



## Gender Assessment for USAID/South Africa

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DevTech Systems, Inc.  
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### The Women in Development (WID) IQC

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## ACRONYMS

AAA	Affirmative Action Act
ADS	Automated Directive System
AEI	African Education Initiative
AGOA	African Growth and Opportunities Act
AIDS	Acquired Immune Deficiency Syndrome
ANC	African National Congress
ART	Antiretroviral treatment
CASE	Community Agency for Social Enquiry
CBO	Community-Based Organization
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CGE	Commission on Gender Equality
CIDA	Canadian International Development Agency
COH	Corridors of Hope
CP	Concept Paper
CRC	Children's Rights Convention
CSP	Country Strategic Plan
CSVR	Centre for The Study Of Violence And Reconciliation
DAC	Development Assistance Committee
DG	Democracy and Governance
DIT	Durban Institute of Technology
DOE	Department of Education
DOJ	Department of Justice
DTI	Department of Trade and Industry
EEA	Employment Equity Act
EGAT	Economic Growth, Agriculture, and Trade
ESF	Economic Support Fund
EU	European Union
FBO	Faith-Based Organization
FET	Further Education Training
FY	Fiscal Year
GDP	Gross Domestic Product
GFP	Gender Focal Point
HDE	Historically Disadvantaged Enterprises
HDI	Historically Disadvantaged Institution
HIV	Human Immunodeficiency Virus
IDASA	Institute for Democracy in South Africa
IEP	Integrated Education Program
ILO	International Labour Organization
IPV	Intimate Partner Violence
IR	Intermediate Result
IRDS	Integrated Rural Development Strategy
IQC	Indefinite Quantity Contract
LLC	Limited Liability Company
MAP	Men as Partners
MESP	Mandela Economic Scholars Program
NGO	Non Governmental Organization
NOAH	Nurturing Orphans of AIDS for Humanity
NPO	Non Profit Organization
OECD	Organization for Economic Co-operation and Development
OGAC	Office of the Global AIDS Coordinator
OSW	Office of the Status of Women
OVC	Orphans and Vulnerable Children
PAL	Promoting Agribusiness Linkages

PEP	Post-Exposure Prophylactics
PEPFAR	President's Emergency Plan for AIDS Relief
PFA	Platform for Action
PIL	Project Implementation Letter
PIR	Portfolio Implementation Report
PLWHA	People Living with HIV/AIDS
PMP	Performance Monitoring Plan
PMTCT	Preventing Mother to Child Transmission
PPDO	Program and Policy Development Office
RDP	Reconstruction and Development Program
RFA	Request for Application
RFP	Request for Proposal
RHAP	Regional HIV/AIDS Program
RHRU	Reproductive Health Research Unit
RNCS	Revised National Curriculum Statement
RSA	Republic of South Africa
RTI	Research Triangle Institute
SADC	Southern African Development Community
SAIBL	South African International Business Linkages Program
SEGA	Support for Economic Growth Analysis
SGB	School Governance Boards
SIDA	Swedish International Development Cooperation Agency
SMME	Small, Medium, and Micro-Enterprises
SO	Strategic Objective
SOCA	Sexual Offenses and Criminal Affairs
SOW	Scope of Work
STI	Sexually Transmitted Infection
STTA	Short-Term Technical Assistance and Training
TB	Tuberculosis
TDY	Temporary Duty
TELP	Tertiary Education Linkages Project
TO	Task Order
TVEP	Thoyandou Victim Empowerment Program
UCT	University of Cape Town
UNCFSP	United Negro College Fund Special Programs
UNDP	United Nations Development Program
USAID	United States Agency for International Development
USAID/W	United States Agency for International Development/Washington
UWC	University of the Western Cape
VCT	Voluntary Counseling and Testing
WID	Office of Women in Development
WSSD	World Summit on Sustainable Development
ZED	Zinn Education and Development

## Executive Summary

This report presents the findings, conclusions, and recommendations emerging from a gender assessment that was carried out for USAID/South Africa from August 4-24, 2004. The assessment was based on review of background documentation as well as meetings with Mission staff members, interviews with USAID implementing partners, Non-Governmental Organizations (NGOs), and Government of South Africa officials, and visits to selected field sites.

A gender assessment is now a mandatory technical analysis for all USAID Pillar Bureaus, Regional Bureaus, and Field Missions. The Automated Directive System (ADS) (201.3.8.4) states: “Analytical work performed in the planning and development of SOs and IRs must address at least two questions: (1) how will gender relations affect the achievement of sustainable results; and (2) how will proposed results affect the relative status of men and women. Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support them.” The gender assessment report will identify key gender issues and gender constraints that can be addressed through USAID programs in current and future South Africa Mission programs, as appropriate, and point out areas that deserve strategic consideration as the mission prepares to draft its Concept Paper and prepares for the FY 2007-2012 strategic plan.

The situation in South Africa is a complex one. In the ten years since the end of apartheid, the South African government has made enormous strides in putting in place a wide range of policies and legislation that support both the targeted goal of women’s empowerment and the broader goal of gender equality. These achievements should not be underplayed. At the same time, the current conditions of many women (particularly Blacks), remain extremely difficult, and they continue to be disadvantaged relative to men in job opportunities and security, income levels, and basic safety.

The report does not advocate immediate or drastic changes to the South Africa program. The consultants are familiar with the time, resource, programming, and contractual constraints faced by USAID missions. The goal of the report is rather to show that gender analysis can, in some cases, be easily used to make small changes in activities so that they acknowledge gender issues. In other cases, the staff may choose to develop new programs that can be considered in the context of planning for new RFAs and RFPs.

The team concluded that the mission is supporting several excellent activities that aim to or that are transforming gender relations, but it does not necessarily recognize them as “gendered activities.”<sup>1</sup> It also tracks several sex-disaggregated indicators. Many of the staff members mistakenly understand gender integration to mean a narrow focus on women as a target group,

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<sup>1</sup> The term “gendered activities” refers to an activity whose design was based on a gender analysis and where the content of the activity addresses an identified gender-constraint (see Annex 6); such activities are different from ones that either target only women or that simply count male and female bodies for the purpose of providing sex-disaggregated data.

rather than to be a process of carrying out a gender analysis and identifying areas of gender inequalities, whether of men or of women, that can be redressed through appropriate programming. As a result the mission is not taking full advantage of the information and resources available to it. By highlighting the mission's "best practices" with regard to gender integration, and with support from senior management, the staff will develop a common understanding of ways to work towards gender equality and be able to integrate gender issues into future programs.

Within the mission, "stovepiping" (i.e., working in sectoral isolation) inhibits the mission from recognizing the multisectoral dimensions of gender integration, and from developing a multisectoral approach to addressing gender issues in programming. The team recommends creating an institutional plan and structure for gender integration, following up on the "next steps" of the draft gender action plan that emerged from the gender training held in March 2004.

Gender inequalities, particularly gender-based violence, affect the ability of nearly all the programs to achieve their ultimate development goals, if not always their immediate activity goals. The team recommends developing ways to address gender-based violence as a cross-cutting priority as new programming opportunities arise.

Sector-specific recommendations are presented in Section IV of the report.

## I. INTRODUCTION

This report presents the findings, conclusions, and recommendations of a gender assessment carried out for USAID/South Africa from August 4-24, 2004. It offers suggestions for integrating gender into the mission's organizational structure, as well as providing sector-specific suggestions related to the content of its Strategic Objective (SO) programming, as specified in the revised Scope of Work (SOW) (see Annex 1). The assessment was requested by the USAID/South Africa mission and was supported by USAID/EGAT/WID through a Short-Term Technical Assistance and Training Support (STTA) Task Order (TO), TDY 037, awarded to DevTech Systems, Inc. (GEW-I-01-02-00019).

To gain a broad understanding of USAID/South Africa priorities, the team met with Mission staff members, USAID implementing partners, NGOs, and some local and national government officials. The team also visited several field sites in the provinces of Gauteng, Northwest Province, Limpopo, and the Western Cape, which, although not a representative sample of all USAID mission programs, nonetheless provided some exposure to activities under each of the mission's Strategic Objectives (See Annex 3). In preparing this report, the assessment team also read widely in the popular press and scholarly literature about gender issues in South Africa and reviewed a wide range of materials on USAID programs and activities, including project reports, performance monitoring plans (PMPs), and portfolio implementation reports (PIR) (Annex 4).

Overall, USAID/South Africa supports several excellent activities carried out by its implementing partners that seek not simply to target women but also to work towards removing gender inequalities by changing discriminatory institutions and attitudes and that target changing the social characteristics of manhood and womanhood in South African society.<sup>2</sup> However, the activity managers and other staff demonstrated a wide range of understandings and interest in gender issues, including the misunderstanding that addressing gender involved working only with women.<sup>3</sup> Several of those most interested in gender issues expressed a need for additional tools, training, or other resources (e.g., time, money, links to consultants and specialist organizations, and reference materials) to enable them to do a better job in integrating gender issues into their programs. There is a need for a clearly defined "action plan" to allow the mission and its implementing partners to share its knowledge and good practices on gender integration across SO teams, and to publicize its successes more widely. The mission also needs a plan to establish a baseline, to analyze the sex-disaggregated data it is collecting, and to use those analyses in the development of its new Country Strategic Plan for 2007-2012. Additional suggestions are presented in Sections IV A and Section VI, later in the report.

The report has its limitations. The team visited only some of the many activities supported by the mission, and even fewer of the field sites in place under those activities. The report consequently emphasizes those activities for which there was both observation and documentation, especially

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<sup>2</sup> There are several characteristics shared across much of South African society and represented in popular culture, despite ethnic differences; less so perhaps but still noticeable even across class categories, including patriarchal attitudes, intersecting relations of sex with violence, the acceptance and prevalence of transactional sex, assumptions that men need multiple sexual partners. See e.g., Liz Walker, Graeme Reid, and Morna Cornell 2004 [Waiting to Happen: HIV/AIDS in South Africa – The Bigger Picture](#), Chapter 1: "Sex and Power in South Africa." Cape Town and Boulder: Double Storey Books and Lynne Rienner Publishers.

<sup>3</sup> See USAID, "Women, Men, and Development," Washington, DC: Office of Women in Development.

in the presentation of cases for the text boxes. Gender issues are not equally pertinent to all activities, and not all issues surrounding the reduction of gender inequality can be addressed, even in a limited fashion, by USAID supported projects. The report concentrates on identifying those areas that seem most likely to be open to change, especially in the next phase of the mission's strategic plan. Although all team members contributed to, read, and reviewed the entire report, drafting of the SO sections was done by the technical expert for that sector: Deborah Rubin prepared SOs 4 and 9; Nomtuse Mbere prepared SO3; Nancy Taggart prepared SOs2 and 6, and the team cooperated in drafting SO1.

As will be discussed below (Section III), the South African government has made reducing or eliminating gender inequalities a central element of its legislative and policy efforts over the last ten years since the end of apartheid. The team benefited from being in the country during August, "Woman's Month," and the chance to hear the diverse and lively discussions occurring in the media and among South Africans about the role of women in the country. Many groups in South Africa, some already USAID partners, have made gender issues central to their work on development topics (see Annex 5). These are resources that can be called on as USAID/South Africa further integrates gender analysis into its work in the future.

## **II. ADDRESSING GENDER IN USAID PROGRAMS**

Although efforts to address women in development (WID) were institutionalized in USAID more than thirty years ago, many development professionals whose expertise lies in other sectoral areas remain unclear about the concepts and purpose of the approach now called gender mainstreaming (see Annex7). This section provides a brief background to the topic that builds on other gender assessment reports prepared for USAID under the WID Indefinite Quantity Contract (IQC).

The USAID approach to gender analysis draws upon the definitions and concepts developed by the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD) and its Guidelines for Gender Equality and Women's Empowerment in Development Co-operation (1998).<sup>4</sup> Agreement on definitions of key concepts used in gender work is a fundamental starting point for SO teams and Implementing Partners (see Annex 6). Without a common understanding, it is very difficult to prepare gender-sensitive indicators or to build gender integration into program design and implementation.

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<sup>4</sup> Available at the OECD website ([www.oecd.org](http://www.oecd.org)).

Answering the first question requires specific knowledge of gender relations relevant in a particular country or community and is addressed below in Sections III and IV. It includes identifying the existence and operation of differential access to and control over resources (land, labor, capital, produce, tools, knowledge, institutions, and social networks) and is an essential component of a gender analysis. It also involves examining the comparative participation of men and women in the exercise of power and decision-making. The relevant patterns of access and control will vary across countries and across sectors. The answers will also vary depending upon the cultural background and social characteristics (e.g., ethnicity, religion, age, level of income, and marital status) of the participants in the development activities. Often, staff members are familiar with these topics and able to answer this question easily, at least in broad strokes.

Answering the second question is much more difficult, as it depends on having activity-level data. Collection of sex-disaggregated quantitative and qualitative data provides the empirical foundation for assessing potential impact of gender relations on the program, and for ascertaining the relative benefits of the activities for men and for women.<sup>5</sup>

While early WID activities focused on women to the exclusion of men, the goal of gender integration is to reduce gender inequalities by involving both men and women in improving the living conditions and opportunities for all. Women are empowered to make better decisions and to implement them. But involving men is also critical, since gender roles work both ways. Men are also limited by cultural expectations of stereotypical behavior, e.g., to be sole providers for their families or to be uninvolved in family life or childcare. Eliciting men's perspectives on proposed development interventions helps to clarify areas of possible conflict and to avoid unintended, negative consequences.

This report raises gender issues and identifies both gender constraints and opportunities that could be addressed in USAID/South Africa Mission programs. The report is intended to support the effort to improve attention to gender when issuing new acquisition and assistance solicitations, and to play a role in the mission's effort to draft its Concept Paper and carry out the other reviews and assessments that will accompany the development of its Country Strategic Plan (CSP) for FY 2007-2012.

### **III. GENDER RELATIONS IN SOUTH AFRICA: CONSTRAINTS AND OPPORTUNITIES**

Ten years into our democracy gender inequalities remain a central challenge to the South African government. Since 1994, we have seen significant changes in policy development across government departments that reflect its commitment to responding to this challenge. However, implementation of progressive policies has been uneven and high levels of unemployment, HIV/AIDS, and sexual violence have equated to an assault on South African women which government structures and policies have battled to respond to, and in some areas have perpetuated.<sup>6</sup>

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<sup>5</sup> The preceding two paragraphs draw extensively on recent gender analyses prepared under the WID IQC Short Term Technical Assistance Task Order held by DevTech Systems, Inc.

<sup>6</sup> Penny Parenzee and Matthew Wilhelm-Solomon, "Examining Gender Realities in the New Democracy," *Mail and Guardian* ([www.mg.org.za](http://www.mg.org.za)), August 2004.

Since the advent of democracy in 1994, the Republic of South Africa (RSA), a “medium income country”<sup>7</sup> according to the United Nations Development Program (UNDP), has taken huge steps towards reducing inequalities of race, class, and gender. While significant structural inequalities remain, the legal structure and policy frameworks across the various spheres of government have been reshaped to improve people’s access to many of the basic human rights regardless of their race, class, or gender category. It is relatively easy to investigate gender issues in South Africa because there are so many initiatives in place to rectify the past injustices. In many spheres of everyday life, however, women remain disadvantaged relative to men (see also Annex 7).

The RSA has adopted a progressive constitution, and numerous gender responsive frameworks and pieces of legislation. The Constitution guarantees equality on the basis of sex, gender, and sexual orientation. It is backed by a Bill of Rights which states there should be no discrimination on the basis of sex. Indeed, as far as gender issues are concerned, the ratification of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), Children’s Rights Convention (CRC), the International Labour Organization (ILO) Conventions, as well as the signing of the World Summit on Sustainable Development (WSSD) programme and the Beijing Platform for Action (PFA), establishes RSA as one of the most progressive countries in regard to gender among both developing and developed countries.

South Africa has put into place a “national machinery” to support its goals of achieving gender equality. These include:

- A ***Commission on Gender Equality (CGE)***, an independent body identified in the Constitution, which is tasked with monitoring progress on gender equality implementation in organizations across the nation, both within and outside government.
- The ***Office on the Status of Women (OSW)***, situated in the Office of the President, which promotes gender mainstreaming in government departments, co-ordinates management structures within the government, and monitors implementation of gender equality. At each level of government, there are also Gender Units in line departments, where Gender Focal Points are located.
- Other government offices, such as the ***Human Rights Commission***, the ***South African Law Commission***, and the ***Land Commission***, among others, also address gender inequalities in the context of their specific topical responsibility.

A number of policy frameworks and legislation also support gender equality:

- ***South Africa’s National Policy Framework for Women’s Empowerment and Gender Equality*** was adopted in December 2000. With the goal of facilitating cooperation between Government and civil society, the document presents a common vision for women’s empowerment and gender equality, identifies an institutional framework and key stakeholders, clarifies stakeholder roles, and puts forth guidance on monitoring and evaluating progress.

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<sup>7</sup> One reader at the mission correctly pointed out that South Africa is a “medium income country” (2003 Gross National Income, per capita, between US \$766 - \$3,035 (World Bank data) only because of the extreme gap between the poor majority in the country and the small but wealthy group of elites. South Africa had long had the largest Gini coefficient – a measure of inequality in income distribution -- in the world, and only recently was replaced by Brazil (H. Bhorat, “Employment and Unemployment Trends in Post-Apartheid South Africa,” 2004).

- The *Promotion of Equality and Prevention of Unfair Discrimination Act* is a piece of anti-discrimination legislation that provides the legal framework for implementing CEDAW within South Africa. It prohibits discrimination by race, gender, and disability, and, among other provisions, ensures that women who are being discriminated against on the basis of sex will have easier access to justice by opening up the lower courts rather than the constitutional court for hearing of their cases.
- **The *Employment Equity Act* (EEA) and *Affirmative Action Act* (AAA)** are designed to ensure that the historically disadvantaged groups, including women, are brought into the mainstream in decision-making roles in the economy. Both these acts use monitoring tools such as quotas (e.g., to place women in 30% of senior management positions by stated deadlines). Other provisions also promote the participation of women and other disadvantaged groups in the economy. In the government tendering process, for example, women, people with disabilities, and youth are encouraged to bid and may qualify for short listing.

Other significant pieces of legislation include the *Labour Relations Act and Basic Conditions of Service Act*, which, among other provisions, allows pregnant girls to continue with their schooling and thus access their rights to education. Other progressive laws which promote equality at an individual level are the *Domestic Violence Act, Sexual Offences Act, and Termination of Pregnancy Act*. These confirm a majority age on women, enabling them to engage in contracts as individuals without seeking the permission of husbands, and ensuring that their names also appear in title deeds for housing. These Acts are instruments that help women and men to overcome some customary beliefs that could continue to be used against women's empowerment. New legislation is supposed to be gender sensitive and older laws are supposed to be reviewed for gender responsiveness.

Policy frameworks to help reduce poverty, including *the Reconstruction and Development Programme* (RDP), the *Integrated Rural Development Strategy* (IRDS), and the *Urban Renewal Strategy*, have been enacted to improve the quality of life of both women and men.

### ***Critical Gender-Based Constraints***

Gender-based constraints (structural and institutional) affect the relative status and opportunities open to men and women that can be addressed by development activities. In the literature and legislation on gender issues in South Africa, there are four areas that emerge as the most critical constraints to the achievement of gender equality. These are poverty, HIV/AIDS, gender-based violence, and discriminatory attitudes towards women.<sup>8</sup> These constraints are not mutually exclusive, nor do they constitute the universe of obstacles on the path towards a non-sexist society. But these four constraints repeatedly emerge as leading causes of women's continued disadvantaged position. They are identified as gender-based constraints because while both men and women suffer from poverty, HIV/AIDS, societal violence, and prejudice, in South Africa more women suffer relatively more severely from the consequences of these conditions than do men (see also Annex 6). USAID programming, while often focusing on narrower, technical goals, can simultaneously seek to ease these gender-based constraints, and in that process,

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<sup>8</sup> These conditions are highlighted in the National Policy Framework for Women's Empowerment and Gender Equality.

“transform the forms and imbalances of power that have contributed to particular social and economic burdens in [vulnerable] groups.”<sup>9</sup>

- **Poverty**

While much of the South African population is poor, women are even more likely to be poor than men. They account for 57% of unemployed people. The unemployment rate for women is 48.8% compared to 35.9% for men. When disaggregated by race, the situation worsens further, as the unemployment rate for African women is 55.5% compared to 42.5% for African men.<sup>10</sup> While some “unemployed” women are active in the informal economy, those positions are frequently unstable and lack any benefits or avenues of redress.

- **HIV/AIDS**

The HIV/AIDS epidemic poses an enormous strain on social and economic development in South Africa. It both exacerbates and perpetuates gender inequalities. In South Africa, HIV prevalence (i.e., the absolute number of people having the disease) has been rising from 12.9% (1997) to an overall adult prevalence rate of 21.5% (2001),<sup>11</sup> although the rate of growth appears to be slowing. In South Africa, women form 55% of HIV-positive adults; approximately 16% of women 15-24 are infected. The situation worsens among those 15-24, where there are twice as many women infected as men; women account for the majority of the nearly 1700 new infections appearing daily. Not only are women more at risk to contract HIV, women are also more likely to bear the burden of caring for the sick and dying. Two recent USAID-funded surveys, for example, report that in households where women sought health care and were identified as HIV positive, household income levels are lower and more likely to depend on non-market income (i.e., grants) than in non-affected households, while their expenses for food, personal and medical care, and funerals were significantly higher than in non-affected households. Affected households are not able to save as much, they borrow more, and they are more likely to sell their household assets and become dependent on relatives.<sup>12</sup> In some cases, women’s poverty, especially among young women, pushes them either into seeking gifts in exchange for sex (termed “transactional sex”) or into seeking employment as commercial sex workers: in both situations they are exposed to high risk of infection and sometimes physical danger.<sup>13</sup> They are often unable to negotiate safe sex with their partners and/or clients.<sup>14</sup> Overall,

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<sup>9</sup> Ulrike Kistner “Gender-Based Violence and HIV/AIDS in South Africa: A Literature Review.” South Africa: CADRE. (<http://www.cadre.org.za>), page 21.

<sup>10</sup> Sarah Poggenpoel and Liezl Oliver, “Investigating the Implications of ten years of democracy for women in South Africa: the role of the Department of Social Development” (<http://www.sarpn.org.za/documents/d0000866/index.php>); Penny Parenzee and Matthew Wilhelm-Solomon, “Examining Gender Realities in the New Democracy,” Mail and Guardian ([www.mg.org.za](http://www.mg.org.za)), August 2004.

<sup>11</sup> UNAIDS data

<sup>12</sup> Nathan Associates Inc, MESP/SEGA Quarterly Reports on the progress of the “Pilot Study of the Impact of HIV/AIDS on Income-Earning Urban Household Economies in South Africa: A Township Case Study of Households where Women Utilize Health Services” and “The Socio-economic Impact of HIV/AIDS on households in South Africa: Pilot Study in Thabong (Welkom) and Qwaqwa.”

<sup>13</sup> Carol E. Kaufman and Stavros E. Stavrou 2002 “‘Bus Fare, Please’: The Economics of Sex and Gifts Among Adolescents in Urban South Africa.” Policy Research Division, Working Paper No. 166. Population Council (Note: this study was partly funded by USAID).

<sup>14</sup> Liz Walker, Graeme Reid, and Morna Cornell, Waiting to Happen: HIV/AIDS in South Africa. US/South Africa: Lynne Rienner Publishers/Double Storey Books, 2004.

the data of many studies demonstrates that women suffer disproportionately from the health and economic consequences of HIV/AIDS pandemic.

- ***Gender-Based Violence***

South Africa is known for its high rates of violence, which, according to some analyses, are linked to an acceptance of violence as a way to resolve interpersonal conflict, based both from the historical imposition of apartheid and resistance to it. South Africa also has extremely high rates of gender-based violence and the highest rates of reported rape in the world. Gender-based violence has been defined in the international arena as any act “that results in, or is likely to result in, physical or sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivations of liberty, whether occurring in private or public life.”<sup>15</sup> In South Africa, as in this report, this narrow definition limited to women, that is encompassed by the term “violence against women” has been expanded and distinguished in the term “gender-based violence.” It manifests itself in rape, date rape, sexual harassment, battering, and intimate partner violence (IPV) including homicide (and femicide).

The analysis of ‘gender-based violence’ recognizes that violence directed against a person on the basis of his or her gendered identity is not directed at women and girls only. Some of the same mechanisms that entrap girls and women in subordinate roles keep men and boys entrapped in masculinist identifications that are being played out in abusive ways.<sup>16</sup>

Young girls are particularly vulnerable to gender-based violence. A review carried out by Medical Research Council in 2001 of data on 11,735 women interviewed in the 1998 South African Demographic and Health Survey found that 153 women reported being raped before the age of fifteen (1.3% of the sample).<sup>17</sup> Of these, 85% of the rapes occurred when the children were between 10-14 years of age, and 15% took place among children between 5 and 9. School teachers were a key group of abusers (33%). Other categories of abusers included relatives (21%), strangers or recent acquaintances (21%), and boyfriends (10%).<sup>18</sup>

Health status also suffers as the outcome of gender-based violence, which increases the risk for women of becoming infected with Sexually Transmitted Infections (STIs) and HIV. Forced sex often results in trauma and tissue tearing that facilitates infection, and threats of force can discourage women from using condoms and/or trying to refuse sex. Rape sometimes results in unwanted pregnancies.

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<sup>15</sup> United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).

<sup>16</sup> Ulrike Kistner “Gender-Based Violence and HIV/AIDS in South Africa: A Literature Review.” South Africa: CADRE.(<http://www.cadre.org.za>).

<sup>17</sup> Data from the US, though not comparable, is reported below and reflects that the rate of forcible rape in the US is now well below ½ of 1% among adult women. The number of reported rapes declined significantly from 1993-2001, after which there was a slight rise in 2002 and then another decrease in 2003. Activists on this topic believe that more women are willing to report rape than in previous years, supporting the position that the numbers reflect an actual drop in the crime levels. The US Federal Bureau of Investigation Uniform Crime Reports for 2002 found that “there were 64.8 forcible rapes per 100,000 females.” This figure does not include statutory rapes. This is a decline of 19.4% from the 1993 level. (<http://www.fbi.gov/ucr/02cius.htm>). The preliminary 2003 figures show a decline of 1.9% from 2002 levels.

<sup>18</sup> Jewkes, R., J. Levin, N. Mbananga, and D. Bradshaw “Rape of Girls in South Africa,” *Lancet* January 26, 2002: Vol 359: 274-5 (<http://www.lancet.com>).

- ***Culturally-mediated Gender Ideologies***

Cultural and social attitudes shape women's and men's realities. They can be difficult—though not impossible—to change even with radical shifts in laws and institutions. In South Africa, discriminatory attitudes persist and influence ideas about appropriate behavior, including how men and women should behave towards each other in the workplace, at home, and in social relationships. For example, practices such as virginity testing, forced marriages, mourning rituals, and inheritance rules, can continue to disadvantage or restrict women. In some areas, local leaders supporting a move to reinvigorate ethnic customs that keep women bound to second-class positions and that undermine the rights accorded by the state. Similarly, social norms that shape men's behavior may, in some communities, encourage promiscuity or aggressiveness in their relationships with women that can lead to violence and risk-taking in sexual encounters.

## **The Role of Other Donors Working on Gender Issues in South Africa**

The largest bilateral donors South Africa are the US, the EU, the United Kingdom, and Japan. Altogether, some thirty countries provide assistance to South Africa, along with major multilateral donors. Among most donors active in South Africa, support to fight the HIV/AIDS pandemic is a high priority, and efforts to promote women's empowerment and gender equality also figure prominently in many donor portfolios. The donors giving particular emphasis to integrating gender into their programs, whether in health or other sectors, are highlighted briefly in this section. Donor agencies are listed in alphabetical order.

### ***Canadian International Development Agency (CIDA)***

CIDA has led the development of tools for integrating gender into development programming and policies, and provides a range of resources for managers and partners on its website ([www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)). Promoting gender equality is a central theme of its work across all sectors. In South Africa, CIDA is following the example of South Africa's National Policy Framework for Women's Empowerment and Gender Equality, and supports the policy's goals of increasing women's full participation in decision-making at all levels of action. CIDA has supported the South African education sector including support to policy formation and regional programs on gender awareness to developing youth leaders in local schools. Under the South Africa Education Sector Management Project, McGill University's Faculty of Education developed several tools for addressing gender-based violence,<sup>19</sup> including a video and a handbook for educators on how to address violence in schools. CIDA also gives half of its county budget to support to HIV/AIDS efforts of the government and its implementing partners. It helps with training nurses and working with community organizations to strengthen their ability to respond to the HIV/AIDS crisis.

### ***DANIDA***

Denmark's approach to development assistance gives first priority to poverty reduction and Africa is a priority region. Working with national governments to address key areas of gender inequalities remains one of the seven principal elements of DANIDA's development policy. In

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<sup>19</sup> The resources are available through <http://www.iirc.mcgill.ca/desc4.html>

South Africa, DANIDA works on land reform, water and sanitation, education, governance, private sector development, and the environment, with an annual budget of approximately US\$20 million. DANIDA's Support to Education and Skills Development (SESD) program assists further education and training (FET) colleges in KwaZulu Natal, North West and Western Cape. Focus areas of their support includes HIV/AIDS prevention (with the South African Department of Health and UNDP/UNICEF), inclusive education and gender-sensitive practices, and attention to gender-based violence. Their "business to business" private sector program is focused on small (but not micro) enterprises owned by previously disadvantaged groups and supports visits to Denmark to tour Danish industries, preparatory to technology transfer and the establishment of long-term business relations.

### ***DFID (UK)***

DFID has both a country and a regional program in South Africa. Its strategy incorporates three goals of addressing constraints to economic growth, improving government effectiveness in social service delivery, and developing sustainable livelihoods for the poor. In South Africa, DFID is supporting the government's mechanisms for implementing gender equality through assistance to the Commission on Gender Equality and civil organizations. It is also a strong supporter of a range of HIV/AIDS programs in prevention, treatment, and care, as well as strategies to manage information about HIV/AIDS.

### ***European Union***

Gender is one of six cross-cutting themes for the European Union's work program with South Africa. According to its Country Strategy, "the entrenchment of women's rights requires specific attention" to improving women's access to basic services. It has also initiated a novel approach to integrating gender within its internal programming and operating procedures. In 2003, the EU contracted a team of consultants through the Institute for Women's and Gender Studies at the University of Pretoria (see Annex 5) to serve as a "Gender Resource Team" for two years in a jointly funded program between the South African Treasury and the EU. The Gender Resource Team's goal is to "increase gender awareness, contribute to improved gender mainstreaming in projects ... and develop an approach to gender mainstreaming for the EU's Country Strategy Paper 2003-2006." The team has developed a model for integrating gender throughout the project cycle, which they call the "Gender Practitioner's Support Model." They have also provided gender awareness training for the EU/South Africa staff and some South African government staff. Another responsibility of the Gender Resource Team is to review project Terms of Reference for inclusion of gender. One of the team's results has been to add to the project approval documents the question, "Have you used the Gender Resource Team?" thus ensuring that each activity has been reviewed for attention to gender prior to implementation. In addition to their work within the EU bureaucracy, the Gender Resource Team is working with Gender Focal Points in Gauteng Provincial Government offices to help identify their needs in implementing national gender policies. The Gender Resource Team has identified as key problems the lack of both good sex-disaggregated data and trained people with backgrounds in gender analysis. In October 2004, the EU Team will offer training to the donor gender network.

In its program work in South Africa, the EU has recently launched a management leadership program which includes many women participants. It is also building school and school management capacity, with attention to gender concerns. The water sector services support

program, which provides access to basic water services, is also said to address gender issues. The EU supports a range of HIV/AIDS activities under a regional program.

### ***SIDA***

The Swedish International Development Cooperation Agency (SIDA) is also a significant aid donor in South Africa.<sup>20</sup> Sweden's assistance to South Africa focuses on environment, gender equality, HIV/AIDS and children's rights, and is primarily concentrated in the Province of the Eastern Cape. SIDA assists South Africans in obtaining credit and investment guarantees for both large investments for infrastructure and to the private sector as well as in microlending to disadvantaged men and women. SIDA mainstreams support to HIV/AIDS throughout its programming, with emphases on formulating workplace policies and programs, supporting advocacy and human rights for people living with AIDS, and support for prevention activities.

### ***World Bank***

The World Bank program in South Africa is relatively small, however, they are an important player and support a wide range of studies on poverty and inequality, several of which address gender issues. Currently, biodiversity, environmental protection, and financial markets are key targets of Bank support. It supports HIV/AIDS projects through a regional, multi-country effort.

### ***Other Donors on HIV/AIDS***

Many other smaller bilateral donors are providing financial support and technical assistance to a range of HIV/AIDS activities, many of which have integrated gender concerns into their programming, including:

- AusAID: Supporting workplace awareness, youth peer outreach and community support.
- Belgium: Supports programs on TB/HIV/STI and HIV care and support.
- Development Cooperation (Ireland): Supports the Prenatal HIV Research Unit and the programs of Soul City and Sol Buddyz. It also funds capacity building for HIV/AIDS care and supports People Living with AIDS.
- Finland: Support capacity building for treatment and prevention of HIV and AIDS, youth work on HIV/AIDS and gender, and addresses the issue of stigma and gender.
- GTZ: Funds HIV/AIDS response in the work place as well as support to the HIV/AIDS program of the Nelson Mandela Foundation.
- KFW (Germany): Supports VCT.
- New Zealand: Promotes education and HIV/AIDS and home-based care programs, as well as awareness and support to OVCs.
- Norway: Provides support to HIV/AIDS capacity-building for NGOs.

## **IV. GENDER INTEGRATION IN MISSION PROGRAMS**

### **A. Mission Expertise and Experience in Gender Integration**

Although there is a vocal support for and interest in improving mission attention to gender issues, there is neither a significant body of accumulated knowledge nor extensive staff expertise

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<sup>20</sup> [www.side.se](http://www.side.se)

to put this desire into practice. SO Teams vary in their degree of interest and/or of gender expertise (see next section). According to several people, Donna Podems, a WID fellow was based at the mission and carried out several activities on women and/or gender integration in several sectors, but no one was able to produce her reports.

USAID/South Africa has a “Gender Focal Point” position, based in the Program and Policy Development Office (PPDO). The current staff member is relatively new in the position, beginning early in 2004, and gender integration responsibilities are not now a formal part of her job description. She, along with staff members from the Education and the Democracy and Governance Teams, also attended a training on gender in March 2004 that was held in South Africa and jointly sponsored by USAID’s WID office and Africa Bureau. Another staff member on the Health Team has a Master’s Degree in Gender and Development Studies.

The internal computer system included a “public” drive (P:/gender), accessible by all staff, with a folder containing an array of documents on women and gender. The team was not able to review these files extensively, but it was evident that all of the files from the two recent trainings jointly sponsored by the WID office and the Africa Bureau and the Office of Agriculture are available. These files include copies of gender assessments carried out by other USAID missions in Africa and, to a lesser degree, from other regions, as well as an extensive compilation of resources from other donors and comprehensive explanations of the USAID ADS requirements. In addition there were reports from recent years on domestic violence and other topics. By contrast, holdings on women and gender in the mission library were minimal<sup>21</sup> and outdated.

Only one previous gender assessment report for the South Africa Mission was identified: “Annex D: Gender Analysis,” which was part of the 1997 Country Strategic Plan. It was drawn from the materials used in preparation for the South African delegation’s report to the Beijing Conference of 1995 and describes gender inequalities in the country at that time, but it does not link to USAID programs.

### **Recommendations:**

- 1) Revise and update the formal job description of the “gender focal point” so that her responsibilities for gender integration are recognized as requiring both time and resources, and so that they become an element of her job performance.
- 2) Prepare an inventory of materials in the mission’s computer directory on gender and distribute to staff.
- 3) Identify a gender contact person for each SO team.
- 4) Consider providing targeted gender training for interested staff members.
- 5) Establish a gender working group or task force to help support gender integration throughout the Mission’s programs and policies. It is up to the mission to decide the form, whether face-to-face or a virtual group.
- 6) The mission also needs a plan to establish a baseline of relevant sex-disaggregated data and to analyze the sex-disaggregated data it is collecting.

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<sup>21</sup> A quick review of the materials there that were not associated with project documents revealed only the “Beyond Inequality” series on women and gender in Southern African Development Community (SADC) countries from the mid to late 1990s, and the Swedish International Development Cooperation Agency (SIDA)-supported study on South Africa from 1998 alongside a few sector-specific studies.

## **B. Gender Integration in each Current Strategic Objective Program**

This section reviews the current activities and results frameworks under each SO. The organization of each section presents some background on the key gender issues in each sector, a presentation of the SO and its IRs and a brief discussion of the indicators, a discussion of the activities that highlights ways in which gender is already being integrated into the programs, and then a table which illustrates “gaps” in current practices and how they might be remediated.

The purpose of this section is not to suggest that immediate changes are needed. The consultants are familiar with the time, resource, programming, and contractual constraints faced by USAID missions. The goal of the report is rather to show that gender analysis can often identify small changes that can be made in activities to move more quickly towards addressing gender as a factor in programming to achieve the ultimate goals of improving development outcomes, one of which is the reduction of gender inequalities. In other cases, new programs will be needed, and these might be considered in the context of planning for new Requests for Applications (RFAs), Requests for Proposals (RFPs), and changes to the country program associated with the CSP for 2007-2012.

### **Strategic Objective 1: Democratic Consolidation Advanced**

#### ***Key Gender Issues***

The South Africa government’s strong policy framework to promote gender equality provides a solid foundation for gender equitable political participation and protection of human rights. One indication of this is that women participate in much greater numbers in government in South Africa than many other countries around the world. Currently 43% of South Africa’s cabinet ministers are women, an increase over the 1999 level of 30%, and the highest in Africa.

Despite the progress made by quotas and other government policies in boosting women’s role in the public spheres, social norms and prejudices still curb women’s meaningful political participation. Historically, women have been prohibited or inhibited from speaking in public decision-making forums, so fewer women than men seek leadership positions in government and those who do may lack confidence to speak out or find that men disregard what they say. Many women also lack skills and knowledge to serve in leadership capacities.<sup>22</sup> Other obstacles such as a lack of time to attend meetings, lack of child care, or insecurity stemming from lower levels of education prevent more women from actively participating in civil society organizations or local government.<sup>23</sup>

Enforcement and implementation of gender equitable laws also remain major challenges. Women and men have a poor understanding of their rights according to new laws, judicial institutions lack the capacity to effectively enforce the laws, and people’s understanding of rights under customary and civil laws is often unclear. A disturbing reality is police and local

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<sup>22</sup> Based on discussions with USAID program staff and local government in Vhembe District and Van Donk, Mirjam. “Local Government: a Strategic Site of Struggle for Gender Equity” *Agenda Issue no. 45*. [www.agenda.org.za](http://www.agenda.org.za)

<sup>23</sup> Ibid.

government inaction and even resistance to investigating cases, notably for rape and domestic violence cases against women and children. Such inaction stems in part from the corruption of local authorities who accept payment to lose files or dismiss charges, and from resignation among communities in which traditional systems of justice have broken down. Desperation among men because of the lack of economic opportunities, a culture of institutionalized violence held over from apartheid, and perceptions of masculinity and femininity that reinforce aggressive/submissive behaviors give rise to brutal violence against children and women.<sup>24</sup> South Africa is reported to have one of the highest levels of sexual abuse in the world.<sup>25</sup> Rates of gender-based violence are extremely high. One of the USAID supported projects in a rural town, the Thoyandou Victim Empowerment Programme (TVEP), recorded 497 rape and sexual assaults over a thirteen month period, 289 of which (58%) were under the age of sixteen. Addressing these underlying causes of violence, including changing attitudes about gender roles, is an absolutely essential step in stemming violence in society and contributing to cohesive, productive communities.

### ***Results Framework Description and Performance Measures***

USAID SO1 Indicator: *Democratic Consolidation Advanced* is supported by three Intermediate Results:

*IR 1.1: A More Effective & Accessible Criminal Justice System*

*IR 1.2: Effective & Democratic Local Governance*

*IR 1.3: Strategic CSO/Government Partnerships Strengthened For Improved Policy Development & Service Delivery*

At the SO level, current indicators include: *Percentage of South Africans preferring democracy over all other forms of government; Difference between numbers of cases outstanding and finalized in all regional and district courts; Percentage of people in project municipalities who believe their local council is performing well; and Increase in number of qualified NPOs registered under the Non-Profit Organizations Act.*

Data could be disaggregated by sex for the indicator, “*Percentage of people in project municipalities who believe their local council is performing well*” in order to assess possible differences in how men and women feel their needs are being met by local government.

In discussions with the SO 1 Team, team members agreed with the need to revise the indicator, *Difference between numbers of cases outstanding and finalized in all regional and district courts* because it does not accurately capture their programs’ potential impact on gender inequalities, particularly in respect to SO1’s support to organizations working against gender violence. A possible additional indicator might be *Number of cases in which there was a full investigation.*

### ***Gender Resources & SO1 Activities***

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<sup>24</sup> Liz Walker, Graeme Reid, and Morna Cornell, *Waiting to Happen: HIV/AIDS in South Africa*. US/South Africa: Lynne Rienner Publishers/Double Storey Books, 2004.

<sup>25</sup> “South Africa: Campaign to create awareness on sexual offences law.” (<http://www.plusnews.org/AIDSreport.asp?ReportID=3745>)

SO1's program has focused on strengthening local government capacity, civil society participation, and the criminal justice system. The SO1 program has been scaled back based on reduced funding. Under IR 1.1, SO1's support to the *Mosaic Foundation* responds to the constraint of gender-based violence. Mosaic Foundation is an NGO based in Cape Town that works through community workers to provide information and legal counseling to women and men who are survivors of domestic violence and helps them file "Protection Orders" against the alleged abusers. Mosaic is currently undertaking a study of the effectiveness of their legal support activities. The study could be of major interest to USAID for helping to determine if increased enforcement of laws against violence actually contributes to reducing it (see Annex 8).

The *Thoyandou Victim Empowerment Program* (TVEP) in Vhembe district is another program addressing gender-based violence supported under IR 1.1. The program provides legal counseling and HIV/AIDS testing/treatment for rape and abuse victims and community outreach by community workers, followed by workshops on abuse, legal issues, coping strategies. TVEP did have police officers present at the clinics where they could take evidence from victims on site, but they reportedly no longer come because the police stations are short-staffed. Under IR I.2, SO1 supports training for ward committees and local municipalities to build both male and female members' skills in financial management, communication and engaging communities to participate. The team was told that USAID did support some training for municipal government that included gender issues, but was unable to find information about its content. One council member of the Vhembe District Municipality that receives SO1 support has proposed the idea of a gender desk that could provide a forum for discussing gender issues with all local community stakeholders. Members of the Vhembe Council also highlighted the need to target men's attitudes toward women's leadership as part of their capacity building activities (see Annex 8).

<b>Gender Resources</b>	<b>SO1 Programs</b>
<b>Gender Expertise (Experts or Advocates for gender issues)</b>	<p>Two member of the SO1 Team participated in the Gender Training organized by the USAID WID Office in February 2004.</p> <p>Several members of the SO1 Team expressed interest in learning more about how they can better address gender issues in their programs and to better showcase how they are already doing so in their existing activities.</p> <p>Mosaic Foundation has expertise in legal counseling for victims of gender-based violence.</p>
<b>Publications</b>	"It's an Order: A simple guide to your rights" by the Mosaic Foundation
<b>Training &amp; Training Materials</b>	According to SO1's D&G Briefing Book, a domestic violence training manual was developed by Sexual Offenses and Criminal Affairs (SOCA) for court officials in 2003.
<b>Indicators</b>	Some sex-disaggregated data is being collected, e.g., # children (boys/girls) viewing a play, "Speak Out" on child abuse, but overall the existing SO1 indicators under IR 1.1 do not sufficiently capture the impact of work being done to stem gender-based violence and to empower women through counseling and training.

<b>Other</b>	SO1 support to Mosaic and TVEP demonstrate best practices in how to work with communities in dealing with sensitive issues and provide women with essential services and information. These activities appear to be transforming gender relations by providing both women and men with legal and medical responses to abuse and alternative models for interaction.
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### *Gaps & Recommendations*

<b>General Gaps</b>	<b>Recommendations</b>
Activities supported by SO1 in the area of gender-based violence have not been working much with men or men's groups.	SO1 support could include men in communities and male CBOs taking a "Men as Partners" approach that addresses issues of masculinity linked to gender based violence, and to help change their attitudes and behaviors that contribute to violence.
Corruption or refusal by police and justice officials to properly investigate violence cases leaves many abusers at large and unpunished, despite laws in place.	As the training done by the Justice department and the Justice College is still inadequate, the SO1 team could continue to seek ESF or DOJ funds in order to fund the still needed gender training and awareness raising activities among law enforcement officials.  Gender training could also be organized for judges, most of whom are men.  Since traditional leaders are involved in disputes at the community level, incorporating legal and gender training for traditional leaders into activities under I.R. 1.1 could help to strengthen understanding of laws within communities and better link them with civil law enforcement officials.  Identify opportunities to support investigative journalists in addressing gender issues related to court cases on domestic abuse.
IR 1.1 indicator, <i>Difference between numbers of cases outstanding and finalized in all regional and district courts</i> does not accurately capture SO1 programs' potential impact on gender inequities, particularly in respect to SO1's support to organizations working against gender-violence.	SO1 indicator under IR 1.1 should be revised to better capture the impact of programs addressing gender violence. A possible additional indicator is: <i>No. of cases in which there was a full investigation</i>
Women's lack of skills prevents them from greater participation in government and civil society.	In order to take advantage of local government elections in 2005, SO1 could seek funds for training potential women councilors. These could be the women in ward committees who were already trained by the SO. A group such as IDASA that already has a training unit for gender and local governance could be an implementing partner.
SO1 Team is not fully communicating its "story" about its gender work.	Organize additional gender training for SO1 staff; Consider design of a "gender impact" indicator and discuss how to incorporate the indicators in reporting by partners and team.
Lack of available data on sex offenders and victims	USAID could request that subcontractors analyze sex-disaggregated crime statistics already collected.

## **SO2: Increased Access to Quality Education and Training**

### ***Key Gender Issues***

At first glance, gender equity in education does not appear to be a major problem in South Africa. South Africa has high gross primary school enrollment rates for both girls and boys (120%, 114%)<sup>26</sup> and the gross secondary school enrollment rate for girls and boys is also relatively strong at 90% and 81%, respectively, in comparison with most of sub-Saharan Africa. However, beyond these statistics, there continue to be underlying gender issues that contribute to inequities in the quality of and access to education.

For example, societal norms condition girls and boys early on to consider math and science too difficult for girls and as a result, once at secondary school, fewer girls choose to study math and science subjects and they have poorer performance.<sup>27</sup> These gendered differences in the subjects girls and boys choose to study continue into higher education, where fewer women study mathematics and engineering. Since these subjects are essential preparation for many lucrative careers, girls and women's low participation in these areas prevents them from accessing valuable employment opportunities.<sup>28</sup> Women academics also experience obstacles advancing in higher education careers because of universities' patriarchal culture in which men are favored for leadership positions and because women may lack some of the requisite skills to advance.<sup>29</sup>

Women do not exercise a significant role in school management. Fewer women than men hold school management positions in schools, and while women are often in high attendance on school governance boards (SGBs), women reportedly do not participate actively.<sup>30</sup> Women's limited participation in school management means that women have less of a voice in decisions about enforcing school policies on gender based violence, promotion of teachers, and use of school resources for building needed facilities.

At the same time, South Africa's education statistics show the importance of attention to boys' schooling as well. At the secondary school level, the enrollment rate for girls (90%) is higher than for boys (81%). In fact, there is a 32% drop in boys' enrollment rates from primary and secondary as compared to 17% for girls.<sup>31</sup> More research is needed to identify the reasons for this large decline among boys.

Yet gender-based violence and harassment by male classmates and teachers may be the most disturbing gender constraint in schools. Schools lack resources to invest in facilities such as separate toilet facilities for girls and boys or perimeter walls or fences to help curb threats to female students' security. Moreover, a study by the Medical Research Council of South Africa

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<sup>26</sup> Gross enrollment rates, 2001 Education Statistics in South Africa At A Glance, Dept. of Education, June 2003. <http://education.pwv.gov.za/content/documents/308.pdf>

<sup>27</sup> USAID/South Africa Technically Adjusted Education Strategy 2003; National Sr. Certificate Exam Pass Rates for Selected Subjects in 2001, Education Statistics in South Africa At A Glance, Dept. of Education, June 2003. <http://education.pwv.gov.za/content/documents/308.pdf>

<sup>28</sup> Hafkin, Nancy and Taggart, Nancy. *Gender, Information Technology and Developing Countries*. AED LearnLink Project, USAID. 2001.

<sup>29</sup> TELP II Quarterly Report January-March 2004; meetings with TELP II prime contractor, UNCFSP

<sup>30</sup> Based on a discussion with USAID Activity Manager and a meeting with the technical staff of IEP prime contractor, RTI.

<sup>31</sup> Nicola Mawson. "The world's daughters are most at risk." *The Teacher*. February 2, 2004. [www.teacher.co.za/cms/article\\_2004\\_02\\_2\\_1117.html](http://www.teacher.co.za/cms/article_2004_02_2_1117.html)

published in 2002, drawing from a subset of DHS survey data, found that 33% of rapes of children below the age of 15 are committed by teachers.<sup>32</sup> Intimidated by teachers' threats to fail them or give them poor grades, or induced by the lure of money or gifts, girls are coerced into having sex. When girls do report harassment to their schools they are stigmatized and teachers' behavior often goes unpunished. At a minimum, the threat of sexual harassment and violence creates an unsafe environment that is not conducive to learning. Girls lose interest in their studies and their self-esteem and confidence are diminished. At worst, victims of violence or sexual harassment in school drop out, become pregnant, or contract STIs or AIDS.

The link between gender-based violence and AIDS is disturbingly clear in this context. Due to girls' vulnerability to rape and transactional sex, a greater percentage of girls are infected with AIDS than boys at age 15-24.<sup>33</sup> AIDS has other differential impacts on girls' and boys' schooling. Girls more than boys are often forced to stay home from school to care for sick parents or siblings suffering from AIDS. The cost of care for AIDS victims also takes away funds for school materials, uniforms and fees, creating an impediment to school attendance.

### ***Results Framework Description and Performance Measures***

In 2003, the Education team produced a technically adjusted strategy to reflect changes in the "education landscape" in South Africa and shifting levels of funding. Several of the programs discussed in the revised Strategy ended or are ending in 2004, so that the SO2 program now consists of two major programs; support to basic education through teacher training; and support to management and curriculum development within targeted historically disadvantaged higher education institutions. The revised Intermediate Results are:

- IR 2.1: Improved capacity to develop and implement curricula
- IR 2.2: Increased quality of teaching through teacher education
- IR 2.3: Improved management and governance of educational institutions
- IR 2.4: Mitigate the impacts of HIV/AIDS on education

Tentative IR indicators to measure performance for 2004 are: *the number of learners/trainers completing education and training programs sponsored by USAID (SO-level indicator); number of teachers trained, "disaggregated by gender,"<sup>34</sup> through: (a) in-service and (b) pre-service training, and (c) having successfully completed pre-service training; and number of Historically Disadvantaged Institutions (HDIs) with revised curriculum in one department.* The updated indicator, *improved student performance in numeracy and literacy (Grade 3) and mathematics and science (Grade 6)* will be used as of 2005. The indicator for IR 2.4 is still to be determined in collaboration with the Department of Education (DOE).

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<sup>32</sup> Jewkes, R., J. Levin, N. Mbananga, and D. Bradshaw "Rape of Girls in South Africa," *Lancet* January 26, 2002: Vol 359: 274-5 (<http://www.lancet.com>)

<sup>33</sup> KwaZulu Natal 2002 study showed girls infected 15% vs. 2% for boys sited in Moletsane, Relebohile. "Another Lost Generation: Impact of HIV/AIDS on Schooling in South Africa." *International Journal on School Disaffection*. 2003. University of Natal, Durban, South Africa  
[http://www.sahims.net/doclibrary/2004/08\\_August/06/Abstract/Another%20lost%20generation,%20Impact%20AIDS%20on%20schooling.pdf](http://www.sahims.net/doclibrary/2004/08_August/06/Abstract/Another%20lost%20generation,%20Impact%20AIDS%20on%20schooling.pdf)

<sup>34</sup> The ADS guidelines refer to "sex-disaggregated" rather than "gender-disaggregated" data collection.

The indicator, *improved student performance in numeracy and literacy* disaggregated by sex is a valuable measure of the impact of the SO2 program on girl's and boys schooling. As the SO Team finalizes its indicators, perhaps it could consider using the indicator, *number of teachers using gender-equitable methodologies in the classroom* in addition to *the number of teachers trained* to better show gender impacts of the program. The indicator, *number of HDIs with revised curriculum in one department* does not capture the program's potential results related to gender. A possible additional indicator could be: *Number of institutions with gender equity plans that have been implemented.*

### ***Gender Resources and SO2 Activities***

According to USAID/SO2's Technically Adjusted Strategy, two gender constraints are highlighted: low female participation and performance in math, science, and technology and the paucity of women in leadership positions in higher education.

The ***Integrated Education Program (IEP)*** is managed by the Research Triangle Institute (RTI) and was launched in March 2004, so the program is currently in its start up phase. IEP focuses on strengthening capacity of teachers to implement the Revised National Curriculum Statement (RNCS) through pre-service and in-service teacher training. Also under IEP, there is a pilot math and science project in primary and secondary schools in the Northern Cape to provide best practices and lessons learned. The SO2 Strategy argues that improving the capacity of female teachers in math and science will result in more female teachers as role models for female students in these subjects. Funding from the ***African Education Initiative (AEI)*** is planned to support pre-service and in-service teacher training and girls' scholarships in math, science and technology. No other strategies for engaging girls in these subjects were discussed in the IEP project document or through discussions with USAID and contractor staff. The Strategy refers to other USAID programs that can improve women's access to vocation education, science and technology but their impact may be limited due to the end of some of these programs in 2004. IEP will also support local NGOs in school communities to organize activities for vulnerable children and to build capacity of school governance boards (SGBs). These NGO activities offer opportunities to address gender issues in school communities.

The ***Tertiary Education Linkages Project (TELP II)***, the follow-on to TELP I, was signed in late 2003 and is managed by the United Negro College Fund Special Programs (UNCFSP). TELP II supports Historically Disadvantaged Institutions (HDIs) in higher education through technical assistance in curriculum development and administrative and management development. The project states that "gender equity" is a cross cutting theme. Under TELP I, "gender sensitivity" workshops for faculty and administrators in participating HDIs were conducted.<sup>35</sup> A subcontractor, Zinn Education and Development (ZED), surveyed institutions to assess the state of gender equity at their institutions (using such criteria as number of men/women in certain positions, existence of policies/procedures that address gender equity) and organized additional workshops to look at results of the survey and draw up gender equity action plans. Attendance by senior level men at these workshops was reportedly low. Under TELP II, ZED Consultants is providing technical assistance to partner HDIs on how to implement and monitor their action plans and providing additional training workshops. Based on the action

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<sup>35</sup> The project was not required to report on the content of the gender sensitivity trainings, and the team did not follow up on the type of approach used to create or measure gender awareness and sensitivity.

plans, initiatives planned include: developing and using gender equity statistics, policy review/audits from a gender equity perspective; communication and information sharing around gender equity activities; establishment of a gender support forum; establishment of childcare facilities, and mentoring. TELP program staff noted that support from visible male higher education leaders, such as Vice Chancellors at Durban Institute of Technology (DIT) and University of the Western Cape (UWC) has been important for demonstrating that gender equity is a priority among men in these institutions.

Improving “gender equity” throughout TELP activities appears to be defined as increasing the number of women in management positions in HDIs and creating a conducive work environment for that. But it is not clear from team discussions and review of TELP reports and surveys whether the project’s approach examines men’s and women’s behaviors, work styles, and attitudes in HDIs. It may be difficult to put into place some of the planned institutional changes and increase women in senior levels without devising strategies to better engage men and to change their attitudes towards women in leadership.

Under **TELP II**, USAID/ SO2 also utilizes Project Implementation Letters (PILs) with HDIs for HIV/AIDS related activities, including peer education, testing and counseling for university students. Through this mechanism, projects address the link between sexual behavior, HIV/AIDS, and gender roles.

In addition, USAID is developing a partnership with **MindSet**, a South African non-profit that develops educational programming for satellite TV and computer-based viewing, funded through the Global Development Alliance. USAID/SO2 is working with Mindset to create a dedicated Primary Schools Television Channel targeting both teachers and students in grades K to 6. The channel expects to deliver high quality educational content that complements South Africa’s national primary school curriculum. Mindset has indicated they will pay attention to addressing girls’ concerns and needs, as well as to improve girls’ participation in math, science, and technology. Additional attention will be paid to issues of health, nutrition, HIV/AIDS, and physical development. The channel will go “outside of the classroom” to film, reflecting rural realities and not just using studio broadcasts, and will encourage critical thinking and active problem-solving skills.

The SO2 Team has also requested additional funds from USAID/W to develop activities that complement their portfolio. Proposals have been written for additional support from the Ambassadors Girls Scholarship Program for girls’ scholarships and for technical assistance through the EQUATE Task Order (USAID/W). Two ideas in the EQUATE Task Order proposal are particularly interesting: developing activities to address interaction between boys and girls in schools and a role model program for young women to encourage them to continue studies into higher education. The first activity could be a life skills program to address gender violence and gender stereotyping by helping boys and girls develop positive relationships.

<b>Gender Resources</b>	<b>Education Programs</b>
<b>Gender Expertise (Experts or Advocates for gender issues)</b>	<p>One member of the Education team participated in the gender training offered in March 2004.</p> <p>The Education Team is aware of many of the gender constraints affecting</p>

	<p>education results.</p> <p>Partners: Based on discussions with partners and a review of their project documents, UNCFSP, ZED Consultants, and Aurora Associates are knowledgeable of gender-based constraints. A visit to the HIV/AIDS Gender Peer Education Project indicated that staff at the University of the Western Cape have strong gender expertise; for example, the program staff includes two “gender trainers” (see also Annex 5)</p>
<b>Publications</b>	UNCFSP-TELP Gender Equity Overview Report produced by ZED Consultants in May 2003
<b>Training and Training Materials</b>	<p>Leadership training for women in higher education has been developed under TELP by ZED Consultants.</p> <p>UWC HIV/AIDS Gender Peer Education training (based on Men as Partners model) and two male trainers</p>
<b>Indicators</b>	<p>Student performance and the number of teachers trained are both disaggregated by sex. Yet, the indicator on number of teachers trained disaggregated by sex does not capture useful gender data on the program’s impact. A possible indicator to use might be: <i>number of teachers using gender-equitable methodologies in the classroom</i></p> <p>The indicator, <i>number of HDIs with revised curriculum in one department</i> does not capture the program’s potential results related to gender.</p>
<b>Other</b>	<p>The TELP PILS HIV/AIDS Peer Education Gender Program at UWC is an excellent program which takes a truly gendered approach by working with young men and women to examine definitions of masculinity and femininity and how these definitions affect their sexual behaviors and relationships. TELP supports similar programs at other partner HDIs. This is a strong program that has resulted from cross-sectoral funding between SO Teams at the Mission; both the specific program and the practice of joint SO Team mechanisms should be encouraged.</p> <p>Also through TELP there is a sub-activity focused on improving women’s participation in electronic networking in HDIs.</p>

## Gaps and Recommendations

<b>General Gaps</b>	<b>Recommendations</b>
<p>The SO2 Team’s focus on targeting girls and women to redress inequities is understandable, given the South African context in which girls and women access to education and training was constrained in the past at the primary level and currently in higher education (see also comments on SO9). Yet little attention is given to addressing boys’ and men’s attitudes and behaviors that contribute to these inequities, such as among teachers and male classmates in school or male higher education administrators.</p> <p>Discussions with team members reflected that gender is often equated with activities for girls and women rather than activities that address the relations between men and women.</p> <p>The reasons for boys declining rates of enrollment</p>	<p>Work through existing USAID programs such as IEP to support life skills programs for boys that looks at masculine/feminine identity and behaviors.</p> <p>Consider gender training for teachers as a part of teacher training modules.</p> <p>Replicate the “Men as Partners”-based model used by the HIV/AIDS Gender Peer Education Program at UWC in non-health activities. For example, IEP could integrate this approach into teacher training modules or adapt it for use by local NGOs to train SGBs, school management committees or boys at school.</p> <p>Consider supporting research on boys’ secondary school enrollment and completion rates in order to inform the design of new activities to raise their enrollment in the future.</p>

in secondary school compared to primary school need further investigation.	
In light of the wide prevalence of gender-based violence in South Africa and particularly within schools, it is an issue that warrants greater attention in USAID's program.	Identify funding from other USAID sources (i.e., WID IQC or Office of Education) or work through IEP's grants to local NGOs to develop activities that address gender violence at schools. Activities could include working with SGBs and communities to advocate for enforcement of school policies regarding sexual harassment; men as partners or gender training targeting teachers; or life skills program for girls and boys (see above). The DOE has a program on safe school in all provinces that could be an entry point for linking gender-based violence efforts with school governing board work and with communities to create child-friendly gender-sensitive schools.
The current indicators do not capture the results of the gender equity activities under TELP II. For example, the gender activities through TELP PILs HIV/AIDS programs are not captured through the current indicators nor are the results of the gender equity implementation plans at HDIs.	SO2 team can better highlight their progress in addressing gender issues through their indicators.  Possible IR indicators to capture gender:  <i>Number of institutions with gender equity plans that have been implemented.</i>  For IR 2.4 (which has not been chosen yet): <i>Number of men/women and girls/boys participating in HIV/AIDS programs that include a module on gender issues.</i>

<b>IEP- Gaps</b>	
Discussions with the contractor and USAID staff highlighted a possible need for tools/strategies to promote gender equity in the classroom as a part of the teacher training activities. Adoption of teaching methodologies by teachers to foster a safe and encouraging learning environment for girls and boys is a key contributor to school performance and completion. Not addressing biases within the classroom by teachers can work against the most successful strategies to ensure girls' enrollment.	Under IEP, USAID could work with subcontractors to review teacher training modules to determine if equity in the classroom is being addressed. If not, consider developing a module that equips teachers with an understanding of gender in the classroom and train them in teaching methods that encourage female and male learners equally. A review/analysis of the RNCS for how roles of men and women are presented through text and images is another option.
The Education Team's Strategy emphasis on the need to address girls' participation in math and science is important but from discussions with USAID program staff and the contractor, it is not clear what specific strategies are planned through the in-service teacher training framework that will seek to better engage boys and girls in math and science.	In order to overcome cultural norms that deter girls from studying math and science in school, USAID can support teachers and communities to develop strategies for the classroom at primary and secondary levels.  Teacher training modules could be developed that include lessons that present real life applications for science and math concepts and offer ample time for lab work in which boys and girls take turns in leading the experiment. Research shows girls are more engaged in math and science when lessons apply science and math concepts to "real life" examples. Girls also prefer more hands-on lessons that involve experimentation. <sup>36</sup>

<sup>36</sup>American Association of University Women (AAUW), *Tech-Savvy: Educating Girls in the Computer Age*. AAUW. 2000.

	A possible new activity that could be facilitated by USAID but organized by IEP subcontractors would be to collaborate with information technology firms operating in South Africa (i.e., Microsoft, Hewlett Packard, Cisco) to set up a mentorship/role model program with schools. Women professionals could come to speak at schools and students could visit offices to learn more about careers in those fields.
Women participating in School Governance Boards are low literate or illiterate which is an obstacle to their enhanced participation in school decision-making.	Trainings and related materials for community members, such as written guidelines for new SGB members, could be provided in local languages. Local NGOs could advocate for larger role of women in school management.

<b>TELP II- Gaps</b>	
According to discussions with the contractor, management and leadership workshops to strengthen leadership capacity of higher education faculty are primarily attended by women. Managers who are men, already in senior positions, do not see the need to attend, and therefore, men are not exposed to management training. <sup>37</sup>	Devise other strategies in addition to workshops to raise men's awareness of gender issues in the workplace.  Examples:
Institutional factors within HDIs, such as the patriarchal work culture and lack of enforcement of equity policies in universities, make it difficult for women to be hired or promoted, despite training workshops that prepare them for leadership positions. TELP's current strategy of preparing women to be leaders may not be sufficient if institutional and attitudinal constraints persist.	<ul style="list-style-type: none"> <li>• Flyers, posters. Messages should emphasize how women in leadership positions contribute to a diverse work environment that benefits all employees and students. Message can showcase best practices in HDIs where gender equity has been supported. Enlist higher education leaders, particularly men, to be spokespersons and/or role models.</li> <li>• Gender trainings for managers and new appointments.</li> </ul> <p>Consider developing activities to address the institutional constraints to women's advancement in higher education, such as changing attitudes among male managers and leaders.</p> <p>Provide assistance to higher education institutions to implement their employment equity plans. Through the contract with ZED, continue to monitor and support the implementation of the gender equity action plans to provide institutional support in gender within HDIs. Gender equity task team members could participate in interview panels to monitor promotion and new hire selection process.</p> <p>Continue collaboration with the Health team by applying for HIV/AIDS funds to continue the HIV/AIDS PILS.</p>

**SO3: "Increased use of HIV/AIDS and other Primary Health Care Services"**

*"Action against HIV/AIDS that does not confront gender inequality is doomed to failure."*  
UNAID press release on "Women and HIV/AIDS: Confronting the Crisis" (14 July 2004)

<sup>37</sup> Meetings with USAID staff and UNCSP, Pretoria, August 2004.

The Mission's Health program has been seriously affected over the past year following the announcement of the President's Emergency Plan for AIDS Relief (PEPFAR) and the many changes it has entailed to the structure, financing, and implementation of the mission's health and HIV/AIDS activities. With the announcement of PEPFAR, the USAID HIV/AIDS program has become part of a larger US government effort that is being coordinated by the Office of the Global AIDS Coordinator (OGAC) and the State Department. PEPFAR is being implemented in 15 focus countries and is based on a unified strategy for each agency with joint planning, communication, monitoring, and evaluation. The US/South Africa Strategy and Country Operational Plan are under the leadership of the Ambassador. From discussions with the SO3 team, it appears that many of the activities covered by the previous HIV/AIDS Strategy can still be implemented under the Presidential Emergency Plan, provided they contribute to the new objectives and deliverables, but that there may be less flexibility for the type of cross-sectoral support from HIV/AIDS funds that had led to some of the more innovative and gender sensitive programs described in SO1 and SO2.

### **Background**<sup>38</sup>

All health sector development activities are embedded within a broader policy and legislative framework of reconstruction and development of the SA society. Among the international commitments relevant to health and gender are:

- ***The Convention on the Elimination of All Forms of Discrimination Against Women*** (CEDAW) which requires "state parties" to a) eliminate discrimination against women in the field of health care in order to provide, on a basis of equality of men and women, access to health care services; and b) provide for the right of rural women to have access to adequate health care facilities.
- ***Beijing Platform for Action***, particularly Critical Area of Concern C, specifies the following strategic objectives:
  - a) Increase women's access to appropriate, affordable, and quality health care, and to information and related services throughout their lifecycles;
  - b) Strengthen preventive programs that promote women's health;
  - c) Undertake gender-sensitive initiatives that address sexually transmitted diseases, HIV/AIDS, and sexual and reproductive health issues; and,
  - d) Increase resources and monitor follow-up for women's health.
- The ***Children's Rights Convention*** (CRC) requires "state parties" to provide:
  - a) Access for both girls and boys to health care and health information;
  - b) Appropriate services for disabled boys and girls so that they suffer no discrimination;
  - c) Effective and appropriate measures to abolish traditional practices prejudicial to the health of children (e.g., gendered practices such as male circumcision or female genital cutting);
  - d) Protection of children from all forms of sexual exploitation and abuse;
  - e) All appropriate steps to promote physical and psychological recovery and social

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<sup>38</sup> This section is based on information adapted from the Department of Health Gender Policy Guidelines.

integration of child victims of any form of neglect, exploitation, abuse, or armed conflict.

Regionally, the South African Development Community (SADC) has developed a Policy and Institutional Framework for Gender Mainstreaming that commits member states to recognizing, protecting, and promoting the reproductive and sexual rights of women and girls. Its Health Sector Framework Policy Document also commits member states to review, reform, and formulate laws to promote the human and reproductive rights of women, and to promote community mobilization and advocacy for women's rights and maternal health issues. It also commits each member state to undertake culturally sensitive research to determine the prevalence of genital mutilation. In addition, it addresses gender discrimination in relation to teenage pregnancy.

Nationally, the South African government has developed progressive gender frameworks guided by the Constitution. The Bill of Rights, the National Policy Framework for Women's Empowerment and Gender Equality, and the Promotion of Equality and Prevention of Unfair Discrimination Act of 2000 (see also above, Section III) are all relevant for addressing gender inequalities in health. The Health Sector Coordinating Committee is chaired by the National Gender Focal Point (GFP), and is responsible for effective coordination of the Public Health Sector Gender Programme. The GFP Social Sector Cluster, constituted by government departments, is the second central point in facilitating implementation of the gender policy guidelines. The GFP Social Sector Cluster also links to international organizations on gender and health issues.

In South Africa, NGOs have been playing a critical and catalytic role in promoting these policy guidelines. They advocate protecting women's rights as human rights, for example, by exposing violence against women, calling attention to the needs of the girl child, and promoting and developing a comprehensive, holistic, and rights-based approach to health services for women.

The vision of the Gender Policy Guidelines matches that of the Health Sector Strategic Framework 1999–2004: “A caring and humane society in which all South Africans have access to affordable, good quality health care.” The two goals are to 1) incorporate gender analysis into all public health policies, and 2) promote gender analysis and gender equity in organizational development.

### **Key Gender Issues**

The gender policy guidelines identify the following key gender issues in health:

- Women and men have different health needs and differential access to and resources for health care. For example, HIV does not impact men and women equally. Women are more likely to become infected as a result of greater physical susceptibility. It has been shown that during heterosexual intercourse, if no other STIs are present, the likelihood of transmitting the virus from a man to a woman is about twice as much as the reverse. In South Africa, younger women have higher rates of infection than older women.

- There are different social determinants affecting the vulnerability of men and women. High levels of violence against women in South Africa suggest that it is acceptable, which denies women recognition as equals with the same rights to dignity and respect as men. Violence against women results in both physical trauma and emotional and/or mental health problems. It also links directly to the HIV/AIDS pandemic, with recent studies indicating that sexual coercion of young women is commonplace. Because of inequality in matters of decision-making pertaining to sex, women cannot protect themselves from HIV. Men are also victims of gender-based violence, e.g., in prisons and mining compounds.
- Institutions are not gender neutral. As institutions of society, both the Department of Health and the health system as a whole are influenced by institutionalized gender inequality. Both workers and clients are affected by societal patterns of inequality. Nurses, for example, the majority of whom are women, are structurally low in the medical hierarchy, and are managed by procedures they have had little input in creating.
- “Gender equality,” reproductive health,” and “women’s health” are not the same. Some programs address women’s reproductive health needs in ways that exclude men from services or that fail to recognize the importance of involving men in finding solutions.
- Addressing gender in health requires attention to how unequal power relations between men and women affect health, health-seeking behavior, health outcomes, and health services. Providing reproductive health services, even to both women and men, does not necessarily equate to addressing the gender dimensions of reproductive health. The same applies in the field of sexual health. Programs for AIDS prevention frequently avoid dealing with gender issues, such as promoting communication about sex and encouraging equality and mutual respect in sexual decision-making between men and women, despite the fact that the absence of these behaviors exacerbates vulnerability to HIV. People are often called upon to use condoms or to be faithful, without challenging women’s limited power to negotiate sexual behavior — that is, without addressing the gender dimensions of vulnerability to HIV. As noted elsewhere in this report, women’s higher rates of infection compared to men, reflect in large part the social gender inequalities at play. Sexual abuse and rape are frequent. Because women are the primary caregivers in the household, they also have the burden of caring for the weak and dying even as they are struggling with the disease.

### ***SO3 Results Framework Description and Performance Measures<sup>39</sup>***

From 1997-2003, the USAID health program had largely focused on building primary health care capacity, and supporting the Department of Health in transforming a centrally directed, hierarchical program into an integrated set of services in a decentralized system able to meet basic health needs throughout the population.

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<sup>39</sup> The information in this section on activities and targets was based on the “Country Operational Plan South Africa (March 3, 2004 - Final) Plan Period FY2004,” USAID August 2004 “Bringing Hope and Saving Lives: Building Sustainable HIV/AIDS Treatment,” The President’s Emergency Plan for AIDS Relief Report on Current Activities Underway to Expand Treatment for HIV/AIDS, and from a team interview with Melinda Wilson.

With the initiation of PEPFAR, HIV/AIDS activities are more central, even when they are implemented in conjunction with primary health care services. The mission health and HIV/AIDS strategy was being revised during the period of the assessment,<sup>40</sup> and there seemed to be a strong shift in the program and its indicators towards service delivery and treatment efforts and lessened attention to prevention activities and capacity-building. Now that USAID is more tied into the larger US government HIV/AIDS effort, it has somewhat less flexibility in how it achieves its targets and is more limited in its ability to refocus funding support. The assessment team nonetheless encourages the SO3 team to analyze its service delivery efforts to determine if they not only target women but also integrate gender issues more broadly, as discussed in both the preceding and following sections.

Targets have been set by the Office of the Global AIDS Coordinator in Washington rather than the USAID South Africa mission. For the first five years, they are to reach 500,000 persons with HIV/AIDS with Antiretroviral Treatment (ART), to provide care and support to 2.5 million people, and to prevent 1.75 million new infections.<sup>41</sup> Over the first year, targets for South Africa are to reach 20,000 people with treatment, and to provide care and support to 193,000 people. A Reporting Requirements and Guidelines book has been prepared.

### *Gender Resources and SO3 Activities*

<b>Gender Resources</b>	<b>Health sector</b>
Gender Expertise (Experts or Advocates for Gender Issues)	<ul style="list-style-type: none"> <li>• One member of the Health SO team attended the recent gender training program presented by the USAID/WID and the Africa Bureau</li> <li>• Another member of the Health SO team has a post-graduate degree in gender and development studies.</li> <li>• Several implementing partners (e.g., Population Council, Hope Worldwide, and RHRU) have gender expertise that can be shared with the SO team where necessary. The “Men as Partners” program is an excellent example of working with men to change their attitudes about gender relations.</li> </ul>
Publications	<ul style="list-style-type: none"> <li>• The evaluation of Tsha-Tsha TV showed that the programming was directed to changing gender stereotypes surrounding HIV/AIDS care and support</li> <li>• Final report on “The Equity Project, 1997-2003”</li> </ul>
Training and Training Materials	<ul style="list-style-type: none"> <li>• Hope Worldwide has created gender-informed training materials for peer educators as part of their “Men as Partners” program. USAID/W has recently published two manuals for integrating gender into HIV/AIDS programs.</li> <li>• EngenderHealth has excellent training materials on its website: <a href="http://www.engenderhealth.org">www.engenderhealth.org</a></li> <li>• Accrediting VCT service providers is a good practice</li> </ul>

<sup>40</sup> The team met with several members of the SO team and is particularly appreciative of the time given by Melinda Wilson. It was not able, however, to meet with the entire team at once, and therefore did not benefit from the same level of interaction as with other SO teams. It was made clear that the restructuring of the HIV/AIDS program and its merger under OGAC has left less leeway for modifying its activities or its indicators.

<sup>41</sup> USAID August 2004 “Bringing Hope and Saving Lives: Building Sustainable HIV/AIDS Treatment,” The President’s Emergency Plan for AIDS Relief Report on Current Activities Underway to Expand Treatment for HIV/AIDS.

Among the priority areas under the new USAID program is *prevention of mother to child transmission* (PMTCT) of HIV and provision of Nevirapine to HIV-positive pregnant women and their children, while recognizing the side effects of this drug and researching means for controlling its side effects. The program also advocates and promotes access to antiretroviral treatment (ART) for those who need to prolong life, as well as access to Post-Exposure Prophylactics (PEP) for victims of rape as well as to health workers who may be accidentally infected with the virus. These activities are rolling over into PEPFAR. The geographic focus of this program is on all nine provinces. PMTCT services have been strengthened to develop a strong linkage to treatment care and support. This program will reach 300,000 pregnant women and their unborn children with video. It will also establish 1,000 PMTCT service outlets. Some of the women in this program would then qualify for ART after delivery of the baby. Quality PMTCT services will be integrated into routine maternal and child health services. Including partners throughout the process leading to and during the PMTCT, and providing couple counseling would improve the gender sensitivity of the program. Pregnant HIV-positive women should be persuaded to bring their partners for testing and counseling.

Other prevention efforts include targeting risk groups such as military personnel, truck and taxi drivers, migrant workers, and sex commercial workers with education and condoms to help prevent new HIV/AIDS infections. Targeting some of these groups is gender responsive as their wives and/or partners may not be able to negotiate safe sex due to gender inequalities.

The *Voluntary Counseling and Testing* (VCT) program of the University of the Western Cape (UWC) HIV/AIDS Programme, although operated under the Education SO, was financed from health funds (see Annex 8).<sup>42</sup> It represents a “good practice” activity, both from a gender perspective and from its apparent ability to have a positive impact, empowering women to negotiate sexual relations on an equal basis with men, by encouraging both women and men to think about how they come to define themselves as men and as women. It targets all first-year students for VCT and supports those who are HIV-positive, while persuading those who are HIV-negative to maintain their negative status by practicing safe sex. It uses peer educators who are also students. These kinds of good practices should be shared with other universities and expanded to other institutions.

Another VCT effort is based at the Esselen Street Clinic of the Reproductive Health Research Unit (RHRU) in Hillbrow, Johannesburg, a community estimated to have a 50% prevalence rate of HIV/AIDS. In addition to its VCT service, the clinic also tests and treats STIs and TB, provides ART (currently to 550 people, 71% of whom are women), and provides other family planning counseling and services. The clinic can be considered a “good practice” activity because it strengthens services that seek to address gender-based constraints linked to sexual health. RHRU has also embarked on a research study to test women who have herpes infection and control it through use of drugs as a means to prevent HIV infection. Prior to this, a group of miners were also studied for herpes infection.

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<sup>42</sup> In fact, USAID is supporting several university-based HIV/AIDS programs for students, but the team was only able to visit the program at UWC.

The idea of accrediting VCT service providers to serve the private sector, mobile VCT clinics, and workplace VCT offices is a “good practice” as long as both men and women are trained and both partners are counseled after testing positive for HIV. Access to VCT helps individuals to obtain knowledge about their HIV status and empowers them to prevent transmission or to live positively with HIV/AIDS by embarking on healthy lifestyles, including exercise and good nutrition. Most VCT programs are used more by women than men, but women may suffer rejection or stigma when they disclose their status. In fact, stigma still remains one of the constraints in the care and treatment of HIV/AIDS and discrimination based on positive HIV status is a contravention of an individual’s rights. There is a need for human rights training at the community level to support the rights of these individuals. The program will support improvement of systems and policies to address stigma and discrimination and to expand HIV/AIDS workplace policies and programs across all activities and partners.

Clinical care and support, prevention and treatment of Tuberculosis (TB) and STIs, and strengthening of wellness programs for People Living with HIV/AIDS (PLWHA) as well as palliative care and training of care givers are other activities that will receive emphasis under the new USAID health program. It is planned that 4,000 individuals will be on ART, that eight service outlets will be established and 800 individuals trained.

Treatment of opportunistic diseases and ensuring compliance with treatment regimen helps improve an environment contributing to the exacerbation of HIV infection. Both men and women should be targeted to complete their treatment.

With support from USAID, Faith-Based Organizations (FBOs) and Community-Based Organizations (CBOs) are being mobilized to rapidly scale up support services for Orphans and Vulnerable Children (OVCs). This is a huge need, as the approximately 4.7 million adults infected with HIV may leave behind an estimated 2 to 5 million orphans by the year 2010, possibly 10% of the total South African population.<sup>43</sup> One USAID-supported activity is “*Nurturing Orphans of AIDS for Humanity*” (NOAH). NOAH supervises community members who volunteer to establish a community center for OVCs and to provide other community services such as day-care for OVCs, counseling and assistance with social grant applications, home-based care, gardening, fund-raising, computer training and other educational programs, and foster parenting. Each center is called an “ark”; there are currently 57 arks in two South African provinces, only some of which are USAID-supported

The USAID program promotes behavioral change in several ways, including community outreach through the use of mass media. The USAID-funded *Tsha Tsha* television series addressed issue of care and support for people living with AIDS and also confronted gender norms that influence behaviors and decisions related to HIV/AIDS. A second television-based activity is implemented by *MINDSET*, a South African NGO that provides satellite-based, closed channel or computer-based educational, vocational, and health content in a variety of settings. USAID is partnering with MINDSET and Johns Hopkins to provide information on ART, PMTCT, care and support issues, and other health topics such as transactional sex.<sup>44</sup> If properly developed it has the potential to change behaviors, although it is an expensive

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<sup>43</sup> Brochure from NOAH, page 1.

<sup>44</sup> Meeting with MINDSET staff in Johannesburg.

technology. There is already some evidence that more youths are delaying the onset of first sex and that some of those who had started to have sexual relations are in a new category termed “secondary abstinence.” This is due to the message on abstinence as a prevention strategy.

Another USAID program that promotes behavior change has identified men as the missing partners in the fight against the HIV/AIDS pandemic. While the Men as Partners (MAP) program<sup>45</sup> (see Annex 8) was not initially developed as a program to address unequal gender relations, it is doing just that. If the 9,000 men who have been trained have all changed some of their attitudes towards women, and are beginning to see women as equal partners, then gender relations will be changing for the better.

***Gaps and Recommendations for Health and HIV/AIDS***

The comments in the section below are made based on the opportunities afforded to the gender assessment team to visit with some SO3 partners and read related program documents. Although the US government provides a relatively small proportion of the total South African government resources for health, PEPFAR (according to mission sources) represents a relatively significant portion of the South African government’s funding allocations for HIV/AIDS activities. The restructuring of the Mission’s health and HIV/AIDS programs over the past year, and particularly the operation of the PEPFAR initiative, limit the flexibility of the Mission to carry out activities that do not explicitly seek to achieve the stated targets. The recommendations provided below are therefore intended to provide ideas about possible actions or recommendations for action by USAID partners, while acknowledging the programming constraints that SO3 faces.

<b>Gaps</b>	<b>Recommendations</b>
In its discussions with both SO team members and health practitioners, the team found that many respondents thought that since health programs such as MCH and PMCTC target women, they were automatically “gender sensitive” or “gender integrative,” even if they were not including men or trying to change problematic behaviors/attitudes. among men.	<p>The SO3 team could benefit by clarifying both among its own members and with its partners what constitutes “integrating” or “mainstreaming” gender.</p> <p>The SO3 team can continue to build specialized gender competency among its members to shift programs, as needed, from “women only” to gender-transformative.</p>
PMTCT services target pregnant women and their babies, but do not necessarily encourage the involvement of men.	<ul style="list-style-type: none"> <li>• Continue to increase family involvement in PMTCT programs.</li> <li>• Support couple counseling, testing, and treatment for both men and women and include partners throughout the PMTCT processes.</li> <li>• An initiative on couple counseling has been started by on RHRU and this gender-sensitive program could be extended to other VCT supported centers.</li> <li>• Ensure training for VCT service providers is offered to both men and women.</li> </ul>
Women, especially between the ages of 15-24, have a higher proportion of HIV infections than men of	Support acceleration of access to ART.

<sup>45</sup> [www.EngenderHealth.org](http://www.EngenderHealth.org)

the same age.	
ABC programs have contributed to delaying of first sexual encounters and increased secondary abstinence among youth, but girls and women may still not have full control over their reproductive and health behaviors.	Include reproductive health instruction with ABC programs; Link advocacy for ABC with awareness raising for men and boys as well, similar to the content in the MAP program.
The MINDSET video clip on HIV/AIDS and nutrition where stereotyped gender roles were portrayed, e.g., women cooking and preparing food for men/families, does not reflect the experience of those trying to change gender roles.	While stereotyping is a reality in most communities, some groups are trying to change existing gender-based roles, such as those reached by the MAP program. Share lessons learned from Tsha-Tsha with MINDSET Health Channel, which depicts people trying out new gender roles, e.g., men as caregivers.
MAP program is successfully addressing unequal gender relations among its participants, who are all men. Some participants as well as their trainer noted that their partners (mostly women) were not always initially accepting of the changes in the men's behaviors.	<ul style="list-style-type: none"> <li>• Extend the program to more communities and to other USAID supported programs as an example of "best practice."</li> <li>• Target (or research) men's partners to improve their understanding of the importance of changing men's behaviors.</li> <li>• Make the program more gender-sensitive by including women in more of the program's activities and encouraging their participation in discussions about changing men's behaviors.</li> </ul>
Stigma remains a constraint in the care and treatment of HIV/AIDS	<ul style="list-style-type: none"> <li>• The Esselen Street model, by offering multiple services in a single location, creates an enabling environment for both men and women to get tested and to disclose their status (compared to the Victoria Mxenge approach where the clinic is in a more isolated setting and provides only HIV testing and counseling).</li> <li>• Include male trainers in the program to educate "Master Trainers" in stigma mitigation to gain wider outreach in the community.</li> </ul>
Men and men's groups appear to have less access to counseling	Expand support to CBOs and FBOs for community-based care activities and counseling for people with HIV/AIDS by those living positively with AIDS to include men or men's groups. This will demonstrate at community level that men can also help in nursing those who are sick.
Research issues	<ul style="list-style-type: none"> <li>• Consider comparing previous research results on men's herpes infection to that currently implemented by RHRU women's herpes infection – supporting management of herpes infection in women to reduce other STIs and thus to delay HIV infection. Statistics indicate that infection is highest among women. In this way the program will have gendered outcomes.</li> <li>• For young pregnant women with HIV, accelerate promotion of PMTCT and their access to Nevirapine (or other drug of choice), particularly in rural areas.</li> <li>• Continue the support research studies on the side effects of Nevirapine.</li> </ul>
Some continuing cultural practices have health effects and are discriminatory to women (e.g., female genital cutting, virginity testing)	Introduce gender awareness training into the proposed traditional leaders' capacity building program instead of only exposing them to HIV/AIDS information.



*Condom stock at Esselen Street Clinic, Johannesburg*

## **Regional HIV/AIDS Program (RHAP): Strengthened Response to HIV/AIDS in Southern Africa**

### ***Gender Resources and Program Activities***

There are ten countries served by this initiative; five are PEPFAR countries (Botswana, Mozambique, Zambia, South Africa, and Namibia); five are not (Lesotho and Swaziland (where there is also no USAID presence), Angola, Malawi, and Zimbabwe.) The program targets at-risk populations in these countries, including truck drivers, migrant workers, and commercial sex workers.

The *Corridors of Hope* (COH) activity is implementing an abstinence program targeting young South Africans living on the borders of Zimbabwe and Lesotho. Its objectives are to:

- Expand interventions for high-risk populations and high transmission areas by targeting BCC messages, male and female condoms and the appropriate diagnosis and treatment of STIs.
- Target South African truck drivers and sex workers at border sites and along major regional transport corridors with BCC messages and services for STI, VCT and where appropriate treatment.
- Strengthen early interventions with youth to delay onset of first sex, promote secondary abstinence, and reduce the number of adolescents who have sex with more than one partner -- with a special emphasis on reaching girls.

- Undertake a behavior change program targeting abstinence and fidelity among young South Africans living on the borders of Zimbabwe and Lesotho

The program will target 250,000 individuals; 180,000 will be reached with mass communication; 80 service outlets to be established and 2,434 individuals are to be trained. *Hope World Wide* is the implementing partner.

The RHAP personnel are cognizant of gender issues in their programs, expressed in part through their concern to target men as partners and as fathers.

### ***Gaps and Recommendations for the Regional HIV/AIDS Program***

<b>Gaps</b>	<b>Recommendations</b>
The Corridors of Hope (COH) program has a goal of reaching “young South Africans” in border areas, but they are not sex-disaggregating data on people reached	Accelerate the promotion of abstinence and secondary abstinence to all youth – boys and girls – on both sides of the borders and disaggregate results by sex; Using behavior change communication techniques, accelerate activities targeting truck drivers, commercial sex workers (both women and men) at border sites along major regional transport and economic corridors..
Promotion of condom use among mobile populations and commercial sex workers does not use sex-disaggregated data collection	Provide both male and female condoms to men and women  Provide information about availability of other health services and couple counseling  Orient health messages to include attention to men as fathers, grandfathers, uncles, and brothers among men.

### **SO4: Improved Capacity to Formulate, Evaluate, and Implement Economic Policies**

*"If you want to see which way a country is headed, look at the country's budget and how it allocates resources for women and children."*

*--Pregs Govender, Member of Parliament, South Africa<sup>46</sup>*

#### ***Key Gender Issues in Economic Growth Programs and Policies***

It has already been noted that poverty is a key gender constraint restricting women’s opportunities to move ahead in the South African economy. Several transformative pieces of legislation have been passed since the early 1990s to improve women’s economic opportunities, including the Labour Relations Amendment Act, the Unemployment Insurance Act (1997), the Basic Conditions of Employment Act (1997), and most recently, the Employment Equity Act. Despite these legal efforts, discriminatory institutional practices and socio-cultural attitudes combine to make it more difficult for many women to pursue higher education, particularly in

<sup>46</sup> [http://www.unifem.org/index.php?f\\_page\\_pid=19](http://www.unifem.org/index.php?f_page_pid=19)

the fields of math and science (see discussion of SO2 above) and related fields such as economics and business. Race as well as gender shape women's economic opportunities, and they have to be considered together. While black women are disadvantaged relative to black men, they are also disadvantaged relative to white women, occupying lower-paying and less skilled work when they are able to find employment.<sup>47</sup>

South Africa's National Policy Framework for Women's Empowerment and Gender Equality notes:

Macro-economic policy does not seem to deal effectively with issues of women's empowerment and gender equality. Current thinking sees economic growth as an important component in improving the quality of life for all. But growth in GDP per capita is usually an unreliable indication of change in the lives of poor people, especially women. For change to be felt by women there has to be a twin strategy that involves economic growth with effective strategies for meeting the basic needs of the people (2000: 17).

### ***Results Framework Description and Performance Measures***

The current SO4 is: "Improved Capacity of Governmental and Non-Governmental Entities to Formulate, Evaluate, and Implement Economic Policy." It consists of programs in four areas, captured by the IR statements listed below: strengthening human resources, improved economic policies, strengthened economic think tanks, and strengthened economics training centers. A bridging design completed in 2003 reviewing the performance of the SO and options for the future commented quite favourably on the impact that the Economic Capacity Building Team has had on strengthening macroeconomic policy capacity in South Africa. It recommended a continued emphasis on capacity building and an increased emphasis on empowering previously disadvantaged groups and institutions in economics. In designing areas of focus for the "bridging" period, "Effects on gender issues" was one of seven criteria used,<sup>48</sup> and greater attention to gender in both the participant training and policy content areas is clearly well within their recommendations.

The SO level indicator is a weighted average of all the IR indicators, which now reflects improved capacity (among individuals as well as government departments, NGOs, University think tanks and University departments of economics) more than policy results. Several of the IR indicators focus on people-level results and are collecting sex-disaggregated data. The SO has done relatively well in achieving its gender targets, primarily as a result of having trained more than the targeted number of women under several different program components.

The Intermediate Results for this SO are:

- IR 4.1: Strengthened Human Resources in Economics and Policy Analysis for Key Government Entities. Current indicators include: *Number of historically disadvantaged people completing long term advanced degrees and placed in jobs as economists (sex-disaggregated); Number of people selected for training; Percentage of women trained; Proportion of graduates remaining in government after end of contract.*

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<sup>47</sup> National Gender Policy Framework (2000), Section 2.11 "Women and the Economy."

<sup>48</sup> "Economic Capacity Building Strategic Object Bridging Design," December 9, 2002.

- IR 4.2: Strengthened Government Departments that Deal with Economic Policy Matters. Current indicators include: *Number of directorates strengthened; Number of quality policy studies completed; Number of people that undergo training in economics (sex-disaggregated); Percentage of women trained in economics.*
- IR 4.3: Strengthened Think Tanks to Formulate and Deal with Economic Policy Options. Current indicators include: *Number of quality studies produced (annually); Number of conferences/seminars/etc. attended by think tanks; Number of Black Economics Professionals working on activities assisted by USAID; Number of women economists working on activities (assisted by USAID).*
- IR 4.4: Strengthened Centres of Economic Excellence in Teaching and Research at Historically Disadvantaged Universities (HUDs). Current indicators include: *Number of full-time students enrolled in economics; Number of participant contact days by UWC to educate the public on economics issues; Number of quality research papers (UWC).*

As indicated, several of the measurements track the proportion of women among the wider pool of participants in SO4 activities, and the SO results are exceeding targeting levels for women's participation. It was not clear to the team, however, if the numbers chosen as target levels were based on an analysis of areas of gender inequality in participation, or how the numbers would be used to redefine future targets. The larger goal of the SO, in gender terms, is to redress gender inequalities through improved economic policy.

As discussed below, women are an increasing proportion of Parliamentarians as a result of political party mandates, and are therefore going to continue to be an increasing proportion of students in the Parliamentarian classes. The ability to reach this higher target is not therefore a result of USAID support. Perhaps a more nuanced measure of real gender impact of the training on the Parliamentarians would be to track greater attention to the gender and economics issues in new legislation and/or policies relating to poverty, black economic empowerment, or tax policies, along the lines presented in the work on the South African Women's Budget Initiative.

In IR 4.4., the indicator "number of quality research papers" could be disaggregated according to whether or not the research topic addresses gender constraints. For example, at least two of recent USAID-funded surveys under the Support for Economic Growth Analysis (SEGA) program are investigating health and HIV/AIDS issues on households and individuals, with attention to women.<sup>49</sup> This emphasis could be captured with an indicator that encompassed both number and gender-sensitive topics.

In SO4, as noted above, a great deal of sex-disaggregated data is being collected. It could be analyzed more effectively to show not only how many women are being reached, but how well women are doing relative to men in the supported activities.

### ***Gender Resources and SO4 Activities***

The ***Mandela Economics Scholars Programs*** (MESP) was started in 1996, and now is in its second phase (MESP 2) (see Annex 8). ***Nathan Associates*** is the prime contractor handling the MESP-South Africa program. ***Aurora Associates International*** works with the US program.

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<sup>49</sup> Nathan Associates, Inc. SEGA/MESP Quarterly Reports, October to December 2002, January to March 2003, October to December 2003, and January to March 2004

MESP 2 is intended not only to bring students from disadvantaged backgrounds into the field of economics, but also to build university economics departments' curricular capacity. Since 2001, it has supported graduate and post-graduate students in South Africa while completing Honors' year and Masters' Degrees in economics at three South African universities: University of Cape Town (labor and trade), Kwa Zulu-Natal (health, trade, and environment), and Stellenbosch (education, environment, and trade). Although not intended to target women, the program has been extremely successful in drawing women into the economics track; eight of the ten 2003-4 scholarships were given to women. Women students attending the assessment team's meeting pointed out that they were drawn to the economics degree program precisely because of the financial support provided by the USAID-funded bursaries; otherwise they would have opted for accounting, marketing, or finance, which are perceived as less academic, more practical, and more likely to result in post-graduation jobs. The women students also noted they felt under pressure from their families to begin earning money immediately after graduation. This meant that they were both disinclined to pursue further post-graduate study at the Ph.D. level<sup>50</sup> and would also choose private sector jobs over government ones if the pay were better.<sup>51</sup> Since one of the hopes of the MESP 2 program is to encourage (though not require) graduates to take jobs with the government, USAID might explore options for continuing the bursaries for some time after graduation to supplement entry-level government salaries or to provide other benefits (e.g., travel funds, computer equipment, etc.) to make their working conditions more attractive.

Another activity under the “**Support for Economic Growth Analysis (SEGA)**” umbrella offers a higher education degree program for South African parliamentarians through the University of the Western Cape. Courses in budget and macroeconomic policy, fiscal and monetary policy, and regulatory and trade policy are offered to Parliamentarians. Although there are multiple contractors working on different aspects of SEGA, *Nathan Associates* has been the one to manage the training program for the Parliamentarians as well as to provide technical assistance (TA) for several government departments. Other contracts with the *Emerging Markets Groups* of Deloitte-Touche-Tohmatsu, *Chemonics*, and several different US government agencies are also providing similar types of TA to other government entities.

A third area of activity has been support for economic think tanks. In the past, this support has been achieved through several types of procurement arrangements to a range of NGOs and University centers, and reports on a wide range of topics have been produced.

Gender Resources	SO4 Activities
Gender Expertise or Advocates	Ruth Buckley, USAID/W/AFR, was one of four team members to prepare the 2002 bridging design report, and she has extensive background in gender issues. “Effects on gender issues” was one of seven criteria used in the report to determine areas of future support.
Indicators	IR 4.1, 4.2, and 4.3 are already collecting sex-disaggregated data; IR 4.4 could be disaggregated by sex for the measure of number of full-time students.
Other	<ul style="list-style-type: none"> <li>The Mandela Scholars program, although not specifically designed to reduce gender inequality in the number of trained South African economists, has been successful in bringing historically disadvantaged minority women into a career</li> </ul>

<sup>50</sup> Only one of the ten students at the meeting.

<sup>51</sup> Students reported that an entry-level government job might pay 4,000 Rand per month while an entry-level job at a large private sector investment or consulting firm could pay 14,000 to 20,000 Rand per month.

	<p>track in which they were underrepresented.</p> <ul style="list-style-type: none"> <li>• SO4 Technical Assistance to the South African government was important in the formulation of the Employment Equity Act which has the potential for vastly increasing the numbers of women in formal employment</li> </ul>
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### *Gaps and Recommendations*

<b>Gaps</b>	<b>Recommendations</b>
The syllabus for the Parliamentarian Macroeconomics course did not contain references addressing gender aspects of macroeconomics.	Feminist economists have challenged the position that gender is not relevant to macroeconomics. <sup>52</sup> South Africa, with support from UNDP, UNIFEM, and other donors spearheaded the Women’s Budget Initiative, i.e., an analysis of national budgets evaluating their relative impact on women and on men. <sup>53</sup> Information on these alternative approaches could be included in the course materials (see Annex 5). Visiting speakers could be added to the course program to present these perspectives.
In discussion with a nonrepresentative sample of Parliamentarians who were attending the macroeconomics course, there was awareness of the importance of reducing inequalities affecting women in South Africa.	Provide gender training as part of Parliamentarians course; Consider using USAID-funded programs, e.g., University of Western Cape peer counseling curriculum or “Men as Partners” approach, to educate Members about the social construction of gender roles, or, the TELP program’s gender equity courses
The majority of recent Mandela Scholars at UCT are women. They noted that the program itself concentrates on academic content and provides resources to assist students in their courses, but that they would also benefit from networking and career-building skills.	<ul style="list-style-type: none"> <li>• USAID might consider adding to any follow-on or new scholars program funding to permit outside speakers to work with both men and women students on networking, interviewing skills, gender issues in leadership. Both men and women would benefit from having positive women as role models for work in the field of economics, whether in academics, the private sector, and/or government.</li> <li>• Speakers might be drawn (for relatively low added cost) from the Parliamentarians taking economics courses and/or from women participating in the SO9 SAIBL program or through the recently formed MESP alumni association.</li> <li>• Assistance might also be orchestrated through the Gender Equality in Leadership activities of USAID’s SO2 TELP program.</li> <li>• Establishment on an internship program for both women and men that would place students in women-owned businesses or have them shadow women professionals.</li> <li>• Request that the contractor prepare an analysis to track the subspecialities students have entered and where students have taken jobs to see if there are gendered patterns (e.g., hypothetically -- more women are entering the sub-field of labor economics, but there are fewer jobs in that area or they are lower paying. Such a finding might warrant revisiting recruitment, job placement, or other aspects of the program).</li> </ul>
It is not clear from the documentation if the	Encourage partners to contact departmental Gender Units and

<sup>52</sup> E.g., Patricia Alexander with Sally Baden 2000 “Glossary on Macroeconomics from a Gender Perspective.” Report No. 48. UK: IDS/BRIDGE. See additional list of SO specific references in Annex 5.

<sup>53</sup> For a comprehensive body of work on gender budgets, visit the Institute for Democracy in South Africa (IDASA) website (<http://www.idasa.org.za>) as well as the work of Debbie Budlender and others, at Community Agency for Social Enquiry (CASE) <http://www.case.org.za/gender.html>. A recent news account of the 2004 budget was written by Penny Parenzee and Matthey Wilhelm-Solomon, “Examining Gender Realities in the New Democracy” ([www.mg.org.za](http://www.mg.org.za)).

various activities working with South African Government Departments liaise with the line departments Gender Units.	Gender Focal Points to insure that issues identified by those groups are considered.
Under IR 4.3, the SO4 team reports on “quality studies” produced, some of which may address gender issues relevant to other SO activities.	Analysis of whether gender issues have been presented in the research studies might reveal either important issues to be considered during USAID’s strategic planning process or might reveal a need for additional research in this area (e.g., gender and trade issues resulting from AGOA).

**SO9: Increased Market-Driven Employment Opportunities**

***Key Gender Issues***

Policy interventions designed to alleviate the constraints in the small business sector have often not been beneficial to women entrepreneurs. The main reason for this is the different circumstances that women entrepreneurs operate under. Firstly, given their traditional roles as mothers and housekeepers, women have not had a good opportunity to accumulate start-up capital, which normally is constituted by personal savings. Secondly, those who have worked received lower wages due to discriminatory practices. Thirdly, women lacked in terms of personal asset base. Therefore in the event of loan finance availability, collateral requirements to underpin loans further prevented meaningful women participation. Fourthly, women’s enterprises are more vulnerable to the high rate of crime and violence.<sup>54</sup>

South Africa’s history of apartheid rigidly limited employment opportunities for both black men and women and restricted access to education as well. As a result, black workers (men and women) continue to be disproportionately found in lower paying jobs and form a disproportionate segment of the unemployed. Black women are at an even greater disadvantage than men, at all income levels. A recent review of progress under the Black Economic Empowerment program (which targets “historically disadvantaged South Africans,” men and women) reported that 2002 figures from the Commission for Employment Equity showed that while white women now held 17% of top positions as legislators, senior officials, and managers, black women were only at 4%. Further, women were advancing in public sector positions at a faster rate and in greater numbers than in the private sector, where higher pay is the result of strong employment equity programs.<sup>55</sup>

In the agricultural labor force, the ratio of men to women favors men (60:40) in formal employment, while women predominate in so-call subsistence agriculture, or the informal rural economy.<sup>56</sup> Even in development interventions, women are sometimes channeled into lower paying and less skilled work. In agribusinesses, women are sought after as pickers, packers, and weeders, often as seasonal and poorly paid laborers, while men are frequently given the better paid work of operating farm equipment. Fewer women than men enter fields of agricultural sciences and agribusiness or farm management. Lack of access to credit and effective business

<sup>54</sup> “Annual Review: The State of Small Business in Africa” (<http://womensnet.org.za/enterprise/wesa.html>)

<sup>55</sup> August 24, 2004: “It’s Still a Boy’s Club” ( <http://archive.mg.co.za/>) Online Mail and Guardian newspaper.

<sup>56</sup> “Employment Trends in Agriculture” (2000:20) (<http://www.statssa.gov.za/publications/information.asp?ppn=4cfbeojh4d3i06h8>)

development skills are additional constraints for both men and women trying to start or build their businesses.

### ***Results Framework Description and Performance Measures***

The SO9 statement is “Increased Market-Driven Employment Opportunities.” It is measured at the SO level by the performance indicator “*Net change in Private Sector Employment by USAID-assisted Enterprises and SMME Enterprises.*” This revised indicator is expected to better reflect the employment opportunities created by the assistance given to the private sector (including, but not limited to privatization activities). The measure is disaggregated by (among other variables) the total number of jobs employing women.

- IR 9.1 More Rapid Growth of SMMEs
- IR 9.2: Increased commercial viability of existing small and medium agribusiness

*Both IRs share some of the same indicators: Number and value of sales (both disaggregated according to the number and value from women-owned businesses); Number of HD SMMEs assisted (disaggregated by women-owned businesses); Number of financial agreements supported; Value of finance accessed (disaggregated by value accessed by women-owned enterprises); SMME entrepreneurs receiving training (sex-disaggregated); Number of hours of training received (sex-disaggregated).*

There were some confusing aspects to the recent PAL quarterly reporting on training.<sup>57</sup> The report states: “To date [in 2004] over 2000 hours of training has been provided, with 41% (859 hours) having been delivered to women.” The figures in the table of the report, however, are as follows: a) Total hours of training – 2895; b) Total hours of training by women – 859; c) Hours of formal training – 2070. Dividing “b” by “a,” the proportion of training hours delivered to women is just under 30%. The discussion of job creation is also difficult to parse. The report states that of the jobs created during the quarter, “145 were for women and overall 111 were new, full-time jobs, with the balance comprised of part-time and seasonal employment.” There is no indication, however, as to how the breakdown of full-time, part-time, and seasonal jobs are disaggregated by sex. Ideally, the PAL project would be able to track these figures to monitor whether women are disproportionately getting only seasonal or part-time work.

Because black men and women, as well as women of other racial groups, have been historically disadvantaged in South Africa, the SO did not initially set special targets or identify special programs to target women. Currently, in the PMP developed in 2003, there is an explicit record of numbers of women-owned business, their levels of sales, and their ability to obtain financing, and the amount of training they are receiving.

In SO9 as in SO4, as noted above, a great deal of sex-disaggregated data is being collected. It could be analyzed more effectively to show not only how many women are being reached, but how well women are doing relative to men in the supported activities.

### ***Gender Resources and SO9 Activities***

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<sup>57</sup> Corporate Council of Africa, “Southern Africa International Business Linkages (SAIBL) Promotion of Agribusiness Linkages (Pal): Quarterly Report No. 23” (April - June 2004).

There are two component parts to the activity under this SO, “*South African International Business Linkages Program*” (SAIBL) and the “*Promoting Agribusiness Linkages*” (PAL), although the latter is also a subset of the former. In both activities, the objective is to assist businesses (SMMEs) owned by historically disadvantaged entrepreneurs to identify new markets, meet their standards, and create new jobs to help reduce the number of unemployed in the South African economy. Both activities have, over the past year, reworked their PMP to capture a more accurate picture of the number of women participating in their programs.

SAIBL uses a market development approach. It does not directly provide services (such as credit) but provides technical assistance to its clients to help them connect their products or services to other buyers. According to its evaluation,<sup>58</sup> SAIBL’s clients have been successful in reaching out to women-owned businesses:

- 42.3% of the sample businesses were owned by men
- 26.5% were owned by women
- 31.2% were of mixed ownership

As noted above, however, it is difficult from the reporting to link gendered patterns of ownership with other business characteristics (e.g., volume of sales, type of business, etc.).



*Members of the Marwa Honey Queens with their new bee hives.  
(See Annex 8 for a description of this group’s work)*

<sup>58</sup> KNC and Associates 2003 SAIBL Evaluation.

## SO6: Supporting Women's Access to Shelter

Gender Resources	SO9 Activities
Gender Expertise or Advocates	<p>The SO team includes one member with formal training in social and/or gender analysis and several who have demonstrated knowledge, experience, and appreciation of gender issues related to the sector</p> <p>The prime contractor for the SAIBL project opened a dedicated position to women's business issues; the staff member in the position has a strong finance and business development background. The SAIBL Chief of Party is also supportive of addressing gender constraints.</p>
Indicators	The SAIBL program is collecting considerable data on women entrepreneurs in SMMEs and agribusiness. The PAL activities are also collecting data on women participants in their activities.
Other	<p>SAIBL's support to women entrepreneurs can be presented as <b>best practice</b>, both in growing women-owned businesses and in providing jobs to men and women.</p> <p>The job rotation training system, teaching both men and women to carry out all farm jobs, that is used by one agricultural cooperative (Makhamotse Farm) could be shared as another <b>good practice</b>.</p>

### *Gaps and Recommendations*

Gaps	Recommendations
Despite a wealth of data on women entrepreneurs as participants in the SAIBL project, there has as yet been no analysis of the information. What characteristics seem to position them for success? What are their biggest constraints?	Carry out an analysis to determine the relative success of men and women-owned businesses; Identify the characteristics of successful entrepreneurs and share lessons learned; Develop case studies (short notes) to communicate about success stories.
Despite the removal of legal barriers, access to financing remains an obstacle for both men and women; interviews suggested that women experience additional problems because of attitudes in the Banking sector.	Analyze data on women's financial access from contractor to determine if there are gender differences in access to loans.
The pool of qualified South African women in the fields of agricultural sciences and agribusiness is tiny and affects the availability of women for the PAL project	Work with SO2, and USAID/W (WID, AGR, and ED offices) on possible scholarship programs to increase entry into agricultural fields of study; Work with MINDSET (currently SO3) to create a module for the Entrepreneur channel on careers in agriculture
Women remain underrepresented in a range of employment categories in manufacturing and agribusiness	Encourage SAIBL clients to train and promote women and men into technical and managerial jobs previously closed to them
Because of social expectations on men and women, women often have greater domestic responsibilities than men that impact their effective participation in PAL activities	Encourage client groups to provide support to women participants – e.g., day care, different work schedule, allowance for child care, reduced hours, etc.



*Cooperative members sorting guavas for the market at the Makhamotse Farm, Limpopo*

## **SO6: Increased Access to Shelter and Environmentally Sound Municipal Services**

### ***Key Gender Issues***

Women are the primary care givers and household managers in South Africa and they form the majority in low-income urban and rural communities that lack housing and services. As a result, when services- such as energy, transport, housing or water- are not available it is women who carry the primary burden of finding alternatives or developing coping strategies. This burden translates into more time spent on household chores and thus an increase in workload or physical and safety risks.<sup>59</sup> Privatization of services or cost recovery strategies for municipal services also impacts women and men differently. Women's marginalized position in society means they are less able to have the means to pay for services. Gender constraints related to land tenure are also relevant for urban development. When new houses built for low-income communities are put in the names of the husband or male family member, women can be evicted with no legal recourse.

<sup>59</sup> Makhabane, Teiho. "Promoting the role of women in sustainable energy development in Africa: networking and capacity building" *Gender and Development*, Vol 10, No. 2, July 2000 and "Energy and Poverty Reduction: The Role of Women as a Target Group." Elizabeth Cecelski, September 2000.  
<http://www.sarpn.org.za/genderenergy/resources/cecelski/energypovertyreduction.pdf>

The death of a husband or parent with HIV/AIDS makes widows and orphans particularly vulnerable.

Understanding women's needs and how policies and service delivery strategies will impact them is, therefore, essential to providing sustainable services. Similarly, as central actors in families and urban communities, women should be assured a role in local government and community discussions over service delivery. However, women traditionally do not participate in public decision-making forums and so planning may take place without women's concerns being considered or integrated into policies and strategies.

### ***Results Framework Description and Performance Measures***

The SO6 program has primarily supported policy formation for local service delivery and leveraging private, public and NGO resources for basic services including shelter. In October 2003, the SO6 Team shifted the emphasis of the program to the local government level where both responsibilities for service delivery and opportunities across various service sectors lie. USAID/SO6 support focuses on 4 areas:

- Municipal Finance through technical assistance to local government unit of the National Treasury and to municipalities to develop capital investment plans
- Capacity building for service delivery emphasizing operations and cost recovery of municipal services using community based initiatives and pilot programs
- Urban Planning and Housing Finance Systems through urban renewal and slum upgrading
- Urban and Local Economic Development to help communities generate economic wealth

Revised indicators to measure performance include:

- *Increased Rand value of funds of new or improved urban services leveraged*
- *Number of households assisted to obtain shelter/urban services through the provision of credit and subsidies to low income communities*
- *Capacity building initiatives for service delivery and housing undertaken* (measured through narrative)
- *Improved policy environment* (measured through narrative)

The selected indicators above do not assess if women and men benefit differently from SO6 programs because data are either not collected at the people level (i.e., Increased Rand value of funds leveraged) or they are not collected below the level of "household." While recognizing that the indicator is an estimate of future impact, the team suggests developing an indicator to capture the potential equity impact of these activities, such as sex-disaggregating the data for the title holders or household heads of "*number of households assisted to obtain shelter/urban services*".

The narrative to be used for measuring the indicator "*capacity building initiatives undertaken*" should discuss how women and men in the community participated in the SO6 program and how their capacity was strengthened, if and how community groups were involved, and how their capacity was strengthened. The narrative should also discuss if the community groups have mostly female or male membership or if they primarily work with men or women. This would provide more information on exactly who SO6 program beneficiaries are and to clarify potential results over the long(er) term.



*Informal Housing Communities in Cape Town*

***Gender Resources and SO6 Activities***

SO6 support to housing development and infrastructure is an area that has responded to several of the gender constraints discussed above. USAID/SO6 has supported the local organizations, the Peoples Dialogue and Homeless People Federation, to provide technical assistance to the ***Victoria Mxenge Housing Savings Scheme***, a savings program made up largely of women in Cape Town that contributes members’ savings to fund construction of housing. Victoria Mxenge redresses gender inequities in two interesting ways: the title deeds of the new house sites are put in women’s names as primary applicants for their housing loans; and women are trained in housing construction, traditionally a male domain, so they can build their own homes. Equipped with property ownership and skills, women’s roles are transformed.

As the SO6 team moves forward with planning for future activities, it will incorporate gender into its scopes of work and annual program statements, as required by the ADS.

***Gender Resources and SO Activities***

<b>Gender Resources</b>	<b>SO6 Activities</b>
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<b>Gender Expertise or Advocates</b>	There is support within the Team for addressing gender issues in the SO6 programs, but tools are needed to do so.  The Team mentioned that several years ago there had been a WID Fellow who had worked with them in the area of housing.
<b>Publications</b>	SO6 sponsored a working paper on women in housing development.
<b>Training and Training Materials</b>	None identified
<b>Indicators</b>	Data on borrowers of credit for housing disaggregated by sex have been collected inconsistently by financial institutions supported by USAID/SO6. But other indicators reflect data collection at household level or higher, so information about gender impact is not obtained.
<b>Other</b>	USAID/SO6 organized a conference in 2003 on women in local government. Victoria Mxenge Housing Savings Scheme is an USAID/SO6-supported program that has helped many women by equipping them with skills and resources to construct homes for themselves and their families, in so doing, addresses practical and strategic gender needs.

### *Gaps and Recommendations*

<b>Gaps</b>	<b>Recommendations</b>
During discussions with the SO6 team, team members showed different understandings of the role of gender in their programs	USAID/SA could organize gender training tailored for different SO teams, including SO6. The Mission gender focal point could also collect resources on gender and waste management, climate change and water/sanitation in Southern Africa for the Team as resources to strengthen their understanding of gender and these areas.  In preparation for the Mission's new strategy, SO6's sectoral assessment could examine gender issues affecting municipal service delivery, climate change and housing.
The selected indicators above do not assess if women and men benefit differently from SO6 programs because data are either not collected at the people level (i.e. Increased rand value of funds leveraged) or they are not collected below the level of 'household'.  Data on borrowers of housing credit disaggregated by sex has not been consistently collected to date due to limitations in what USAID can ask of its private sector contractors.	A possible indicator for capturing the potential impact of the activities on gender equity might be to have an indicator such as, <i>number of households assisted to obtain shelter/urban services who have women title holders</i> .  The narrative for the indicator " <i>capacity building initiatives undertaken</i> " could discuss how women and men in the community participated in the SO6 program, how their capacity was strengthened, if and how community groups were involved, and how their capacity was strengthened. The narrative should also discuss if the community groups have mostly female or male membership or if they primarily work with men or women. This would provide more information on who is benefiting from the SO6 programs and what longer term results USAID may be able to expect.  USAID/SA could support a baseline study to identify participation of men and women in SO6 programs.
It is not clear if USAID's bilateral support to line departments has involved or consulted with the line department gender focal point or gender office in municipalities.	In future RFPs, USAID/SO6 could require bidders to propose strategies for including gender focal points of line ministries in their proposed activities.

<p>It is not clear how USAID-supported projects ensure community level participation including both men and women.</p>	<p>In future RFPs, USAID/SO6 could ask bidders to include specific strategies in their proposal for how they will ensure that community groups representing women and men are consulted and have a role in decision-making processes.</p>
<p>Cross sectoral collaboration with the DG team, such as through capacity building activities for local government, is not evident from discussions with SO6 team.</p>	<p>Although SO1 focuses more on rural areas, if in the future both SO6 and SO1 are operating in the same areas, coordinating support of both teams to local government would maximize resources and impact.</p>

**Summary: Gender-Based Constraints and Opportunities for Long-Term Planning by SO Teams<sup>60</sup>**

<b>Gender-Based Constraint</b>	<b>Conditions in South Africa</b>	<b>Consequences for SO Teams</b>	<b>Possible Responses/Opportunities</b>
<b>Poverty</b>	Women receive lower wages, experience higher levels of unemployment, have a greater reliance on informal economy and subsistence agriculture, and are more often limited to seasonal or vulnerable work opportunities because of lower levels of education and/or household responsibilities	<p>SO1: Poverty encourages corruption by the police and in the legal and judicial systems. Poverty combined with social norms of masculinity encourage/exacerbate violence against women and children.</p> <p>SO2: Poverty limits families' ability to support children's attendance in school (fees, uniforms, materials); girls kept at home to care for others; boys may drop out to find jobs.</p> <p>SO3: Dependence on men as partners, spouses, or clients limits women's abilities to negotiate safe sex</p> <p>SO4: Fledgling entrepreneurs lack start up capital and business skills</p> <p>SO9: Poverty limits men's and women's abilities to take advantage of or succeed with entrepreneurial efforts</p> <p>SO6: Poverty limits men's and women's abilities to borrow for housing and services.</p>	<p>SO1: Build on current efforts to improve court procedures; Develop activities to improve women's knowledge of their legal rights; Support women's advocacy groups; Identify non-USAID funding sources for working with police to improve handling of abuse cases; Encourage women to enter the police force and legal profession</p> <p>SO2: Conduct research on boy's secondary school enrollment and factors impacting absenteeism or dropout rates.</p> <p>SO6: Disseminate information about women's rights to property (collaborating with SO1 on legal rights). Conduct research on barriers (differences between men/women) to borrowing for shelter and services.</p> <p>SO9: Identify opportunities for supporting women in nontraditional agricultural disciplines, agribusiness, and farm management; Disseminate information about women's rights to property</p>
<b>Gender-Based Violence</b>	Rape, sexual abuse, and family violence, particularly for women and children; vulnerability of girls in school from teachers and male students.	<p>SO3: Increased rates of HIV and STI transmission; unwanted pregnancies</p> <p>SO4 and SO9: Implications for women's control of earned income</p> <p>SO2: Creates hostile environment in the schools; decreases girls self-esteem/confidence/physical &amp; emotional health; discourages continuation with education.</p>	SO1, SO2, SO3: Work together with both men and women to change ideas about appropriate social roles; Adopt and share best practices on gender training; Continue support for disseminating information about victims rights and support for victims of gender-based violence

<sup>60</sup> Note: This chart is only an illustrative, not an inclusive listing of all points made in the text.  
DevTech Systems, Inc.

<p><b>HIV/AIDS</b></p>	<p>Higher rates of infection among women, particularly younger women</p> <p>Impact on labor force, both rural and urban</p> <p>Increasing number of orphans and vulnerable children</p>	<p>SO3: Affects implementation of home-based care programs for PLWA; Affects women’s vulnerability to gender-based violence</p> <p>SO2: Affects young peoples’ ability to complete their educations; students pulled out of schools to care for family members.</p> <p>All SOs: Affects pool of qualified professionals; reduces the impact of gains made by training (whether of economists, educators, agricultural extension agents, health workers, etc.)</p> <p>SO6: Illness among wage earners affects family/household members’ abilities to maintain payments for urban services/shelter; increasing risk of homelessness.</p>	<p>There would be opportunities for all SO teams to incorporate HIV/AIDS education into their programs if funding were available. The mission already has several excellent programs, discussed elsewhere in the report that could serve as models for this work.</p> <p>SO 4 &amp; 9: Develop activities to support the ability of women to enter fields in which they are historically underrepresented (and vice versa for men) in response to HIV/AIDS-related impacts on staffing patterns.</p> <p>SO6: Consider constraints or needs of child-headed households of families affected by AIDS when developing shelter solutions in communities.</p>
<p><b>Discriminatory attitudes; Culturally Mediated Gender Ideologies</b></p>	<p>Women have greater responsibility for household management and care of dependents</p> <p>Virginity Testing</p> <p>Patriarchal attitudes</p> <p>Women are thought to have a “natural affinity” to some jobs</p>	<p>SO1: Women less able or willing to participate in politics, community and local government</p> <p>SO9: Women unwilling to take non-traditional career paths; Men expressing unwillingness to work for women</p>	<p>SO1: Continue work of programs supporting victims of gender-based violence; continue work to assist women seeking political leadership positions and elected office; integrate training on gender into programs with local government officials.</p> <p>SO2, SO3: Use media to portray alternative roles for boys, girls, men, and women when communicating other sectoral messages (e.g., about good nutrition for PLWA; about safe sex and abstinence; about studying math and science)</p> <p>SO2: Address discriminatory attitudes of men in higher education; support higher education institutions in implementing employment equity programs.</p> <p>SO4 and SO9: Encourage women to move into nontraditional careers and industries</p>

## V. Recommendations for the Way Forward

Ultimately it is up to the mission to determine how best to address the ADS requirements to address gender in the strategic planning process and in the course of new activity design, solicitation (whether by assistance or acquisition agreements, implementation, monitoring and evaluation. Other missions have frequently chosen to create some type of gender working group. This does not necessarily have to be a formal committee that meets face-to-face on a regular basis, although some missions have created such a structure. The Tanzania mission, for example, created a management unit, the Special Program Objective (SPO), to manage the integration of all of its cross-cutting themes, with gender being one of several focal issues. In other missions, a single-purpose gender working group has been established (see [www.usaid.gov](http://www.usaid.gov) WID publications for access to gender assessments).

The gender assessment team concluded that to strengthen the ability of the South Africa mission to integrate gender across its programs, the following changes in organizational structure and management are advised (refer above to Section IV A):

- 1) Revise and update the formal job description of the “gender focal point” so that her (perhaps in the future, his) responsibilities for gender integration are recognized as requiring both time and resources, and so that they become an element of the job performance criteria.
- 2) Prepare an inventory of materials in the mission’s computer directory on gender and distribute to staff.
- 3) Identify a gender contact person for each SO team for either virtual or face to face meetings.
- 4) Consider providing targeted gender training for interested staff members.
- 5) Establish a gender working group or task force to help support gender integration throughout the Mission’s programs and policies, either alone or with other cross-cutting issues.
- 6) The mission also needs a plan to establish a baseline of relevant sex-disaggregated data and to analyze the sex-disaggregated data it is collecting.

Building on the draft Action Plan prepared by the staff members who attended the March 2004 gender training, the following two tables present a list of possible activities in a suggested sequence. By the end of the process outlined, the mission will have consolidated and strengthened its own expertise on gender and will be able revisit the two ADS questions.

## Suggestions for Gender Action Plan (2004-2006)

<b>ACTION</b>		<b>DATE</b>
<b><i>Start up</i></b>		
1.	Establish "gender facilitation group" <ul style="list-style-type: none"> <li>• identify members from all SO and administrative teams</li> <li>• determine terms of reference for group and its members</li> <li>• clarify responsibilities of gender focal point</li> <li>• draw up work plan for group</li> <li>• identify "virtual" team members if needed from USAID/W</li> </ul>	As soon as possible given mission schedule
<b><i>Implementation of Work Plan</i></b>		
2.	Develop schedule for integrating gender into strategic planning process (see suggested sequence below)	November 2004 through January 2005
3.	Communicate ADS requirements to SO teams; Begin working with teams to identify issues to be addressed during the strategic planning process	January/February 2005
3.	Establish list or database of gender resources at USAID and in South Africa across all sectors; Meet with gender teams located in other donor agencies	2005
4.	Identify training or other support needs re: gender at Mission; Identify training opportunities	Fall 2004 through 2005
5.	Develop an effective mechanism for sharing/circulating information on gender resources with staff (public folder? Website? Periodic announcements at staff meetings? brownbags?)	Task for working group
6.	Organize trainings for staff based on identified needs	Task for working group
7.	Hold annual or semi-annual meeting with implementing partners to discuss gender constraints and opportunities in their programs	Mid 2005
<b><i>Monitoring/Feedback</i></b>		
	Survey staff	January 2005
	Hold meetings	Ongoing
	Updates for Head Office	As needed

## Suggestions for integrating gender into the Strategic Planning Process

Date	Task	How to accomplish task
August 2004	Carry out initial gender assessment or USAID/South Africa mission programs	Contracted through the WID IQC, Short Term Technical Assistance Task Order
September 2004	Review gender assessment report for errors and omissions	Send report to SO teams, PPDO, and other relevant staff and possibly partners for review and comment; send comments/corrections back to gender assessment team for incorporation into final report
October and November 2004	Review final gender assessment report; Identify pertinent tasks for follow-up	Identify contact person for each SO team to disseminate information from report, help identify SO teams' needs, agree to participate in working group
Early 2005	Organize working group of mission staff for virtual and/or face to face meetings	Hold initial meeting of working group
2005	Establish inventory and baseline of data from existing PMP data, mission studies, activity documents	A responsibility of the "gender working group" (or other task force as developed in the action plan). One possible avenue for assistance might be to coordinate this with AAAS fellows or NEPs on TDY to provide guidance on their sectoral specialties, or to develop a "virtual team" of gender expertise with a combination of WID office STTA, academics and/or graduate students affiliated with local universities and/or USAID projects (e.g., MESP students).
2005-2006	Incorporate attention to gender into sectoral and/or topical assessments (e.g., Environmental Threats; Conflict Vulnerability; Democracy and Governance, etc.) that will be done in preparation for the Concept Paper by including a team member with both sectoral and gender expertise on the assessment team and writing a SOW that asks for gender issues to be addressed.	<ul style="list-style-type: none"> <li>Review document "Suggestions for Integrating Gender into a Scope of Work (SOW) for a Sector Assessment Associated with the Preparation of a Country Strategy"<sup>61</sup></li> <li>Request assistance under the WID IQC STTA or other Task Orders for gender expertise on the team (Contact: Debbie Banks, USAID/W/EGAT/WID, dbanks@usaid.gov)</li> </ul>
2005-2006	Carry out additional gender-focused studies if necessary	
2006	Drawing on the assessments, identify relevant key gender constraints to be addressed in each strategic objective in the drafting of the new strategy	SO teams working in conjunction with "gender working group"
2006	Hold a planning workshop with current and potential partners to discuss sectoral assessment findings on gender and implications for new activities; and to discuss the South Africa country program	
2006	Draft gender integrated Concept Paper by including attention to gender in overall narrative	PPDO (sometimes this is done by a consultant)
2007	Develop CSP integrating gender issues into the narrative and including sex-disaggregated data collection in relevant indicators	PPDO, "gender working group," and SO teams

<sup>61</sup> This document was included on the CD-ROM provided by the Office of Women in Development/Africa Bureau training held in South Africa in March, 2004. The files from the CD-ROM can be accessed on the internal USAID/South Africa website (P://gender) or from the gender focal point.

## Scope of Work (Revised) for the Mandatory Gender Assessment Associated with the Preparation of a Country Strategy

### I. Introduction

South Africa is beginning to work on its Concept Paper (CP) in preparation for the development of its Country Strategic Plan (CSP) for FY 2007 – FY 2012.<sup>62</sup> The South Africa Mission has identified the following Strategic Assessment Areas (SAA) as likely to be addressed:

- Democracy and Governance;
- Education and Training;
- Health and HIV/AIDS;
- Economic Growth and Employment;
- Agriculture and Small Business Development;
- Housing and Urban Environment

Among the technical analyses and assessments that the Mission is required to conduct during the strategic planning process is a gender analysis. ADS 201.3.7.1 states:

**MANDATORY.** At the time of approval, a Strategic Objective (SO) must be expressed in terms of a result or impact that permits objective measurement and is clear, precise, and gender disaggregated as appropriate.

Agency technical guidance (ADS 201.3.8.4) states:

**MANDATORY.** Strategic Plans must reflect attention to gender concerns. Unlike other technical analyses described in this section, gender is not a separate topic to be analyzed and reported on in isolation. Instead, USAID's gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are considered in the development of a given Strategic Plan. Analytical work performed in the planning and development of SOs and IRs must address at least two questions: (1) how will gender relations affect the achievement of sustainable results; and (2) how will proposed results affect the relative status of men and women. Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support them. For technical assistance and additional guidance, consult the Operating Unit, Bureau gender specialist, or the Office for Women in Development (WID) in the Bureau for Economic Growth, Agriculture and Trade (EGAT).

According to ADS 201.3.12.6:

**MANDATORY.** Activities designed following approval of the Strategic Plan must address gender issues in a manner consistent with the findings of the analytical work performed during Strategic Plan development ([201.3.8.4](#)). Findings from gender analysis, such as any actions

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<sup>62</sup> Ideally, the Gender Assessment will be carried out prior to the preparation of the Concept Paper, so that its findings can be used to help SO teams write SOWs for the sector assessments that fully integrate gender concerns.

identified for overcoming potential obstacles to SO achievement, may help to determine how gender needs to be addressed in the activity. Before approving an activity, Operating Units should ensure that those who will implement that activity are capable of addressing the gender concerns identified during strategic and activity planning. For contracts and grants/cooperative agreements that are issued following a competitive process, this is accomplished by signaling in solicitation documents USAID's expectations regarding gender expertise and capacity, tasking offerors with proposing meaningful approaches to address identified gender issues, and placing appropriate emphasis on gender-related elements of technical evaluation criteria.

Carrying out a gender assessment of mission programs prior to the finalization of the CP will help to guide the CP design and formulation and insure gender integration into the final product. The assessment is intended to facilitate the statement of appropriate gender equity goals for the Mission, identify any needs for gender training, clarify additional topics for further gender analysis, provide preliminary guidance or language on incorporating gender into the draft Concept Paper (and/or draft Country Strategic Plan or Interim Strategic Plan) and help to draft a gender action plan that grows out of the current Strategy and informs the new one.

This Statement of Work describes four interrelated tasks associated with ADS 201.3.12.6: Activity Planning:

For each activity subject to approval, the Operating Unit must, in one page or less, outline the most significant gender issues that need to be considered during activity implementation. These issues should reflect consideration of the following two questions:

- Are women and men involved or affected differently by the context or work to be undertaken?
- If so, would this difference be an important factor in managing for sustainable program impact?

The four tasks related to this Statement of Work are:

- 1) Reviewing of key gender issues and gender-based constraints in South Africa;
- 2) Assessing attention to gender in current Mission programs;
- 3) Assessing the institutional context supporting integration of gender issues into both the Mission and the country programs; and,
- 4) Providing recommendations for a draft gender action plan that recommends how the USAID mission can support gender mainstreaming into its existing and proposed programs and achieve development outcomes that improve the situation of women relative to men in South Africa.

## II. Purpose

The purpose of the Gender Assessment is to identify key gender issues and gender constraints that need to be addressed in the South Africa proposed program as part of the process for developing the new strategic plan for FY 2007 -2012, and to make recommendations on how South Africa can achieve greater gender integration in its programs. This statement of work calls

for detailed program design using the data collected for each sector during the gender analysis process.

### III. Background

Despite its history of apartheid and the poverty of many of its people, South Africa has in recent years taken efforts to address gender inequalities, particularly in such areas as representation, access to education, and human and legal rights. Reforms include the following Acts of Parliament:

1. Labor Relations Act 66 of 1995
2. Choice on the Termination of Pregnancy Act 92 of 1996
3. Commission on Gender Equality Act 39 of 1996
4. Constitution of the Republic of South Africa Act 108 of 1996
5. Gender Equality Act 34 of 1996
6. Basic Conditions of Employment Act 75 of 1997
7. Domestic Violence Act 116 of 1998
8. Employment Equity Act 55 of 1998
9. Maintenance Act 99 of 1998
10. Recognition of Customary Marriages Act 120 of 1998
11. The Promotion of Equality and Prevention of Unfair Discrimination Act 4 of 2000

However, women continue to be disadvantaged relative to men in several key areas that significantly impact on women's rights, education and employment and most women remain economically marginalized. These inequalities, combined with the increasing rate of HIV/AIDS infection, also have a negative effect on their health and their ability to contribute to the economic growth of the country.

As each SO develops its Results Framework, it will address the effect of gender relations on the sustainable achievement of results, and how expected results will affect the relative status of men and women. All Mission programs will work to increase women's access to and participation in their activities.

### IV. Tasks

The primary tasks of the contractor/consultant are to:

- A. Conduct an assessment of the Mission's efforts to integrate gender into its ongoing and proposed programs. This effort will:
  - Review the Mission's present strategic framework, results frameworks, and the program portfolio for their attention to gender; to identify key gender-based constraints and make recommendations for integrating gender issues into current programs and activities to the extent possible.

- Based on the above review, identify key gender-based constraints and assess potential gender and other issues in a future portfolio and/or strategic framework.
  - Produce an assessment of possible entry-points for incorporation of gender and other considerations in carry-over activities and potential new programs of the new strategy.
  - Provide statements of the key gender-based constraints and opportunities for addressing gender issues relevant to each Strategic Objective.
  - Identify resources and sources of sex-disaggregated data (and possibly other variables as appropriate e.g., age, income, and ethnicity) for developing gender-appropriate indicators and evaluation criteria, preparing for Portfolio Reviews and the annual report and other requirements. (ADS 203.3.4.3 states that performance management systems and evaluations at the SO and IR levels must include gender-sensitive indicators and sex-disaggregated data; ADS 302.5.14 states that gender considerations should be incorporated into evaluation criteria for competitive solicitations; ADS 203.3.6.2 requires that gender issues and concerns should be addressed during portfolio Reviews). The impact of proposed strategic approaches on the relative status of men and women in South Africa should be identified.
  - Identify local expertise on gender (e.g., NGOs, academics, research institutions, government ministries) that can be called upon to provide in-depth technical assistance.
- B. Based on this assessment review, elaborate a gender action plan in cooperation with the Mission that lays out the steps for integrating gender into Mission policies, programs and activities. These suggestions should be practical and address the perspective of the Front office and both technical and support offices. The gender action plan shall address fully the requirements of Agency Directives.

## V. Assessment Methodology

- A. Comprehensive review and analysis of pertinent literature and documents, including, but not limited to, materials suggested by the mission and local gender experts, including the following documents:
- Country Strategic Plan, Gender Analysis, Activity Approval Documents, Annual Reports, Portfolio Reviews, Performance Management Plans and other USAID-specific documents as may be required
  - Studies and assessments conducted by donors, NGOs, national governments, regional organizations, and the academic community.
  - Recent literature that addresses gender issues in specific sectors and areas of strategic interest to South Africa (e.g., trade, global competitiveness, regional

market integration, food security, housing and water resources management, health, democracy and governance, education, anti-corruption, conflict, and HIV/AIDS).

- B. Meetings and discussions with USAID/South Africa SO teams and other USAID/South Africa staff involved in developing the Strategic Plan. These shall include where possible:
- entry briefings with the Gender Analysis Coordinator/WID officer, the Program and Project Development Office, and the Front Office;
  - a preliminary briefing session for USAID/South Africa staff on the ADS requirements for addressing gender (workshop);
  - meetings with SO teams on specific sectors and areas of interest, to identify possible links to gender issues in each proposed SO and determine whether these issues are adequately considered; to identify possible entry points for the incorporation of gender considerations into ongoing (as appropriate) and future activities, and to verify whether gender considerations are adequately treated in the USAID/South Africa strategy;
  - a meeting with USAID partners to present how USAID addresses gender in its programs (overview of ADS), solicit their input on key issues related to gender and identify what data or other resources they need to integrate gender into their programs;
  - a presentation of the draft gender analysis to obtain feedback from USAID/South Africa staff;
  - a presentation of the USAID/South Africa draft action plan to obtain feedback and
  - exit briefings with the Gender Analysis Coordinator/WID officer, the Program and Project Development Office, and the Front Office.
- C. Interview selected key stakeholders and implementing partners in the field involved in current and proposed programs, including local gender expert resource groups about problems, successes, and potential for improving attention to and integration of gender into USAID/South Africa programs.

## VI. Deliverables

There are three written deliverables expected from this SOW: (1) A report on fieldwork conducted, (2) a Gender Assessment and (3) recommendations for a gender action plan. (Details provided below). Drawing on data from field visits, interviews and secondary sources, these documents will assess the appropriate areas and make recommendations for future actions for gender integration, described above. The document may also be the basis for further technical assistance provided by USAID/Washington.

- A list of sites/organizations/institutions visited and people interviewed, findings and recommendations shall be submitted to the Mission upon completion of the fieldwork (one electronic copy and three hard copies).

- A Gender Assessment and a draft action plan will be completed according to a schedule negotiated with the mission (one electronic copy and three hard copies of each document). The Mission shall provide any additional written comments electronically within 10 working days of receipt of the revised drafts.
- The Final Gender Assessment and proposed action plan (one electronic copy and three hard copies of each document) will be submitted to the Mission within 7 working days after receiving comments on the revised draft from the Mission.

## VII. Estimated Level of Effort

The estimated Level of Effort is 33 days for the Team Leader (international gender expert), 20 days for a second international gender expert and 15 two person days (two local gender experts), including preparation, days spent in the field in South Africa collecting data, and days writing and revising documents.

## VIII. Estimated Performance Period

The overall performance period is July 29-September 30, 2004. The Assessment will be conducted toward the completion of the first two deliverables in August in South Africa. It is estimated that the final assessment and action plan incorporating Mission comments will be completed and submitted in September 2004 in the U.S.

## IX. Team Qualifications

Four gender research and design experts (two local gender experts) with an understanding of USAID procedures and the Southern African gender context.

## **Team Composition and Contact Information**

### **Deborah Rubin, Ph.D.**

Team Leader

Co-Director, Cultural Practice, LLC

Cultural Anthropologist

Economic Growth and Agricultural Development specialist

Email: [drubincp@aol.com](mailto:drubincp@aol.com)

### **Nomtuse Mbere, M.Sc.**

Independent Consultant

Health and HIV/AIDS specialist

Email: [nomtuse@sn.apc.org](mailto:nomtuse@sn.apc.org)

### **Nancy Taggart, M.A.**

DevTech Systems, Inc.

Rosslyn, VA

Education and Information Technology Specialist

Email: [ntaggart@devtechsys.com](mailto:ntaggart@devtechsys.com)

## **Contacts and Schedule of meetings, August 4-24, 2004**

### **Wednesday, August 4, 2004, Arrival in South Africa**

Deborah Rubin (Cultural Practice, LLC), Team Leader, and Nancy Taggart (DevTech Systems, Inc.) arrive in Johannesburg; travel to Pretoria.

### **Thursday, August 5, USAID Mission, Pretoria**

Nomtuse Mbere (South African consultant) joins the team

Meetings held at USAID with:

1. Magdalena (Dalene) van der Westhuizen, Gender Focal Point and Coordinator
2. Brent Schaeffer, Executive Officer and Acting Mission Director
3. Members of Program and Project Development Office (PPDO)
  - Melissa Williams, Director, Program and Project Development Office
  - Dalene van der Westhuizen, Gender Focal Point and Coordinator
  - Nellie Sibanyoni, Secretary, PPDO
  - Wendy J.V. Rensburg, Information Manager, PPDO
  - Zema Semunegus, Project Development Officer, PPDO
  - Pitsi Semanya, Budget Specialist, PPDO
  - Heidi Zangel, Training Coordinator, PPDO
4. Regional HIV/AIDS Program, Karen Heckert, Senior Technical Advisor
5. SO4 and SO9 Team Members
  - Nompilo Mali, Project Development Specialist Economist
  - Gloria Mamba, Project Management Specialist
  - Dorvin Stockdale, Agriculture/Natural Resource Management
  - Kimberley Lucas, Development Specialist
  - Nafisa Morgan, Secretary

Reception for Dirk Dijkermann, outgoing Mission Director

### **Friday, August 6, USAID Mission, Pretoria**

Meetings held at USAID with:

1. SO2 Team Members
  - Cynthia Chassy, Team Leader
  - Sibusiso Sithole, Basic Education Specialist
  - David Farirai, Project Development Specialist
  - Lynne Coetsee, Contracting Officer, Office of Acquisition and Assistance
  - Mamiki Sibanyani, Training Assistant
  - Cindy Hattingh, Administrative Assistant
2. Presentation of Gender Assessment Program and ADS regulations
  - Brent Schaeffer, Executive Officer and Acting Mission Director
  - Melissa Williams, Program Officer, Program and Project Development Office
  - Dalene van der Westhuizen, Gender Focal Person and Coordinator
  - Beverly Hadley, Legal Adviser
  - Bill Slater, Health Officer, TDY
  - Zema Semunegus, Project Development Officer, PPDO

Kimberley Lucas, Development Specialist, SO9 (Employment Generation)  
 Melissa Knight, Deputy Team Leader, Regional Housing and Urban Environment Office  
 Susan Rupprecht, Contracting Officer, Office of Acquisition and Assistance  
 Cynthia Chassy, Education and Training Team Leader, SO2 (Education)

3. USAID Women's Day Celebration/Activities  
 Speaker, Boogie Khatsoane

### **Saturday and Sunday, August 7-8, 2004, Pretoria**

Own arrangements, independent reading and writing

### **Monday, August 9, 2004**

Rubin and Taggart travel to Johannesburg to meet with Mbere

### **Tuesday and Wednesday, August 10-11, Cape Town**

Van der Westhuizen, Rubin, Taggart, and Mbere travel to site visits in Cape Town and vicinity for meetings with:

1. MOSAIC project (SO1), Training, Service and Healing Centre for Women  
 Rolene Miller, Director, MOSAIC  
 Caroline Tsetsana, Community Worker  
 Community workers at Philipi Court House site
2. Mandela Economic Scholars Program (MESP) at University of Cape Town (UCT) (SO4)  
 Neal Cohen, Economic Growth Officer on SO4 team  
 Honors and Masters' level students in MESP (Six women and four men)
3. Parliamentary Training session in Parliament (SO4)  
 Parliamentarians  
 Kenneth Mac Quene, Executive Co-Director, Economic Policy Research Institute  
 Michael Samson, Lecturer
4. Victoria Mxenge Housing Scheme (SO6), Guguletu/Philipi  
 Nkosiphambili Ndlovu, Program Assistant Specialist on SO6 team  
 Patricia Matholengwe, Director, Victoria Mxenge Housing Savings Scheme
5. HIV/AIDS Programme, University of the Western Cape (SO2)  
 Tania Vergnani, Director  
 Rodney Fortuin, Gender Trainer  
 Joachim Jacobs, Gender Trainer  
 Peer Counselors: Juliana, Jeremiah, Lamise, and Bonili  
 South Africa Researcher: Luanne  
 US Undergraduate Researchers: Beth and Jeremy

### **Thursday and Friday, August 12-13, Limpopo Province**

Van der Westhuizen, Rubin, Taggart, and Mbere travel to site visits in Limpopo Province for meetings with:

1. District Council Training Project with Vhembe District Council Members (SO1), Thoyandou  
 R.L. Mulaudzi, Councillor, Vhembe District Municipality  
 K.S. Kubayi, Vhembe District Municipality  
 N.R. Sirwali, Gender Desk Officer, Vhembe District Municipality

- T. P. Mulaudzi, Intern and M.A. student, Venda Institute of Gender Studies  
 B. Mudau, Intern and student, School of Gender Studies
2. Thoyandou Victim Empowerment Programme (TVEP) (SO1)  
 Tsumbedzo Mukwevho, Manager, Trauma Center at Vhembe Hospital  
 Fiona Nicholson, Chief Executive Officer, TVEP  
 Hangwi Manavhela, Executive Officer, TVEP
  3. Makhamotse Farm, Limpopo, Promoting Agribusiness Linkages (PAL) Project (SO9)  
 Riaan Breedt, Provincial Manager, PAL-Limpopo  
 Nikki Nte, PAL-Gauteng  
 Ephraim Seyane, Manager
  4. Chuene-Maya Hydroponic Project, Polokwane, PAL Project (SO9)  
 Thomas Mogale, Coordinator  
 Members of the Project (three women, one man)

**Saturday and Sunday, August 14-15, 2004, Pretoria**

Own arrangements, preparing partners workshop and drafting field report

**Monday, August 16, 2004, Pretoria, USAID mission**

1. SO1 Team Members  
 Stephen Snook, Deputy Team Leaders  
 Venda Modise, Project Development Specialist  
 Harold Motshwane, Program Development Specialist  
 Nomea Masihleho, Project Specialist,  
 Faith Xulu, Project Development Specialist  
 Sesana Mokoana, Project Activity Manager
2. SO6 Team Members  
 Sarah Wines, RHUDO Officer  
 Nkosiphambele Ndlovu, HUD Project Management Assistant  
 Marcia Glenn, Local and Regional Urban Advisor  
 Melissa Knight, RHUDO Officer

**Tuesday, August 17, 2004, Rustenburg, Germiston, and Alberton**

Van der Westhuizen and Rubin travel to site visits Northwest Province for meetings with:

1. Marwa Honey Queens (SO9)  
 Boipelo Kubyana, Managing Director  
 Mato Mputle, Operational and Production Director  
 Gloria Mamba and Rubin visit SAIBL clients in Gauteng Province with SAIBL consultant, Diane Joshua, ECI Africa:
2. Sally Morengo, KPL DieCasting, Germiston (SO9)  
 Puren Beharie, Aluminum Production, KPL DieCasting
3. Nakadi Jabbie, Vice President, Sales and Marketing, Clothing Zone, Alberton (SO9)  
 Shernet Chetty, Vice President, Planning and Production, Clothing Zone

Taggart met with:

1. Gloria Braxton, Chief of Party/Project Director, Tertiary Education Linkages Project II, United Negro College Fund Special Programs

2. The Integrated Education Program (IEP) team at RTI, including:

Phoebe Kaniki, Program Manager  
 Saeeda Preu, Program Manager  
 Charlotte Motha, Program Manager  
 Cassandre Mbuyane-Mokone, Program Manager

**Wednesday, August 18, 2004, Johannesburg and Soweto**

Van der Westhuizen, Rubin, and Taggart, and Mbere travel to site visits in Johannesburg and Soweto for meetings with:

1. Mindset Clinic Computer Resource Centers, Johannesburg (SO3) with Nellie Gqwaru  
 Yue Man Lee, Health Channel Project Manager  
 Richard Naledi, Assistant Health Channel Manager
2. Esselen Street Reproductive Health Research Unit (RHRU), Johannesburg (SO3)  
 Tulani Grey, Psychologist, Director, Esselen Street Clinic  
 Mandy Myers, Manager  
 Maria Sibanyoni, City Council  
 Tiisetso Motlounge, Project Officer, Commercial Sex Workers
3. Noah's Ark for HIV/AIDS orphans, Soweto (SO3) with Anita Sampson  
 Nici Wilkinson, Monitoring and Evaluation  
 Nici Lawrence, Marketing and Fundraising  
 Mike Downie, Chairman, Board of Trustees  
 Patricia Mbadaliga, Ark Builder  
 Tsepho Chuene, Ark Manager  
 Mojalefa Lutseka, Computer trainer
4. Hope Worldwide Community-based VTC Clinic, Soweto (SO3)  
 Paul Selepe, Baragwanath Hospital  
 Mark Aguirre, Hope Worldwide  
 Dumisani Rebombo, Trainer, Men as Partners

**Thursday, August 19, 2004, USAID Mission, Pretoria**

1. Partners Workshop  
 Jane Chege, Program Associate, Population Council  
 Victoria da Silva, Program Associate, Exegesis Consulting  
 Anita Marshall, Integrated, MSH  
 Lomthandazo Mavimbela, Executive Director, Education Foundation Trust  
 Lewis Ndhlovu, Population Council  
 Sanele Nhlabatsi, Director, Aurora Associates International, Inc.  
 Mmabatho Ramagoshi, Department of Education, Republic of South Africa  
 Momiki Sibanyoni, SO2, USAID  
 GP Sonny Tarr, Project Director, South African International Business Linkages (SAIBL)  
 Jeremy Thomas, Umalusi  
 Philani DJ Vilakazi, Vice President, Exegesis Consulting  
 Caroline Wills, Senior Project Manager, The Policy Project  
 Melissa Williams, PPDO, USAID  
 Melinda Wilson, SO3/8, USAID

Milo Zama, Quality Assurance Project, URC-QAP

**Friday, August 20, 2004, Pretoria**

1. European Union (EU) Gender Consultants

Jennifer Tangney, Project Officer, European Union

Maretha de Waal, Director, Institute of Women's & Gender Studies, Univ. of Pretoria

Imelda Diouf, Associate, Institute of Women's & Gender Studies, Univ. of Pretoria

2. Institute for Democracy in South Africa (IDASA)

Ivor Jenkins, Director, IDASA

Nancy Taggart departs for Washington, DC

**Saturday and Sunday, August 21-22, 2004, Pretoria**

Own arrangements, preparing debriefing presentation and continued drafting of field report

**Monday, August 23, USAID Mission, Pretoria**

Presentation to Mission Staff of preliminary findings and recommendations

Rubin travels to Washington, DC

## List of Documents Reviewed

- AIDS and Rights Alliance for Southern Africa. 2003. "Proposed Code for the Southern African Development Community: Urgent Measures Needed to Promote the Equality of Women and the Reduction of Women's Risk of HIV Infection."
- Bratton, Michael, Carolyn Logan, Wonbin Cho, and Paoloma Bauer 2004 "Afrobarometer Round 2: Compendium of Comparative Results from a 15-Country Study." Afrobarometer Working Paper No. 34. Cape Town, South Africa: Michigan State University, Institute for Democracy in South Africa, and Centre for Democratic Development.
- Corporate Council of Africa, "Southern Africa International Business Linkages (SAIBL) Promotion of Agribusiness Linkages (Pal): Quarterly Report No. 23" (April - June 2004).
- Daniel, John, Adam Habib and Roger Southall (eds) 2003 State of the Nation: South Africa 2003-2004. Cape Town, South Africa: Democracy and Governance Research Programme, Human Sciences Research Council Press.
- Election Synopsis 2004: 1 (4) A publication of the CPP, CPS, the Human Sciences Research Council, and the Institute for Democracy in South Africa.
- Lee, Sabrina 2004 "The Vulnerability of Women Street Traders to HIV/AIDS: Local Government Opportunities for Action" Durban: Health Economics and HIV/AIDS Research Division. (A USAID-funded policy brief)
- MacQuene, Kenneth, Michael Samson, and Ingrid van Niekerk 2004 "Course Outline: Macroeconomics" Cape Town, University of the Western Cape, Parliamentary Capacity Building Programme in Economic Policy.
- Miller, Rolene 2003 "It's an Order!: A Simple Guide to Your Rights." South Africa: Mosaic Training, service and Healing Centre for Women.
- Nathan Associates, Inc. SEGA/MESP Quarterly Reports: October to December 2002, January to March 2003, October to December 2003, and January to March 2004
- Office of the U.S. Global AIDS Coordinator 2004 "Bringing Hope and Saving Lives: Building Sustainable HIV/AIDS Treatment.
- Office on the Status of Women 2000 "South Africa's National Policy Framework for Women's Empowerment and Gender Equality."
- On Campus 2004 (May 27) The official newsletter of the University of the Western Cape.
- South Africa Human Rights Commission 2004 The Right to Land. Fifth Economic and Social Rights Report Series, 2002/2003 Financial Year. Johannesburg, South Africa: South Africa Human Rights Commission.
- South Africa Human Rights Commission 2004 The Right to Social Security. Fifth Economic and Social Rights Report Series, 2002/2003 Financial Year. Johannesburg, South Africa: South Africa Human Rights Commission.
- South Africa Human Rights Commission 2004 The Right to Food. Fifth Economic and Social Rights Report Series, 2002/2003 Financial Year. Johannesburg, South Africa: South Africa Human Rights Commission.
- South Africa Human Rights Commission 2004 The Right to Environment. Fifth Economic and Social Rights Report Series, 2002/2003 Financial Year. Johannesburg, South Africa: South Africa Human Rights Commission.

- South Africa Human Rights Commission 2004 The Right to Education. Fifth Economic and Social Rights Report Series, 2002/2003 Financial Year. Johannesburg, South Africa: South Africa Human Rights Commission.
- South Africa Human Rights Commission 2004 The Right to Water. Fifth Economic and Social Rights Report Series, 2002/2003 Financial Year. Johannesburg, South Africa: South Africa Human Rights Commission.
- South Africa Human Rights Commission 2004 The Right to Housing. Fifth Economic and Social Rights Report Series, 2002/2003 Financial Year. Johannesburg, South Africa: South Africa Human Rights Commission.
- Southern African Research and Documentation Centre (SARDC) and the University of Western Cape (UWC) 1997 Beyond Inequalities: Women in South Africa.
- Urdaneta Carmen 2003 “The Equity Project, 1997-2003. Pretoria, South Africa: Global Print. [Project Pamphlet]
- US Five Year Global Strategy for Combating HIV/AIDS.
- USAID/South Africa Implementation Reviews for:  
 SO1: Democracy and Governance (May 11, 2004)  
 SO4: Economic Capacity Building (May 7, 2004)
- USAID/South Africa Democracy and Governance (SO1) Briefing Book
- USAID/South Africa 2003 “Technically Adjusted Education Strategy.”
- USAID/South Africa 1997 Country Strategic Plan, Annex D. “Gender Analysis”
- USAID/South Africa 2004 Annual Report FY 2004.
- USAID 2002 “Economic Capacity Building Strategic Objective Bridging Design”
- Vhembe District Gender Guidelines
- ZED Consultants 2003 “Gender Equity Overview Report” UNCFSP-TELP Joint Activities Milestone 9, Year 5 Gender Related Activities and Workshops. (May)
- “South Africa: Campaign to create awareness on sexual offenses law” UN-OCHA Integrated Regional Information Networks ([www.plusnews.org/AIDSreport.asp?ReportID=3745](http://www.plusnews.org/AIDSreport.asp?ReportID=3745))
- Nathan Associates ([www.nathaninc.com](http://www.nathaninc.com))

## Organizational, Consulting, and Bibliographic Resources on Gender in South Africa

*Note: The information provided in this annex is taken from publicly available sources and does not constitute an endorsement by the authors of the report or the organizations for which they work. Some of the listed groups may be ineligible for USAID funding because of the positions they represent or their financial capability. The authors have made their best efforts to provide accurate and up to date information.*

### General Resources on Gender

#### *USAID/South Africa*

- *Mission Gender Focal Point*, Magdalena (Dalene) van der Westhuizen
- *P:/gender* on the mission's internal computer network

*USAID/Africa Bureau's Office of Development Planning* maintains a website on the internal USAID website that hosts a comprehensive set of resource on gender mainstreaming and gender training as well as a long listing of sector-specific resources and background statistics. Africa Gender Country Profiles are also linked. Many key texts are available electronically through links on the site.

[http://inside.usaid.gov/AFR/pose/gender\\_training.html](http://inside.usaid.gov/AFR/pose/gender_training.html)

*USAID Public Website, "Women in Development/Resources"* provides a list of links on gender and development issues and organizations.

[http://www.usaid.gov/our\\_work/cross-cutting\\_programs/wid/resources.html](http://www.usaid.gov/our_work/cross-cutting_programs/wid/resources.html)

Commonwealth Secretariat 1999 *A Practical Guidebook on Establishing Gender Management Systems Aimed Primarily at Governments, NGOs, and Inter-Governmental Agencies.*

Forthcoming (October 2004): Economic Commission on Africa (www.uneca.org), **African Gender and Development Index (AGDI)** "is a composite index composed of two parts, the Gender Status Index (GSI) and the African Women's Progress Scoreboard (AWPS) rather than a collection of individual statistics. It emphasizes the major African charters and documents that have a bearing on gender relations and women's empowerment. The index has been piloted in 12 countries: Benin, Burkina Faso, Cameroon, Ethiopia, Egypt, Ghana, Madagascar, Mozambique, **South Africa**, Tanzania, Tunisia and Uganda."

**Women's Net** <http://womensnet.org.za/index.html> Women's Net is a portal that has information on activities in South Africa related to gender and health, democracy and governance, information technology, violence, among others. It also has links to organizations doing work in these areas who could be possible partners.

## Government of South Africa Programs and Resources

The *Office on the Status of Women (OSW)*, situated in the Office of the President, which promotes gender mainstreaming in government departments, co-ordinates management structures within the government, and monitors implementation of gender equality. At each level of government, there are also Gender Units in line departments, where Gender Focal Points are located.

The *Commission on Gender Equality* ([www.cge.org.za](http://www.cge.org.za)) was established in 1997 as a national-level body. It had been proposed in South Africa's 1996 constitution as one of six bodies to support the implementation of Constitutional Democracy. Its objective is "to promote gender equality and to advise and make recommendations to Parliament or any other legislature with regard to any laws or proposed legislation which affects gender equality and the status of women." The national chairperson is Commissioner Joyce Piliso-Seroke; nine provincial commissioners manage activities in the nine provinces.

The *Department of Trade and Industry (DTI)* (<http://www.thedti.gov.za/>) has numerous resources related to women and business, as women's economic empowerment is of special interest within the government program on black economic empowerment (BEE).

The *Human Sciences Research Council of South Africa (HSRC)* supports social science research to address policy and public-sector issues in South Africa. Some of the current programs are relevant to USAID work, including "Social Aspects of HIV/AIDS and Health," (Director, Olive Shisana), "Employment and Economic Policy Research," and "Democracy and Governance." Cheryl Potgieter ([cpotgieter@hsrc.ac.za](mailto:cpotgieter@hsrc.ac.za)) is the Head of the Gender Co-ordinating Unit in the Chief Executive Office of HSRC and also works on one of the research programs.

### The Southern African Poverty Regional Poverty Network

(<http://www.sarpn.org.za/index.php>) of the Human Sciences Research Council has research and debates related to the following focus areas:

- Land, food security, HIV/AIDS, gender and hunger;
  - Social safety nets in the context of relief, rehabilitation and development;
  - Economic integration and regional and international trade;
- Macro approaches to poverty reduction including initiatives related to the MDGs, PRSPs, RISDP, poverty-related monitoring and evaluation, implementation challenges and capacities, governance and participation.

The *National Research Foundation* maintains a program on "Women in Research" (<http://www.nrf.ac.za/wir/index.htm>) that monitors and supports the entry of women into research efforts in South Africa and their work environment in tertiary education institutions in South Africa. The organization provides support for proposal writing and also carries out research on gender equity in research. Its website offers a wide range of links on gender, including a directory of women researchers in South Africa, and a link to Yenza!, an internet-based research effort, which has a special page dedicated to gender resources (<http://www.nrf.ac.za/yenza/links/gender.htm>).

## University-Based Programs

### University of Cape Town

- The *African Gender Institute* (<http://web.uct.ac.za/org/agi/>) was started in 1996 with the goal of strengthening “African-based researchers', writers', and scholars' understanding of gender analysis and its importance to social transformation on the continent.” It hosts academic programs at both undergraduate and graduate levels. In 2002, with funding from the Ford Foundation, the institute started a project to link gender specialists across the continent through several avenues, including workshops, a website, “GWS Africa: Gender and Women’s Studies for Social Transformation,” and e-journal, “Feminist Africa.”

### University of Pretoria

- The *Institute for Women’s and Gender Studies* is the new name for the former Centre for Gender Studies (<http://www.up.ac.za/academic/gender/>). The new effort was launched in 2002, with new funding from the Deutscher Akademischer Austauschdienst (DAAD). Its recent research priorities include: first, the interrelations among gender, violence, poverty and HIV/AIDS, and second, the processes of gender mainstreaming, redistribution, and organizational transformation. Currently, Maretha de Waal, the Institute’s Director ([mdewaal@postino.up.ac.za](mailto:mdewaal@postino.up.ac.za)), and Imelda Diouf, an associate ([iddc@mweb.co.za](mailto:iddc@mweb.co.za)), are working with the European Union’s Commission to South Africa to help to gender mainstream the operations of the Commission. A more extensive list of gender experts at the university is linked to the Institute’s website.

### University of South Africa (UNISA)

- Also based in Pretoria, the University of South Africa hosts the *Institute of Gender Studies*, directed by Jennifer Lemon. Started in 1984, it was formerly known as the Centre for Women’s Studies, but changed its name and broadened its focus in 1996. It offers academic programs, seminars, and also works on some community projects (<http://www.unisa.ac.za/default.asp?Cmd=ViewContent&ContentID=175>)

### University of the Western Cape

- The *Women and Gender Studies Programme* at UWC offers undergraduate and post-graduate courses under this program (<http://www.uwc.ac.za/arts/gender/>). The focus is primarily academic. The program hosts resource center with materials relating to the interdisciplinary study of gender. Tammy Shefer ([tshefer@uwc.ac.za](mailto:tshefer@uwc.ac.za)) is the current director; Glenise Levendal ([glevendal@uwc.ac.za](mailto:glevendal@uwc.ac.za)) is the current coordinator.

### University of Witwaterstrand

- The *Wits Institute for Social and Economic Research* (WISER) is a multidisciplinary program in the social sciences. It is home to several research programs, including one on “Cultures and Sexuality and Power,” which studies current ideas about sexuality in the context of the HIV/AIDS pandemic, particularly its links to violence. The director is Deborah Posel ([poseld@wiser.wits.ac.za](mailto:poseld@wiser.wits.ac.za))

### University of Venda (UNIVEN)

- The *Center for Gender Studies* offers an interdisciplinary academic program leading to undergraduate and post-graduate degrees. It is particularly interested in serving its surrounding community, and plans to offer opportunities for discussion with and to disseminate information to a wide range of community residents. More information is available from Esther Njiro, the head of the program ([Einjiro@univen.ac.za](mailto:Einjiro@univen.ac.za)).

## Sector-Specific Reference Materials (emphasizing South African sources)

### Democracy and Governance (SO1)

- *The Centre for the Study of Violence and Reconciliation (CSVR)* ([www.csvr.org.za/gender](http://www.csvr.org.za/gender)) includes a gender unit that develops and publicizes research explaining the multiple causes and effects of gender-based violence. It holds training programs, advocates for relevant policies and laws, works to prevent gender-based violence, and works with government, NGOs, and other partners on other related issues. The website provides a directory of services (counselling, medical, legal, etc.) for each South African province, as well as information about other groups working on these issues.
- *Faculty at the University of Witwatersrand* Several other faculties are well-known for their gender expertise, including Glenda Fick ([fickgc@law.wits.ac.za](mailto:fickgc@law.wits.ac.za)) of the School of Law. She has consulted for the United Nations Fund for Women (UNIFEM) on gender justice in post-conflict societies and also works on electoral law and gender equality. Cathi Albertyn ([albertync@law.wits.ac.za](mailto:albertync@law.wits.ac.za)), also a law professor, directs the Centre for Applied Legal Studies ([www.law.wits.ac.za/cals](http://www.law.wits.ac.za/cals)). She works on various topics related to gender and the law, including the work of women Parliamentarians. She, along with Shireen Hassim ([hassims@social.wits.ac.za](mailto:hassims@social.wits.ac.za)) of the Political Studies as well as the Development Studies Programme, is working on a project “Substantiating Gender Rights” on courts and social transformation in transitional societies. Hassim has also consulted for several development organizations and published widely on gender issues, including co-authoring the SIDA-funded South African Gender Profile in 1998.

### Education (SO2)

**Carnegie Mellon University** has two interesting initiatives related to gender equity in higher education. Its **School of Computer Science** has undertaken particularly interesting research (<http://www-2.cs.cmu.edu/~gendergap/>) on the factors affecting women’s choices in higher education. As a result of its research and subsequent actions, the School has increased the percentage of females studying computer science from 8% in 1995 to 42% in 2000. The link contains articles on the research findings and information on the programs the School has put in place to encourage more women to study computer science.

- Carnegie Mellon’s **School of Engineering** also has a program called “*Women in Electrical and Computer Engineering*” (<http://www.ece.cmu.edu/%7Ewinece/>). Its goal is to help women students and alumni in the Department of Electrical and Computer Engineering develop the knowledge, skills, and attitudes that are necessary for success in their careers.

**Duke University's Women's Initiative** ([http://www.duke.edu/womens\\_initiative/index.html](http://www.duke.edu/womens_initiative/index.html)) is a model of a U.S. university that has undertaken efforts to explore and address gender inequities at both the level of the student body and the faculty. The site shows results from a study it conducted and what steps it is taking in response to the findings.

**Information and Communication Technology (ICT) Portal for Teachers**

(<http://www.unescobkk.org/ips/ict/ict.htm>) This portal is run by UNESCO's Asia and the Pacific Bureau of Education and focuses on using ICT to reduce disparities in both educational access and quality and, ultimately, bridge the digital divide. It contains strategies for teachers on using ICTs in the classroom, lessons learned from teacher training on ICTs, and examples from other countries that have integrated ICTs into teacher training and in schools.

**IEARN** (<http://www.iearn.org>) is a US-based non-profit that has programs throughout the world. It develops internet-based lesson plans that teachers can choose from to implement in their schools. Lessons are interactive and are based on global current events, issues, and interests of students around the world. IEARN's IT-based curricula serves as a resource for teachers and is a possible partner for USAID's teacher training programs.

**Economic Growth, Employment, and Agriculture (SOs 4 and 9)**

**Community Agency for Social Enquiry (CASE)** (<http://www.case.org.za/>) is a South African research NGO. Debbie Budlender ([dbudlender@sn.aoc.org](mailto:dbudlender@sn.aoc.org)) is well known for her work as coordinator of the South African Women's Budget Initiative, a project which has, since 1995, analyzed the national budget to reveal its impact on women and men, girls and boys. CASE has carried out a large number of studies related to women and gender on such topics as knowledge of the Domestic Violence Act and evaluating the Women Empowerment Unit, an effort to enhance the participation of women in parliament and provincial governments.

**Department of Trade and Industry "Women in Business"**

(<http://www.thedti.gov.za/publications/WomeninBusinessSisebenza.htm#Enhancing>)

Socio-Economic and Gender Analysis Programme 2003 "Macro Level Handbook: Gender Analysis in Macroeconomic and Agricultural Sector Policies and Programmes" Rome: FAO. [http://www.fao.org/sd/seaga/index\\_en.htm](http://www.fao.org/sd/seaga/index_en.htm)

Patricia Alexander with Sally Baden 2000 "Glossary on Macroeconomics from a Gender Perspective." Report No. 48. UK: IDS/BRIDGE.

Balmori, Helena Hofbauer 2003 "Gender and Budgets Overview Report" Brighton, England: Institute of Development Studies ([www.undp.org](http://www.undp.org))

Henderson, Helen Kreider (ed) 1995 Gender and Agricultural Development: Surveying the Field. Tucson: The University of Arizona Press.

Spring, Anita (ed) 2000 Women Farmers and Commercial Ventures: Increasing Food Security in Developing Countries. Boulder, CO: Lynne Rienner Publishers, Inc.

## Health

- The **Women's Health Project** (<http://www.wits.ac.za/whp>) at the *University of Witwatersrand* is a research, training, and advocacy group that is working to raise the quality and consciousness of gender equity in health in South Africa and internationally. Its programs address women and men as well as health professionals and health policy makers. They have active programs in the areas of: reproductive rights and health, sexual rights, transforming the health system, and gender.
- **People Opposing Women Abuse** (POWA) is an NGO providing training and support services to women who have experienced sexual abuse and violence.

The SA Gender Policy guidelines

The WHO Gender policy

Gender and HIV/AIDS page: [http://www.who.int/gender/hiv\\_aids/en/](http://www.who.int/gender/hiv_aids/en/)

## HIV/AIDS

- **Centre for AIDS Development, Research, and Evaluation (CADRE)** (<http://www.cadre.org.za>) a South African NGO based in Johannesburg has prepared a series of excellent reviews on gender-based violence and its links to HIV/AIDS in South Africa., as well as a range of reports on other HIV/AIDS topics. It is also a partner in the production of Tsha Tsha, an award-winning TV program, partially supported by USAID through Johns Hopkins University, that addresses youth and HIV/AIDS issues.

Fox, Susan 2003 Gender-Based Violence and HIV/AIDS in South Africa: Organisational Responses. Johannesburg, SA: CADRE.

Kistner, Ulrike 2003 Gender-Based Violence and HIV/AIDS in South Africa: A Literature Review. Johannesburg, SA: CADRE.

- The **University of Pretoria** also hosts the **Centre for the Study of AIDS** (<http://www.csa.za.org/>) which, among its other activities, has since 2001 been carrying out a project on gender and HIV/AIDS in partnership with Yale University. The project is “Sibambisene, HIV-prevention Intervention among abused women in South Africa,” coordinated by Rakgadi Mohlahlane ([rakgadip@up.ac.za](mailto:rakgadip@up.ac.za)).

Caro, Deborah, with Jane Schueller, Maryce Ramsey, and Wendy Voet 2003 A Manual for Integrating Gender into Reproductive Health and HIV Programs: From Commitment to Action. Prepared on behalf of the Gender Manual Task Force for the Interagency Gender Working Group of the USAID Bureau for Global Health.  
<http://www.prb.org/pdf/ManualIntegrGendr.pdf>

De Bruyn, M. and N. France 2001 “Participatory Tool to Differentiate Gender from Sex for Sexual Reproductive Health.” North Carolina: IPAS. <http://www.eldis.org> (Gender and HIV/AIDS section)

Gupta, G., D. Whelan, and K. Allendorf 2002 “Integrating Gender into HIV/AIDS Programs: Review Paper for Expert Consultation” Geneva: World Health Organization  
<http://www.unifem.org> through Gender and HIV/AIDS portal.

Kaufman, Carol E. and Stavros E. Stavrou 2002 “‘Bus Fare, Please’: The Economics of Sex and Gifts Among Adolescents in Urban South Africa.” Policy Research Division, Working Paper No. 166. Population Council.

Walker, Liz, Graeme Reid, and Morna Cornell, Waiting to Happen: HIV/AIDS in South Africa. US/South Africa: Lynne Rienner Publishers/Double Storey Books, 2004.

Whiteside, Alan, Robert Mattes, Samantha Willan, and Ryann Manning 2002 “Examining HIV/AIDS in Southern Africa Through the Eyes of Ordinary Southern Africans” Afrobarometer Paper No. 21. South Africa: IDASA, CDD-Ghana, and Michigan State University.

United Nations Development Fund for Women (UNIFEM) Web Portal on Gender and HIV/AIDS. <http://www.unifem.org>

The Commonwealth Gender and HIV AIDS publications

UNAIDS publications can be useful tools to mainstream gender in the sector.

UNAIDS 2004 “South Africa: 2004 Update.” ([www.unaids.org](http://www.unaids.org))

Within the SADC region there are several gender and HIV/AIDS publications from SAfAIDS, a regional structure

HSRC report on the Social Aspects of HIV/AIDS and Health; A Comparative Analysis of the Financing of HIV/AIDS programme in Botswana, Lesotho, Mozambique, Swaziland and Zimbabwe. 2003

Women in Partnership Against AIDS: SADC 2003

An audit of HIV/AIDS Policies: Botswana, Lesotho, Mozambique, South Africa, Swaziland and Zimbabwe; HSRC Publication 2004

## **Environment & Municipal Services (SO6)**

### ***The Southern African Poverty Regional Poverty Network***

(<http://www.sarpn.org.za/genderenergy/index.php>) has a site devoted to **energy, gender, and poverty** in Southern Africa that includes policy documents, research, and links to regional initiatives and conferences related to energy and gender.

**ENERGIA** (<http://www.energia.org/index.html>) is an international network on gender and sustainable energy which links individuals and groups concerned with energy, sustainable development, and gender. ENERGIAs goal is to contribute to the empowerment of rural and urban poor women through a specific focus on energy issues. Energia’s focal point institution in South Africa is the [Minerals and Energy Policy Centre \(MEPC\)](#).

**University of the Western Cape’s Community Law Centre** has programs looking at gender and privatization of municipal services (<http://www.communitylawcentre.org.za/index.php>).

## Key Terms in Gender Assessments

### Sex and Gender

The statement that gender is not synonymous with sex is now widely accepted if not wholly understood. Where sex refers to the biological characteristics that define males and females primarily (but not exclusively) according to reproductive capabilities or potentialities, gender refers to:

the economic, social, political and cultural attributes and opportunities associated with being male and female....The nature of gender definitions (what it means to be male and female) and patterns of inequality vary among cultures and change over time.<sup>63</sup>

Sex is therefore a universal and unchanging set of categories while gender is a socially defined category that changes over time and that expresses characteristics and roles associated with certain groups of people with reference to their sex and sexuality.

The implication of this distinction is that gender differences and the categories that they correspond to should not be assumed but investigated, since they will vary both from one context to another as well as one time period to another. Investigation does not necessarily require primary data collection. A vast literature and network of experts exists, largely but not solely in the social sciences, documenting gender relations in most cultural settings and identifying key gender constraints for development.

### Gender Analysis and Gender Assessments

*Gender Analysis* refers to the socio-economic methodologies that identify and interpret the consequences of gender differences and relations for achieving development objectives as well as the implications of development interventions for changing relations of power between women and men. It describes the process of collecting data on gender issues and analyzing that data. An examination of gender differences and relations cannot be isolated from the broader social context.

A *Gender Assessment* is a term that is often used synonymously with gender analysis. While it ordinarily involves carrying out a gender analysis on one or more specific topic, it has also recently, been used to describe the process of reviewing the institutional capabilities of an organization to identify the need for and carry out gender analyses within its programs, and the organization's ability to monitor gender issues throughout the program cycle.

### Gender-Based Constraints

Gender-based constraints are factors that inhibit either men's or women's access to resources or opportunities of any type. They can be formal laws, attitudes, perceptions, values, or practices (cultural, institutional, political, or economic). Customary laws dictating that men can own land is a gender-based constraint on agricultural production and/or economic growth since it can

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<sup>63</sup> OECD: Paris. 1998. DAC Guidelines for Gender Equality and Women's Empowerment in Development Co-operation, page 12-13.

prevent women from producing and/or marketing crops or obtaining credit for other enterprises when land is required as collateral. Laws that prevent pregnant teenagers from attending school are a gender-based constraint since it disadvantages girls relative to boys in obtaining an education and lowers their chances of gaining employment. An HIV/AIDS program that is located in an ante-natal clinic could be a gender-based constraint that inhibits men from getting tested, if a man would be embarrassed by being seen among pregnant women to whom he was neither married nor related.

## Gender Equality

**Gender Equality**<sup>64</sup> refers to the ability of men and women to have equal opportunities and life chances. It does not mean that resources or benefits must be split 50-50 between men and women. A recent World Bank policy report on gender identifies three dimensions as “equality under the law, equality of opportunity..., and equality of voice (the ability to influence and contribute to the development process)” (2001: 3). As stated in the DAC gender guidelines,

the emphasis on gender equality ... does not presume a particular model of gender equality for all societies and cultures, but reflects a concern that women and men have equal opportunities to make choices about what gender equality means and work in partnership to achieve it.<sup>65</sup>

Gender equality is a US government endorsed goal of development and development cooperation efforts. It is Goal 3 of the Millennium Development Goals: “Promote gender equality and empower women.” (see [http://www.developmentgoals.org/About\\_the\\_goals.htm](http://www.developmentgoals.org/About_the_goals.htm)).

## Gender Equity

**Gender Equity** refers to a “fair distribution of resources and benefits between men and women according to cultural norms and values.”<sup>66</sup> Equity is therefore harder to measure in objective terms, and, because it is based on locally-specific definitions, it varies across countries, and it can be used to describe situations in which women are still significantly disadvantaged relative to men. For example, a situation in which women inherit less than men do, but in a way that is “fair” in local terms, could still be described as equitable.

## Gender Integration

Two other terms, gender integration and gender mainstreaming, refer to the process working towards the goal of gender equality. Gender Integration involves identifying and then addressing gender differences and inequalities during program or activity design, implementation, monitoring, and evaluation. Since the roles and relations of power between men and women affect how an activity gets carried out, attending to these issues on an on-going basis should both achieve more sustainable development outcomes and also achieve greater gender equality.

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<sup>64</sup> Gender equity is sometimes used synonymously with gender equality, but the latter term has become increasingly preferred.

<sup>65</sup> OECD: Paris. 1998. DAC Guidelines for Gender Equality and Women’s Empowerment in Development Co-operation, page 13.

<sup>66</sup> Caroline Taborga et al “Gender Glossary” Rome, Italy: World Food Programme.

Experience has shown that sustainable changes are not realized through activities focused on women alone. Gender integration is often enhanced through the use of participatory methodologies.

Gender integration involves not only carrying out a gender analysis as part of the planning process of programs or activities as well as ensuring that appropriate indicators are included in project implementation.

### **Gender Mainstreaming**

Where gender integration has come to refer to the program or activity level, gender mainstreaming is more inclusive and goes beyond looking at gender in specific programs. It includes incorporating gender dimensions explicitly into all levels of development effort, including policy formulation, planning, evaluation, budgeting, and decision-making procedures. The term, adopted by the 1995 Fourth World Conference on Women in Beijing, addresses the institutional arrangements that are needed to achieve gender equality. Gender mainstreaming requires that gender issues cannot be treated separately from other development efforts.<sup>67</sup>

Gender integration and gender mainstreaming assume that the goals of gender equality should be expressed in both an organization's own structure as well as its activities. In practice, the organization's activities usually – but not always – involve a focus on women because they are more often in a subordinate position in society, but that focus emerges out of an understanding of unequal relationships rather than unequal roles. Recent research interest in the construction of masculinities is also expanding and the issue of addressing men in gender and development programming is becoming increasingly important.<sup>68</sup>

Most development agencies have over the past twenty years shifted from a terminology of “women in development” (WID) to “gender and development” (GAD).<sup>69</sup> USAID continues to reference the office that addresses gender issues as the Office of Women in Development, but its orientation is consistent with a gender and development approach. Although the terms are often used interchangeably at USAID, there is a conceptual difference, outlined in the following quotation, which also leads to a practical difference:

A WID focus does not analyze the reasons behind differences in access to resources, services, and opportunities between men and women in a given society or group. It simply designs projects so that these differences are compensated for when necessary. A gender focus identifies the reasons for these differences and their consequences on individuals (men and women),

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<sup>67</sup> Gender integration is not always distinguished from mainstreaming, but may be used synonymously.

<sup>68</sup> For a critical approach to this subject, see Sylvia Chant and Matthew Gutmann, 2000, Mainstreaming Men into Gender and Development: Debates, Reflections, and Experiences. UK: Oxfam.

<sup>69</sup> For an early overview of this shift, see Eva Rathgeber, 1990, “WID, WAD, GAD: Trends in Research and Practice” *The Journal of Developing Areas* 24: 489-502; a more recent review was carried out by Shahrashoub Razavi and Carol Miller, 1995, “From WID to GAD: Conceptual Shifts in the Women and Development Discourse.” Occasional Paper No. 1. UN Fourth World Conference on Women. UNRISD.

households, communities, and economic development in general, and attempts to modify their negative impact.<sup>70</sup>

### **Sex-disaggregated data**

The ADS makes reference to the collection of sex-disaggregated data for indicators and targets. As noted earlier, sex is a universally consistent variable, while gender categories vary across time and space. Disaggregating data by sex also permits valid cross-country comparisons. Gender analysis of the sex-disaggregated data can be carried out to determine what impact development activities have on gender relations. Note: some donors do refer to “gender-disaggregated” data.

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<sup>70</sup> Murphy, Josette 1995 Gender Issues in World Bank Lending. Washington, D.C.: World Bank, pg. 23.

## Summary of Sex-Disaggregated Data on South Africa

Gender-related development index (GDI)	South Africa is 90 <sup>th</sup> of 144 countries <sup>71</sup>			
Human development index ranking (HDI)	South Africa is 111 <sup>th</sup> of 175 countries <sup>72</sup> with a value of 0.684 <sup>73</sup>			
	<b>Year</b>	<b>Males</b>	<b>Females</b>	<b>Source</b>
Life expectancy at birth	2002	48.8 years	52.6 years	WHO
Child mortality (probability of dying under age 5)	2002	86 per 1000	81 per 1000	WHO
Adult mortality (probability of dying between ages 15-59)	2002	598 per 1000	482 per 1000	WHO
Expectation of lost healthy years at birth due to poor health	2002	5.5 years	7.3 years	WHO
% of total life expectancy lost due to poor health	2002	11.3 years	13.8 years	WHO
Probability at birth of surviving to age 65 (% of cohort)	2000	24.9	37.4	UNDP
Total fertility rate for women	1970-75		5.4	UNDP
Total fertility rate for women	2000-05		2.6	UNDP
Adult literacy	2001	86%	85%	CIDA
Youth literacy (% of ages 15-24)	2001		91.5	
Combined enrolment in Primary, Secondary and Tertiary Education	2000-01	78	78	UNDP
Estimated earned income	2000	US\$ 15,712	US\$ 7,047	UNDP
Youth unemployment (% of labor force, ages 15-24)	2001	58	53	UNDP
Female labor force as % of total	2000		38	World Bank
Women Parliamentarians are over 30% of the total number				

<sup>71</sup> Reported on the CIDA website, [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)

<sup>72</sup> Reported on the CIDA website, [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)

<sup>73</sup> [www.undp.org](http://www.undp.org), Human Development Indicators 2003

## Selected “Good Practice” Examples from Current Activities

### SO1: Combating Gender-Based Violence

*One of the greatest threats to social stability in South Africa is the widespread scourge of violence. It is a well-known fact that domestic violence is rife in our country...*

Mosaic Annual Report, 2002-2003

In South Africa, women and sometimes men are at risk of rape and battering both in intimate relationships and in more public situations by virtue of their gender role. Gender-based violence exacerbates the spread of HIV/AIDS infections when linked to unsafe sex; it is worse when poverty and unemployment are high; and it limits peoples’ options to change through fear and emotional trauma.

USAID has two excellent, gender-sensitive programs addressing gender-based violence. Both its physical and legal consequences are handled in two different programs: Mosaic, in an urban community of Cape Town, and the Thoyandou Victim Empowerment Program in rural Limpopo Province.

***Mosaic: A Training, Service, and Healing Centre for Women*** has been funded for three years through SO1 Democracy and Governance to assist both women and men who come to court to file protection orders against partners, spouses, and relatives who are abusing them in a domestic situation. It began as a volunteer program in three court rooms in March 1999, but with support from USAID and others, it is now operating its program in eleven courts and has been invited into more.

The “Court Support Desk Project” program trains volunteers, currently 28, all of whom are women, in court procedures, knowledge of the Domestic Violence Act of 1998, and counseling practices. The volunteers go to the courts and help clients to complete the forms requesting protection orders and peace orders and this assists the court clerks as well. Between March 1999 and February 2003, Mosaic has assisted 79,163 people in the court project. The volunteers also provide counseling, and have become to expand into the provision of some health services, including HIV/AIDS testing. Volunteers receive a daily payment for the days they work; it currently amounts to about 1200 Rand monthly.

Although Mosaic started by providing services only to abused women and children, they now assist men as well. The group saw both that men are also abused, either by other men or sometimes emotionally by women, and that they needed to involve men in couple counseling since changing men’s attitudes and practices towards women could not be achieved by working with women alone. It has prepared a booklet, “It’s an Order! A simple guide to your rights,” that has been published in three languages.



*Mosaic Director, Rolene Miller, and Community Worker, Caroline Tsetsana, at their headquarters office in Cape Town, South Africa.*

The ***Thoyandou Victim Empowerment Program*** in Venda, in the northeast part of South Africa, has two components. Its clinic is situated on the grounds of the local hospital, treating survivors of rape, sexual abuse, and family violence. Clinic patients are examined and taken to the hospital's casualty ward if needed. They are helped in writing up a report to the police, given counseling, personal items such as underwear, toiletries, soap and towels, and given a place to rest. Children are also given stuffed animals as well. Patients receive HIV/AIDS testing and, if negative, ART; nurses carry out follow-up visits at their homes if the patients request it. Patients may also receive bus tickets to return to the clinic for treatment and to attend a domestic violence workshop.

It also operates an outreach program to “break the silence” about domestic violence. Each advocacy office works in four villages, holding meetings and workshops on domestic violence. TVEP workers noted that reasons for increasing prevalence of gender-based violence include rising unemployment and alcohol abuse. Police incompetence and/or indifference makes successful prosecution difficult.

## SO2: Gender in HIV/AIDS Education Makes a Difference

Among South Africans ages 15-49, 21.5% are HIV positive; young people at universities are among the most vulnerable to the disease. University students often come from rural areas and, while living away from home for the first time, are exposed to new pressures and poorly informed about sex or AIDS. In a cutting-edge program to fight the spread of HIV/AIDS among young people, male and female university students in South Africa are analyzing definitions of masculinity and femininity in South Africa and how these can contribute to unhealthy, risky behaviors.

USAID/South Africa supports the *HIV/AIDS Peer Education Program* at the **University of the Western Cape (UWC)** and six other HIV/AIDS programs at historically disadvantaged institutions through its Tertiary Education Linkages Program (TELP).

The program at UWC uses twenty peer educators (ten women and ten men) to reach first-year students. Targeting resident students at universities reaches young people where they study, sleep, and socialize. The program is based on the Men as Partners (MAP) approach and draws on the understanding that the HIV/AIDS epidemic and violence in South Africa are both perpetuated by the unequal balance of power between men and women. Characteristics of “manhood” in South Africa consist of promiscuity, risk-taking, dominance over women, and aggressiveness and femininity by monogamy, submissiveness, and passivity. The program is grounded in the belief that the AIDS epidemic can be curbed if men and women examine and challenge these gender roles that shape their behavior and attitudes and change their actions accordingly.

The program covers the following topics: examination of traditional gender roles, assessing gender stereotypes, healthy relationships, sexual rights, sexual violence and HIV/AIDS prevention. The HIV/AIDS peer educators at UWC hold separate information sessions for men and women, allowing them to discuss common fears, concerns, and perceptions with their peers. These discussions have been particularly important for male participants who, the counselors say, are less open than females talking about sensitive personal issues. The program also offers voluntary counseling and testing by student health promoters based in residences who are HIV/AIDS positive, a mandatory HIV/AIDS information session for new students at orientation, and a drama group called “AIDSACT.”

Sources: Site visit by Gender Assessment Team to University of Western Cape, August 2004; EngenderHealth *The Men as Partners Program in South Africa: Reaching Men to End Gender Based Violence and Promote HIV/STI Prevention*. Sayagues, Mercedes, “South Africa: Helping Men Become Men”, Inter Press Service, September 19, 2004 (<http://allafrica.com/stories/printable/200409200111.html>)

### **SO3: Men As Partners (MAP)**

Involving men as partners in health programs is not new in SA. Several efforts started in the late 1990s and have grown: from the UNICEF-funded “men only” gender training workshops facilitated by Gender Education and Training Network (GETNET) in 1997 to its more recent six-country research program on Gender, Sexuality, and HIV/AIDS; the “Men for Change” program involving men in the fight against violence on women and children; an annual Men’s March against the abuse of women and children, and EngenderHealth’s efforts to develop its Men as Partners program.

Such initiatives to include men respond, in part, to documented evidence that gender inequality and women’s lack of control over their reproductive health are the main drivers of the HIV/AIDS epidemic. Several key factors predispose women and girls to higher rates of HIV infection than men and boys:

- Women’s greater economic dependency leads many to remain in abusive relationships or become sex workers
- Women’s experience of gender-based violence, including rape and other forms of sexual assault
- Women’s inability to negotiate safe sex
- Women’s fear of disclosing their HIV status and being blamed for the spread of HIV infection
- Men’s risk-taking behavior that is influenced by ideas associating masculinity with aggression

USAID supports the Men as Partners (MAP) program, which has trained so far 9,000 men. This activity is implemented in South Africa by Hope World Wide, which has identified the lack of involvement by men as a major gap in the communities’ ability to prevent gender-based violence and the spread of HIV/AIDS. It is working with community members in Soweto to strengthen communities’ abilities to respond to HIV/AIDS pandemic. Stigmatization and lack of care and support remain significant challenges. Other current or proposed efforts to mainstream gender among USAID’s South African HIV/AIDS partners include:

- Involving men in maternity and PMTCT by the Population Council in KZN
- Couple counseling by the Reproductive Health Training Unit (RHRU) of the Esselen Street Clinic in Braamfontein.
- Developing an effort to include men as husbands and fathers in an initiative by the RHAP.

MAP starts by helping men understand their role in perpetuating women’s subordination as well as the physical, emotional, and psychological effects of violence against women and children. It brings abused women to share their stories at these men’s training workshops. It is only after hearing such testimonials that some men have recognized the suffering women have endured. The program includes:

- A participatory approach by the men themselves to do a needs assessment.
- Helping men understand the social construction of ideas about masculinity and femininity

- Helping men deal with their “risk taking behavior” and their own mortality

The program has helped men to:

- Adopt new gender roles, taking on what is traditionally women’s work without shame
- Respect women as equals
- Abstain and/or be faithful to one partners, and /or to use a condom.
- Feel good about their change in behavior and their ability to influence other men to change
- Challenge conventional attitudes to women’s rights that exacerbate the HIV/AIDS crisis
- Facilitate community programs to decrease gender-based vulnerability to HIV transmission.

*More can be done to include men in health programs and to design new interventions from a gender perspective, building on the knowledge emerging from the MAP program.*

#### **SO4: Creating the Next Generation of Leading South African Economists**

The Mandela Economics Scholars Program (MESP/MESP2) (1996-2006) will soon be coming to a close, but it stands out as an excellent example of an activity that is helping not only to improve South Africa’s economic capacity but also one that is bringing women into new career fields. In its two phases the program has provided master’s and doctoral-level training in economic and policy level for South Africans and has also helped to boost South African university programs in those topics. Initially, the USAID-funded program, implemented by Nathan Associates, Inc., supported South African students from disadvantaged communities to pursue post-graduate training in the U.S.; in its second phase, students are supported at economics programs at three South African Universities (University of Cape Town, Stellenbosch, and University of Natal/Durban).

Although not directly intended to promote women’s empowerment, the MESP program women have comprised a significant portion of the student pool. As shown in the following table, the group of students that were sent to study in the US through 2000 included about 61% men and 39% women. Some interesting characteristics appear even in this partial picture that would be worth further analysis with the larger sample. More men than women pursued doctoral programs, both in absolute numbers (12:3) and as percentages of their sex-based cohorts (28% for men compared to 10% for women). Of the men and women pursuing Masters degrees, more women than men chose to specialize in Development Economics (6 women or 21% of all women in Masters programs compared to 4 men or 9% of all men students. There were several subspecialties that drew only men: e.g., applied and policy economics, econometrics, mineral economics, monetary economics, and public sector economics. Other fields drew only women: e.g., health, industrial, and labor economics, and macroeconomics. It would be interesting to whether there were any factors explaining these choices.

The MESP2 program, which provides bursaries for students to study in several subfields of economics in South Africa, was started in 2002. In the first two years of the program, the sex-disaggregated data are nearly identical to the first MESP program, with the selected men comprising 61% of the total number of students, compare to 39% for women. There were some difficulties with the advertising for the program, and the initial intake of women was lower than expected, but the number of women has increased in the 2004 intake. In group discussion, the women at UCT noted that they would not have joined the economics department without the scholarship support, as they would have taken a program perceived to be more helpful in the job market: accounting or business management. They also observed that most of the self-financed students in the economics department were white men. Some women also mentioned pressures from their families to enter the workforce quickly and to avoid enrolling in a doctoral program. They also noted some pressure to choose to take higher-paid positions with private firms over government work. This suggests the importance of the scholarship support in helping to direct women to fields in which they were historically underrepresented.

#### Sex-disaggregated Data on MESP scholars, 1996-2000, by degree level and subspecialty<sup>74</sup>

Type of Degree Economics Subspecialty	M.A. or M.Sc.		Ph.D.		LLM		Total	
	M	F	M	F	M	F	M	F
Agricultural Economics	3	1	1	-			3	1
Applied and Policy Economics	2	-	1	-			3	-
Commercial Economics	1	-	-	-			1	-
Development Economics	4	5	1	1			5	6
Development Economics and Public Finance	-	1	-	-			-	1
Economics	4	2	2	1			6	3
Economics of Education	-	-	1	-			1	-
Econometrics	2	-	-	-			2	-
Environmental & Resource Economics	1	1	1	-			2	1
Financial Economics	1	1	-	-			1	1
Health Economics	-	1	-	1			-	2
Growth Theory	-	-	1	-			1	-
Industrial Economics	-	1	-	-			-	1
International Economics and/or Finance	3	3	2	-			5	1
International Trade	-	1	1	-			1	1
International Trade Law					1	-	1	-
Labor Economics	-	1	-	-			-	1
Macroeconomics	-	3	-	-			-	3
Macroeconomic Policy Analysis and Development	1	-	-	-			1	-

<sup>74</sup> Data available at <http://www.nathaninc.com/mesp/profiles.htm> and in Nathan Associates, Inc. SEGA/MESP Quarterly Reports (see [www.dec.org](http://www.dec.org)).

Mineral Economics	1	-	-	-			1	-
Monetary Economics	1	-	-	-			-	-
Public Finance	3	1	-	-			3	1
Public Sector Economics	1	-	-	-			1	-
Regional Economics	-	-	1	-			1	-
Unknown	2	3	-	-			2	3
<b>Totals</b>	29	22	12	3	1	0	43 (61%)	28 (39%)

### Sex-disaggregated Data on MESP2 scholars, 2002 and 2003, by degree level and subspecialty

Type of Degree Economics Subspecialty	M.A. or M.Sc.		Total
	M	F	
			M
Education	-	3	3
Health	4	1	5
Labor	1	1	2
Resource	4	3	7
Trade	21	11	32
<b>Totals</b>	30 (61%)	19 (39%)	49

### SO9: A Sweet Success?

In 1997, twelve women joined up to form a corporation intended to generate income through a range of agricultural activities. By 2000, only four women remained in the group, and no productive activities had been successfully established. On a visit to an agricultural show, however, the women saw a demonstration on honeybee farming and decided to make that their focus. With support from the National Development Agency, solicited through an application see in the newspaper, and with assistance from a local farmer, they received a box of bees and set up business.

In the past, bee farming in South Africa was dominated by white men. The **Marwa Honey Queens** felt that they could fill a niche with their own honey production label since there is an import ban on honey both from overseas and from some other South African provinces. The group attended an international conference in Durban and was fortunate to be interviewed by a BBC news team. Their story was picked up by several other networks and brought a lot of publicity.

The path has not been an easy one, but the Marwa Honey Queens demonstrate the value of sheer persistence and creative thinking. The women had some professional experience in teaching, business, and law, but no experience in agricultural entrepreneurship. These four women have continued to seek to open new doors when others closed for them. Although starting out without land or infrastructure, over the past few years they have managed to obtain first, a small piece of

land from the local Department of Agriculture and then a larger plot of two hectares and some buildings of a former tobacco farm from the Royal Bafokeng Area local government in North West province. They have also convinced the local electrical utility to provide a loan for refurbishing the building into office space.

Today they have 500 hives, a truck, office equipment, and are in the process of establishing a web site. USAID support through the South African International Business Linkages Program (SAIBL) project has helped with technical advice and website design. The group is expecting to harvest sixteen tons of honey in December 2004 with which they will earn the funds to pay back some of the loan from the utility company.

The Victoria Mxenge Housing Savings Scheme, named after an anti-apartheid activist assassinated in 1985, is an activity of the South African Homeless Peoples Federation. Started in 1992, it has about 286 members, almost all of whom are women. The scheme helps residents in urban settlements to save their small contributions of sometimes only a few cents each week until they are able to finance the construction of their own home.

The first 3.5 hectare plot for the housing scheme itself was donated by the Catholic Church. It now includes 104 homes and a community center. Since then the group has managed to acquire another plot of 7.8 hectares which includes both farmland, a former farmhouse that is currently being used as a clinic, and a third plot of 8 more hectares of farmland. Plans for development of the second two plots include another 448 homes as well as construction of a primary school, a high school, and some farming activities.

In the early days of the project, the ANC was supportive but asked for a demonstration of commitment before it could provide funding. The group, through several donors and NGO groups, organized training for its members in construction skills, and build a model home in 1995. Using their own labor and simple materials, they constructed a 545 square meter house for 9,600 Rand (compared to quotations they received for between 24 and 36,000 Rand).

Patricia Matholengwe, the Scheme's Director, explained one of the gender issues surrounding the project. Initially, some men were unwilling to move into "houses built by women." Eventually, however, they did and also began to challenge the women, arguing that as heads of households, they owned the structures. The women, however, had been careful to put their own names on the applications as the "applicants" while listing their husbands as "spouses." While both had to sign the applications, the women, as the formal applicants, are the rightful owners of the home.

USAID provided a \$300,000 two-year grant to the Peoples Dialogue and Homeless People Federation for technical assistance to Victoria Mxenge. In 1998, USAID provided an additional \$3,500,000 in grants to South Africa's Ministry of housing and infrastructure development in

needy communities throughout the country. Thus far, the funds have helped support technical assistance and loan guarantees for the construction of 3,500 homes across the country.