and political empowerment, and through a constitutional system which gives women the chance to create measures that have an impact on their lives, and this ought to be clear. Having established that political systems output is not in favour of women in iMpendle Local Municipality, it is unclear who is behind the structures, and whether these structures are indicative of women empowerment and gender equality agenda, and or any other patriarchal societal cultural indoctrination which.

Response 2 goes, *“The data suggests that the working relationship with the municipality is a difficult one. This is due to actions taken by the municipality, about which locals hear that they are empowering women. They never mention who they are calling it for, either ladies or gentlemen; rather, they call it for the entire community when they make these calls using a loud hail”*.

This is what Segalo (2015) would call a pre-democratic challenge, where women were treated as subjects, and decided upon by the state, and society about their roles in society. However, after the advent of democracy, women and Black women were constitutionally acknowledged as full citizens of South Africa. Despite these strides that were afforded by democracy to women, the scourge of prejudice still exists since women's encounters are only seldom acknowledged, and with specific reference to iMpendle Local Municipality.

The above reflection suggests that women in the community are not the ones who plan programmes and the municipality becomes the vehicle to transport these programmes that address women in the community. This could be indicative that women are dominated by men because there is nothing that states women are at the centre of this policy-making.

The notion that the meeting is not for women only is a further indication that no forum is exclusive to women and women's affairs. This means the inclusion of men in the affairs of men in a society that is infiltrated by patriarchy, women can be used to endanger themselves and still create safer spaces for men at the expense of women. Hicks and Buccus (2012) challenged the local government for women's representation and participation in political parties, and further argued that these processes of governance require a thorough examination and scrutiny.

The participants, responses 2 and 3, collectively shared a view that women are accommodated in iMpendle Local Municipality because when there is a post, no one says it is for women, however, they know it is for women. This was a very ambiguous statement because it means they want to employ women against men. However, there is nothing that places women as priority in terms of recruitment placements.

The critical question to be answered is who is behind women' empowerment and gender equality in iMpendle Local Municipality. It appears that there is a lack of clarity in terms of the position of women with respect to WEGEP implementation in iMpendle Local Municipality. This is echoed by Moalusi and Jones (2019) who stated that women empowerment sabotage is a reality because the majority of organisations still struggle with empowering women and that their professional advancement has halted as a result and systems that create an environment where they are treated as secondary citizens to their male counterparts.

Pini (2013) argues that municipalities are aware of the national policy framework for women empowerment and gender equality, as in the context of iMpendle Local Municipality. iMpendle Local Municipality is a state entity, and subscribes to the rule of law, and is regulated by the Constitution of the Republic of South Africa, Act 108 of 1996 which Section (2) provides that the constitution of the Republic of South Africa is the supreme law of the Republic, law or conduct inconsistent with it is invalid, and the obligations imposed by it must be fulfilled.

Section (2) is read with section 9 (1) and provides that everyone is equal before the law and has the right to equal protection and benefit from the law. (2) Equality includes the full and equal enjoyment of all rights and freedoms. To promote the achievement of equality, legislative and other measures are designed. Bangani and Vyas-Doorgapersad (2020) stated that in the South African context, gender equality is a constitutional human right, which guarantees women and men same status.

The data explored in this study are reliable because they show that the municipality is aware of the structures that should be implemented in pursuit of the constitutional right of women towards empowerment and gender equality. However, the study shows that systems put in iMpendle Local Municipality continue to grossly misrepresent women.

**Matrix 3: the political will for the implementation of South Africa’s National Policy Framework for Women Empowerment and Gender Equality in iMpendle Local Municipality.**

Objective	Question	Response/s	Source
To determine the commitment of the local government to the implementation of WEGEP with specific reference to iMpendle Local Municipality	What is the commitment of iMpendle Local Municipality towards implementation of WEGEP?	<ol style="list-style-type: none"> <li>1. <i>“There is a commitment towards women empowerment and gender equality, especially because there are many women who are single parents and men are barely supporting them, and for the municipality to be active in women empowerment in Impendle is a good practice. In terms of land, that is still problematic, because of the chief, but the municipality promotes agriculture. Agriculture has helped a lot of women, who are having beans on their land and they benefitted from that programme”.</i></li> <li>2. <i>“I think the municipality has the role to play towards committing themselves to women empowerment because the only time I hear the emphasis on the life of women as far as employment is concerned is when they talk about EPWP programmes. I have not heard any municipal post being specific to recruiting women only.”</i></li> <li>3. <i>“If you look at the following offices which are headed by women, Community Development, Thusong Centre, Infrastructure, Disaster, and public participation, Human Resources, Performance Management, finance, and community services, most of us started as junior staff and we have been promoted to management positions. There is also a policy that makes that there is a gender balance, however, in the senior position, there is only one woman”.</i></li> </ol>	<p>P9 P13 P15 P16 P17 P22 P24 P26 P27</p> <p>P2 P4 P6 P7 P12 P 18 P19 P22 P25</p> <p>P1 P3 P5 P8 P10 P11 P13 P17 P21 P23 P26</p>

Source: Research Empirical Data, 2022

### **6.5.3. iMpendle Local Municipality political will for women empowerment and Gender Equality.**

In this study, the concept of political will was used to demonstrate the commitment of those who are entrusted with the implementation of WEGEP in iMpendle Local Municipality. In line with research objective three (3), the study sought to determine the commitment of the municipality towards women empowerment and implementation of gender equality policies. The interview questions responded to the question: *“What is the commitment of the council of iMpendle Local Municipality to Woman Empowerment and Gender Equality?”*

The study made the following analysis:

#### **1. No Commitment to Women Empowerment and Gender Equality**

This section intended to examine iMpendle Local Municipality’s commitment and the political will to treat women as the reason for the policy, equal rights in making laws, opportunities, liberation, and to make iMpendle Local Municipality a state institution to be transformed to accommodate women.

Selokela (2012) brought up the idea that local government is closest to the people for which women in leadership and senior management would send a positive message to women entering the employment arena.

The findings of the study established that in the reflections on response one, the participant’s focus on the commitment to gender equality and women empowerment was based on poverty alleviation programmes, and not on gender equality and women empowerment. The participant further states that traditional leaders do not give the municipality the land. This response is void of the commitment of the municipality to making women the centre of their affairs.

The question of commitment in the implementation of public policies is fairly demonstrated by Shale (2013) who suggests that regardless of where women are geographically located, the government should play a crucial role in committing to advance gender equality and women empowerment in South Africa.

The commitment by the institutions of government to gender equality and the practice of women's right to democratic involvement in all decision-making should be ensured, and women should be encouraged to take the lead in seeking their emancipation.

This is because during the collection of data in iMpendle Local Municipality, there was no indication that women are leading in the municipality and no clear scope of their participation of women in policy-making.

Whereas, Ahmad, Bano and Ashfaq (2019) argued that at the heart of local government work is commitment towards women empowerment, women representation and political empowerment. The participants further shared that the commitment to women empowerment and gender equality should be evident through a democratic process that provides an opportunity for women to formulate policies, which affect their lives.

In response 2, the participants argued that the municipality has the role to play in terms of committing themselves to women because the only time they hear an emphasis on the life of women as far as employment is concerned is when they talk about EPWP programmes.

## **2. Patriarchy impedes on iMpendle Local Municipality's commitment to women's empowerment and gender equality.**

The study concluded that patriarchy was a factor that was impeding women empowerment and gender equality in iMpendle Local Municipality. This was demonstrated in matrix 3, response number 2, which states that *“Out of 4 senior positions, there is only one woman and that further tells one that though the majority of women are in sectional management, they get instructions predominantly from male leadership, and already, they have determined that lack of women involved in their matters of leadership lead to the implementation of a male-dominated practice”*.

Khosla (2008) acknowledged that women empowerment in local government continues to suffer due to the widespread obstacles that prevent women from participating in local government decision-making. The fact that in the administrative cluster of iMpendle Local Municipality, women are a majority, however, they fail to cut structures for municipal decision-making bodies indicates that the political will towards women empowerment and gender equality is in the hands of men, and that on its own impedes on the agenda for women empowerment and gender equality.

Stanley and Yemisi (2018) state that gender equality has been present for centuries, around the globe, and has sustained heavy defeats. Gender equality is a kind of women empowerment through political commitment in governments. The study cannot clearly say there is a commitment, and or a political will to empower women, and promote gender equality because women in the administrative cluster are stagnant, and hardly make it to the decision making bodies, and the few that make it, are stashed in less influential positions. Local government has

been given a distinctive status and role in building democracy and promoting socio-economic development, including promoting gender equality and women's emancipation.

This is to ensure that there is a political will for women empowerment and gender equality and can develop and grow, thus consideration must be given to the pervasive prejudice against them, no matter how insignificant or veiled.

Failure to bring gender equality and women's perspectives into the centre of decision-making also implies a rethinking of priorities and policies. It entails more than just seeking equal numbers of women and men with access to programmes (Onaran 2016). Political will in iMpendle Local Municipality must be inclusive of women through inclusion in programmes for women empowerment and gender equality.



### **6.5.5. iMpendle Local Municipality's systems for Women Empowerment and Gender Equality**

The finding in the above matrix responds to research objective four (4), which sought to determine the capacity or the systems available to the municipality in relation to the implementation of the Women Empowerment and Gender Equality Policy. The question answered was *“What are the systems in place in Impendle Local Municipality on Women Empowerment and Gender Equality?”*

The study interrogated the overall systems in place for iMpendle Local Municipality and its affiliating institutions to implement WEGEP and whether the municipality can treat women as the reason for the policies, equal rights in making of laws, opportunities, and liberation, and whether the iMpendle Local Municipality as a state institution is transformed to accommodate women.

The findings of the study demonstrated that all 27 participants agreed that the municipality had systems and capacity to empower women and enforce gender equality. This was ventilated in different formats and views. However, the dominant theme was that systems for capacity and community development were there. This is based on the fact that data had already confirmed that iMpendle Local Municipality had a problem with extreme poverty, which meant that the emphasis would be more on the alleviation of poverty rather than women empowerment. The promotion of Equality and Prevention of Unjust Discrimination Act (Act 4 of 2000) states that: "No employer can discriminate against you on the basis of gender". Accordingly, the employment equality act is a law that supports equity in the workplace and makes sure that all workers are afforded equal opportunity and fair treatment by their employers.

Reflecting on response 1, the participants argued that the municipality has systems in place for the community at large, to a certain extent, systems that are meant to benefit women. However, those systems continue to benefit men.

Reflections on answer 2 made it abundantly evident that the municipality was capable of implementing a plan for women empowerment and gender equality. According to Bangani and Vyas-Doorgapersad (2020), the South African Public Service is governed by legal, policy, and regulatory frameworks that call for gender equality in the public sector to provide equal opportunities to male and female employees.

Many participants raised the claim that "*There is a councillor in the municipality council that is assigned a portfolio to convene the portfolio of women empowerment.*" Loud hailing is always a part of the public participation process, as is posting notices in taxi ranks, cabs, stores, and schools.

According to a participants in response 3, participants stated that "*The municipality has a program of imbizo where they make sure that they will have women represented in every committee and employment*". Response number 3 further revealed that the municipality has no capacity to implement any policy, including WEGEP. The response illustrates that women are given preference even for open positions. This provides more proof that the municipality has policies and procedures in place to support gender equality and women empowerment.

The study observed that the municipality can empower women and place them at the centre of any empowerment programme, policy and law-making. However, the lack of women as a priority, and the patriarchal culture that is embedded in both women's and men's systems in the area, remains a threat to the agenda of women's emancipation.

According to Qoboshiyana (2011), those who support gender equality want government institutions to change the social norm that accords men and women unequal statuses and rights. Gender equality is a setting that allows both men and women to realise their full human rights and potential (Qoboshiyana, 2011). In addition, the author demanded that discrimination be eradicated from its root causes in order to provide chances for both men and women.

The fact that there is a gap in the implementation of the systems in place does mean the iMpendle Local Municipality cannot empower women but that the municipality should make sure that they involve women in the formulation of these policies so that at the end of the day, they develop a sense of ownership. If the policies are now implemented, they should be representative of women, and their struggles in society, municipal administration offices and traditional affairs.

While the municipality has systems in place to promote women empowerment and gender equality, it was evident that discrimination against women in iMpendle Local Municipality still exists. As a result, iMpendle Local Municipality must take corrective action to improve gender equality in their clusters structures, procedures, organisational strategy and leadership portfolios, department-based decision-making processes, and work-based policies and programs. When it comes to the dilemma of systems to promote the implementation of women empowerment and gender equality, Dlamini (2019) contends that there is a lot that needs to be done because the system in our country is based on patriarchy, masculinity and misogyny and therefore, when you are the minister of women, you can talk a lot but what is important is what to do. I know with all our leaders when come in, they become very sensitive to the issues of women but as time goes by, they become swallowed by all other issues and leave out the most important constituency for a vibrant country. The observation was that all the participants were convinced that the municipality has systems in place and or the capacity to implement women empowerment and gender equality within the municipal jurisdiction. However, these systems were not beneficial to women in iMpendle Local Municipality.

**Matrix 5: The key role players for the implementation of South Africa’s National Policy Framework for Women Empowerment and Gender Equality.**

Objective	Question	Response/s	Source
To analyse the role of stakeholders involved in the implementation of WEGEP in iMpendle Local Municipality.	What are the roles of various stakeholders towards implementation of WEGEP in iMpendle Local Municipality	<ol style="list-style-type: none"> <li>1. <i>“Women are a majority and become key role players in the implementation of every policy in the municipality, including that of empowering women. However, men are also involved in the process and they are key role players as well because they are sometimes chairpersons of committees”.</i></li> <li>2. <i>“The municipality would make sure that traditional leadership is consulted, and then the council, the relevant councilors and ward committees. The community is engaged through these leadership structures and personnel that I have mentioned. The municipality would put emphasis on the collective relationship between traditional leadership and other structures in the municipality.</i></li> <li>3. <i>There is an office responsible for gender equality and women empowerment within the community development department. They make sure that the interests of women within the jurisdiction of the municipality, and women's rights are protected and women are empowered. For instance, in the municipal offices, the following offices are headed by women: Community Development, Thusong Centre, Infrastructure, Disaster, and Public Participation. We have 2 women councillors, the Chief, and the Indunas.</i></li> </ol>	<p>P6 P9 P13 P15 P4 P12 P15 P17 P20 P24</p> <p>P8 P 18 P11 P17 P2 P10 P19 P24 P27</p> <p>P1 P5 P3 P17 P16 P7 P10 P12 P16 P23 P26</p>

Source: Research Empirical Data, 2022

### **6.5.6. Women as role players for Implementation of women empowerment and gender equality in iMpendle Local Municipality**

The study in matrix 5 responds to objective 5 which sought to ascertain the roleplayers involved in the implementation of the Women Empowerment and Gender Equality Policy in iMpendle Local Municipality. The question in this section was, “*Who are the roleplayers involved in the implementation of women empowerment and gender related policies in iMpendle Local Municipality?*”

The study's analysis showed that women make up the majority and play a significant part in the execution of every policy in the municipal, such as the policy on women empowerment. The study established that the clusters in iMpendle Local Municipality jurisdiction are predominantly women. Furthermore, the study established that in the administration cluster, the municipality has ensured that they have women as the limited roleplayers in the affairs of the municipality, including women empowerment and gender equality, owing to the lack of women in the decision-making structures within the municipal administration.

The implementation of WEGEP in iMpendle Local Municipality’s administrative cluster was inconsistent with Bangani and Vyas-Doorgapersad’s (2020) view that South African Public Service is governed by legal, policy, and regulatory frameworks that call for gender equality in the public sector to provide equal opportunity to male and female employees. The little role played by women on the matter of women empowerment and gender equality is indicative of legislation implementation challenges.

Foli (2016) stated that the matter of public policy in the public sector is basically a link between the government and its people thus creates a system in which they will govern and dispatch services to the people as they are supposed to give in a form of service delivery. The relationship between the literature and the facts gives the impression that the municipality is equipped to execute gender equality and women empowerment effectively. To ensure effective policy implementation, both internal and external client/coalition partners play a critical role. The participation of clients/coalitions cannot be overemphasised (Burger, 2015).

In terms of response 2, in matrix 5, the municipality would ensure that traditional leadership is consulted, and then the council, relevant councillors and ward committees. This response implies that traditional leadership is consulted as part of the stakeholders in the programmes of the municipality and not in the programme of women empowerment and gender equality.

Meyer (2014) reported that once the local government embarks on the implementation of gender mainstreaming initiatives, the senior management should be at the forefront because without the involvement of leadership, nothing can be implemented. This would be quite a challenge in iMpendle Local Municipality because there are only one women in the senior management, and as a result, the call for women to be at the forefront was justifiably absent in iMpendle Local Municipality. This means that if the municipality can get on with the agenda of women, they would not harness the involvement of women to pilot the agenda of women emancipation.

According to Diedericks and Visagie (2018): in the South African local government context, equal participation is regarded as a cornerstone for the establishment of partnerships between communities and local government administration. Citizens of South Africa are currently desperate for service delivery at the local government level. Ensuring the delivery of desired levels of service to communities through municipalities is vital to eradicate the inequalities of the past and ensure a better life for all.

For the WEGEP to be implemented successfully, the government should team up with activists for gender equality and women empowerment in their regions. As a result, response 3 revealed that the community development department had a division tasked with promoting women empowerment and gender equality. They make sure that the interests of women within the jurisdiction of the municipality, women's rights are protected, and women are empowered. On reflection, this response does not state that women are part of the roleplayers regarding the affairs of inclusion of women. Setting up a women's office does not mean that women are the roleplayers in the implementation of WEGEP.

**Matrix 6. Transformation of South Africa’s National Policy Framework for Women Empowerment and Gender Equality.**

Objective	Question	Response/s	Source
To determine the effective strategies for implementation of WEGEP in iMpendle Local Municipality.	What are the effective strategies for implementation of WEGEP in iMpendle Local Municipality?	<ol style="list-style-type: none"> <li>1. <i>“The municipality should organise programmes for women for capacity development, in terms of municipal programs and opportunities. However, these should be women who are between the ages of 18 to 50. Even in terms of business databases, there must women so that when there are tenders, the women will benefit, and also will be capacitated. The municipality should also invest in women in terms of implementing their policies because history has it that women are a pillar of home building”.</i></li> <li>2. <i>“The recommendation is that the municipality must come, and listen, hear out the lived realities of women, and make sure they follow up on the programmes they have mentioned to them. People belong to the king, and the municipality must work with us because we are the ones who know more about the councillors and the problems of women in our setups. The municipality needs to be visible, and work with the traditional council as part of cooperative governance.”</i></li> <li>3. <i>“The program of women empowerment should not merely exist, but there must be consistent programmes that aim at creating a balance in the mind of the community about women and their roles in the matter of municipal governance. Women should take opportunities that avail themselves, and not seek validation from men, as well, men should be included in the training and development of women in municipal tasks.”</i></li> </ol>	<p>P2 P4 P7 P9P10 P12 P17 P18 P21PP23 P24 P26.</p> <p>P1 P3 P 18 P5 P8 P10 P17 P22 P25 P26</p> <p>P11 P17 P6 P13 P15 P16 P20 P21 P22 P24 P27.</p>

Source: Research Empirical Data (2022)

### **6.5.7. Re-inventing South Africa's National Policy Framework with a specific reference to iMpendle Local Municipality.**

The study in matrix 6 responds to objective 6 which sought to evaluate the anticipated outcomes of the implementation of WEGEP. The question was “*What are the anticipated outcomes of the WEGEP in transforming women's participation in iMpendle Local Municipality affairs?*” In this section, the intention was to allow women to provide their recommendations on how iMpendle Local Municipality can implement WEGEP.

The findings of the study established that all the participants did not recommend that the municipality allows women to lead women's initiatives. As a result, the study data did not recommend anything different from what is in WEGEP already.

Reflections on response 1, several participants agreed that the municipality should organise programmes for women for capacity development in terms of municipal programmes and opportunities. However, these should be women who are 18 to 50.

UNESCO (2000) defined gender equality as the battle between men and women to develop their capacities and make decisions free from restrictions imposed by rigid gender roles, discrimination, and stereotypes. This proposal was only applicable to individuals under the age of 18.

Furthermore, Meyer (2014) decried the fact that 1994 should have been the dawn of the liberation of women, however, two decades into democracy, women are still underrepresented in management positions, with men occupying a significant proportion of decision-making positions in public administration.

In response 2, the participants recommended that the municipality must come, listen, hear out the lived realities of women, and make sure they follow up on the programmes they would have mentioned to them.

According to Ioannides (2017) strategy for the promotion of gender equality has an objective to increase equality of opportunities to benefit women. However, this is void of the plan for women to engage with the municipality. This means that if the municipality does not provide the platform, they have no plan, regardless of seeing a need and the research being done about the implementation of WEGEP.

The White Paper on Affirmative Action (1998) encourages equity, which is described as policies, plans, or actions aimed at redressing historical inequalities and enhancing the circumstances of people who have been disadvantaged due to their race, gender, or handicap.

Response number 3, focused on the programme of women empowerment and gender equality and argued that the municipality should not merely have a programme that exists, but is not implemented; they advocated for consistent programmes aimed at creating a balance in the mind of the community about women and their roles in municipal governance.

The study finds the position of the third response to be a positive recommendation, which will ensure that the laws, policies and practices in the municipal jurisdiction should create a safe space for women, through the involvement and participation of women in the affairs of women empowerment and gender equality.

According to Govender and Vyas-Doorgapersad (2013), municipalities should assess their gender equality policies and the degree to which they are being implemented in other municipal offices. According to the Commission (2011), if local governments can persuade political parties to support gender equality and improve the status of women, then this issue will move beyond the scope of their political platforms and become a top priority for implementation.

The establishment, and implementation of WEGEP would create a space where women in all spheres would not be afraid to compete for positions and opportunities where they qualify and are competent. Because of the lack of assistance from relatives, communities, political groups, municipalities, and other crucial stakeholders, Majola (2020) stated that women ward councillors might decide not to run for office again.

Finally, the study notes that women in iMpendle Local Municipal jurisdiction are not ready to champion the programme of women's emancipation. The study further noted that none of the participants understood the existence of WEGEP, and when they were advised about it, no one recommended amendments to the policy. However, they wanted to see the municipality creating programmes for women empowerment and gender equality.

## 6.6. Study Summary of Findings

The study has explored a broad summary of findings in the table below. The summary of findings is in relation to the study objectives, questions, and their contributions to the research problem statement in this study.

**Table 11: A nexus between study objectives, questions, and findings of the study.**

Objective	Research Question	Summary of Findings
To establish the goals and objectives of WEGEP iMpendle Local Municipality	What are the goals and objective of the WEGEP in iMpendle Local Municipality?	The study established that WEGEP lacked a monitoring evaluation, change management, and implementation strategy.
To examine the political systems in place for the implementation of women empowerment and gender equality policies in iMpendle Local Municipality.	What are the political and administrative systems in place for implementation of WEGEP in iMpendle Local Municipality?	The study established that political systems that are available for iMpendle Local Municipality do not cater for women empowerment and gender equality.
To ascertain the commitment of the council of iMpendle Local Municipality to Women Empowerment and Gender Equality?	What is the commitment of iMpendle Local Municipality towards implementation of WEGEP	The study established that there was no political will for women empowerment in iMpendle Local Municipality was still undeveloped into a plan of action in the jurisdiction of the municipality.
To determine the capacity of the implementation of the Woman Empowerment and Gender Equality Policy.	What is iMpendle Local Municipality's capacity to implement WEGEP?	The study established that iMpendle Local Municipality has no well-organised financial, political, and human resource capacity that is able to promote and implement WEGEP.
To analyse the role-players involved in the implementation of women empowerment and gender-related policies iMpendle Local Municipality	What are the roles of various stakeholders towards implementation of WEGEP in iMpendle Local Municipality?	The study established that if ever women were involved in any municipal programmes, they were helping men to dominate the positions of influence, and did not support them (women) with respect to the implementation of WEGEP.
To determine the anticipated outcomes of the WEGEP in transforming women's participation in iMpendle Local Municipality	What are the effective strategies for implementation of WEGEP in iMpendle Local Municipality?	The study established that several participants agreed that the municipality should organise programmes for women for capacity development, in terms of municipal programmes and opportunities. However, these should be women who are 18 to 50.

Source: Researcher (2022)

## **6.6. Conclusion**

Women empowerment and gender equality represents an important topic of discussion in contemporary literature of Public Administration as it focusses on the endeavours of the governments to create platforms for the women access, control and benefit from available resources in their societies. In light of the South Africa's background of inequalities in the pre-1994 era, and the government endeavour to build a capable state, and South Africa for all. Women Empowerment and Gender Equality remains a real challenge in public sector, and in local government as well. The problem of patriarchy has been the most challenge to impede on the development of women empowerment and gender equality. This chapter has demonstrated a lack of purpose with respect to WEGEP, no implementation, and or monitoring and evaluation plan. The summary of the chapter findings established that if ever women were involved in any municipal programmes, they were helping men to dominate the positions of influence, and did not support each other as women with respect to the implementation of WEGEP. The chapter began with the different clusters that were interviewed, patriarchy was seen as something that is prevalent, however, very normalized in the society. The themes that emerged from this study were aligned to the objectives of the study. This chapter focused on data presentation and the key findings of the study. In addressing the problem statement, the presentation of data was aligned with the research objectives and key questions that guided the study. The analysis was two-fold. Firstly, a thematic analysis is provided which organises data into the identified themes. Secondly, a thematic analysis is used to analyse data using a feminist 5 C protocol. The chapter concludes with a summary of the findings.

## Chapter Seven

### Summary, Conclusions, and Recommendations

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#### 7.1. Introduction

The presentation and discussion of data were covered in the preceding chapter. It concentrated on matching the goals of all interview questions to the participants' responses. As reflected in the introductory chapter, this study looked into how WEGEP was implemented in local government with specific reference to iMpendle Local Local Municipality. This chapter focuses on the recapitulation of each study chapter, general conclusions, the study's limitations, its contribution to knowledge, and recommendations for future research.

#### 7.2. Recapitulation of Research Objectives and Key Questions

**Table12: Recapitulation of Research Objectives and Key Questions**

Objective	Research Question
To establish the goals and objectives of WEGEP iMpendle Local Municipality	What is the purpose and objective of the WEGEP in local government with a focus on iMpendle Local Municipality?
To examine the context for the implementation of women empowerment and gender equality policies in Impendle Local Municipality.	What are the political systems that are in place for the implementation of gender equality and women empowerment policies in iMpendle Local Municipality?
To ascertain the commitment of the council of Impendle Local Municipality to Women Empowerment and Gender Equality?	What is the commitment of the local government towards the implementation of WEGEP with specific reference to iMpendle Local Municipality?
To determine the capacity of the implementation of the Woman Empowerment and Gender Equality Policy.	What is the capacity of iMpendle Local Municipality towards the promotion of women empowerment and implementation of gender equality policies?
To analyse the role-players involved in the implementation of women empowerment and gender related policies Impendle Local Municipality	What are the roles of various stakeholders that are part of the implementation of women empowerment programmes and gender equality policies in iMpendle Local Municipality?
To determine the anticipated outcomes of the WEGEP in transforming women's participation in iMpendle Local Municipality	What are the anticipated outcomes of the implementation of WEGEP in the South African local government sphere with a focus on iMpendle Local Municipality?

Source: Researcher (2022)

The following section focuses on the recapitulation of chapters of this thesis.

### **7.3.1. Chapter One**

This chapter introduced the study and further explored the background, problem statement, aim, and objectives of the study. Furthermore, it explored the significance of the study, preliminary literature review and methodology. Finally, it offered an outline for the entire thesis. As part of the research problem, the chapter elucidated patriarchy as a serious socio-economic problem that permeates modern societies in developing nations in particular. This problem is further aggravated by the lack of the implementation of the policy framework and strategies for the promotion of gender equality and women empowerment. However, the literature presented in subsequent chapters has explored the mechanisms that are implemented by governments across the world to alleviate gender inequalities and enforce policies for women empowerment.

### **7.3.2. Chapter Two**

The literature of the study is divided into three chapters.

In chapter two, the literature focussed on the aspect of women empowerment in the global, regional and local contexts. Guided by Goal 5 of the Sustainable Development Goals (SDG), the literature revealed the aspect of women empowerment as a critical framework upon which the governments should effectively formulate and implement policies and strategies directing human equality, human rights, and political and socio-economic opportunities.

In the case of South Africa, women empowerment has since the introduction of democracy in 1994 been construed as an essential pillar for the recognition of human rights and a driver for poverty alleviation and economic sustainability. Before, 1994, the history of South African women was characterised by challenges of racism where life chances and allocation of resources and services were established along racial lines. Currently, the participation of women in all sectors of society has been prioritised and is closely monitored by various initiatives that are co-ordinated by the National Department of Women, Youth and Persons with Disabilities.

The chapter proceeded to focus on the conceptualisation of women empowerment and the reflections on various subthemes, including the reality of rural women and inequalities, an overview of challenges to women empowerment, women empowerment: a global public administration perspective, women empowerment: a South African public administration perspective and women empowerment: a South African local government perspective.

### **7.3.3. Chapter Three**

This chapter served as a continuation of the literature review. It focussed mainly on the aspect of gender equality by tracing the history, evolution, and latest policy trends as far as gender equality is concerned in a global, regional and local contexts. The chapter argued that although women and girls represent half of the global population, issues of gender inequality and marginalisation persist and are growing thus presenting serious global challenges. Interestingly, as of 2014, 143 countries across the world took an initiative to alleviate gender inequalities and explore ways in which women and girls may benefit through political and socio-economic opportunities. This initiative marked a great milestone towards the recognition of the roles played by women in improving the quality of lives in a global context.

Several sub-themes emerged from this chapter, and they are focused on the overview of gender equality with specific reference to legislative and policy frameworks that regulate gender issues in the South African context. Other issues explored in this chapter include the initiatives that are being formulated in the global, regional and local context to streamline gender equalities, the public administration perspective on gender equality and reflections on gender equality in the South African local government sphere.

#### **7.3.4. Chapter Four**

This chapter focused on a conceptual framework. It adopted a 5 C protocol as a framework that underpinned the arguments raised herein. The chapter outlined a broader perspective of public policy, with specific reference to 5 C protocol. The chapter, outlined, an overview of public policy, public policy process, public policy implementation, and aligned the public policy implementation with the study. The 5C protocol in this study examined how the South African policies of gender equality and women empowerment should be formulated and implemented. More specifically, it examined the context, content, commitment, capacity, client and coalitions in which public policies are implemented.

#### **7.3.5. Chapter Five**

The purpose of this chapter was to explore the study's research methods. The study was empirical in which qualitative interviews were conducted with key informants who operationalise the implementation of gender equality and women empowerment in the South African local government with specific reference to iMpendle Local Municipality. The chapter explored the research design, research philosophy, research target population, recruitment strategy, research sampling, data collection, data analysis, validity and reliability, the significance of the study and ethical considerations. In conducting this study, the searcher took cognisance of all techniques that should be applied towards the collection of sufficient data that yield effective findings. Those techniques are broadly discussed in this chapter.

#### **7.3.6. Chapter Six**

The goal of this chapter was to outline data presentation, analysis, and interpretation for the study. The discussion covered the purpose and goals of the study, the research design, the method and description of the sampling selection, as well as the research tools that were used. In this chapter, the presentation of findings was aligned with the research objectives which served as a guide towards answering the research problem and drawing conclusions and recommendations. The main findings of the study established that while their various initiatives that have been operationalised towards enhancing women empowerment and gender equality in South Africa since 1994, the implementation of those initiatives is ineffective.

The analysis was twofold: thematic analysis which organised data into identified themes, and content analysis. The chapter began with reflections on the objectives of the study and a discussion of the case context of iMpendle Local Municipality.

### **7.3.7. Chapter 7**

This chapter focused on study chapter summaries, conclusions, recommendations, limitations of the study, contribution to knowledge and recommendations based on the study results that have been presented and tabled in the previous chapter.

## **7.4. Discussions of Research Findings**

This section focuses on the discussion of the research findings. The discussions reflect the alignment between research objectives and findings. The section also draws conclusions in relation to the research objectives.

### **7.4.1 Research Objective One: to examine the purpose and goals of the WEGEP in local government with specific reference to iMpendle Local Municipality**

Since the inception of the South African democracy in 1994, the government has formulated various policies and legislative frameworks which aim to redress the imbalances created by the apartheid regimes. As such, the WEGEP aims to pave the way for legal status and recognition of women's contributions in various aspects of society.

Therefore, in this study, this objective was designed to unpack the content of the WEGEP in terms of its efficacy in addressing issues of gender equality and women empowerment. The study focused on the question, “*What are the goals and objectives of WEGEP?*”

#### **7.4.1.1 Key Findings of Research Objective 1**

The key finding of this objective established that the goals of the WEGEP are to make the aspects of women empowerment and gender equality a reality in the South African public sector with specific reference to local government. The findings of the study have demonstrated how iMpendle Local Municipality strives to create gender balances and promote the status of women in the workplace. The study further identified a gap in relation to the implementation of WEGEP in the municipality.

For example, the municipality does not mention the implementation plan as well as the monitoring and evaluation plan. It is therefore against this background that the study concluded that WEGEP is an ambitious policy, which is void of an implementation plan and participation of the direct beneficiaries who are women within the jurisdiction of public institutions. Furthermore, based on objective, the study submitted the following conclusions:

- There is a gap between the objective and implementation plan of the WEGEP. The municipality did not explore all available avenues for the successful implementation of the WEGEP. It appeared that WEGEP places women at the centre of policy and law making in the public sector. However, the very same policy does not have tangible monitoring and evaluation methods. Therefore, the policy is and ends up lacking the methods from which women must benefit. It, therefore, means that WEGEP does not seem to be a policy for women on the ground, but a policy of the male elite in the boardroom.
- The other gap pointed to the incapacitation of municipal employees about WEGEP as a national framework for women empowerment in the public sector, all categories of the research participants in iMpendle (including the municipal manager, managers in various departments, councillors, women employees and traditional leaders) did not know in detail the content of the WEDGEP. For example, they did not have information on what the policy entails. Although they passed elementary knowledge of the purpose of the policy, they lacked understanding of how the policy should be successfully implemented.
- The WEGEP's pursuit of women empowerment and gender equality does not seek to strengthen women's voices in public institutions, and promote practical steps for effective and active women's participation in all sectors of government. WEGEP should be clear on what is the role of government, and political parties to close the gap between women empowerment and gender equality in public institutions.
- The findings of the study established that iMpendle Local Municipality has not facilitated programmes that will broaden the understanding of the municipal functionaries in terms of understanding government policies for women empowerment.
- The study could not trace the change management as an implementation plan, and as a result, the study took a dim view of the prospect of success with respect to WEGEP. A policy that proposes a change in society, public administration, and all spheres and corners of government, should have a change management plan that will deal with

resistance from those who are beneficiaries of the system that is designed to oppress and exclude women.

- Finally, the study concludes that WEGEP is unclear on the road and role of all stakeholders relating to the need for women empowerment and gender equality within different societies and contexts in the three spheres of government. It must push the parliament to enforce all government entities to make sure that people and relevant stakeholders know about WEGEP and that every entity reports on progress every year.

#### **7.4.1.2. Research Objective 2: To examine the political systems in place for the implementation of WEGEP in Impendle Local Municipality.**

The purpose of this objective was to interrogate whether women in iMpendle Local Municipality are the context of WEGEP and if the context is, and has women as the reason for the policy, equal rights in making of laws, opportunities, liberation and whether Impendle Local Municipality as a state institution is transformed to accommodate women as the policy context because policy can only be implemented within women's contexts.

The question that the study was seeking to respond to was aimed at answering "*What is the political systems of the implementation of WEGEP in Impendle Local Municipality?*"

The study established that the municipality has created structures that are dedicated to gender equality and women empowerment. Response 1 established that the municipality has political systems through structures that ensure the empowerment of women. However, the gap that is the content of WEGEP manifests itself here in that women are created structures where they will be represented. Sadly, there is no mention of how that structure ensures women empowerment and gender equality within the municipality's jurisdiction.

In terms of these objectives, the study concludes with the following:

- The trend during the data collection period was different information from the different categories of data collection. What was said about women in the context of WEGEP in terms of opportunities in the workplace was different from what was said by the councillors, managers, and traditional leadership. For instance, managers felt that women were given opportunities because they came there and had been promoted. Councillors and traditional leadership felt that the municipality was not promoting women opportunities.

The conclusion, therefore, is that the municipality does not have a common interest for women in their jurisdiction but cares about women in their municipal offices.

- The second conclusion is that it is difficult for the municipality to promote women empowerment and gender equality because data are also clear that the area is full of male-headed departments. The majority of councillors are men, and even the mayor, , as well as the speaker, municipal manager and general manager, are males.
- The political system in iMpendle is strictly male dominant. During the collection of data, one respondent argued that women do not believe in women leadership, and they even tell women leadership that they are not their leaders, and their men will never be led by women. This is the system that is currently benefitting women in iMpendle Local Municipality.
- The findings of the study established that iMpendle Local Municipality has not facilitated programmes that will broaden the understanding of the municipal functionaries in terms of understanding government policies for women empowerment.

#### **7.4.1.2. Research Objective 3: To determine the capacity of the implementation of Women Empowerment and Gender Equality Policy.**

This objective was to establish the overall capacity of iMpendle Local Municipality and its affiliating institutions to implement WEGEP and if the municipality can treat women as the reason for the policies, equal rights in making of laws, opportunities, liberation and whether the Impendle Local Municipality as a state institution is transformed to accommodate women.

The question was “*What are the systems in place for iMpendle Local Municipality on Woman Empowerment and Gender Equality?*”

The findings of the study established that in the reflections on response number one, the participant’s focus on the commitment to gender equality and women empowerment was based on poverty alleviation programmes and not on gender equality and women empowerment. The participant further stated that traditional leaders do not give the municipality land. This response is void of the commitment of the municipality to making women the centre of their affairs.

*What is the capacity of the implementation of WEGEP in iMpendle Local Municipality?*

The study makes the following conclusions regarding this objective:

- To some extent, the municipality possessed the capacity and had reasonable systems in place to empower women and apply gender equality policies, including WEGEP. It was also clear that there is a form of awareness from the municipal officials to include women in the operations and the plans of the municipality, even though these were not women-specific.
- The study further concluded that the strides of patriarchy are so deep within the jurisdiction of the municipality to a point that even the attempts to implement WEGEP are jeopardised by the deep roots of patriarchy. This is premised on the dominance of an observation that women are also involved in the sabotage of women empowerment, sometimes through thinking that other women get opportunities through sleeping with men. The study revealed that the iMpendle community is predominantly women, but women are not elected to the structures of the municipality. Consequently, women are not involved in decision-making processes. During data collection, participants spoke about no financial capacity, human resource capacity, and political capacity to implement WEGEP.
- Finally, the study concludes that the impact of patriarchy is systematic; it does not only promote men ahead of women, but it also plants a seed in the women's system that makes women think they are incapable. This is premised on the fact that some potential women councillors would not run for the councillor's position because they think that they may not get support from the communities on gender grounds.

#### **7.4.1.3. Research Objective 4: To determine the commitment of iMpendle Local Municipality in relation to women empowerment and gender equality policies.**

This objective examined iMpendle Local Municipality's commitment (political will) to implement WEGEP to promote, equal rights in making laws, opportunities, and liberation of women in local government.

In relation to this objective, the study responded to the question "*What is the commitment of the council of Impendle Local Municipality to Woman Empowerment and Gender Equality?*"

The findings of the study demonstrated that all 18 participants agreed that the municipality could empower women and enforce gender equality. This was ventilated in different formats and views. However, the dominant theme was that systems for capacity and community development were there. This is based on the fact that data had already confirmed that iMpendle Local Municipality had a problem with extreme poverty, which meant that the emphasis would be more on the alleviation of poverty rather than women empowerment.

The study makes the following conclusions regarding this objective:

- The commitment and the political will in this study were based on the ability of those who are responsible for the implementation of WEGEP to make sure that women are empowered, and gender equality is enforced within the jurisdiction of iMpendle Local Municipality. The study concludes that women in all structures, including but limited to community, ward committees, branch general meetings and council, lacked political support for gender equality and women empowerment.
- The study further concludes that patriarchy remains the poison that derails the implementation and inclusion of women in the jurisdiction of iMpendle Local Municipality. As a result, it is impossible to regulate the commitment of the municipality with respect to WEGEP because the terrain in itself is dominant with a patriarchal system and education.
- Finally, men continue to benefit from the strides of patriarchy because the scourge of patriarchy remains entrenched in the blood system of women. Women will continue to suffer until they understand that problems relating to patriarchy are systemic, and they need to make sure that they disrupt the patriarchal culture within their blood first and promote women empowerment.

#### **7.4.1.4. Research Objective 5: To ascertain the roleplayers involved in the implementation of Women Empowerment and Gender Equality Policy in iMpendle Local Municipality.**

This objective sought to ascertain whether the aspect of the client and coalition in relation to WEGEP elicits adequate support from all roleplayers in iMpendle Local Municipality. As such, the study responded to the question, “Who are the roleplayers involved in the implementation of women empowerment and gender-related policies in Impendle Local Municipality?” The study's conclusions showed that women make up the majority of women, however, they play no significant role in the execution of municipal policies, including WEGEP. It was also clear that women and the municipality have ensured that they have women as the key roleplayers in the affairs of the municipality, including women empowerment and gender equality.

The study makes the following conclusion regarding this objective:

- iMpendle Local Municipality jurisdictions suffer from the strides of patriarchy. Women are not active roleplayers in the formulation of policies, including policies that should benefit them. However, the findings show that the majority of women are just on-the-ground committees. Besides, women do not have faith in other women in the area, and that was evident in the election of councillors. Women sabotage other women.
- Women do not understand the power of being a stakeholder in iMpendle Local Municipality. The study observes that being made a roleplayer in the affairs of the municipality is a platform to transform the lives of women. As hinted earlier, the major problem is based on the strides of patriarchy, and it has blinded women in the course of their transformation. As a result, men continue to benefit from the patriarchal system.
- The study further established that the lack of content, context, capacity, and commitment was evident in the roleplayers. Women have been the majority of all stakeholders, however, they are still dominated by men. As a result, the entire implementation strategy in iMpendle Local Municipality lacks the empowerment of the key stakeholders.

- The study established that women are not participating meaningfully towards their empowerment and equality. As a result, iMpendle Local Municipality should ensure that women empowerment and participation do not end up being something that works against the agenda of women empowerment and gender equality.

**7.4.1.5. Objective 6: Explore the anticipated outcomes of the WEGEP in transforming women's participation in iMpendle Local Municipality affairs.**

This objective sought to determine the participant's level of understanding of the factors that may determine the successful implementation of the WEGEP. Furthermore, the participants were required to recommend the anticipated outcome for the implementation of WEGEP. In line with this objective, the study responded to the question, "What are the anticipated outcomes of the WEGEP in transforming women's participation in iMpendle Local Municipality affairs?"

The findings of the study established that all the participants agreed that the municipality should organise programmes for women for capacity development, in terms of municipal programmes and opportunities. However, these should be for women who are 18 to 50.

The study made the following conclusions based on this objective:

- The study concludes that women in iMpendle Local Municipal jurisdiction are ready to champion programmes of women's emancipation although they lacked capacity building. As noted in the analysis section, none of the participants understood the existence of WEGEP, and when they were advised about it, no one recommended amendments to the policy. However, they wanted to see the municipality creating programmes for women empowerment and gender equality.
- The study further concludes that the women in the jurisdiction of the municipality have not been trained in women empowerment and gender equality. The fact that women have not taken a position that is intentional about what they want to see in these policies says a lot about how they are going to struggle to embrace their opportunities.
- The study concludes that the existence of WEGEP is not helping women in iMpendle Local Municipality because even when they were told about it during data collection, no one recommended that women should take their positions and influence the municipality to do all the programmes they were talking about. Most of them wanted

to sit and let the municipality do it for them and if the municipality does not do anything, then they are seemingly happy with the status quo.

- Generally, the findings of the study reflected the potential of the WEGEP to promote gender equality and women empowerment in iMpendle Local Municipality. However, there were institutional challenges that hindered the ability of the municipality to implement the policy. For example, the issues of municipal incapacities, a lack of policy monitoring and evaluation and implementation plan and a lack of effective participation strategies were some of the problematic areas.

## **7.5. Contribution to the Body of Knowledge**

The study was conducted with a primary aim to examine, understand, critique and offer recommendations on how WEGEP implementation might better the lived experiences of women in iMpendle Local Municipality. The policy is instrumental in the restructuring of the South African public sector in which women are afforded opportunities to play leading roles in government operations. In the case of local government, the WEGEP will eliminate stigmatisation and patriarchal practices that have been associated with local government for many years (Khan, Kausar, Khalid, and Farooq, 2015).

The study established a gap in the implementation of WEGEP, and the gap was a lack of change in management. Thus, this study proposes change management as the 6<sup>th</sup> protocol, which will be briefly discussed in the following paragraph.

### **7.5.1. A 6<sup>th</sup> Protocol: Change Management**

According to Cameron, and Green, (2019), managing change involves changing 'something's' form, nature, substance, and trajectory from what it is or from what it would be if left alone. According to Bayeh (2021), this process means that managing change entails looking for novel strategies and methods that will give the public sector, and the local government, in particular, the methods to deal with the impending changes. On a similar note, Hayes (2022) posits that change management benefits institutions' strategy and helps with methods to return to the basics or search for new tools and techniques that will help the institution to navigate through the changes that lie ahead. Ahmed *et al.* (2019) argue that change is a prevalent feature in implementing institutional operational or strategic direction. Whysall, Owtram, and Brittain

(2019) conclude that implementing change would benefit the institutions to re-examine, alter and, gain a competitive edge over other competing institutions.

### 7.5.2. Why a Change Management as a 6<sup>th</sup> Protocol

A justification for change management in the implementation of WEGEP is captured in Lewin's Theory of Change Management. Ratana, Raksmeay, and Danut (2020) who suggest a Lewin Theory of Change Management, which is premised on the following 3 pillars:

**Table: 13 Lewin’s Change Management Model**

Phase	Description
Unfreezing	This is a process where an organisation intending to bring change gets involved in motivating the institution, or the people who will be affected by the change, to get them ready for the change.
Change	Change is a process that assists the organisation in implementing change to ensure change results in organisational reform. Change is done through the development of a new attitude towards the implementation of change.
Refreezing	It means to put measures in place that are going to sustain the change which is implemented, and further provide measures to control, and make sure that it remains for the longest time.

Source: Researcher (2023)

### 7.5.3. Alignment of Change Management and Public Policy in Local Government with specific reference to WEGEP.

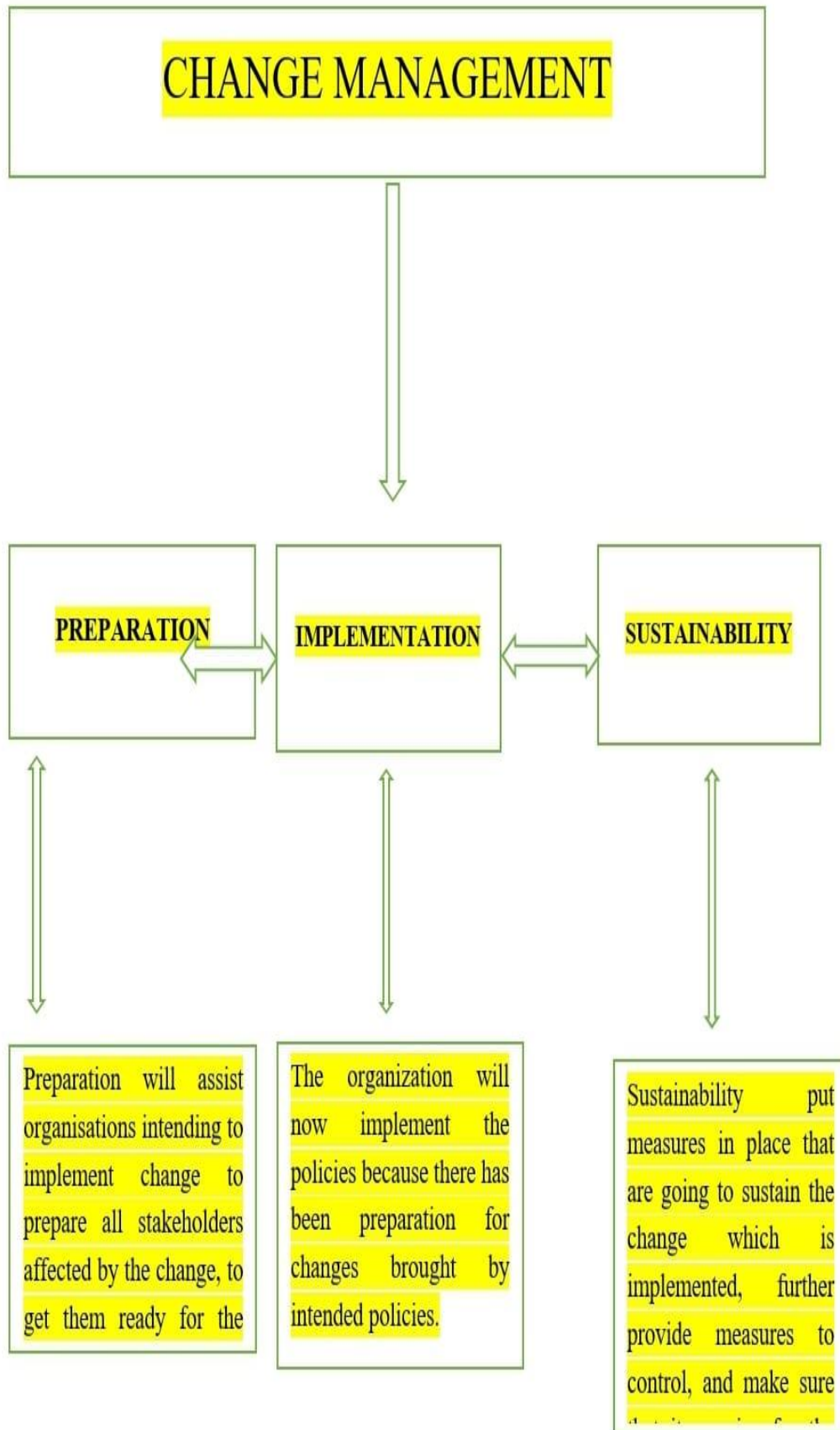
Since the study established that Change Management is an effective strategy for policy implementation, the following would be a contribution to change management:

- Awareness of the proposed change would create an environment where all stakeholders, direct and indirect beneficiaries of WEGEP would be aware of the changes it is bringing and empower all concerned to embrace, implement, and promote WEGEP as a policy that must be implemented.
- Change Management will be useful with respect to assisting all government stakeholders with an opportunity to participate and be part of the change that will be

addressed by WEGEP, and cultivate a desire of the employee to participate and support the impending change that will be introduced by WEGEP.

- Change Management will provide a platform for capacity building for all stakeholders, direct and indirect beneficiaries of WEGEP. The availability of knowledge with respect to the implementation of WEGEP will assist to ensure an open environment where people who do not understand would be in a position to understand.
- Change Management will assist the public institutions with the ability of all stakeholders to learn new skills to manage behaviour disposition towards accepting the change that will be coming with WEGEP.
- Change Management will assist with reinforcement needed to sustain the change that is brought by WEGEP in a manner that all stakeholders would know, understand and promote as a continuous process.

**Model: A Proposed Model for Public Policy Implementation.**



## **7.6. Study Recommendations**

The recommendations below are aligned with the 5C protocol which served as a base for data analysis. As a result, the study recommendations seek to pave the way for effective implementation of public policy in local government, with specific reference to gender equality and women empowerment in the South African public sector.

### **7.6.1. Recommendation 1: The Purpose and Goals of WEGEP.**

WEGEP is a policy for women, but not just for women, according to the study's findings. This notion is qualified by the fact that even though the policy intends to create a space for women, still it does not create it in that it has no monitoring and evaluation process. The study recommends that WEGEP should have the following sections clearly outlined in its content.

- There must be the promotion of WEGEP as a national framework for the place of women in society and the local government space. All categories in iMpendle should know in detail what WEGEP entails. This complements the conclusion that those who are supposed to be direct beneficiaries of WEGEP should be well-informed about it.
- The WEGEP should pursue women empowerment, and gender equality through strengthening women's voices in public institutions, and promote practical steps for effective and active women participation in all sectors of government. WEGEP should be clear on what is the role of government, and political parties to close the gap between women empowerment and gender equality in public institutions.
- WEGEP should also make clear strides in the programme of increasing women turnout on the inclusiveness of policy making and programme delivery in the public institutions, and provide a capacity building for the governments to incorporate gender considerations into government spending, policies and programmes.
- WEGEP should prescribe that women should be the ones to advise on what should it take to develop more inclusive policy-making and budgeting processes, and share the main barriers to and opportunities for engaging a wide range of women in policy discussions. It should problematise the tools women-friendly the governments should create for women.

- WEGEP should establish change management as an implementation plan, and as a result, the study took a dim view of the prospect of success with respect to WEGEP. A policy that proposes a change in society, public administration, and all spheres and corners of government, should have a change management plan that will deal with resistance from those who are beneficiaries of the system that is designed to oppress and exclude women.
- WEGEP should be clear on the role of all stakeholders relating to the need for women empowerment and gender equality within different societies and contexts in the three spheres of government. It must push for parliament to enforce all government entities to make sure that people and relevant stakeholders know about WEGEP and that every entity reports on the progress every year.
- Policy must be decentralised; it must give guidance on how different municipalities should create their custom-made policies that will speak directly to the needs of particular women in a community in a particular local government jurisdiction. This will ensure that policies with specific reference to women empowerment and gender equality are responding to contextualised problems.
- The content of the policy should also create a clear balance on how higher structures of government should monitor the implementation of these policies. There must be penalties for municipalities that refuse, and or do not effectively implement these policies so that everyone would be clear on the need to implement that policy. That will be effective because the policy will be first contextualised.

### **7.6.2. Recommendation 2: Political Systems for WEGEP Implementation in iMpendle Local Municipality**

The study has already determined in the conclusions section that putting women as the main context of women empowerment and gender equality was met with conflicting views during the data collection period.

The study makes the following recommendations:

- The municipality needs to have a system wherein all stakeholders can understand a political system need and the importance of parading WEGEP in the community and within the council and administrative staff.
- The study has established different information from the different categories of data collection. What was said about women in the context of WEGEP in terms of opportunities in the workplace was different among the councillors, managers, and traditional leadership. For instance, managers felt that women were given opportunities because they came there and had been promoted. The councillors and traditional leadership felt the municipality was not promoting women opportunities. Therefore, the recommendation is that the municipality should develop a common interest programme for women empowerment and gender equality in their jurisdiction to develop and show care about women in their municipal offices.
- The municipality as the state institution should become the vehicle for the implementation of WEGEP; it is their responsibility to follow up on all gender-related matters. Therefore, this study recommends a directorate for women empowerment and gender equality. This directorate will make sure that they collaborate with public participation and IDP to ensure that the matters relating to women empowerment and gender equality are the main matters of the municipality. As a result, the 5 C protocol should be attention to matters relating to service delivery.
- The iMpendle Local Municipality's political system in iMpendle Local Municipality should be strictly women-dominant to further women empowerment and gender equality systems.

- Finally, the national and provincial treasury should make funds available to gender equality and women empowerment directorates within public institutions. These funds should be channelled through the Commission for Gender Equality, which forms part of the SA Constitution Chapter 9 institutions. The institution would then be decentralised, and the promotion of women empowerment and gender equality portfolios will be housed at different government institutions, including iMpendle Local Municipality.

### **7.6.3. Recommendation 3: Capacity for Policy Implementation in iMpendle Local Municipality**

The conclusion section has already determined that the municipality has the capacity and systems in place to empower women and apply gender equality policies, including WEGEP. The study has further determined that there is awareness from the officials of the municipality to include women in the operations and the plans of the municipality, even though these were just normal municipal operations and not women-specific. The study makes the following recommendations:

- The municipality has the capacity and systems in place to empower women and apply gender equality policies, including WEGEP. It was clear that there is a form of awareness from the municipal officials to include women in the operations and the plans of the municipality, even though these were not women-specific.
- iMpendle Local Municipality should establish a system to audit their financial, political, and commitment capacity to promote the programmes for women empowerment and gender equality. It would assist to determine whether they can implement WEGEP in iMpendle Local Municipality.
- COGTA should establish a portfolio under the municipal administration wing, which will work with the Commission for Gender Equality to train and develop the municipalities on the matters of women empowerment and gender equality. This would help the municipalities to further have their women empowerment and gender equality portfolio. This portfolio would assist the municipalities to train and develop all the stakeholders within their jurisdiction.

- The study further recommends that iMpendle Local Municipality works on properly using the capacity and systems they already have to have an equal footing on the matter of women empowerment and gender equality. This is based on the fact that in the data collection, there are conflicting views about the ability of the municipality to implement WEGEP.
- Finally, the study recommends that women are specifically should be empowered by the strides of matriarchy. This is because is matriarchy is the promotion of women empowerment, but it also plants a seed in the women's system that makes women think they are incapable. This is premised on the fact that some potential women councillors would not run for the councillor's position because they think they will not get support from their families on gender grounds.

#### **7.6.4. Recommendation 4: Commitment of the iMpendle Local Municipality to the Implementation of WEGEP.**

The findings of the study determined that women in all structures including but limited to community, ward committees, branch general meetings, and council had no political will for gender equality and women empowerment.

The study makes the following recommendation:

- The commitment and the political will in this study were based on the ability of those who are responsible for the implementation of WEGEP to make sure that women are empowered and gender equality is enforced within the jurisdiction of iMpendle Local Municipality. The study concludes that women in all structures, including but limited to community, ward committees, branch general meetings and council, lacked political support for gender equality and women's empowerment.
- The study further recommends systems for municipal commitment to fight the patriarchy which remains a stumbling block to the implementation and inclusion of women in iMpendle Local Municipality. Without this commitment from iMpendle Local Municipality, it is impossible to regulate women empowerment and gender equality.

- Rural municipalities, with particular attention to iMpendle Local Municipality; should consider using these platforms that already exist to make sure that women take their position to make the lives of women a better and safer space. This would assist in ensuring that women understand that their role is a committed one and have the will to use the available systems to empower themselves.
- The study further recommends that the entire municipal structure, as the centre of all empowerment, should consider allowing women to be in the decision-making structures within the municipal administration because the suspicion that involving women in structures needs men's approval is sabotage to the cause of women empowerment and gender equality.

#### **7.6.5. Recommendation 5: Women as major stakeholders/roleplayers in the implementation of WEGEP in iMpendle Local Municipality.**

The study has already determined that iMpendle Local Municipality jurisdiction suffers from the strides of patriarchy. This conclusion is based on data collection and analysis. Women are the roleplayers in the formulation of policies, including policies that should benefit them. However, they are not using these platforms to benefit themselves, but they are used to endorse the dominance of men.

The study makes the following recommendations:

- The municipality must conduct intense training and development which is meant to liberate women in the jurisdiction of the iMpendle Local Municipality. This would create an awareness of what it means to be a key stakeholder and or a roleplayer in the formulation of policies with specific reference to WEGEP.
- Other training and development programmes should be for men within the jurisdiction of the municipalities with a specific reference to iMpendle Local Municipality. These would assist in making sure that men are also trained and capacitated to allow women to be part of the policy and law-making that will empower women and enforce gender equality in all parts of the society within the jurisdiction of the municipalities.

- The study recommends that the municipality should establish a relationship with other stakeholders such as businesses, churches, non-profit organisation, and interested parties to deliberate on matters of policy implementation in local government. This would assist the municipality to have a proper consultative process in the municipal jurisdiction. Furthermore, it will govern from an informed position, and give the municipality effective strategies to govern in local government.

#### **7.6.6. Recommendation 6: Transformation of WEGEP to include women participation**

The study has already determined that women in iMpendle Local Municipal jurisdiction are not ready to champion the programme of women emancipation. Furthermore, none of the participants understood the existence of WEGEP, and when they were advised about it, no one recommended amendments to the policy. However, they wanted to see the municipality creating programmes for women empowerment and gender equality.

The study makes the following recommendations:

- The study recommends that WEGEP must be premised on women's lived experiences. It is the women who must determine who must do what, in terms of the promotion of women empowerment and gender equality.
- There must be no one size fits all approach to this WEGEP transformation agenda; it should allow the regions to determine how they will implement the WEGEP within their sphere of government.
- The recommendation around the monitoring and evaluation must be determined as reflected in recommendation number one. Policies may follow every phase in a policy formulation process, but if there is no system to examine whether there are any deviations between the set standards and the actual performance, no one will ever be able to effect and or implement any corrective measures.
- The study recommends training and development, road shows, and programmes with a specific agenda to create awareness about women empowerment and gender equality, as well as the dangers of not promoting and implementing women empowerment and gender equality.

- The programme of women empowerment and gender equality should also be adopted as a programme of action by political parties. This would assist because government works within political party structures. If political parties adopt women empowerment as their programme of action, the training, implementation, and reporting will be established in the ward committees right up to the national level.
- The Department for Women should be decentralised, and be given a budget from all the structures from national to local spheres of government. This programme should not be stashed in the different departments. There must be a unit for women empowerment and gender equality.
- In the entire entities of government, and the three spheres of government, with a specific reference to iMpendle Local Municipality, patriarchy must be attended to head-on because this system does not only sabotage women, but also it is a conduct and a practice that is against the spirit of the women's constitutional right to equality.
- Men should be recruited for capacity development for women empowerment and gender equality and in turn, both men and women collaborate to disrupt the culture of patriarchy in society.
- All sectors of society must be allowed to talk about women empowerment and gender equality in different spaces of society. This will create an environment where everyone within the jurisdiction of the municipality is aware of the need to disrupt the culture of patriarchy and include women in the decision-making platforms, with a view to empower women.
- Establishing platforms to discuss implementation strategies of WEGEP would give women a voice in their lives and further allow them to suggest solutions on how collectively the society can fight patriarchy which sabotages the government's effort to include women and relegate any form of discrimination on the bases of gender.

### **7.7.7. A Need for a Gender Balance in iMpendle Local Government**

The study showed that there is still a need for a gender balance in public institutions with specific reference to iMpendle Local Municipality. Gender balance is gender balance important for adhering to democratic and human rights values, as enshrined in the South African Constitution.

- Achieving gender balance in iMpendle Local Municipality would benefit the institution itself, and its members in particular because it would increase its legitimacy. It was clear in the interviews that participants were all for gender balance, and felt this was one of the ways to improve the reputation and image of iMpendle Local Government.
- Gender balance provides benefits for all. As women represent half of the population, they also represent half of the talent, knowledge, skills, creativity and ideas, to mention a few. Thus, not having an equal presence of men and women in iMpendlo Local Municipality composition means that the council is ineffectively using all the talent available in society.
- Having an equal presence of women and men can result in better, more representative, opinions and better outcomes of iMpendle Local Municipality activities in general. The men in iMpendle Local Municipality must understand that gender balance is not something against men, but something good for the council and the community in iMpendle Local Municipality jurisdiction. It is more about including women and using all their talents and knowledge and making the most out of that.
- Gender balance is an important part of the public sector and has always been integral and continues to be a priority for the future. A strong emphasis on promoting women empowerment and gender equality has been one of the strands of our local government's success story.
- This is because governments across the world, women are far from local government decision-making, and gender equality thus remains elusive, particularly at the professional level in both the public and private sectors. Lack of women empowerment and gender equality lead to a lack of access to skills and limited opportunities in the labour market. Women and girl empowerment is essential to expand economic growth and promote social development.

### **7.7.8. Areas of future research**

This study was pure qualitative research, which means that it is more on lived experiences. However, the numbers for the participants were subjective, and not even 1% of the total population. Following are some areas for future investigation:

- A quantitative study: this would be the same study, however, the survey will seek to cover a larger number of participants because the matter of implementation of WEGEP in iMpendle Local Municipality cuts across every category of research.
- A qualitative study: this would be more specific to the other spheres of government to determine whether these are predominantly affecting women in local government or the entire sphere of government.
- A qualitative study: this would be conducted within a local government in the urban areas. This study would assist to determine whether the problem of implementation of WEGEP is in urban areas as well.
- A comparative study between a local government in a rural area outside of Kwa Zulu Natal Province and a local government in an urban area outside of Kwa Zulu Natal Province as well. This would help to determine whether this is a tribal problem or an inter-provincial one. This will further assist with the evaluation of WEGEP to make sure that they have a clear understanding of who is affected by what.
- A theoretical study on the effectiveness of gender policies for women who are suffering from the systemic problem of patriarchy. This would come up with the recommendation to effectively help women who sabotage themselves by feeding the agenda of patriarchy.

## **7.8. Conclusion**

The final chapter took both a meta-view and micro-view on the subject of implementation of WEGEP in iMpendle Local Municipality, with a view to contribute to the challenge of women empowerment and gender equality. In addition, it is evident with the discussions covered in this study that in twenty nine years of democracy in South Africa, the majority of the women are still facing a daunting challenge in accessing resources like the male counterparts, especially in public service and specifically iMpendle Local Municipality. The discrimination against women poses a threat toward the realisation of their human dignity as enshrined in chapter two of the Constitution (1996) and the advancement of the vision for the National Development Plan to promote women empowerment and gender equality. Despite these challenges, the study points to some positive views in terms of the strides brought about by the democratic dispensation in terms of regarding communities as equal partners in building a capable state, and the zeal of political office bearers, traditional council, and administrative staff to partner local government in transforming their communities. This chapter focused on study chapter summaries, broader conclusions, limitations of the study, contribution to knowledge, and areas of future research. Finally, the practical recommendations of the study can serve to advance research on policy and planning in the effort to deepen democratic practice in the local government sphere in

South Africa.

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**Annexure A: Interviews**

**Section A: Biographical Details**

**1. Gender**

a. Female	
b. Male	

**2. Race**

a. White	
b. Black	

c. Asian	
d. Coloured	

### 3. Age

a. 21 - 29	
b. 30 - 39	
c. 40 - 49	
d. 50 - 59	
e. 60 - 69	
f. 70 -	

### 4 Educational Background

a. Primary education	
b. Secondary Education	
c. Post grade 12 Qualification	
d. Undergraduate Qualification	
e. Postgraduate Qualification	

### 5. Designation at Mpendle Local Municipality

a. Mayor	
b. Deputy Mayor	
c. Speaker	
d. Municipal Manager	
e. Middle- Manager	

f. Senior Manager	
g. Executive Manager	
h. Councillor	
i. Traditional Leader	

Other, please specify-----  
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Duration in the Municipality

a. Less than 5 years	
b. 5 to 10 years	
c. 10 to 15 years	

Other, please specify-----  
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Section B: Policy Implementation Process in the Municipality

1. In your understanding of iMpendle Local Municipality, who ensures that women are at the centre of implementing women empowerment and gender equality policies?

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2. In your understanding, what are the systems in place in iMpendle Local Municipality to implement women empowerment and gender equality policies?

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3. What are your views about the commitment of the municipality in promoting gender equalities and women empowerment?-----

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4. Who are the key roleplayers in the implementation of gender equity policies in the municipality?-----

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5. What would you suggest/recommend as an effective strategy to implement gender equality policies in local government and iMpendle Municipality, in particular? -----

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**Annexure B: Informed Consent**  
**Information Sheet and Consent to Participate in Research**

Date: 9 June 2021

Dear Prospective Participant

My name is Mthunzi Sfiso Khonjelwayo and I am a PhD student at the School of Management, Information Technology and Governance at the University of KwaZulu-Natal. My supervisor is Dr S. Zondi. He may be contacted via email: [Zondisa@ukzn.ac.za](mailto:Zondisa@ukzn.ac.za)

You are being invited to consider participating in a study that involves research on the Implementation of the South African Policy Framework for Women Empowerment and Gender Equality in Impendle Local Municipality. The study's primary aim was to examine, understand, critique and offer recommendations on how WEGEP implementation might better the lived experiences of women in iMpendle Local Municipality.

The study is expected to enroll approximately 50 participants from Impendle Local Municipality women in middle management, senior management, and council, which includes traditional leadership.

This study wishes to assure all participants of the following:

Explanation that consent and participation in the research are voluntary, assurance of confidentiality and anonymity of participants and their contributions. Inform that participants may withdraw at any time from the study, except after submission of a questionnaire. The questionnaires are submitted anonymously and it will be difficult to locate a specific participant's submission.

The research will take the form of a questionnaire.

The duration of your participation, if you choose to enroll and remain in the study, is expected to be 2 -5 days.

The study may involve the following risks and/or discomforts:

- The topic may invoke strong emotions, especially in light of our violent history, on issues relating to economic emancipation and transformation, racial and gender oppression and diversity.
- The questions may relate to your lived realities, diverse and conflicting questions may arise leading to possible discomfort, this study will therefore, allow the answering of interview questions to be voluntary, and the participant may be afforded an opportunity to withdraw without any penalties.

We hope that the study will create the following benefits:

Provide an opportunity to share your experiences and understanding of programmes of the municipality to empower women and promote gender equality, establish the stakeholders who get involved in the policy implementation process in the implementation of policies and gender related policies to be specific, and further allow you to participate in making your recommendation which shall later be sent both to your and the municipality.

This study has been ethically reviewed and approved by the UKZN Humanities and Social Sciences Research Ethics Committee (approval number\_\_\_\_\_).

In the event of any problems or concerns/questions you may contact the researcher at ([Mthunzik1@dut.ac.za](mailto:Mthunzik1@dut.ac.za) and or 0832505410) or the UKZN Humanities and Social Sciences Research Ethics Committee, contact details as follows:

**HUMANITIES and SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION**

Research Office, Westville Campus

Govan Mbeki Building

Private Bag X 54001  
Durban  
4000

KwaZulu-Natal, SOUTH AFRICA

Tel: 27 31 2604557- Fax: 27 31 2604609

Email: [HSSREC@ukzn.ac.za](mailto:HSSREC@ukzn.ac.za)

**Annexure C: Informed Consent Letter**

I (Name) have been informed about the study entitled the Implementation of the South African Policy Framework for Women Empowerment and Gender Equality in Impendle Local Municipality

I understand the purpose and procedures of the study as stated below:

Consent and participation in the research is voluntary, and I am assured of confidentiality and anonymity of my identity and contributions. I may withdraw at any time from the study, except

after the submission of a questionnaire. The questionnaires are submitted anonymously and it will be difficult to locate a specific participant's submission. The research will take the form of focus group discussions and a questionnaire.

I have been given an opportunity to ask questions about the study and have had answered to my satisfaction.

I declare that my participation in this study is entirely voluntary and that I may withdraw at any time without affecting any of the benefits to which I usually am entitled.

If I have any further questions/concerns or queries related to the study I understand that I may contact the researcher at [Mthunzik1@dut.ac.za](mailto:Mthunzik1@dut.ac.za) and or 0832505410

If I have any questions or concerns about my rights as a study participant, or if I am concerned about an aspect of the study or the researchers then I may contact:

**HUMANITIES and SOCIAL SCIENCES RESEARCH ETHICS ADMINISTRATION**

Research Office, Westville Campus

Govan Mbeki Building

Private Bag X 54001  
Durban  
4000

KwaZulu-Natal, SOUTH AFRICA

Tel: 27 31 2604557 - Fax: 27 31 2604609

Email: [HSSREC@ukzn.ac.za](mailto:HSSREC@ukzn.ac.za)

\_\_\_\_\_  
**Signature of Participant**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Signature of Witness**

\_\_\_\_\_  
**Date**



## Annexure D: Permission Letter



School of Management, I.T. & Governance  
College of Law and Management Studies

January 22, 2021

**Attention:** Mr. Z Tshabalala  
Impendle Local Municipality

### PERMISSION TO CONDUCT RESEARCH

Research students undertake projects that invariably involve the collection of empirical data from organisations. In this way students are given the opportunity to investigate and report on the practical issues facing organisations in real life settings. Typically, this project necessitate data gathering by paper-based questionnaires or interviews.

Mr. Mthunzi Sfiso Khonjelwayo (217080649) has chosen to do a research project entitled:

*The Implementation of South Africa's National Policy for Women Empowerment and Gender Equality at Impendle Local Municipality in South Africa, Kwa Zulu Natal*

Supervisors: Dr. SA Zondi

[Zondisa@ukzn.ac.za](mailto:Zondisa@ukzn.ac.za) / 031 260 8247

The student has identified your organisation as an excellent site for the study.

Your assistance in permitting access to your organisation for the purposes of this research is most appreciated. Please be assured that all information gained from the research will be treated with the utmost circumspection. The student will strictly adhere to confidentiality and anonymity.

I am available at any stage to answer any queries and/or to discuss any aspect of this research project. Thank you for your assistance in this regard.

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Ms. AB Pearce

Research & Higher Degrees: School of Management, IT & Governance  
University of KwaZulu-Natal - Westville Campus

**The School of Management, IT and Governance  
College of Law and Management Studies**

## Annexure E: Gate Keepers Letter

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### UMKHANDLU WASEKHAYA IMPENDLE

Private Bag X 512  
Impendle  
3227



Tel: 033/9960771  
Fax: 033/9960852  
<http://impendle.local.gov.za>

### IMPENDLE LOCAL MUNICIPALITY

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REFERENCE:  
ENQUIRIES: ZC. Tshabalala

DATE: 30 March 2021

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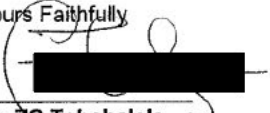
University of KwaZulu-Natal  
Westville Campus  
Durban  
4001

Attention: Mr. SA Zondi  
Dear Sir

**RESEARCH IN THE IMPLEMENTATION OF SOUTH AFRICA'S NATIONAL POLICY FOR  
WOMEN EMPOWERMENT AND GENDER EQUALITY IN SOUTH AFRICA, KWAZULU  
NATAL**

As per your request for Mr. MS Khonjelwayo to conduct research at our institution, it is of great pleasure to inform you that, Impendle Municipality has agreed to your request to conduct his case study research. Trusting that we will be of great assistance to his academic achievement.

Yours Faithfully

  
**Mr. ZC Tshabalala**  
Municipal Manager

## Annexure F: Acknowledgement: Breach of Ethical Process at UKZN



Protocol reference number : HSSREC/00003577/2021

Project title : Implementation of the national policy framework for women empowerment and gender equality at Impendle Local Municipality

### ACKNOWLEDGEMENT: BREACH OF ETHICAL PROCESSES AT UKZN

I, the undersigned,

Staff/Student name (number) : Khonjelwayo, Mthunzi Sfiso (217080649)

School : School Of Man Info Tech & Gov


Campus : Westville

as the Principal Investigator ("the Applicant") in the above stated project, do hereby acknowledge that:

1. The University of KwaZulu-Natal's (hereinafter "UKZN") Research Ethics Policy (V) does not make provision for Retrospective Ethics Approval;
2. All researchers (both students and staff) at UKZN are obliged to be familiar with this policy;
3. I have been informed that research cannot be done without obtaining full ethical clearance as per the policy and guidelines of the University;
4. **Research for the above project was undertaken by myself without final ethical clearance being obtained;**
5. The University reserves its right to, at any stage and time, withdraw the relevant degree obtained by myself if:
  - 5.1 It becomes known to UKZN that there was an additional ethical breach during any field work or whilst collection data for the above stated project, and / or
  - 5.2 I fail to apply for ethical clearance for any future research projects.
6. In addition to point 5 above, the appropriate disciplinary processes will follow should this occur again.

I further acknowledge that should there be any legal implications/actions emanating from the research in terms of any ethical violations, I will be personally liable and hereby indemnify UKZN against any legal action that may arise from my failure to adhere to the University Research Ethics Policy (V).

Signed at Pietermaritzburg on the 27 day of January 2022

Signature of applicant: 

Signed at Westville on the 7th day of February 2022

Humanities & Social Sciences Research Ethics Committee  
UKZN Research Ethics Office Westville Campus, Govan Mbeki Building  
Postal Address: Private Bag X54001, Durban 4000  
Tel: +27 31 260 8350 / 4557 / 3587  
Website: <http://research.ukzn.ac.za/Research-Ethics/>

Founding Campuses:  Edgewood  Howard College  Medical School  Pietermaritzburg  Westville

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Signature of Chair (HSSREC): \_\_\_\_\_ Date: 7/02/2022

(Only complete this section if applicable)

## ACKNOWLEDGEMENT: BREACH OF ETHICAL PROCESSES AT UKZN

I, the undersigned,

**Supervisor name** : Zondi, Sakhile Isaac  
**School** : School Of Man Info Tech & Gov  
**Staff / student number** :11878

acting as supervisor in the above stated project, do hereby acknowledge that:

1. The University of KwaZulu-Natal's (hereinafter "UKZN") Research Ethics Policy (V) does not make provision for Retrospective Ethics Approval;
2. All researchers (both students and staff) at UKZN are obliged to be familiar with this policy;
3. I have been informed that research cannot be done without prospective full ethical clearance as per the policy and guidelines of the University;
4. **I have failed to verify whether the Applicant obtained Final Ethical Clearance in accordance with the UKZN Research Ethics Policy (V) for the above stated Project;**
5. The appropriate disciplinary processes will follow, should this occur again.

I further acknowledge that should there be any legal implications/actions emanating from research in terms of ethical violations, I will be personally liable, jointly and severally with the Applicant and hereby indemnify UKZN against any legal action that may arise from my failure to adhere to the University Research Ethics Policy (V).

Signed at **Durban** on the **28** day of **January** 2022

Signature of supervisor (where applicable): \_\_\_\_\_

Signed at \_\_\_\_\_ on the \_\_\_\_\_ day of \_\_\_\_\_ 2022

Humanities & Social Sciences Research Ethics Committee  
UKZN Research Ethics Office Westville Campus, Govan Mbeki Building  
Postal Address: Private Bag X54001, Durban 4000  
Tel: +27 31 260 8350 / 4557 / 3587  
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Founding Campuses:  Edgewood  Howard College  Medical School  Pietermaritzburg  Westville

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**Annexure G: Language Editors Certificate**

**Registered with the South African Translators' Institutes (SATI)**

**Reference number 1000686**

**SACE REGISTERED**

15 April 2023

*Implementation of the National Policy Framework for Women Empowerment and Gender Equality in iMpendle  
Local Municipality in KwaZulu-Natal*

This serves to confirm that I edited substantively the above document including a Reference list. The document was returned to the author with various tracked changes intended to correct errors and to clarify meaning. It was the author's responsibility to attend to these changes.

Yours faithfully

██████████

Dr. K. Zano

Ph.D. in English

[kufazano@gmail.com](mailto:kufazano@gmail.com)/[kufazano@yahoo.com](mailto:kufazano@yahoo.com)

+27631434276

**Annexure H: Turn it in Report**