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Enhancing Gender  
Integration in USAID's  
Technical Assistance  
and Management in  
South Africa

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A Women in Development Technical Assistance Project

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# Enhancing Gender Integration in USAID's Technical Assistance and Management in South Africa

by

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## PREFACE

The following report is the result of a collaborative effort between the WIDTECH project, funded by USAID's Office of Women in Development (G/WID), and USAID/South Africa. The WIDTECH team would like to acknowledge the critical roles played by many at the USAID mission in South Africa. First, the mission's Gender Team was the driving force in proposing a WIDTECH review and technical assistance. Particular thanks are due to John Wooten, Dawn Emling, Susan Fine, Nomea Masihleho, Terry Olifant, and Rovaro Bayard. The Gender Team's role was threefold: (1) it identified a need for such assistance, based in large part on awareness of the South Africans' interest in and commitment to improving women's participation in democratic, social, and economic processes, (2) it recognized an opportunity to engage G/WID resources to help strengthen gender integration in existing programs and to inform USAID Strategic Objective (SO) teams, and (3) it facilitated and shepherded the efforts of the WIDTECH team, both during in-country visits and follow-up. We commend the Gender Team for the time and energy that its members devoted to this effort.

Second, while the Gender Team facilitated the initial contacts with the WIDTECH project and hosted the WIDTECH team, it was the SO teams who were the team's partners. They were proud of the ways in which their programs have been targeting women, and were open to the WIDTECH specialists' suggestions as to how they might engage women more effectively in the design and implementation of their programs, as well as how to encourage men to participate in areas traditionally outside their realm. The SO teams were also eager to understand ways in which gender roles and power relations might impede full democratic participation and weaken economic prospects for individuals and the country as a whole.

Third, WIDTECH would like to express its appreciation to the Mission Director, Aaron Williams, and the Deputy Director, Henry Reynolds. Two important forces have fueled gender integration in U.S. technical assistance in South Africa: USAID/Washington's Gender Action Plan and South African society's commitment to gender integration. In the daily reality of their jobs, USAID mission staff must take account of time constraints, resources, and procedures in setting priorities. Absent the political will and encouragement of the mission directors, good intentions regarding gender integration in USAID programs and activities may come to naught. The WIDTECH team therefore thanks Messrs. Williams and Reynolds not only for their hospitality during our in-country work, but also for communicating their commitment to gender issues to USAID staff and partners in South Africa.

In addition, the WIDTECH team would like to express special thanks to the local experts who worked with us. We extend our thanks to Cindy Futhane, Ferial Haffajee, Tshitshi Mbatha, Yoon Park, Sury Pillay, and Joyce Siwani.

Finally, the team members were struck by the deep commitment to gender equality exhibited throughout South Africa. Free at last from the shackles of apartheid, South Africans now face some immense challenges. The more obvious legacies relate to resources: housing, education, health care, and economic opportunity. In focusing on ways to remedy these deficiencies, the South African government and people have made an extraordinary commitment to the process of social transformation. Beyond its focus on race and class, that transformation aims to redress gender

inequality — both as a matter of justice and as a means of enlisting broad-based participation in the effort to achieve sustainable political, social, and economic progress

Any foreign assistance that is demand driven must respect and respond to the South African commitment to gender equality — a commitment expressed in the South African Constitution, in the policies of the African National Congress (ANC), through the Office for the Status of Women in the Vice President's office and the Commission on Gender Equality, and by a plethora of women's groups and initiatives. It is a rare opportunity for foreign donors and friends to embark on such a course in collaboration with the women and men of South Africa

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## LIST OF ACRONYMS

ABEL	Advanced Basic Education and Literacy
ABET	Adult Basic Education and Training
AIPA	African Institute for Policy Analysis
ANC	African National Congress
BEES	Black Entrepreneurship and Enterprise Support Facility
BLUE	Business Linkages for Under-utilized Enterprises
BNC	Binational Commission
BROAD	Business Representation, Organization, and Development
BUILD	Business Integration, Leadership and Development
CALS	Center for Applied Legal Studies
CCMA	Commission for Conciliation, Mediation and Arbitration
CBO	Community-Based Organization
CEDAW	Convention on Elimination of All Forms of Discrimination Against Women
CGE	Commission on Gender Equality
CREA	Creative Associates (USAID partner organization)
CSLS	Centre for Socio-Legal Studies (in Durban)
CSO	Civil Society Organization
CSP	USAID's Country Strategic Plan
CUSSP	Community and Urban Services Support Program
DAI	Development Alternatives, Inc (prime contractor for WIDTECH)
D&G	Democracy and Governance
DOE	South African Department of Education (ministry)
DoH	South African Department of Housing (ministry)
DOH	South African Department of Health (ministry)
EASY	Equity Access Systems
ECD	Early Childhood Development
EQUITY	USAID's Equitable Integrated Primary Health Services Program
FAWE	Federation for African Women Educationalists
FET	Further Education and Training
GAF	Get Ahead Foundation
GETT	Gender Equity Task Team
GMTA	Grants Management and Technical Assistance
G/WID	USAID's Office of Women in Development
HDI	Historically Disadvantaged Institution
HDP	Historically Disadvantaged Population
HDU	Historically Disadvantaged University
HPF	Homeless People's Federation
HSRC	Human Science Research Council
HUIS	South Africa's Department of Housing Database
ICRW	International Center for Research on Women (primary subcontractor for WIDTECH)
IDASA	Institute for Democracy in South Africa
IEC	Independent Election Commission

IFP	Inkatha Freedom Party
IMPD	Institute for Multi-Party Democracy
IMSSA	Independent Mediation Services of South Africa
IRI	International Republican Institute (USAID partner organization)
JCPES	Joint Center for Political and Economic Studies (USAID partner organization)
KIDACO	KwaZulu Natal Interdepartmental AIDS Committee
KZN	South African province of KwaZulu Natal
MACRO	USAID contractor for Monitoring and Evaluation Systems in South Africa
MEP	Micro-Enterprise Support Project
MESP	Mandela Economic Scholars Program
NACOSA	National AIDS Coordinating Committee of South Africa
NAPWA	National Association of People Living with AIDS
NCFE	National Committee on Further Education
NDI	National Democratic Institute (USAID partner organization)
NGO	Nongovernmental Organization
NIEP	National Institute for Economic Policy
NIPILAR	National Institute for Public Interest Law and Research
NLC	National Literacy Cooperation
NHFC	National Housing Finance Corporation
OSW	Office for the Status of Women
PACT	USAID partner organization
PCM	Prevention Case Management
PEI	President's Education Initiative
PHC	Primary Health Care
PHP	People's Housing Process
PPDO	Program and Project Development Office
PWA	Persons Living with AIDS
R4	Results Reporting and Resources Request (USAID)
RDP	South Africa's Reconstruction and Development Programme
RFA and RFP	Request for Application and Request for Proposal (USAID)
RSA	Republic of South Africa
SABER	South Africa Basic Education Reconstruction Project
SACC	South African Council of Churches
SADC	Southern African Development Community
SALGA	South African Local Government Association
SANGOCO	South African NGO Coalition
SEF	Small Enterprise Foundation
SAIRR	South Africa Institute for Race Relations
SO	Strategic Objective
SOW	Scope of Work
SRC	Student Representative Council
STD	Socially Transmitted Disease
SUDS	Shelter and Urban Development Support Strategy (USAID)
TELP	Tertiary Education Linkages Project (USAID)
USAID	United States Agency for International Development
USAID/SA	USAID in South Africa

USSALEP	United States-South African Leadership Exchange Program
UWC	University of the Western Cape
VITA	Volunteers in Technical Assistance Program
WEU	Women's Empowerment Unit
WIDSR	Women in Development Services Project of G/WID
WIDTECH	Women in Development Technical Assistance Project of G/WID
WILDD	Women's Institute for Leadership Development and Democracy
WIP	Women's Investment Portfolio
WLD International	Women, Law and Development International (subcontractor for WIDTECH)
WLSSA	Wildlife Society of South Africa
WNC	Women's National Coalition
WorldWID Fellow	Fellows Program of G/WID

## EXECUTIVE SUMMARY

### BACKGROUND

South African society — as represented by its legal framework, its government policies, its political parties, and its NGOs — is firmly committed to diversity and gender equality. Evidence of this can be found in the South African Constitution, which established a Commission on Gender Equality (CGE) to monitor gender issues and integration. The government has also established an Office for the Status of Women (OSW) in the Vice President's office, which is tasked with establishing gender-integrating mechanisms in all government departments and offices.

In the nongovernmental arena, a national women's convention in February 1994 adopted a Women's Charter for Effective Equality. And the ANC, in its *1994 Strategy and Tactics*, noted that its strategic objective is "the transformation of [the] country into a united, non-racial, nonsexist and prosperous society."<sup>1</sup> In his December 1997 address to the ANC, President Nelson Mandela said, "It has been a fundamental feature of our policy for many years that [South Africa] could not be a genuine democracy unless the complete emancipation of women was an inherent part of any process of democratization."

In this context — and insofar as U.S. assistance aims to be demand driven and USAID's Strategic Objective (SO) teams in South Africa are increasingly guided by the government ministries that are their bilateral partners — gender is becoming a fundamental factor in identifying, designing, and implementing U.S. technical assistance in South Africa. USAID's staff must take account of such factors as the Ministry of Justice's June 1997 "Gender Policy Considerations," the commitment of the Minister of Housing and her deputies to gender equality, and the recommendations of the Gender Equity Task Team report commissioned by the Department of Education.

Recognizing this, the Gender Team of the USAID mission in South Africa approached USAID's Women in Development Office (G/WID) in mid-1997 to ask for technical assistance from WIDTECH. The Mission's Gender Team had two goals: (1) to educate and build capacity among the SO teams so they would understand how to improve their projects by integrating gender, and (2) to formulate a gender strategy that would inform the mission's Country Strategic Plan to address the needs of women in South Africa. In addition, the mission's SO teams sought to help identify, for the R4 review process, those ways in which the Mission's work was already benefiting women.

### THE WIDTECH TEAM'S SOW AND METHODOLOGY

The WIDTECH team's SOW had five parts:

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<sup>1</sup> See "The Need for a Gendered Perspective from the ANC and its Cadres," by Samora Machel, at <http://www.anc.org.za/ancdocs/discussion/gender.html>

- (1) To review the work of the SO teams and make specific, practical recommendations within the teams' "manageable interests" to improve results by integrating gender considerations,
- (2) To work with the SO teams so that they would have a better understanding of the reasons for the recommendations and would be able to identify and address gender concerns themselves,
- (3) To identify gender initiatives and potential partners in South Africa who might be resources for the Mission's SO teams,
- (4) To recommend a gender management strategy for the Mission internally (chapter VII) as means of ensuring the implementation of the SO recommendations, and
- (5) To develop a draft Gender Strategy to complement the Mission's Country Strategic Plan<sup>2</sup>

Given the multiple objectives and breadth of the Mission's program, WIDTECH started by sending a team to help identify the needs and set a scope of work for the sector specialists. Then in two phases, in December 1997 and January/February 1997, WIDTECH provided experts to cover the areas of democracy and governance, higher education, primary, adult basic, and further education, HIV/AIDS, economic growth and private sector development, and housing and urban services. The WIDTECH team engaged six local consultants who supported and enhanced the process with expertise in D&G, education, housing, and women's initiatives against violence.<sup>3</sup> In addition, the project included an expert from G/WID's WIDSR project, who collaborated with the WIDTECH sector specialists and the Mission to develop a recommended gender management strategy to support ongoing attention to gender issues in the Mission's work and who was tasked with developing a draft Gender Strategy.

While there were personal and sectoral variations in approach, each expert's methodology included seven steps:

- Meeting with the relevant SO team to understand its strategic objective, existing projects, and intermediate results,
- Reviewing background documentation,
- Identifying and meeting with the SO team's key bilateral partners, NGOs, and other partner institutions,
- Meeting with selected South African individuals, NGOs, or organizations whose needs or work related to the SO,

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<sup>2</sup> The Gender Strategy is not included in this volume, but will be submitted separately to the Mission.

<sup>3</sup> The local experts who worked with WIDTECH — Cindy Futhane, Ferial Haffajee, Tshitshu Mbatha, Yoon Park, Sury Pillay, and Joyce Siwami — offered both their professional expertise and their critical perspective on South African culture, politics, and gender issues.

- Drafting a preliminary assessment and recommendations as a basis for discussion with the SO team,
- Engaging in an open discussion with the SO team to elaborate or clarify points of interest, and making recommendations relevant to the team's work, and
- Integrating comments and SO team commitments into a final report

In addition, the WIDTECH team met with representatives of the Commission on Gender Equality and the Office for the Status of Women, and it facilitated a meeting with other donors who are interested in gender issues in South Africa, including the Ford Foundation, the C S Mott Foundation, and Interfund

### CROSS-CUTTING RECOMMENDATIONS

The WIDTECH team's review resulted in a number of observations and recommendations that cut across sectors because they relate more to process than to particular areas of assistance. One fundamental theme was the notion that integrating gender into technical assistance is critical to ensure effectiveness, to promote gender equity and to improve SO team results

A widespread issue is that of "women's participation." On the positive side, the WIDTECH team found that each of the Mission's SO teams have already paid some attention to women's participation. For example, there is concern about whether women are participating in training workshops and study tours, and some USAID partners report this on their Attachment 8s. Similarly, the SO teams responsible for education, healthcare, private sector finance and housing frequently focus on women as beneficiaries of their technical assistance

Yet the WIDTECH team found that there are two ways in which women's participation could be improved. First, while women may attend USAID-funded training and workshops, and women are often the beneficiaries of assistance, there was a general concern that technical assistance and capacity building tend to focus on elite or urban women

This observation is useful beyond gender equity issues, because it illustrates a common benefit of gender analysis in many countries — that if one looks at whether women are represented and finds that they are not, one frequently discovers mechanisms that are excluding other demographic groups as well. This concern about broadening the basis of women's participation in development programs is also consistent with President Mandela's comments in December 1997 about the importance of a "people-driven process of change" that involves community-based organizations, grassroots political formations, and the "rural masses"

Thus the WIDTECH staff and consultants have sought to identify unintended barriers to participation and to recommend ways to extend the boundaries of U S assistance. The following WIDTECH reports on democracy and governance, housing issues, preventing and mitigating HIV/AIDS, private sector development, and education, all suggest that USAID should take steps to extend its resources beyond the major metropolitan areas to women in rural areas

The second basic concern among the WIDTECH specialists is that simple participation is often not *quality participation*. South Africans frequently reported to members of the WIDTECH team that men tend to be more aggressive and vocal, and that therefore simply putting African women in a room — be it a schoolroom, conference room, or government chambers — does not ensure that their voices will be heard. The South African women themselves refer to their “culture of silence”<sup>4</sup>. This disparity of participation is problematic not only because it undermines women’s experiences, but also because it deprives their peers and decision-makers of their perspectives. This concern underlies the recommendations in Chapter 1 (on democracy and governance) that USAID should pay attention to the quality of women’s participation in training and in government. Likewise, Chapter 2 (higher education) and Chapter 5 (private sector development) both point out that talent is sacrificed when women are kept out of math, science, or business. Chapter 6 (the housing assessment) expresses the author’s concern about whether women are actively participating in decisions regarding the size and placement and materials of their homes.

The third cross-cutting recommendation relates to USAID’s processes for designing and implementing technical assistance. Regardless of the sector, USAID typically solicits proposals by means of Requests for Proposals or Requests for Applications, outlines project expectations by means of scopes of work, contracts, or cooperative agreements (such as Grants Management and Technical Assistance), and monitors project implementation by means of ‘Attachment 8s’. All of these are easy, cost-free mechanisms to raise gender awareness, encourage consideration of gender factors, design projects with diverse and effective participation, and assess impacts on women. The WIDTECH team urged each SO team to solicit ideas about gender needs and impediments in their Requests for Proposals, to use scopes of work and Grants Management and Technical Assistance contracts to build gender equality into the work of partner organizations, and to encourage gender reporting on Attachment 8s.

## SECTOR-SPECIFIC OBSERVATIONS AND RECOMMENDATIONS

### Democracy and Governance

The strengthening of democracy in South Africa involves two interrelated processes. First, South Africans are committed to broadening and diversifying participation in the democratic processes and institutions of government and civil society. While the primary emphasis is on African South Africans, there is also a national commitment to fuller participation by women. In addition, in his December 1997 speech to the ANC, President Mandela expressed concern for extending rights and participation to more people at the grassroots level, and for ensuring broad-based, open debate regarding the allocation of resources. Second, training and capacity building are critical because new people are taking positions of leadership, stewardship, analysis, and decision-making — in both political and administrative structures. In early 1998, the South African government was expressing concern about capacity building for local government and for gender ‘desks’ in government offices.

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<sup>4</sup> While this problem may be one that South African women experience and regret, it is not just a South African problem. In fact, women all over the world note that they tend to be less vocal than men in mixed meetings.

Women's participation and gender issues figure directly in these activities. Rural women are among those who are not receiving information, training, or encouragement to express their needs. While getting women involved at the local level is essential for expanding citizen participation and enriching local leadership, women at the local level are often not involved in formal leadership and decision-making. And in national government, some women are new to their positions and are asking for additional skills to increase their success as bargainers and coalition builders. Throughout South African society, women are working to overcome their self-described culture of silence and to have an impact in policy debates.

The WIDTECH D&G team has suggested some relatively simple ways to strengthen USAID's D&G projects by paying attention to gender issues. First, while many USAID partners already pay attention to whether women participate in workshops and technical assistance, they need to broaden and deepen that participation. To expand participation, it is necessary to make conscious efforts to reach rural women and others who are not now participating. To ensure meaningful participation, it is essential that organizers and facilitators encourage women to share their experience, express their opinions, and state their priorities. It is also imperative that training for rural South Africans be designed for their needs and circumstances by people who are familiar with them.

Second, local government is where citizens and constituencies really have input into government, and where women are a critical resource. People typically begin developing their leadership skills at the local level — both in civil society organizations and in local government. Ensuring women's involvement in training and decision-making at the local level is therefore important for the democratization process.

Third, while South Africa is committed to integrating gender equality into government policy and personnel, the effort lacks sufficient resources. It is likely that many people staffing gender units will be without the training and skills that they need to do their jobs effectively. The members of WIDTECH's D&G team in South Africa expressed their concern that if South Africa's gender integration initiative founders, people may attribute the difficulties to the concept rather than to insufficient resources for implementation. If people were to draw such erroneous conclusions, South Africa would miss an extraordinary opportunity for equity and for truly effective and participatory democracy. To address this problem, the team has encouraged USAID to offer general training in skills such as administration, conflict resolution, advocacy, and policy analysis to the provincial branches of the Office for the Status of Women and to their partners.

### **Higher Education**

USAID's higher education program is grounded in its Tertiary Education Linkages Project (TELP), which focuses on policy analysis and planning, institutional capacity building, and university-technikon linkages for fifteen historically disadvantaged institutions (HDIs).<sup>5</sup> Since the HDI vice chancellors identified five focus areas — staff development, curriculum and program development, student development, management and administrative development, and research —

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<sup>5</sup> A technikon is a center for Higher Education in the "Technical Training Fields." Typically these institutions grant diplomas but not degrees. An HDI is a "historically disadvantaged institution" and can be either a university or a technikon.

the WIDTECH team's review sought ways to strengthen those areas by paying attention to gender issues

The education specialist identified four gender issues that, if addressed, would greatly enhance the impact of changes in these areas. First, there are barriers to entry. While women are enrolled in the HDIs, they tend to concentrate in fields that are traditionally open to women, and are not sufficiently represented in the sciences and math. Second, there seem to be multiple barriers to advancement – both in academic disciplines and in administration. These include such issues as lack of mentoring and the burdens of family life. Third, unless information systems capture data about women's representation and roles in higher education, it will be difficult to formulate new policies, target problem areas, and allocate resources effectively. Finally, there are a number of gender-focused actions that would be useful on campuses, but for which the HDIs need some technical assistance. These include developing affirmative action plans, starting or strengthening gender committees on campuses, establishing gender studies programs, integrating gender issues into curricula, and setting up mechanisms to combat sexual harassment and violence against women.

In USAID's role and resources, four key steps are recommended for USAID and its partners in higher education:

- Support improved educational data collection to ensure that disaggregated data are collected and analyzed (including training of administrators to collect and assess data),
- Work with HDIs to develop affirmative action plans for nontraditional or under-represented fields of study (including capacity building workshops for female academic staff, support for advanced study and promotions for women, and career and academic counseling for female students),
- Improve the research environment, especially for women, through training of research specialists, and workshops on such subjects as research design, proposal writing, and qualitative and quantitative research methods. (This could be used in advanced education course or for research agendas. Proposal writing could help bring in secondary funds for technology.)
- Engage in capacity building to enable HDIs to develop *and enforce* their sexual harassment policies (through either psychological counseling units for students and/or gender desks or administration review panels), and

### **Basic Primary Education, Adult Basic Education and Training, and Further Education and Training**

The Basic Education team reviewed the areas covered by USAID's basic education support program. They analyzed the situation of girls and women in education relative to three groups: students, teachers, and administrators. They pointed out that South African girls do not have a problem with access to education, relative to boys. In fact, girls and women are equally represented (49 to 51 percent) in education at all levels. The team indicated that USAID has been quite cognizant of a generally favorable situation regarding girls' access to education. However, it is important to

look beyond the numbers to address quality issues relating to curriculum content, classroom environment, and general safety issues. They also stressed the critical need to protect girls and women from both sexual harassment and violence in educational settings.

### **Basic Primary Education**

First, key student-related gender issues were selected for analysis. They are (1) gender bias in the curriculum including gender role stereotypes in textbooks and supplementary reading material, (2) gender-based differentiation in school subject selection especially with regard to girls' access to math, science and technology, (3) the quality of classroom environment and safety issues, including sexual harassment and abuse of girls, and (4) teenage pregnancy.

Second, women teachers, who are the majority of all teachers in South Africa, are affected by gender bias in three ways: (1) low qualification levels, (2) wage differentials, and (3) limited opportunities for career advancement.

Third, in school administration and management, there are two gender issues that need special attention. Under-representation is the first issue discussed. While women comprise 68 percent of school teachers, they comprise only 31 percent of the vice principals and 42 percent of the principals. The second issue is that women principals are often disempowered and lack support systems and resources to help them manage their schools effectively. Women's low participation in school governing boards is an issue that is also mentioned in Chapter 1, and may be addressed in collaboration with the democracy and governance team.

The education report points out that USAID is already providing extensive support for primary education, including in-service training of teachers and principals, curriculum development, materials and technology, and management and information systems. For instance, in its support for the implementation of the new Curriculum 2005, the SO 2 team concerned with primary education has shown an awareness of gender issues in education and has made an effort to ensure that all curriculum materials developed with USAID support are race and gender sensitive. The following four recommendations are made to enhance the Missions' effectiveness in supporting South Africa's educational reform efforts:

- (1) Include gender-awareness in all training activities for teachers, principals, and managers in the national and provincial departments of education, as well as for curriculum developers and members of school governing boards,
- (2) Support leadership training for women principals to build their capacity to manage their schools effectively,
- (3) Support the development of supplementary teaching materials addressing gender issues in education, this may include articles on gender in the educational newspaper supplement issued by the South African Department of Education with USAID support, or by devoting a special issue to gender-focused articles
- (4) Disaggregate by gender *all* people-level indicators for the Intermediate Results in the Strategic Framework to facilitate the monitoring of gender-specific impacts of USAID support

## **Adult Basic Education and Training (ABET)**

There are approximately nine million South Africans who are illiterate, and most of these are women living in rural areas. With USAID support, the National Ministry of Education has developed a comprehensive National Policy on Adult Basic Education and Training (ABET) and an accompanying Multi-Year Implementation Plan to prepare the illiterate population for productive living. But while the two documents promote non-racist and nonsexist education, they do not explicitly mention gender.

At the time of the WIDTECH gender review, USAID's education team was designing the next phase of its support for ABET. Since women are a majority of level 1 ABET learners in rural areas, both the mission and the Department of Education have made a commitment to addressing women's needs by developing curricula on agriculture, agribusiness, and small, micro, and medium enterprises. To ensure relevance, the curricula will differentiate between the needs of rural and urban learners. ABET will also promote the recognition of prior knowledge, or nonformal learning skills, especially among women.

WIDTECH recommended that the SO 2 team support activities that include (1) gender awareness training for ABET facilitators, and (2) pilot research activities that address two gender issues: (a) the differential impact of ABET on women and men, and (b) the potential impact of new certification requirements on women learners.

## **Further Education and Training**

Further Education and Training (FET) for out-of-school youth is a priority for the South African government and for USAID support. It is an important component of the bilateral U.S./South Africa Partnership for Economic Growth because education is fundamental to social and economic development and for national survival in the global economy of the 21st century. FET is helping the country overcome a serious shortage of skilled workers — professionals, trade workers, and craftsmen — and to reduce unemployment, estimated at four million youth.

The National Committee Report on Further Education has suggested that there are serious gender issues that ought to be addressed through FET and labor market strategies, including

- Fewer women than men receive FET (130,000 women as compared to 500,000 men, according to a 1995 household survey),
- Women lack the necessary preparation for work and further learning to be employable in areas of high demand in the economy,
- FET participation patterns reflect gender role divisions: men constitute 60 percent of enrollment in traditional male fields such as engineering, while women tend to enroll in traditional female fields such as business and secretarial programs. Women have inadequate access to training, vocational counseling, employer-provided further education and training, and apprenticeship programs.

The team's primary recommendation is to include a gender specialist in the design of FET projects. Special efforts should be made to ensure that women have access to nontraditional fields of training to increase their economic opportunities.

### Preventing and Mitigating HIV/AIDS

South Africa has one of the fastest growing HIV/AIDS epidemics in the world. An estimated 2.4 million people were infected by the end of 1996, and it is expected that nearly 25 percent of the general population will be HIV-infected by the year 2010. Among women, the situation is increasingly grave. Testing in antenatal clinics has established that from 1990 to 1996 there was a 14-fold increase in HIV prevalence among women ages 20 to 24 – from 0.76% to 14.17%. Beyond the obvious health care ramifications, this involves economic policy issues as well. AIDS will require fiscal outlays for family care, health care, and housing (e.g. for orphans). It will also impede economic development as South Africa loses human resources, including experts and trained workers.

Until recently, South Africans were not prepared to take the strong actions needed to address this epidemic. In 1995, the South African Department of Health (DOH) established the National Directorate for HIV/AIDS and STDs. In an effort to define its agenda and act more decisively, the DOH launched a national review of the HIV/AIDS program in July 1997. To support the Directorate's new program, USAID began collaborating with it in 1997.<sup>6</sup> In January 1998 USAID and the Directorate met to identify priority needs and establish a workplan. Since the Directorate has committed itself to mainstreaming gender into all program activities, the USAID mission asked that the WIDTECH specialist participate in that process.

The gender issues in the context of preventing, treating, and caring for the people with HIV/AIDS painfully illustrate how failure to take gender into account can impede the development and implementation of policies and services. AIDS education must reach men and women alike — but do men and women get their information in the same ways and give credence to messages from the same sources? AIDS prevention requires that people understand the disease — but do women feel comfortable discussing it with male healthcare specialists? Will men speak frankly with women counselors? Condoms are a key to prevention, but will men in South Africa use them? Women get the message from clinics about the need to use condoms, but do not often pass the message to their partners or enforce the practice for obvious reasons. Given the way that prevention programs have tended to target mainly women, these factors of communications and gender roles are critical.

Furthermore, people infected with AIDS need intensive care. Who is providing this? Do the women of South Africa have the time, resources, ability to care for members of their families, and perhaps of their husbands' families? Paying attention to gender in the area of HIV/AIDS is not just a matter of equity — it is a matter of formulating effective policies, a matter of success or failure.

Under these circumstances, the WIDTECH specialist's recommendations for USAID are to

- Work with the Directorate and the Department of Health to identify gender priorities, place a gender specialist in the Directorate and develop institutional capacity and work plans to address gender issues at the national and provincial levels.

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<sup>6</sup> It should be noted that USAID's initial support for HIV/AIDS was in 1991, but as grants to NGOs.

- Identify partner organizations with experience with HIV/AIDS and local health care delivery to determine gender needs, document gender-focused activities of NGOs and communities, and share best practices (among themselves, with government officials, and within the Southern Africa region)
- Identify gender-related HIV/AIDS issues that require more research

### **Improving the Capacity to Formulate, Implement, and Evaluate Economic Policy**

South Africans face major opportunities and challenges in an economy undergoing massive transition. After years of Apartheid, the government is committed to investing resources in a number of sectors, including education, housing, and urban services. There are also severe problems of unemployment. Policymakers are constantly faced with decisions about how to allocate scarce resources, what tradeoffs to make between immediate needs and long-term goals, and how to provide benefits to some groups without demanding sacrifices from others.

At the same time, the South African government is concerned about integrating gender into its economic policymaking. To that end, the Office for the Status of Women is tasked with ensuring that gender is integrated into all ministries, departments, and economic decision-making at all levels of government. While there is only modest progress at this early stage, a key contribution is the "Women's Budget," edited by Debbie Budlender at the University of Natal, which provides a gender perspective and is contributing to public debate about fiscal policies. But to widen research, analysis, and debate, staff and analysts in economic departments, agencies and think-tanks need to develop the capacity to identify, analyze and advise on the gender impacts and implications of proposed policies.

To support South African efforts to build economic policymaking capacity, USAID established the Mandela Economic Scholars Program (MESP). Its primary focus is to identify talented young economists and offer them degree programs and short-term professional development. The WIDTECH team recommends that MESP achieve a target of 40 percent women in the program, select equal numbers of women and men for study tours and short-term programs, and offer participants gender analysis training. In addition, the WIDTECH team recommends that USAID providers share best practice gender approaches among themselves, and that USAID offer support for think tanks that want to pay more attention to gender issues in their analyses. Finally, USAID could collaborate with the Commission on Gender Equality on the economic issues the CGE is addressing, such as farm workers and self-employed workers.

### **Private Sector Development**

Private sector development is a key concern for generating jobs and economic opportunities for the African people of South Africa. According to a 1994 household survey, 74 percent of economically active men were employed, compared with 60 percent of women, and 50 percent of African women were unemployed compared with 9 percent of white women. Today job creation tops the government's priorities.

USAID's country strategic plan identifies access to financial markets as the chief constraint to economic participation by the historically disadvantaged population, including women. To increase access to financial markets, USAID works with NGOs, the informal lending sector, commercial entities, and venture and equity investment firms.

Women have the interest and capacity to start businesses. As they do so, they generate income for themselves, provide for their families, and sometimes create jobs for others. USAID particularly targets women who dominate the survivalist sector — the 60 percent of microentrepreneurs who barely scrape up a living. The WIDTECH specialist found that USAID has played a critical role in promoting women microentrepreneurs by funding and nurturing the best microenterprise financial institutions in the country, including the Get Ahead Foundation and the Small Enterprise Foundation. USAID also supports small and medium enterprises with several programs in which there has been substantial women's participation: Business Linkages for Underutilized Enterprises, Equity Access Systems, and the U.S.-South Africa Leadership Exchange Program.

The WIDTECH specialist has suggested several ways to strengthen women's capacity in the private sector:

- Disseminate best practices from the Get Ahead Foundation and the Small Enterprise Foundation throughout South Africa and the region
- Facilitate mentoring by women returning from the U.S.-South Africa Leadership Exchange Program
- Use USAID partnerships to strengthen women-managed companies' capacity to bid in privatizations and on municipal service contracts

### **Housing and Urban Services**

One of the severest legacies of Apartheid has been the lack of basic housing and urban services for South Africa's African population. As a consequence, the new government of South Africa has committed itself to addressing the problem with great vigor and determination — with a promise to provide one million housing opportunities by the year 2000.

Housing affects individuals and families, women as well as men, and many children. For themselves and for their families, women seek basic shelter, a proper environment in which to raise their children, a safe neighborhood, and a reasonably comfortable base from which to participate in society. The Minister of Housing and her deputies are committed to addressing gender issues and serving the needs of South Africa's African women in housing.

Yet even when they benefit from programs, women are rarely active partners or decision-makers. There is limited involvement by women in the building industry, in making decisions about housing materials and design, and in providing urban services.

USAID has been actively involved in supporting South Africa's efforts to build new housing. The WIDTECH team applauds the determination with which this has been undertaken, and

acknowledges that much of the housing has reached South African women. The WIDTECH specialist's recommendations fall into two areas. First, with regard to the USAID bilateral agreement with the Department of Housing, it is recommended that USAID provide support for staff to incorporate gender issues in analysis and decision-making, help ensure that the new database captures gender-related information, and help establish a gender desk. With regard to USAID's projects with NGOs, the WIDTECH specialist has suggested that USAID ensure that programs such as the People's Housing Process integrate gender into project design and implementation. There are also some important opportunities to collaborate with other USAID teams — particularly with the D&G team to help women act as housing advocates and vocal constituencies, and with the private sector development team to strengthen women's opportunities in the housing industry.

## **THE GENDER MANAGEMENT REPORT**

As part of the technical assistance provided through WIDTECH, USAID/South Africa requested a Management Report to facilitate the implementation of gender integration proposals. It was anticipated that this report would also provide the basis for generating a revised Mission Order on gender policy.

The Management Report recognizes USAID/South Africa's already substantial accomplishments in gender integration. In particular, the Mission has already

- Issued a Mission Order on gender policy (in 1995),
- Established a Gender Working Group,
- Committed itself to preparing a Gender Strategy as an annex to its Country Strategic Plan,
- Incorporated some gender-disaggregated reporting into its latest R4 submission, and
- Entered into a dialogue with partners on developing an activity to support empowerment of women.

While these are major steps, the Gender Management Report suggests ways to ensure that gender concerns are adequately addressed in all activities and processes. The recommendations begin by suggesting that the mission develop its own "gendered goal or vision statements," which should reflect an understanding of how gender integration strengthens development assistance. In terms of implementation, the mission is commended for utilizing a Gender Working Group rather than a single WID officer. This is a preferable approach because WID officers are often marginalized, with too much work for one individual, while a working group can focus on helping the Strategic Objective teams integrate gender into the mainstream programs. Yet the Gender Working Group would be more effective if women's participation in projects were integrated into individual work plans and were considered in staff performance evaluations. In addition, the Working Group would be strengthened if the mission developed incentives for participation and if

the Working Group developed a strategy and procedures to make women's participation more efficient and productive

Second, and of critical importance, is the suggestion that SO teams *must* be fully accountable for gender integration. Gender integration must begin at the beginning of program development — with Requests for Proposals, Requests for Applications, and scopes of work — and continue into monitoring and evaluation. This means that all indicator exercises, such as that recently conducted by MACRO International, must take gender into account. It also means that people must understand that gender integration is an important mechanism for strengthening programs. Those who are not taking gender into account ought to be prepared to explain why they have not tried an approach that is likely to improve their results. This report acknowledges that additional training may be needed for this. The mission is encouraged to utilize both local expertise in South Africa, and resources available from G/WID.

Third, a strategy for managing gender within USAID in South Africa must take account of the gender-focused environment in which it is working. There are many opportunities for USAID to collaborate with other donors that are working to understand gender and to support the South Africans' gender agenda. Responding to South African needs in this area means working with South African partners, such as the Commission on Gender Equality, the Office for the Status of Women, and the gender desks of many government ministries.

Finally, the report stresses the importance of commitment to gender integration on the part of mission management. USAID staff in South Africa are inordinately busy, often responding to the loudest and most recent demand. This means that they prioritize all the time, and put off that which will be monitored or appreciated less. Under these circumstances, it is important that the Mission's Management issue and publicly present a Revised Mission Order on gender policy as a visible sign of commitment and support, incorporate gender integration successes into employee performance reviews, and establish a system of credit, rewards, and/or incentives for gender accomplishments.

## MATRIX OF RECOMMENDATIONS FOR INTEGRATING GENDER ISSUES INTO USAID/S AFRICA'S STRATEGIC OBJECTIVES

### Cross Cutting Recommendations

WIDTECH Recommendation	SO Teams' Response(s)	Next Steps or Further Action
Explicitly ask in each RFP/RFA that proposals address ways to integrate gender & ensure women's participation	General acknowledgement that it would be reasonable	Institutionalize the process Have Gender team develop some "pattern language"
Ensure that all SOWs include gender expectations	Not too problematic, as long as people can understand how/where it might be relevant	Offer that member of Gender team would do a cursory review of a SOW to offer input, eventually all SO teams should be able to do it themselves
Ensure that all M&E addresses gender impacts and women's participation	Also should not be problematic	Engage G/WID assistance to get G/WID or WIDSR or WIDTECH input or collaboration

### Democracy & Governance Recommendations

WIDTECH Recommendation	SO Team's Response(s)	Next Steps or Further Action
Hold USAID partners' workshops in Johannesburg and Durban to share best practices relating to gender	Agreed CREA to run workshop, have broader focus (to get attendance) but have gender both as major separate topic and within others, suggest partners send one man and one woman	Someone designated to discuss with CREA, schedule meetings, and hire gender experts to facilitate discussions
Ask for gender considerations in all RFPs and SOWs	Agreed Peter Natiello to draft language, and whole team to review and comment	After R4, draft language, organize subcommittee to review <sup>1</sup>
Encourage reporting on gender accomplishments	Agreed Will encourage partners to report especially about rural women, and to use comments area on Attachment 8s and semi-annual reports	Tell CREA about it and have all project managers mention to partner contacts Perhaps draft a memo <sup>2</sup>
Bring in speakers to talk about gender initiatives and issues	Agreed	Begin by inviting Boogie Kutsuone from Gender Unit of CEDAW <sup>3</sup>
Encourage partners to do self-assessment of staff, boards, professional development for women Provide some financial assistance for continuing education and development	Can't require hiring practices But suggest featuring best practices in D&G newsletter USAID/CREA will inform partners that their budgets may include funding for staff development	Send notice to partners asking them to "toot their own horns" if they are focusing on this as an issue (e.g. IMSAA and IDASA) <sup>4</sup>

<sup>1</sup> All other SOs should do similarly

<sup>2</sup> Also ask partners to identify cases where D&G/gender issues may also impact on healthcare, HIV/AIDS, education, housing, etc

<sup>3</sup> Invite other SO teams to attend invite representatives of other bilateral, multilateral and private donors, look for speakers who address more than one sector See General Annex #2

<sup>4</sup> Share with other SOs

### Higher Education Recommendations

WIDTECH Recommendation	SO Team's Response(s)	Next Steps or Further Action
Work with Dept of Education to help it establish systems to gather and analyze gender-disaggregated data on student enrollment, academic staff and administrative positions	Will support improved data collection system that is broad-based (not just to improve gender statistics), but will explicitly include gender data in any TOR for work	Meet with Dept of Education to determine how USAID may support it on data and to discuss need for gender-related information
Hold Workshop to discuss needs for gender-disaggregated data at universities and means of collecting it		Identify HDIs to collaborate on a workshop re gender-based data
Offer HDIs assistance in developing affirmative action plans for nontraditional or under-represented fields of study <sup>5</sup>	Need to focus on affirmative action for Africans and for African women in South Africa	Organize workshop on developing AA Plans, sessions on staff recruitment and selection
Offer HDIs support to enhance capacity to select and train diverse curriculum writing teams	USAID can support capacity-building to develop timely and relevant new curricula, gender can be included	Ask for G/WID assistance to include gender materials in workshops/training on reviewing curricula
Help HDIs establish Gender Desks and enforce Sexual Harassment Policies	Acceptable provided it can be included in USAID capacity-building re future student/staff development	Identify those SA universities that have initiated S H policies, bring together to discuss successes and needs <sup>6</sup> Same re Gender Desks
Offer assistance to improve research environment, especially for women, through workshop on research design, proposal writing, qualitative and quantitative research methods		Identify existing plans re research skills, and recommend a focus on ensuring that women can/will participate fully Check HRSC plans for SA equivalent of National Science Foundation

<sup>5</sup> Affirmative action plans should include capacity-building workshops for women academic staff, support for advanced study/promotions, and career/academic counseling for students

<sup>6</sup> D&G re laws, public education, mechanisms for enforcement

### Basic Primary Education

<b>WIDTECH Recommendation</b>	<b>SO Team's Response(s)</b>	<b>Next Steps or Further Action</b>
Offer training re gender bias in curricula and classroom environment for teachers, administrators, and curriculum developers	Agree to include gender awareness training in teacher and basic ed training programs	Consult with Dept of Education re opportunities to train core group of trainers on gender issues
Strengthen skills of women teachers in math, science and technology, and keep gender-disaggregated data in these areas	Agree to include gender sensitivity in SOWS for grants and contracts, and to maximize number of women trainees in management training in all Mission supported programs, but especially in management training	Tell Dept of Education of USAID commitment to strengthening women in these fields and solicit information re needs
Integrate gender awareness training into Anti-Bias training		Contact those responsible for training and ask about components re gender bias
Support development of educational materials on sexual abuse of girls in schools, and strategies to combat the problem	Will include training about sexual harassment in actual teacher and basic education training programs	Identify groups addressing sexual abuse in schools, facilitate exchange of information and/or development of teaching materials
Ensure that curriculum for ABET addresses needs of women at various skill levels, and include gender awareness in skills training for ABET facilitators	Agree to ensure that materials developed with USAID funding are gender sensitive	
Engage gender and education specialist as part of FET project design team to ensure gender integration in all stages of project cycle		

**HIV/AIDS**

<b>WIDTECH Recommendation</b>	<b>SO Team's Response(s)</b>	<b>Next Steps or Further Action</b>
Identify gender priorities and develop work plans at national and provincial levels	Agreed	
Identify partner organizations with experience to determine gender capacity needs, document gender focus and activities of NGOs and communities and define strategies for effective intervention	Agreed	
Identify issues that require research, including an analysis of the local gender environment	Agreed	

**Economic Policy**

<b>WIDTECH Recommendation</b>	<b>SO Team's Response(s)</b>	<b>Next Steps or Further Action</b>
For Mandela Economic Scholars Program (MESP), achieve target of 40% women in program Also offer training in gender analysis, asking if applicants have a specific interest in gender analysis to ensure U S placements address interests whenever possible	There is an explicit 40% target for women participants Will work with implementing contractor to ensure that gender analysis is included in follow on training once participants complete formal training in the U S	Notify implementing contractor of USAID willingness to provide gender analysis in follow-on training Have contractor begin to identify programs in South Africa and U S that might be offered
Select equal number of women and men for study tours and short term programs	Will encourage SEGA/MESP contractor to identify qualified female candidates, and will encourage participation by women in short term training programs	Have contractor develop plan of how to improve notification process and broaden pool as means of ensuring that it reaches all qualified women candidates
Share best practices relating to gender approaches	Agree to ensure that US TA providers share "best practice" gender approaches "if so requested by S A Agencies requesting TA "	Send letter to SA Agencies telling them of USAID Gender Initiative, and offering focus if desired
Suggest that think tank studies identify and analyze gender impact of current & proposed economic policies Support designation of gender specialists analysts at think-tanks	Given demand-driven nature of this IR, SO4 cannot require specific gender-related studies But when negotiating with think-tanks will verify they have considered looking at gender issues associated with their proposed work	Send letter to think tanks to provide explicit notification of USAID interest in ensuring that gender issues are considered – and to inform that USAID will allow grant monies to be used for gender specialists
In selecting centers of economics training for USAID support, include selection criteria related to gender capacity or commitment to it	In assisting the economics program of the U of Western Cape, will examine mutually agreeable ways to enhance the gender analysis capabilities of program staff	Review selection criteria, and add gender capacity or commitment as an explicit factor
Collaborate with Commission on Gender Equality on gender economic issues		Meet with representative of CGE to exchange information on ways to support research and debate on gender & economics

### Private Sector Finance

<b>WIDTECH Recommendation</b>	<b>SO Team's Response(s)</b>	<b>Next Steps or Further Action</b>
Disseminate best GAF & SEF practices throughout country and Africa region	Agreed	
Specify need for disaggregated gender reporting in contracts with partner implementers	Agreed	
Facilitate mentoring by returned USSALEP women participants	Agreed Interested	
Assist women-managed companies to bid in privatizations via USAID partnerships like that with Deloitte & Touche, and to bid on municipal contracts	Agreed, but limited possibilities for qualified women-led companies right now	

### Housing and Urban Shelter

<b>WIDTECH Recommendation</b>	<b>SO Team's Response(s)</b>	<b>Next Steps or Further Action</b>
Help train DOH staff on incorporating gender issues	Agree, assuming DOH expresses interest	Engage WorldWID fellow to do needs assessment
Provide TA to ensure that gender is captured in new DOH database (HUIS)	Agree, if it is not already taking place	Hold meeting to discuss current plans regarding HUIS, and to identify fields or issues for which gender-disaggregated data would be helpful
Ensure that programs, such as People's Housing Process, integrates gender into project design and implementation	Agree	Meet with PHP representatives, introduce them to WorldWID fellow
Assist with establishing Gender Desk at DOH	Agree	Have World WID fellow help develop Terms of Reference, job description
Explore linkages between housing/shelter and advocacy/legal rights	Agree	Schedule meeting with several people from SO#1 team, arrange to meet with Boogie Khutsoane, director of Gender Unit for NIPILAR
Have WorldWID fellow look for synergies between women-owned businesses and building industry or municipal services	Agree	Schedule preliminary meeting with SO5 team
Be open to synergies between health (SO3) and housing	Agree, particularly in area of environmental management	Arrange meeting with Wildlife Society of South Africa

**CHAPTER I**

**STRATEGIC OBJECTIVE 1.  
IMPROVING RESULTS AND EQUITY IN  
DEMOCRACY AND GOVERNANCE**

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Women, Law and Development International

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## INTRODUCTION

This report is predicated on three assumptions

- That effective democracy and governance (D&G) is not possible without paying attention to gender and women's participation,<sup>1</sup>
- That South Africans themselves are already focusing on gender — and that therefore USAID cannot be demand driven and responsive to South African needs without taking gender into consideration, and
- That USAID grantees are in fact noting issues of women's participation and gender, grappling with them, and in some cases, addressing them. They are open and ready to be responsive to USAID direction and collaboration on this issue

### Distinguishing Gender Issues from Women's Participation

To begin, it is important to understand why we refer to "gender" rather than simply to "women." Gender is broader in two senses. First, it is not limited to women's participation in all cases, because there are some areas in which men's participation needs to be addressed as well. For example, effective prevention of HIV/AIDS requires that men be as informed and engaged as women. Similarly, family and community concerns should not be the domain of women, but should benefit from the commitment of men as well.

Second, gender gets beyond *who* is in the room or in a process to *how* people relate to one another. In governance and in decision-making (as well as in the more practical issues of training and workshops), the effectiveness of the process is affected by the ways in which people put themselves and their ideas forward, negotiate their positions, and work to achieve their common objectives. A major theme of this review is the *quality* rather than the *quantity* of participation. Whether women are in the legislature, in a local government meeting, in a boardroom, or in USAID-sponsored training, they must be active participants. Not only does this affect the women's experience, insofar as people get more out of a process by participating actively than by sitting there passively, but it is essential for the quality of the process. In some cases, women might be closer to an issue and have more first-hand experience. Women's perspectives are also needed because men need to know what women value and how they prioritize, and because different perspectives should be factored into decision-making.<sup>2</sup>

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<sup>1</sup> President Nelson Mandela said in December 1997 at the Fiftieth National Conference of the African National Congress: "It has been a fundamental feature of our policy for many years that ours could not be a genuine democracy unless the complete emancipation of women was an inherent part of any process of democratization."

<sup>2</sup> For an excellent description of three approaches to gender - gender blind, women specific, and a gendered perspective — see "A Need for a Gendered Perspective from the ANC and its Cadres," by Comrade Samora Machel at [www.anc.org.za/ancdocs/discussion/gender.html](http://www.anc.org.za/ancdocs/discussion/gender.html)

Therefore, references in this report to “integrating gender” do not mean only women’s participation, gender equality, or equity. Rather, the phrase means integrating an awareness of a variety of gender considerations into policy, planning, and implementation.

## **Why Gender Is Important for Democracy and Governance**

### **Strengthening Democracy Means Both Broadening and Deepening**

- Broadening means extending democratic process through diverse participation. Women represent at least 50 percent of the population, and should be fully and effectively included.
- Deepening means ensuring that citizens can participate in an *informed* way in both electoral processes and decision-making. As participants in a democracy, women must not only receive information, but have the means to assess it.<sup>3</sup>
- Strengthening democracy is about empowering people. But too often foreign assistance is provided to people simply as beneficiaries. There are many opportunities to empower women by building confidence and capacity. Moreover, engaging women as participants in planning and implementing development projects often results in more effective programs.

### **Good Governance Means Effective Governance**

- The more capable the people in government, the better for the system. South Africa is working to broaden participation in government while building the skills of people who are new to it. To ensure that South African society can enjoy the benefits of talented people, it must invest in contributions by capable women.
- One aspect of good governance is a government's relationship to its constituents. Since women are constituents, government leaders and bodies at all levels must listen to them, take their opinions and needs into account, and respond to them.
- Typically, civil society organizations and community-based organizations represent grassroots populations and particular interests. Government's capacity to respond to constituencies depends on how effectively citizens with common interests can present their concerns through representative groups. South Africa has a variety of non-

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<sup>3</sup> President Mandela addressed this issue in his December 1997 speech when he pointed out the media’s responsibility to inform the public, the importance of enabling the disadvantaged millions of South Africans “to know what is really happening in and to their country and their future,” and to “enable the masses to take informed decisions about what they have to do to influence the process of the reconstruction of their own country.”

governmental organizations, community-based organizations, networks, and associations through which women work together and connect with their governments

### **Leadership is Critical — in Both Government and Civil Society**

- While personal characteristics and commitment may be important factors for leadership, leaders often develop practical skills from structured training, and more importantly, from experience. There are many women in South Africa who hold great potential as leaders. Yet their impact will depend on their having opportunities to engage in activities that will strengthen their skills.
- Good leadership implies an awareness of the people whom a leader serves. It is essential, therefore, that leaders be cognizant of the diversity of their neighbors, constituents, and fellow citizens. But while democracy has everything to do with people and human behavior, the terminology of policy debates can lead to neutral, or in some way "sterile" discussions that often lose sight of objectives, beneficiaries, and resources. Focusing on gender is a technique for asking leaders to remember the key question: Are they taking into account the PEOPLE, the faces, the diversity of population — which includes the recognition of women — in their decision making?<sup>4</sup>

In conclusion, gender and democracy are interlinked, for reasons of both equity and effectiveness. These factors must be considered in planning to achieve USAID's Strategic Objective #1. If that objective is that the democratic institutions are to be strengthened through the participation of civil society, then USAID/SA needs to pay attention to the role that women in civil society can play in strengthening their democratic institutions. In many instances, women are already contributing, in others they are not, but would like to. Ensuring that women are engaged and that their capacity is strengthened is a critical factor for USAID to achieve results under SO #1.<sup>5</sup>

### **KEY GENDER ISSUES AND OPPORTUNITIES**

There are two critical contextual factors to consider in South Africa. First, gender and women's participation are integral to South Africa's efforts to create a new society.<sup>6</sup> South African society has committed itself to gender equity in its Constitution (see the Constitution, Chapter 1, paragraphs I(b) and 9(3)). Moreover, the Constitution establishes a Commission on Gender Equality

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<sup>4</sup> For example, while the Freedom Charter says "the People shall Govern," it is sometimes necessary to remind leaders that "people" includes women, rural populations, etc.

<sup>5</sup> USAID's intended change in the language of SO#1 for 1998 will not have any significant impact on the ways in which gender relates to its D&G objectives.

<sup>6</sup> At the opening of South Africa's first democratically elected parliament, President Mandela said, "It is vitally important that all the structures of Government, including the President, should understand fully that freedom cannot be achieved unless women have been emancipated from all forms of oppression" (from CGE flier).

"to promote respect for gender equality and protection, development and attainment of equality" (see Chapter 9, paragraphs 181 (1)(d) and 187)

### **The Commission on Gender Equality**

The Commission on Gender Equality (CGE) is an independent Commission of 12 commissioners nominated by the public and selected by a special parliamentary committee. Its powers and functions include monitoring and reviewing gender policies of all publicly funded bodies, reviewing existing and new legislation, recommending new legislation, investigating complaints on gender issues, monitoring compliance with International Conventions, and disseminating information.

The commission held its first weekly meetings in March 1997, and officially started operating in May. As of December 1997, it had two staff, temporary offices, and borrowed computers. Its activities and accomplishments so far include information and evaluation workshops, a National Gender Report (8/97), partnerships with other organizations (SALGA and SEWU), a ground-breaking gender and media workshop, and legal action against an Islamic radio station that refused to broadcast women's voices. (See General Annexes for further information.)

In addition, South Africa has an Office for the Status of Women (OSW) that formulates and coordinates gender policy within government. The OSW is based in the office of the Vice President. Its task is to ensure that gender concerns are integrated into all government offices by, inter alia, establishing gender desks or units at the national, provincial, and local levels, training gender unit staff, establishing mechanisms to address gender issues that arise in government, and encouraging government to integrate gender into policy-making and implementation.

Many of the current legal and constitutional mechanisms that address gender stem from the work of the National Coalition of South African Women, whose members crossed political, racial, and religious lines, and also included the ANC's Women's League. In February 1994, the Women's National Coalition (the NGO formed from the National Coalition) convened a National Convention at which delegates adopted a Women's Charter for Effective Equality.

### **The Women's National Coalition**

The Women's National Coalition (WNC) has a new lease on life. It was originally created by temporary mandate to respond to the electoral and constitutional opportunities of 1994. After several years of debate between the WNC and the Women's League of the African National Congress, a permanent charter was signed in June 1997. In addition, the WNC has been reengineered from a centrally controlled to a membership organization.

The WNC will relaunch itself in April 1998. It will emphasize advocacy and information dissemination, with particular focus on economic rights, women in government, and women and the law. To achieve its objectives, the WNC has developed a communications strategy. To address sustainability and ensure women's opportunities in the economic as well as the political realm, the WNC has established an investment company and a women's trust fund. It is hoped that the investment company will generate funding for the coalition and for the trust fund, and that the trust fund will eventually support a broad range of women's projects. (See General Annexes for further information.)

In terms of more broad-based political participation, 52.6 percent of South African women voted in 1994. The percentage of women participants in politics increased from 2.8 percent in 1985 to 33.3 percent in 1994. One third of all members of Parliament are women, and almost half of all ministers and deputy ministers. South Africa now ranks seventh in the world for women's participation in politics.

There are also important laws that strengthen the enabling environment. The Labor Relations Act, passed two years ago, has entrenched gender rights in the work place. The Basic Conditions of Employment Bill, which has been passed but not yet gone into effect, defines rights that have gender implications, including such benefits as maternity and paternity leave. The draft Employment Equity Bill, which proposes affirmative action targets for private employers and the public service, explicitly focuses on women's advancement rather than lumping women in the broad catch-all of "historically disadvantaged." This bill is the subject of significant debate.

In terms of international commitments, South Africa is a signatory to the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW) and is scheduled to make its first report in July 1998.<sup>7</sup>

The second contextual issue in regard to D&G is that despite the rhetoric and formal legal commitment, and despite the extraordinary role that women played in "the Struggle," cultural and traditional impediments still limit women's participation in an open and vibrant democracy. Time and time again, South African women refer to the "culture of silence" — i.e., that women are not accustomed to speaking up — and this has ramifications for civil society, for public policy debate, for community meetings, for constituency relations with local government, and for training and education.

One successful African woman in a senior position in government has said, "with all the rhetoric, this is still a strongly patriarchal society." She and some representatives of the South African Council of Churches agree that those attitudes can be found in Christian, Muslim, Hindu, and African systems. Moreover, tradition is an issue, not just in rural areas.

### **Opportunities in South Africa to Address Gender Issues and to Strengthen Women's Participation**

The opportunities to contribute technical assistance to gender integration and to democracy in South Africa fall into three areas: capacity building, maintaining, strengthening and expanding the number of women in government, and helping the South African government to implement its policy of integrating gender into government operations and policy.

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<sup>7</sup> For more than the South African context, but also the Southern African context, see the "Declaration by Heads of State or Government of the Southern African Development Community."

## Capacity Building

There are some wonderfully capable, experienced, and inspiring women in South Africa. Women are strong, integral members of South Africa's current leadership.<sup>8</sup> At the same time, however, women in government need support as they seek to broaden and deepen their skills. Our discussions with women leaders led to their expressing concerns about working with constituencies, managing procedural rules, building coalitions and alliances, mastering management and administration, learning how to raise funds, and managing their time.<sup>9</sup>

There is also a need for capacity building within government to address some gender-based power dynamics. Of course, those women who have made their way into government have in many ways escaped what South African women refer to as the "culture of silence." Yet gender roles and habits may still interfere with their ability to contribute fully and effectively to priority setting and decision-making. To overcome this, some women need support in learning to speak up, articulate their arguments, and persuade men — and men must be fully open to accepting their input. Collaboration and governance would be strengthened by capacity building that focus on breaking down the traditional gender barriers and building new channels of communication and cooperation.

Such capacity building is also needed in education and training. If not acknowledged and handled purposefully, gender expectations in these settings tend to diminish women's contributions. As was suggested above, the presence of women in a room does not ensure full and honest participation. If women do not speak up, they tend to have a diminished learning experience. In addition, however, the men in the room get a less enriching experience because they do not benefit from the thinking and concerns of the women participants.

And the same gender dynamics can weaken or complicate working relations on boards of directors and in committees. For such institutions and processes to be most effective, they require a free exchange of ideas coming from people with diverse talents and perspectives.

It is very important that capacity building extend to women at the local level, where they tend to be most involved. As individuals and as participants in civil society organizations and community-based organizations, women contribute energy and determination. South African women also exhibit an extraordinary level of volunteerism in their communities, working to address such issues as HIV/AIDS, basic education, infant health care, and violence against women. But, women would be more effective members of civil society if they had access to training and capacity building, particularly in such areas as promotion, lobbying, leadership, and serving on boards of directors.

Moreover, the "local level" must be rural as well as urban. A focus on capacity building for rural African women is needed for two reasons. First, training does not always reach women in rural areas. Second, and equally important, training and trainers from the cities are not always appropriate or effective for rural women. The cultural, social, and economic circumstances of rural African

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<sup>8</sup> One such woman in leadership said, "Despite all [the cultural and traditional] constraints, I must say that women of South Africa have done quite a lot — especially in comparison with the continent. Women in South Africa are more assertive and innovative."

<sup>9</sup> We do not mean to imply that all men are contributing fully and effectively. The point here is to draw attention to the needs of women that are at least partially attributable to their gender.

women in South Africa are vastly different from those of urban women. To be effective, capacity building must be designed by groups that know the rural communities or have credibility there, who know how to work with male "gatekeepers," and who can build legal or democracy training in response to rural women's most immediate needs. Capacity building must reach those groups that are not connected to foreign donors and urban resources, but that are already working with rural African women.

#### **Examples of Opportunities for Meaningful Capacity Building**

Women are working together to address issues of critical concern. They meet as organizations, networks, and working groups. Sometimes, however, technical or organizational issues undermine their effectiveness.

- ◆ One significant women's network postponed its annual board of directors meeting several times because it could not assemble a quorum. In such a case, a small amount of assistance would strengthen the network's capacity.

Advocacy depends on coalitions and information, but information does not flow on its own. Simple methods of disseminating information and reaching out are needed to help women build alliances and share expertise.

- ◆ Recently, the Advice Desk and Lawyers for Human Rights hosted an American expert on legal mechanisms to combat violence against women. In one instance, the Network of Violence against Women, which would have been an effective conduit for inviting all interested parties, was not invited.

One impressive women's community-based organization has developed a wide array of materials on subjects such as leadership, lobbying, running a meeting, etc. None of the material contains the name of the organization or contact information.

- ◆ A simple workshop about basic promotional activities would enable these women to share their information more broadly. It would enhance their ability to make contacts with groups that might need their assistance or are engaged in similar work. It would also increase their visibility for government and private funding.

Finally, women need capacity building to be more effective partners in foreign assistance. Program designers and implementers often regard women as only part of the target group, without engaging them in the process. The women often accept that approach because they are not accustomed to being assertive, articulating their positions, pursuing their interests, or being self-reliant.

If women received assistance intended to strengthen them as partners, they would be better equipped to help foreign donors understand the needs of the South African people, design effective assistance, access resources, and achieve results. Projects should include capacity building for women so that they are able to express their views, add value, and enrich the assistance process.

### **Maintaining, Strengthening, and Expanding the Number of Women in Government**

While women are well represented in the national Parliament, they are not sufficiently represented at other levels and in other realms, e.g., as local officials or civil servants. And although there are some very skilled and qualified women in upper level positions, there are still a limited number of qualified women in positions of significant influence.

This issue deserves USAID's attention not only for equity reasons, but as an aspect of supporting effective government. Government needs women who are committed to their communities and to issues. In the existing system, however, only a limited number of women are joining government.

A number of factors seem to impede women's participation. In terms of national service, it is often a problem for women to leave their families to be in Pretoria or Capetown. As in many other countries, women's productive and reproductive responsibilities do not leave much time for public life. Yet in South Africa the juxtaposition is unusually difficult, because the challenges of social transformation are placing extraordinary demands on all public servants.

Traditional culture is another barrier to political participation, though it is greater at the local level than at the national level. There is a cultural conflict between women's traditional behavior — which does not include public leadership, decision-making, or speaking out — and taking positions in local government. In fact, several discussions of SO #1 projects under IR 16 (public-private partnerships) revealed concerns that women may be more active than men in the risky, entrepreneurial stages of community mobilization, but turn control over to men once projects have gained legitimacy.

Although some may disagree, we believe that currently strengthening women's political participation does not so much need to address discrimination in selection processes, as to broaden and strengthen the pool of qualified women. The challenge is to ensure that women in public life feel able and willing to stay there, while others become interested in joining it. Once the problem is defined in those terms, the responses are more likely to be mechanisms such as accelerated development programs for women, mentoring and guidance on professional development, skills development regarding time management and negotiation, and enriching training opportunities in civil society as a first phase of leadership development.

### **Translating South Africa's Gender Equity Rhetoric and Laws into Reality**

The third opportunity to strengthen South African democracy and governance through attention to gender relates to the sustainability of the South African government's initiatives on gender equality. Many point out that the South African social transformation started with a great deal of energy and commitment generated by the collaboration of women and men in the Struggle and in creating a new Constitution. But while those efforts culminated in legal guarantees, there is real concern about whether the guarantees which have been gained on paper can be sustained in practice.

Implementing South Africa's gender policy requires support in two areas. First, the institutions established to oversee gender integration lack resources. Both the Commission on Gender

Equality and the Office for the Status of Women lack the resources to implement their mandates. The government claims that it has so many demands to meet, e.g. in the areas of housing or education, that it cannot provide the requisite funding. As a result, both the Commission on Gender Equality and the Office for the Status of Women have presented their needs to international donors.

Second, while there has been success in raising the awareness of gender, there is now widespread uncertainty about next steps. One African woman has suggested that "efforts to address gender [in] both formal and informal structures still leave much to be desired. They tend to be ad hoc and directionless." In the past, most discussions focused on women's participation — in meetings, on committees, and in workshops. Now, however, people in government and in NGOs see the next generation of challenges: to ensure that women are effective participants, to recognize power differentials inherent in gender relations, to engage men in the process, and to address the gender implications of public policies and decisions.

Throughout South Africa, therefore, people have expressed the need for technical assistance and training to meet these challenges. The most obvious needs can be found among the staffs of the gender desks and the Office for the Status of Women at the national and provincial levels. These people need help in reaching their target audiences — in ministries and heads of departments, in provincial offices and local governments, among elected officials and civil servants.

### **Potential Partners**

One way to address gender issues in democracy and governance is to work with the many South African governmental and non-governmental entities that would gladly collaborate. These include government offices, working groups, women's groups, and community-based organizations that are striving to strengthen women's participation and address gender. Some of them are

- The Commission on Gender Equality,
- The Office for the Status of Women,
- The Women's Empowerment Unit/Legislative Speakers' Forum,
- The Gender Working Group of the South African Local Government Association,
- The Gender Unit of the Department of Justice,
- The Women's National Coalition, and
- The Network of Women against Violence <sup>10</sup>

These entities offer a wide range of opportunities for collaboration. In the case of the Commission on Gender Equality (CGE), it will be sponsoring hearings and conferences that will overlap with the work of USAID partners. For example, with regard to economic empowerment, the CGE is focusing on the needs of women farm workers and domestic workers, barriers to advancement of women in the public sector and structural barriers faced by women in the private sector, and supporting a pilot project on gender and macroeconomic policy.

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<sup>10</sup> There are also opportunities for collaboration with GETNET, the Gender Advocacy Group, the South African National Shelter Movement, and the Women's Development Foundation.

With regard to political empowerment, the CGE will work closely with the Independent Election Commission to ensure that voter education and arrangements for the 1999 elections are conducive to women running for office, engage directly with political parties regarding their gender policies, train women candidates, and facilitate exchanges with other Southern Africa countries to work toward achieving a Southern African Development Community (SADC) target of a minimum of 30 percent women in politics and decision-making positions by the year 2005

The Women's Empowerment Unit of the Legislative Speakers' Forum is another group offering opportunities for collaboration. The Speakers' Forum is made up of all speakers and deputies at the national and provincial levels, and its Women's Empowerment Unit focuses on the development of women parliamentarians. With Swedish funding (SIDA), the European Union is supporting the Women's Empowerment unit in three phases: setting up an office and doing a needs assessment, developing a training program for women parliamentarians, and integrating gender training into the induction process for all new members of Parliament. Since there is concern about the human resource development of new members of Parliament and awareness that women parliamentarians will need basic skills, the Women's Empowerment Unit has said that it is "on the look-out for organizations or donors that might provide training" (See Appendix GA-4, pages 16 and 31). A number of USAID partners are in positions to contribute.

There are also gender initiatives relating to areas on which USAID's DG team intends to focus, such as the bilateral agreement with the Department of Justice (DOJ) and support for local government. The Department of Justice has a department for transformation and equity, within which there is a Directorate of Gender and Children. The DOJ entities are concerned with training regarding gender issues, quality legislation, and legal reform. They are also looking at curriculum reform for law schools. In June 1997, the DOJ's Gender Unit published "Gender Policy Considerations," a draft discussion paper for public consultation. Since this paper addresses everything from human resource development and management to access to justice, courts, training, and the legal profession, it would behoove USAID to ask about the DOJ's gender concerns before completing any agreement or program design with the DOJ.<sup>11</sup>

As for the South African Local Government Association (SALGA), it is the key to local government management and is also the voice of local government. Since gender is embedded within SALGA's constitution and SALGA has a Gender Working Group, any USAID collaboration with that organization should take gender into account. Right now SALGA's Gender Working Group has several important concerns. First, the government's recent Green Paper did not incorporate recommendations put forth by the Gender Advocacy Project on behalf of the Commission on Gender Equality and SALGA's Gender Working Group. Second, there is a real concern about demonstrating the positive impact of women in local government so that the ANC's 50 percent quota will not be questioned. Third, there are many training needs. SALGA's Gender Working Group wants to be sure that council members understand gender impacts, and that each provincial local government association has a gender director. For now, the National Institute for Public Interest Law and Research will train 30 facilitators for each province in early 1998 and will focus on informing South Africans about the Convention on Elimination of All Forms of Discrimination Against Women. There will be many more such opportunities — and USAID partners could offer a great deal.

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<sup>11</sup> One concern relating to women, gender, and the courts was expressed several times. That there is a need for counsellors in the courts to ensure that women who have been victims of violence are not victimized again — through ignorance or bureaucratic insensitivity.

Last but certainly not least, there are many opportunities to support groups that are working in rural areas and addressing gender issues. Many of these groups are small. Many started working on issues other than democracy or human rights, but are finding that their work is evolving in that direction. Often they began their work by responding to immediate needs, such as adult education and literacy, water, or basic confidence-building. As they say, they have "coal face experience" from having gradually built relationships with both women and men in a village.<sup>12</sup> Only after building trust can they talk about sensitive issues such as divorce, abuse, violence, and customary marriages. And only after that can they interest women in human rights, legal rights, and democracy. (For additional information about women's groups, see Appendices GA-4 and GA-5.)

### **RECOMMENDATIONS FOR USAID TO INTEGRATE GENDER INTO ITS DEMOCRACY AND GOVERNANCE PROJECTS**

There are two ways for USAID/South Africa to address issues of gender and women's participation in South Africa: (1) within USAID's project implementation and (2) by providing assistance to South African governmental and non-governmental initiatives on gender.<sup>13</sup>

The most immediate opportunities are within USAID programs. This means ensuring that projects reach women and involve them actively. It also requires that USAID partners be aware of ways in which the content of their training or technical assistance could be strengthened or enriched by acknowledging and incorporating gender considerations. The WIDTECH team has found that while most NGOs are aware of the importance of integrating gender into their programs, few know how to do so effectively. In fact, most know only to ensure that women attend training workshops.

Yet nearly all organizations expressed their willingness to integrate gender if they had support to do so. A number of organizations have already developed good insights about how to integrate gender, but lack the information-sharing mechanisms that would enable them to exchange ideas and experiences. There are also opportunities for NGOs to assist government initiatives. Donors such as USAID could play a vital role in this process by incorporating gender into reporting requirements and supporting workshops during which information about gender-related issues can be shared.<sup>14</sup>

#### **USAID's D&G Program and Gender Generally**

The following recommendations focus on USAID's existing projects to recommend ways to enhance USAID's effectiveness in strengthening democratic institutions by taking account of

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<sup>12</sup> Building relationships with men in rural areas is critical. A representative of KwaZulu Natal Survivors of Violence noted that one cannot access women without dealing with men, and that some women are afraid of their men. Therefore it is important not to alienate men and to give them status — and then one can get to the women. This is a gender issue as well as one of women's participation.

<sup>13</sup> See General Annexes for additional information on needs and activities gained from meetings with representatives of some of these organizations and for some promotional information.

<sup>14</sup> See Annex I-D for specific project-related reporting and recommendations.

women's participation and gender. It is also very important that programs target men as well as women for training related to gender impacts.

### **Assistance to the South African Government**

While the South African government has many people of great talent and experience, there are areas in which capacity building is needed. In terms of gender, training is needed in two areas. First, to be able to succeed and advance in government, some women need further training on how to work the levers of power. Second, both men and women in government need training to understand the gender implications of policies, administrative procedures, and political decisions.

There are many opportunities for USAID to provide D&G support and at the same time direct resources or capacity building toward gender issues. For example, training is being sought by SALGA's Gender Working Group, the Women's Empowerment Unit, and the Office for the Status of Women.

**Recommendation** Connect the supply of skills development and training offered by ACCORD, IDASA, IMSSA, NIPILAR, PACT/Sedibeng Center, or Vuleka Trust with the demand from SALGA, the Women's Empowerment Unit, and the Office for the Status of Women.<sup>15</sup>

### **Focusing on the Grassroots to Broaden and Deepen Democratic Participation**

USAID and its partners express their commitment to reaching civil society at the grassroots level, particularly in terms of access to justice, rule of law, and conflict prevention. In some cases, USAID partners are already reaching beyond urban areas and to African women, but USAID is not capturing information about those activities.

In other contexts, there are opportunities to extend technical assistance to women if USAID partners look for them and pursue them. But reaching local groups, community-based organizations, and rural women in villages requires determination and monitoring. It is not enough to invite one or two women representatives for one workshop. It is often not effective to provide training that was developed in a city to trainees in villages.<sup>16</sup> Truly reaching the grassroots does not mean extending what exists, but developing new approaches and working with new partners.

One reason why USAID partners are either not reporting their impacts on women or not maximizing them is that while SO #1 indicators count numbers of people trained or with knowledge

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<sup>15</sup> USAID should be able to measure progress with gender integration as it measures progress on other objectives. To facilitate but not direct this process, we offer *potential* baselines and targets — expecting them to offer guidance and first steps toward setting indicators. For example, we offer the following possibilities for this recommendation: Baseline: the number of programs that USAID partners currently offer to women's groups in government or for gender awareness in government. Target: 25 percent of programs should have some gender focus.

<sup>16</sup> One group is reaching women near factories through interactive drama that depicts a Friday night scene when a husband comes home drunk. The action stops intermittently for discussion. The group has taken the play to churches on Sundays and to the police.

of human rights, the indicators do not reflect the types of people involved. If the D&G projects are to broaden and deepen democratic participation, then it is important to ascertain current levels of involvement among particular demographic groups, including urban/rural, men/women, elderly/youth — and then show that projects lead to increased participation.

**Recommendation** Establish more effective reporting requirements and change indicators to encourage partners to report on participation by African women in rural areas (and to capture how they are doing it already). For proposed changes in indicators, see Annex I-B.

### **Addressing Gender Implications within D&G Training**

Improving democracy and governance through gender integration must, however, go beyond women's participation and capacity building. It is necessary to raise awareness, in men as well as women, of gender impacts and issues in all policies and all environments. There are two ways to approach this: through careful review of curricula and policy discussions, and by raising awareness among men of how gender considerations may complicate or impede the achievement of mainstream policy goals.

Men could be reached through separate, special training — and in fact a number of initiatives in South Africa already focus on training for men — or they may be reached along with women by incorporating gender issues into curricula. Among USAID programs there are opportunities to enrich the training of such organizations as ACCORD, the Center for Socio-legal Studies, the Community Law Center, the Institute for Democracy in South Africa (IDASA), Independent Mediation Services of South Africa (IMSSA), and National Institute for Public Interest Law and Research (NIPILAR).

**Recommendation** Have organizations that offer training (e.g., in human rights, conflict prevention and resolution, mediation, advocacy) revise their curricula to incorporate gender issues.<sup>17</sup>

### **Extending Conflict Prevention Skills to Women**

In the short term, USAID's conflict prevention program has aimed at helping local groups resolve conflicts that threaten stability and democracy in South Africa. In that context, it is perhaps not surprising that much of the conflict resolution training has focused on men and boys, since they are ones engaged in existing conflicts.

USAID staff agree, however, that their long-term objective is to build conflict resolution skills among all South Africans. Integrating gender into this general objective raises two issues about effectively strengthening South Africa's ability to prevent and resolve conflicts:

- Programs should engage those individuals — including women — who have the disposition for such skills and an interest in the role, and

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<sup>17</sup> Baseline: Which, if any, have consciously integrated gender? Target: All curricula reviewed by the end of 1998.

- Programs should build skills among various social groups — including women — that may find themselves involved in future conflicts

One realm in which stress and conflict currently exist, and frequently lead to violence, is in the home, in the form of domestic violence

Violence against women is one of the most serious threats to individuals, families, democracy, and government in South Africa. As girls and women are so often the victims of violence, and as the results of rape, gang rape, domestic violence, and child abuse have tragic and irreparable impacts, USAID might encourage the use of its resources for initiatives that address violence. These might include programs in the courts, training of paralegals and mediators, CEDAW training, and capacity building of NGOs and networks seeking to stop the violence and help the victims.

**Recommendation** Develop a list of organizations that are working on issues of violence against women, and give that list to USAID partners with the suggestion that they invite the organizations to some of their training or workshops.<sup>18</sup>

### **USAID Management Mechanisms**

A number of management mechanisms offer opportunities to enhance gender integration in D&G projects. Other mechanisms are not intended to impact women in any way, but run the risk of impacting negatively on collaboration with small women's NGOs or on women's participation.

Ideally, gender integration should start at the very earliest phases of project development. USAID's selection of partners and definition of the work it wants done will often determine whether gender is addressed.

One mechanism that offers opportunities to pay attention to gender is the use of umbrella contracts, through which USAID delegates authority to organizations such as CREA or MACRO. Because these organizations do not design projects, and rarely relate to the clients, they may see their role as administrative and managerial, and therefore divorced from gender concerns. In fact, CREA has indicated it may be "leery" of "getting out in front" of USAID on gender issues. It is very important, therefore, that USAID require these organizations to take the initiative on gender, and report instances where process or procedures exclude women or decrease benefits to them. Since CREA may be responsible for about 60 grants over five years, this is a key opportunity to integrate gender into its programs — and a real missed opportunity if it does not.

A second management mechanism is the use of consortia, such as NIPILAR. Since consortia often collaborate with some smaller organizations, or with organizations that are not based in Johannesburg/Pretoria, they offer real opportunities to reach the grassroots — and therefore women.

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<sup>18</sup> Baseline: How many training programs or workshops have focused on violence against women? (Some certainly have, such as NIPILAR's gender unit, Umtapo, and Advice Desks.) Target: Two training programs per year relating to violence against women for each partner. Indicator: Count the number of training programs provided to women's NGOs, women in government, or gender desks.

USAID often encourages or requires the involvement of consortia or partnerships in projects. In addition, nearly every policy paper or White Paper in South Africa is now talking about partnerships. Consortia may also be effective mechanisms for collecting and sharing experience at the grassroots level, which is often a valuable source of best practices and techniques.

The last management mechanism is monitoring and reporting. Those processes are not ends in themselves, but are ways to encourage and capture positive results. Thus data should be not disaggregated for gender as an end in itself, but because it is a means of tracking project success. Some of the success of USAID projects can be attributed to existing efforts to reach women. Yet USAID partners could do more. To achieve this potential, it would be helpful to include gender in discussions of project monitoring plans. If partners have identified gender issues and baseline concerns in response to RFPs, then setting targets would be the logical next step.

It is also possible to improve gender integration through indicators for existing programs. There are a number of indicators that could be improved by considering gender impacts (For examples, see Annex I-B). These changes may not be easy, but they should help focus project implementation on customers and on achieving democracy objectives.

But in terms of reaching new women [and men] outside of major metropolitan areas, while USAID's use of established NGOs as liaisons is understandable in terms of financial accountability, it may impede grassroots capacity building in three ways. First, urban-based intermediaries often do not know the real needs and culture of local women, and may design activities without engaging women in the rural areas in defining their most critical needs and interests. Programs on legal and human rights need to "start where women are." Second, if intermediaries are not compelled to report the extent to which they reach new people (including new women), then they may not make the extra effort to reach new geographic areas or communities. Third, very few financial resources flow to local groups that have already developed expertise, have credibility, and are stymied by financial constraints – and they often can provide training and assistance at a fraction of the cost incurred by large, urban NGOs. A number of women's groups report that established organizations tend to ask them for information or invite them to conferences, but then take what they need to report to donors and leave little know-how or resources.

### **Recommendations**

- In the RFP process, USAID might ask that applicants (1) identify gender issues relating to the work they propose to do, (2) suggest how those issues should be addressed, (3) identify the organizations, including women's groups, with which they intend to cooperate, and (4) explain how those prospective partners would enhance the applicant's ability to reach new women or address gender concerns. Including such attention to gender would communicate USAID's commitment to gender issues and encourage prospective partners to integrate gender into their activity design.
- For scopes of work, USAID might incorporate proposed mechanisms for addressing gender by explicitly setting forth expectations. It would be helpful if USAID were to ensure that scopes of work identify steps, data, or approaches that a grantee is expected to use to address gender issues.

- To help partners develop their understanding of gender concerns and build relationships with South African organizations that have experience working with rural women or on gender issues, USAID might ask consortia to report on best practices, innovative techniques relating to women's participation, methodologies for breaking the gender barrier in workshops, and community-based programs that engage men and women together in sharing decision-making and work
- To engage local groups with "coal face experience" more effectively, USAID might require that lead groups in consortia, e.g. NIPILAR, or partners responsible for Grants Management, i.e. CREA, report on their strategies for reaching and engaging those groups. It would also be helpful to see whether the local groups receive financial compensation for their work. One alternative would be to put together a Rural Women's Advisory Committee, engaging 6-8 representatives from around the country who might contribute their expertise to help USAID partners incorporate gender issues in the design and implementation of rural activities

## Implementation by USAID Grantees

### Incorporating Gender Concerns into Project Design

Projects could be designed more effectively, in terms of women's participation and consideration of gender impacts and relations, if grantees were asked to identify obstacles to women's participation or active involvement. This would be a way of assessing current circumstances and defining baselines. If grantees have not been involving women or addressing their needs, they should explain why. In their proposal, they should describe the current level of participation and need. Only after they have defined the current situation can they set reasonable, achievable targets of what they want to accomplish.

**Recommendation** Where appropriate and feasible, require that proposals address gender and that workplans spell out the ways in which a project will reach and engage women.<sup>19</sup>

### Encouraging or Requiring Gender Workplans by USAID Grantees

Having met with 15 D&G grantees, our team has observed an overall trend toward openness and willingness to enhance gender in their projects. People were prepared to show that they are including women. If USAID asks, they seem eager. But, in many cases that seems as far as they can go alone. They need some guidance.

USAID partners respond well to explanations of why gender is important — rather than thinking it is just a requirement. But they need help to recognize gender-based differences and to learn ways in which their work could be *improved*. When they see that their own self-interest lies in improving their projects, they become very interested in integrating gender.

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<sup>19</sup> **Baseline** How many have explicitly addressed gender already? **Target** All new workplans in 1998 should address gender

**Recommendation** USAID might organize a workshop about gender for its partners. The workshop should focus on teaching them to ask the right questions about women's participation and gender integration, to share best practices, and to identify needs that are not being addressed.<sup>20</sup> This does *not* require assistance from the U.S. because there are experts in South Africa to provide this.<sup>21</sup>

### **Increasing the Numbers of Women Participating in USAID D&G Programs**

A major first step would be for USAID grantees to pay more attention to who is in the room. Many admit that all too often in a training session, most of the participants are men. Partners agree that when training is offered to local officials, civil servants, drafters of legislation, or representatives on Student Representative Councils, the participants are likely to be predominantly male.

#### **Women in Training Workshops**

Hypothetical. Consider an analogous situation involving race: that 80-90 percent of the trainees at a workshop are white. What would happen? Might the training be canceled and the sponsoring organization be severely chastised? In light of South Africa's commitment to women in all sectors and at every level, there is reason for USAID partners to be cautious about capacity building that may so disproportionately reach men.

In cases where participants are mostly men, the sponsors need to determine (1) how that happened, and (2) how they can remedy it. Factors to consider include the following:

- How, where, and in what format is information disseminated?
- Do posters show only men's faces?
- Are the announcements in newspapers that women do not read?
- Are there "gatekeepers" who can select, nominate, or send participants?
- What is the content of invitations? Is it clear to women that they are intended as participants or that they would benefit from attending?

<sup>20</sup> It was suggested at the SO#1 D&G team's discussion of this report that participation might be broader and at a higher level if there were a workshop to address a range of issues, including gender integration and best practices. Given our concern about reaching men and decision-makers, we agree with this suggestion — as long as the workshop allows sufficient time to address gender issues and the subject is not marginalized.

<sup>21</sup> Baseline. To determine the baseline, USAID might send a brief survey to ask whether the grantee (1) has a gender unit, (2) has a particular project focusing on women, or (3) has mechanisms in place to enhance women's participation in project activities. Target. Each grantee could be asked to develop and submit to USAID a written policy that acknowledges the importance of gender and a plan that sets forth specific measures to enhance gender integration in the project.

- Logistics Where and when is training offered? Can women get there safely and conveniently?
- Does the target group have to be defined as is, or can another group be invited to attend as well? For example, can training for members of Student Representative Councils, who are nearly all men, also include young women on campus? Can the training for people who draft legislation be complemented by training for civil society organizations about how to critique or comment on proposed legislation?

**Recommendation** When grantees report attendance on their Attachment 8s, require an explanation any time that women (or men) comprise less than 40 percent of participants<sup>22</sup> If they report it one time, then next time require an explanation of what they have done to improve the numbers

Training program implementers also need to develop proactive ways of ensuring women's participation, such as

- Contacting women's groups, NGOs, or government offices to tell them about the opportunity and ask them to refer women,
- Requiring that gatekeepers, e g , heads of departments or tribal leaders, send 50 percent women,
- Finding existing gatherings or groups of women to whom to offer training

#### **Reaching Women's Groups**

A great example When the Independent Election Commission (IEC) was doing voter education before the elections of 1994, it held sessions on Saturday afternoons and found that not many women attended Women were too busy with chores and responsibilities at that time But the IEC found a simple and effective way to reach women in rural areas the women's groups of many churches, of nearly all denominations, meet on Thursday afternoons The IEC did not have to worry about reimbursing transport costs, serving tea, or sending out notices It simply had to call the local pastor or pastor's wife, and arrange to be featured on a particular Thursday

Once some women begin to participate, it is important to try to reach *new* women, to increase the pool Inviting the same women over and over again may deepen their skills, but it does not *extend development assistance or rights awareness to a broader pool* of women – which is a key consideration

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<sup>22</sup> We suggest 40 percent because the numbers rarely work out to be exactly 50-50, in either direction, but regularly falling below 40 percent indicates that there is a problem

**Recommendation** Require reporting on how many *new* people attend a conference or workshop sponsored by USAID or a USAID grantee (While we start with concern for women, the principle applies to all participants )<sup>23</sup> Request some text explaining how the partner reached women in new communities or geographic areas

### **Improving the Quality of Participation by Women Participants, and Enriching the Exchange of Information and Perspectives among Women and Men**

If there is a commitment to capacity building for women, then women should be not only trainees, but trainers as well. This is important because people learn and develop from training and teaching, and that experience should extend to women. In addition, women trainers are role models for women participants, showing them that they, too, can be experts. And women may contribute a different working method or perspective than men trainers. In many cases, if there are two trainers, it is good to have one of each.

**Recommendation** To encourage a focus on capacity building for women (or for men in areas where they are typically under-represented, such as in health care), have grantees report the gender of trainers on their Attachment 8s

In addition, the quality of women's participation depends on that participation being active rather than passive. There should be enough women in the room, and enough support from the trainer or facilitator, for them to speak up and contribute. Not only will women have a more valuable experience, but their comments, perspectives, and experience will enrich the debate for everyone in the room.

Some USAID grantees have addressed this issue. The Institute for Democracy in South Africa (IDASA) trains its trainers and facilitators to handle the power dynamics in a room, including those that are gender based. The Vuleka Trust also deals with this issue in its course on Basic Human Relations.

#### **Techniques for Suspending Gender Power Dynamics**

One technique gaining recognition in KwaZulu Natal is the "fish bowl" technique, introduced by Ira Horowitz at the University of Natal. Women sit in a circle with men in a circle around them. While the women are talking, the men only listen. This gives women the time, space, and comfort to contribute, while enabling the men to benefit from their input. Another technique is setting a "code of conduct" for the duration of a workshop. This attempts to replace traditional deference and gender roles with expectations developed by the participants. It often includes such ideals as giving everyone a chance to speak and accepting differences of opinions.

<sup>23</sup> **Baseline** In some cases, the percentage will be very low. In others, where an organization actually goes to a rural area to do training, it will be very high. **Target** The attention should focus on grantees that have not done well, and they should be expected to reach 40-50 percent newcomers.

**Recommendation** Have 3 or 4 organizations (e.g., NIPILAR or IDASA) meet to compare their techniques and have their training units put out a brief working paper discussing the various approaches<sup>24</sup>

### **Recognizing the Role of Partners in Developing the Capacity of Women Staff**

Because of such factors as stereotyped gender roles and traditional gender relations, women need opportunities to develop within South African society — in private businesses, government, and NGOs. In fact, NGOs are an ideal setting for people to learn and prepare for other jobs — and USAID-funded NGOs such as IMSSA, IDASA, and NIPILAR are known for having been the training ground for people now in significant positions in government.

If USAID looks at the hiring and staffing patterns in its partner organizations, the results are not always favorable for women. Beyond the total numbers, there are many instances where women are in second-tier positions.

**Recommendation** Suggest that each partner do a simple self-assessment by counting the number of women and noting where they are within the organization. This will set a baseline from which the targets can be set. (Note: IDASA tracks women in the organization, and their positions, and publishes it in their annual report. IMSSA does so in its semi-annual audit.)

**Note** This is an important consideration for IDASA's endowment, as well as for that of other organizations. The legal terms of the endowment are an opportunity to establish staffing requirements.

Organizations such as IMSSA and IDASA are aware of the need to "train women up." IMSSA actually asks donors to fund "skills development," and gives employees grants of up to 7,000 Rand for certificate or diploma programs. IDASA, however, has its funding designated for either operations or activities, but there are no funds for employee development.

**Recommendation** When negotiating workplans and budgets, make it clear to grantees that USAID is willing to allocate funds to cover mentoring or skills-development for women. In such cases, require reporting about the number of women who utilize those funds and about how they rise in the organization to higher positions<sup>25</sup>.

Another way to help women advance, and prepare them for higher-level jobs in their current organization or in government, is through mentoring. Mentors can help women develop in their professions and rise to levels of leadership in their organizations.

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<sup>24</sup> **Baseline** How many organizations do any of this? The USAID baseline is those that do pay attention to it. **Target** All organizations that have not taken action to improve women's participation should consult with those that have done so and develop a facilitators' training program.

<sup>25</sup> **Baseline** Amount of funding spent on extra training for women.

**Recommendation** USAID might add a question in its Attachment 8s regarding efforts to mentor women and help them rise in the organization<sup>26</sup> Ideally, there would be some proactive encouragement of mentoring as well

### **Integrating Gender into Content Curricula, Training, and Workbooks**

Many of the training materials produced with USAID support or by USAID grantees are very good in terms of using gender neutral language and avoiding gender stereotypes Yet neutral is not enough when gender issues need to be purposefully discussed The WIDTECH team discussed such materials with the International Republican Institute, ACCORD, and IMSSA Each organization was receptive to the idea of reviewing its materials — and *acknowledged that the training would be improved as a result*

Gender in such programs is an integral part of the discussion and training, because gender affects the way people relate to one another Instances of this can be found in conflict resolution and negotiation, on committees and in partnerships for local economic development, and in the way local officials relate to their constituents Teaching skills and modalities without addressing gender is a missed opportunity to prepare people for real life political and social challenges For example, what better way is there to illustrate differences in assumptions, expectations, and relational skills in a conflict prevention program than to have men and women engage in practice negotiations with one another? Moreover, in order to use gender as a vehicle for effective training, written materials are not enough Trainers and facilitators should be prepared to talk about gender impacts as well

**Recommendations** USAID might set goals for reviewing and revising curricula As goals are always changing, however, the target could be to review two curricula per year

### **Linking Resources Partnering, Networking, and Promoting Services**

South Africa has made a sincere, broad-based commitment to gender equality and has some fine experts on gender integration Yet much of their expertise remains isolated and unavailable for broader usage Organizations, including some that are USAID-funded, are not visible — and their gender initiatives certainly are not For example, in KwaZulu Natal both Umtapo and the Community Law Center are doing good work regarding gender and women in development But for such efforts to be widely effective, there is a need for networking

There are also opportunities to build linkages between USAID projects and women's organizations NIPILAR's materials relating to CEDAW, and the CSLS *Democracy for All* materials, would be invaluable to groups that do not yet know about them From the other direction, there are women's groups with experience and materials that are not yet known to USAID partners For example, NISAA has publications such as its *Guide for Battered Women* (which includes information about how to use the legal system) that should be distributed to USAID grantees for wider use Other organizations, such as the Campus Law Center/Durban, FAMSA, WILDD, and Umtapo, also have important insights and resources

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<sup>26</sup> **Baseline** How many grantees have any mentoring or follow-up program now? **Target** Possibly 50 percent of the grantees should have it

A great deal of networking seems to take place from the centers (e.g. Gauteng, Durban, or Capetown) outward, or among the centers. People who are working in the provinces have expressed a need for better linkages within the provinces and among the local groups. Groups in relative proximity need to know about one another's activities to cooperate, complement one another's work, and share best practices.

Beyond networking, there is a need for organizations to make their expertise known and to market it to those who would appreciate it. When USAID partners have gender-related skills and services that are needed by government, they need to be proactive and aggressive. They need to *find* the opportunities to provide services (e.g., to provincial and local government, the police, heads of departments, and gender desks). But right now, these organizations are not motivated to reach out. Once they learn to identify their niche and market their services, they will have developed an approach that is important for their financial sustainability.

### **Recommendations**

- It is not enough for partners to report the number of copies of a publication they produce. It is important to know *how, where, and to whom* they are distributing it. For example, the South African Institute for Race Relations publishes a quarterly report that solicits comments from readers. Yet it will get comments from readers who are aware of gender issues only if the report is sent to women's groups or gender-aware readers. To encourage real debate and the exchange of varying points of view, USAID might require that Attachment 8 reporting go beyond the numbers of copies of a publication to questions of who gets it and who reads it.
- USAID might encourage partners to offer their services to government offices and bureaus at all levels by providing training in marketing and promotion for greater impacts and financial sustainability. To measure these connections, have partners report the number of contacts made with government offices AND the number of seminars or workshops provided to government offices. To further encourage these connections, give information to bilateral partners (and to the Commission on Gender Equality and the Office for the Status of Women) about resources available from USAID's NGO partners.
- USAID might encourage NIPILAR or CREA to engage an appropriate local organization in each province where USAID is working to develop a provincial directory of gender initiatives. Alternatively, USAID might work with the Office for the Status of Women to help provincial OSWs contract with a local organization to gather the information. Or, a grant to the CGE could be designated to fund local information gathering. Note this information gathering should *not* be a governmental task, but should be given to a CBO or NGO with experience in the geographic area.

### **Integrating Gender into Public Policy Analyses**

Integrating gender means recognizing and debating the gender implications of policies. Yet when USAID partners have the opportunity to give advice or opinions about policy, they often do not take account of gender.

Since not everyone is able to, or wants to, address gender in their policy analyses, the question is how to institutionalize it. One option is to establish a temporary gender editor or monitor to review documents and teach analysts and writers ways to look at issues for gender impacts. Yet this person risks being regarded as the "gender police" and may be dismissed or marginalized if s/he does not have full institutional support.

Another possibility is to link think tanks and public policy institutes with women's groups that can act as advisors on gender issues. If, for example, the South Africa Institute for Race Relations (SAIRR) established linkages with organizations or individuals who have a gender perspective on an issue, such as new laws on bail, they might point out any failure to address gender impacts. To foster such a system, however, SAIRR would have to make a concerted effort to reach out to some women's groups.

Even those public policy analyses that note potential gender impacts often lack data. All too often, it is not possible to say with certainty what the gender disparities or impacts may be.

#### **The Lack of Gender-based Data**

While public policy should take account of gender differences, needs, and impacts, such data are not collected on a regular basis. For example, the Commission for Conciliation, Mediation and Arbitration has data that show the provinces and industries from which disputes arise, as well as the nature of the disputes. The latter category tracks sex discrimination and sexual harassment claims (of which there are surprisingly few). But data are not being collected regarding such issues as how frequently women are complainants (e.g., in employment cases), how often they prevail, and what kinds of remedies are recommended.

**Recommendations** Require that a certain percentage of articles or policy papers addresses gender — and leave it to each organization to decide how to do it. Compile a set of model articles that effectively set forth the policy debate on an issue and include a gender perspective. To support South Africans in ensuring gender equality, USAID might encourage (or require) its partners to anticipate gender questions by collecting variegated and disaggregated data whenever possible.

### **CONCLUSION**

In terms of equity, gender integration may be an end in itself. But in terms of USAID's Strategic Objective #1 in South Africa, focusing on gender considerations is a means of strengthening democratic institutions through the participation of civil society. Our gender analysis has focused on three areas: (1) women's participation at the grassroots level and in governance, (2) strengthening democratic processes by ensuring effective, productive collaboration among men and women, and (3) assessing the gender impacts of government policies. Our findings revealed that some USAID partners are already paying attention to women's participation, but that women's participation could be enhanced by exchange of best practices. We also detected some gender barriers and identified some opportunities to strengthen USAID activities through attention to gender. Once aware of such barriers and opportunities, USAID staff and its partners should be in a better position to address them.

Both as an institution and as an agency staffed by people committed to strengthening democratic participation in South Africa, USAID wants to provide technical assistance that is welcome by South African society and effective in reaching mutually agreed goals. Paying attention to gender in USAID's work in South Africa reinforces and complements South African goals of social transformation. At the same time, integrating gender concerns into activity design, implementation, and evaluation is an effective mechanism for strengthening D&G results.

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## ANNEX I-A

<b>GENDER-RELATED ACCOMPLISHMENTS IN D&amp;G FOR FY 1999 R4 REPORTING</b>
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**General Information for R4, in response to CDIE check-list questions, page 2**

“Has there been a special emphasis or initiative this year?”

- Within South Africa, the CGE and OSW became operational in 1997. Both organizations have come to USAID for institutional support. While USAID has agreed to provide some institutional support, it is also exploring ways in which the existing Framework and activities within it may support the CGE and OSW activities.
- Tell of commitment to gender, G/WID assistance through WIDTECH to review all six SOs.

“What about synergies?” planned and natural synergies, highlighting joint planning with other donors and partners to maximize results. Great opportunities for this NEXT year in R4 based on gender. There are a number of gender-related synergies that will be highlighted in the WIDTECH report. This includes connections between D&G and Education, D&G and Housing, D&G and HIV/AIDS. In addition, we have found that in a number of cases where other donors have been supporting USAID’s D&G grantees, the combined funding and emphases have been quite effective.

BUT As was remarked during the course of the D&G Gender Review, among USAID grantees there are “varying levels of awareness of gender. In part, this is because there has been no direction from USAID – it has not been steering the boat.” It seems that in some cases another funder has required some attention to gender, but the approaches have not always shifted or extended to USAID-funded projects. Starting with the G/WID review, USAID intends to take an active role in encouraging gender integration in the coming year.

**DEMOCRACY & GOVERNANCE PROJECT-RELATED  
ACHIEVEMENTS RELATING TO GENDER**

The SO#1 projects have addressed gender in a number of ways

- First, in the AOJ and Human Rights areas, partners have paid attention to women as participants in training and workshops, and to women’s rights as a part of human rights education. See, for example, the NIPILAR consortium’s members (Center for Human Rights or the Community Law Center in KZN).
- Second, organizations have addressed gender in two ways. Some have established Gender Units and others have tried to integrate gender into their work.
- Third, some training courses focus on issues of gender relations or power. Vuleka’s Basic Human Relations course focuses on this. IDASA has made efforts to ensure that facilitators acknowledge and mitigate gender relations within the dynamics of training.

- Fourth, a number of organizations are developing Gender Courses NIPILAR is preparing a course to help the OSW and government units to deal with gender Umtapo has already had a Women and Development or Gender Series throughout 1997

USAID's focus on Democracy and Governance in South Africa covers issues of Human Rights, Administration of Justice, Civil Society-building, Public Policy, Conflict Prevention and Resolution, and Community Partnerships In all cases, women are involved and gender issues are of concern In the coming year, USAID hopes to encourage the gender related projects to share best practices among themselves, and to provide support to the South African governments efforts to integrate gender

### **Gender Units and Gender Integration**

Several USAID partners have their own Gender Units Most begin by focusing on issues of women's rights or women's participation, and then begin to try to integrate gender into their organization's "mainstream" projects Examples are Center for Human Rights and NIPILAR The NIPILAR unit started last year with a focus on women's issues ACCORD is just starting a women's program (but with British funding)

### **Women's Participation**

Other projects have been tracking women's participation, and have made a point of aiming for 50-50 representation For example, the Center for Human Rights (in AOJ) seek balance in participation in the Integrated Bar Project, the Masters in Law program and the Moot Court program

At the Community Law Center, the program is reaching women in rural areas In communities, the program has them elect paralegal committees While they do not dictate who is included, they give guidelines and advise In some cases, it becomes necessary for CLC to remind them that they should involve women They say that 60-65% of the advice office workers are women

### **Curriculum, Gender-related Training**

There are also efforts to address gender issues in curriculum In CHR's moot court program, the students who argue the cases get human rights training, which includes attention to how rights impact on women or how there may be differences in the impacts of certain laws on men and women

USAID started by giving money for a youth program There was a literacy program, and the Black Communities Project Unit began training for children on non-racism From their experience, however, Umtapo began to wonder why there was so little participation by little girls and women

When they asked about this, they were told that the girls and women did not have self-confidence USAID then funded the Women's Leadership Training Program that includes information, a focus on grassroots and a basic course This program has grown and grown over the last 6 years (See a full schedule of programs for 1997 at GA-29 )

IDASA has funded the Women's Budget, now in two volumes and with the third scheduled to come out at the time of the proposed new national budget

## **Gender Efforts in Process**

Within NIPILAR consortium they will hold a meeting for two days during the second week of February 1998 to compare notes and evaluate projects from the previous year — and gender will be on the agenda

In February, NIPILAR will hold a workshop for paralegals from its Advice Centers in 8 provinces. The advisors will be trained on gender issues

NIPILAR has a project on the rights of the girl-child. The first step was to engage three HDIs (Universities of the North, Northwestern Cape and Venda) in research. On March 16-17 they will discuss the findings. This study is the precursor to integrating gender issues into the curriculum

NIPILAR is developing a Gender and Development course (the proposal is in draft form) for various stakeholders. They started by holding a conference in Dec. 1997 that was about CEDAW, but also asked government stakeholders about their needs (including Ellen Korneguy/OSW, the Minister of Welfare and the Chair of CONTRALESA)

CHR is organizing a conference on Leadership Training for Disabled Women. They will focus on entrepreneurial skills, constitutional rights, the Human Rights Commission and the Gender Commission. Dates: March 23-24

The Democracy for All program of the Center for Socio-legal Studies in Durban is putting together a Gender Manual with funding from the EU. It focuses on rural women and is based on recent experience with women in rural areas, some of which was funded by USAID

IMPD is in the midst of a program in Northern Province on Ritual Murder and Witchcraft. There the victims have been women, so they are holding workshops with women and schoolgirls

IMSSA has noted imbalances on mediation panels. To address this, it has raised substantial funding (from an American funder and the Swedes) to fund a "Fast Track" program for 150 black and women lawyers. They will be newly qualified in 6 months *and* will be "twinned" with mentors

## **Lessons and Experience Regarding Gender and Women's Participation**

The Community Law Center noticed that that urban women tend to be more vocal and active than rural women. They decided there is a need to build the ability of rural women to participate, and organized a joint meeting in December 1997, to formalize a structure to represent the women of KZN

The Community Law Center attended a Gender Education Trainers Conference in Zimbabwe, where the top priority was Gender Education Training for men. Since then, they have run 3-day workshops in Durban, Eastern Cape, Northwest Province and KwaZulu Natal. Now that there is a core group, want to form a KZN group — which was scheduled to meet on Jan. 31, 1998

NDI has had a Women's Political Participation initiative in KZN since 1996. It was proposed to them by a woman from the IFP. The project has focused on developing a nonpartisan Women's Caucus for the 17 women in the KZN legislature. There were workshops in 96-97, and a study visit to Sweden/Uganda. The Caucus has had full Parliamentary Status since the fall of 1997

This project has illustrated a possibility of working across party loyalties, but it has been very hard going because typically party loyalty comes first. Both the Eastern Cape and Gauteng have tried to establish a Women's Caucus, but have failed.

There was to have been a 3-day, facilitated retreat to generate the Women Caucus' strategy in October, but because of an IFP funeral it was postponed until February 1998. One key issue they will be looking at is constituency outreach — which they saw wonderfully addressed by women politicians in Uganda.

In its work on democratic processes and partnerships at the local level, Piwłisizwe in KZN focuses on whether women are full, active and equal partners in "Community Set-ups". In fact, the chairs of all of its Association Committees are now women. This raises other issues of gender in the community. Are men not willing to join something that is new and experimental, but will join it later? Will they then "hijack" it, and will the women let the men take it over?

## ANNEX I-B

COMMENTS RELATING TO R4 INDICATOR REPORTING CHARTS FOR D&G
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**Percent of bills enacted by national parliament that had civil society input**

What about bills that had women's input? Comments to the Green or White Papers by NGOs or by women's organizations? For example, the Gender Working Group of SALGA and CGE are quite dismayed that the comments they submitted through the Gender Advocacy Network were *not* integrated into the Green Paper. It is a first step, however, to be submitting "gender input"

**Percent of total population aware of rights**

It is very important that this be disaggregated. The text says that survey questions were asked of a "nationally representative sample of respondents". If USAID will "likely support implementation of a revised survey in 1998 and 1999", then gender-disaggregation should be required.

**Number of human rights violations reported**

This raises two issues: (1) The number of women reporting cases, i.e. bringing cases to USAID-supported Advice Centers and (2) The numbers of cases relating to particular rights of concern to women, e.g. violence or abuse, or property rights. There are MISSED opportunities here to target assistance where it is most needed, and to use women as a proxy for broadening and deepening rights awareness in South Africa. (It also would be good to separate urban from rural reporting, if possible.)

**Number trained in democracy and human rights**

It is good that CSLS and Street Law have disaggregated their trainee data, and they should be commended. Moreover, it indicates that these programs are reaching women. Further, USAID is right to indicate that remaining partners will be providing disaggregated data in the next reporting period.

BUT, it would be ideal if the focus, and related reporting, were to go beyond that — to reporting the number of trainers (rather than just trainees) who are women, the number of women and men reached in secondary training (when USAID grantees train trainers, who they go back home and offer training), and some information about the types of women (first-time at a human rights workshop versus "regulars") and the quality of participation in mixed groups.

**Civil Rights Bill drafted and presented**

USAID should ensure that any USAID grantees contributing to this process or commenting on the bill have submitted gender-related analyses. The number of such gender-aware inputs should be counted — or, preferably, the number of proposals or articles or mechanisms for which USAID grantees put forth gender-related criticisms or improvements.

### **Number of historically disadvantaged legal professionals enter mainstream legal practice**

These numbers should be disaggregated for women, but also for African women (as opposed to white or Indian or even “colored” women) In addition, it would be good to capture some idea of what these new professionals are doing — whether they are just making money for themselves in the private sector, or whether as historically disadvantaged individuals they are contributing any pro bono time In fact, it would be good to see how many legal professionals are engaged in *any* pro bono or volunteer activities (It may be argued that the new professionals from historically disadvantaged roots have to put their time and energy into “making it” in the legal profession and do not have time for other activities) This would also be a good place to note the numbers of legal professionals who are “mentoring” new legal professionals who come from historically disadvantaged institutions

### **Number of historically disadvantaged accessing the formal court system**

If this indicator will be used, it should show women, African women and rural women But in fact this indicator misses the next, and very important issue, for women the quality of access The fact that an abused woman gets to a courthouse says little to nothing about whether she is further victimized by the system, gets effective council, or ever returns after that initial encounter

### **Number of human rights violations reported**

This indicator would be more effective if it captured the following information Violations of which rights? Who reports them (men, women, young, old )? Where are they reporting them (in urban centers versus rural areas) This would ensure meaningful disaggregation

#### ***Percentage of rights education trainees by level of knowledge and understanding***

This indicator should be disaggregated for women/men, but to use a proxy for level of knowledge, they might track rural women The alternative is to identify how many of the trainees are “first-comers”, meaning that they have never attended any human rights or legal literacy training before Also, if they are illiterate, that would indicate that they have not read any materials about human rights, etc !

#### ***Percentage of total population aware of rights***

#### ***Percentage of total population practicing rights***

These numbers should never be gathered, by survey or otherwise, without using the opportunity to assess difference between awareness of women and men But, again, it is not a mechanical process, but one intended to gain useful information The survey should track for urban/rural and by age, as well as gender ALSO, the need for this information may expose the lack of systems and gender awareness USAID should inquire about disaggregating of such information by institutes and polling outfits, including IDASA

### **Number of politically motivated deaths in KwaZulu Natal**

The focus here is on political origins of violence, and one may presume that most deaths will be by men and of men While this may not relate to the indicator, it would be good to know some of the gender issues, e g how many women and children are impacted by this Further, however, this

indicator presumably relates to the types of institutions strengthened (governmental or nongovernmental) and to some conflict resolution training. Here, therefore, the focus is on the *results* of conflict resolution — not on whether the programs are building capacity for conflict resolution. This is where the training has focused on men — and perhaps lost an opportunity to engage women in preventing the conflicts? The role of women in this violence does not seem to have been addressed?

Further, if USAID were to decide to re-direct some of the mediation and conflict resolution support to conflicts in the home, e.g. domestic violence, then it might look at the number of *abuse-related deaths (or significant injuries)*, which would often be those of women.

#### **Number of trained people involved in conflict management**

Not only should this be gender disaggregated, but our interviews lead us to believe that there is real room for improvement — in training more women in conflict prevention and management. Further, it would be helpful to focus attention on women as trainers as well as trainees.

#### **Number of functioning mediation “structures” at provincial and local level**

This could be an area where women would help to improve results. Women may need mediation of domestic disputes. Women are also concerned about neighborhood-based initiatives to deal with crime. If the “structures” were street-level or home-based, there might be a grassroots impact on use of ADR rather than violence.

#### **Number of civil society entities participating in public policy formulation at national, provincial and local levels**

This indicator might look to the numbers of women’s or women-led CSOs and CBOs that are participating. It would be an opportunity to encourage USAID partners to engage women’s organizations and give them voice. It would be helpful to look at the inputs of networks, such as the National Network of Women against Violence and the provincial networks, or the Women’s National Coalition. If USAID is counting the number of entities, rather than number of inputs, then SAIRR and IDASA only count once — and there is a need to broaden the base.

#### **Number of initiatives for public participation in public policy formulation created by elected officials**

This indicator raises the question of WHO within the public participates, and on WHICH public policy issues. If partners were focused on women and issues of concern to women, it might enhance the results overall. Note, also, with regard to JCPES they did a survey recently that they did not disaggregate. Whether or not it is possible to go back to that survey, they would likely be open to ensuring that future surveys disaggregate.

#### **Number of inputs made by civil society organizations towards public policy formulation**

It would be helpful to look beyond the quantity of inputs to the diversity of inputs, including women. It would also be helpful to know which issues of public policy are “accessible” to public input.

### **Number of significant management improvements in government institutions**

Management improvements often relate to how management enables staff. In terms of the gender issues, this indicator might be modified to look at skills development and training within government institutions. Then the issues are whether women (primarily African women) are getting training, and at what level. And, what sorts of human resource policies have been initiated — performance evaluations, sexual harassment policies, mentoring programs, etc.

### **Number of people affected by the partnerships [for development]**

Again, which people? It also might look at where people live (in the main city, in a township, in squatter areas)?

### **Number of partnership models developed**

It would be helpful to know the number of partnership models that purposefully involve women, i.e. that have clear policies and methods for ensuring women's participation. This is the case for the Community Law Center and for Piwisisizwe, and may be the case for IRI and IMSSA.

#### *Number of partnership models disseminated*

One might look here to the CONTENT of the model or to the reasons why it is deemed noteworthy. For example, IRI might share models where women have been in leadership, or where women's groups have played a significant role.

#### *Number trained in partnership development skills*

To ensure that women are engaged in these economic development activities, it is important to show that women are trained in these skills — but this is also a case of noting the quality of their participation in the training (whether active or passive) and what they do after the training (in terms of participating in development in the community).

## ANNEX I-C

<b>GENDER REVIEW OF PROPOSED NEW D&amp;G INTERMEDIATE RESULTS</b>
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(Based on the draft Democracy & Governance Results Framework)

While gender or women are not explicitly mentioned in the new D&G Results Framework, it is good to see that it is implicitly addressed in a number of ways. The following discussion is an effort to make *explicit* the ways in which general concepts — such as “equitable”, “participatory” or “public inputs” — involve gender and women.

#### IR 1 1 Justice Is Equitable, Effective and Accessible

- The term “equitable” obviously raises the issue of whether it is equitable for women. Several examples of where this is a major issue in South Africa today are (a) violence against women and obtaining interdicts, (b) maintenance payments for children, (c) access to land. There are also power issues, in terms of the perspective and attitudes of magistrates and judges.
- The term “effective” must be considered in terms of whether it is effective for all members of society — and in this case, for women. It also is critical that one consider implementation and enforcement. The formal justice system is not effective for women unless it provides them with *de facto* protection as well as *de jure*.
- Whether justice is accessible to women may depend on whether women (particularly of lesser education, in poorer areas and in rural areas) have information about the justice system. Women’s access also may be affected by such issues as (a) access to legal counseling, e.g. Advice Desks, (b) access to something as simple as transport, and (c) attitudes of staff and clerks in the system.
- Regarding the sub-IRs. The institutional capacity of justice providers must include gender-related training. Those citizens who understand and practice their constitutional rights must include women.

#### IR 1 2 Local Governance Is Participatory, Peaceful and Responsive to Citizen-Identified Needs

- Obviously, the term participatory means that broad *and diverse* members of society and economic statuses. It should also mean that both men and women participate. Participatory also should imply active participation and informed participation. These are issues of particular importance to women (but, in some contexts, equally important with regard to men).
- Whether governance is peaceful may depend on the capacity of society to work out conflicts effectively.
- “Responsive to Citizen-Identified Needs” is well-phrased because it purposively refers to “citizen-identified” needs rather than to “citizen needs”. In the case of women, the word ‘identified’ highlights the importance of engaging women in assessing needs, setting priorities and making decisions. While both governments and donors may be better these days about remembering women as beneficiaries (e.g. in healthcare and housing), there is still more work to do regarding women in the design and implementation of services.

- Regarding the sub-IRs Whether municipal governments effectively engage citizen participation clearly means awareness of women's groups, and good communications and collaboration with them The quality of civil society participation extends to women, both in mixed groups and in women's groups

### **IR 1.3 Policy is Developed with Public Inputs and Implemented Effectively**

- Developing policy with "public inputs" means ensuring women's inputs to some areas where they have either been excluded or are not getting their message across — and in others where men are not, perhaps, seeing the need for them to participate (e.g. regarding AIDS or Violence against Women)
- Implementing policy requires effective dissemination of information to all citizens who are impacted, and required collaboration with partners in civil society who may help with information or with implementation Again, this should include women But this is also a case where gender roles may interfere with effective implementation
- Regarding the sub-IRs
  - ❖ Strengthening the capacity of public managers raises some concerns in terms of sustainability Who are the public managers today? If they are predominantly male, will they necessarily be the public managers of tomorrow? Are there ways to ensure that women have the skills to be effective public managers later, if they are not in those roles now?
  - ❖ The second IR is alright in terms of the flow of information *from* policy makers *to* the public, including women *but there is an IR missing while the IR says "inputs" to policy-making, the sub-IRs address outputs and implementation* there should be a sub-IR that focuses on increasing the amount of citizen input and the quality of citizen input to policy development
  - ❖ Example of where women's input is critical new establishment of family courts black women will not benefit from them, because they seem to be located in central urban areas (Capetown, Durban, Johannesburg, Port Elizabeth), not in the rural areas or townships where women most need access

**ANNEX I-D**

**PROJECT-SPECIFIC RECOMMENDATIONS  
FOR  
ENHANCING GENDER INTEGRATION IN SO#1 PROJECTS**

**ACCORD**

ACCORD is providing training for CSOs, community leaders and civil servants on conflict prevention, management and resolution. Its USAID-funded program is on public sector training, and it is focusing on the Department of Health in KwaZulu Natal.

*Opportunity* SO#3 should be aware of this, and Eka Esu-Williams' report should be forwarded to ACCORD to incorporate the gender issues. Nomea should talk with Anita and Renee. In addition, this is an ideal example of where USAID-funded training can benefit women and can support the OSW's efforts within a department. But, as structured, the training in the Department of Health is "limited to those who are IN the civil service which, in terms of gender diversity, is to say the least, very poor." This is an example of ensuring that some proactive efforts are made both to integrate gender into the substance of the training and to identify women in the DOH who can participate.

ACCORD is just starting a women's program with British funding. They will train women in Southern Africa. USAID should follow this, and identify ways in which it may dovetail with USAID's commitment to gender.

*Opportunity* USAID is giving organizational support for capacity building (relating to personnel, human resource policies and finance) leading to an endowment. This is a critical point at which to be sure that gender is integrated. ACCORD should have mechanisms for hiring and training up women. If Deloitte & Touche is providing the support, there is no reason to expect them to pay *any* attention to gender unless they are instructed to. Steve Wingert is the consultant who will prepare the Endowment Proposal by the end of February. Here, too, gender should be considered — before something is set in place for many years to come.

ACCORD is training youth for the Student Representative Councils! USAID is providing partial funding for the Youth Program Manager.

*Opportunity* The SO#2 team should find out about this, and ensure women's participation according to the recommendations of Karen Biraimah on this issue. ACCORD is just having its Training Unit Curriculum revised. A consultant will have 3 months to review it.

*Opportunity* Aubrey McCutcheon seemed *quite* interested in reviewing the curriculum for gender issues. This is a critical opportunity to revise a curriculum that will be used a great deal, and may be an example to others. It was suggested in fact, that maybe the conflict resolution groups might get together to review their curriculum and share ideas about gender issues in conflict resolution.

## **Black Lawyers Association**

We were not able to meet with the director (We had an appointment, but the director was not there )

There are two issues we would like to address. The first is the professional development of African women lawyers. There is not a Women's Lawyers Association. It would be good to know to what extent the BLA is addressing their needs and issues. Are women lawyers participating in positions of leadership in the BLA? If not, why not?

The second issue is how the BLA may help address the legal needs of women at the grassroots level. Is the BLA a mechanism for addressing access to justice by women? Typically, lawyers are co-opted by the system rather than challenging it. Once they are part of a system, they help to perpetuate it. Is this true of women and minorities as they enter the system? Who is engaged in legal reform, in expanding access to justice? How many lawyers who receive USAID training then go to work to ensure that all members of society can rely on protections from the legal and justice systems?

## **Center for Human Rights (CHR)**

The CHR's three USAID-funded projects are the Integrated Bar Project (IBP) that places African law students in mainstream law firms, the LLB/Master's Program for additional education for lawyers, and the Moot Court program. The CHR should be credited with being aware of women's participation. At the same time, however, there is more that they might do to improve their impacts.

To its credit, the IBP is careful to ensure about 50-50 representation of men and women in the program. While this is a good first step, the IBP illustrates the need to go beyond numbers to quality. There are many reasons to expect that African women in law firms are NOT having an easy or effective experience. The culture of law firms can be quite hostile to outsiders, and particularly to women. Putting them in the firm without some support is risky. In this case, we would advocate that IBP take steps to address this, such as organizing some women's sessions to talk about their experiences in the firms, establishing a mentoring program (with lawyers within or outside of the firms, preferably *within*, if people with real interest can be found), or devising a system to track what happens to women lawyers after the program.

The master's program also looks for a 50-50 balance, and USAID gives bursaries for lawyers from disadvantaged backgrounds. But beyond the trainees, this program illustrates the need to look at the trainers/teachers and at curriculum content. They *have* taken some steps to integrate gender into their curriculum: there is a women's rights component and gender is integrated into some other units. It would be helpful, however, to look at the people who present the sections, to ask the teachers in the program to bring out the gender issues in discussion, and to work on integrating gender more fully. This could be put into the TOR for those who develop the lectures, etc. It may be helpful also to ensure that women lawyers are finding all areas of the law "attractive," so that they do not go into the "traditional" areas only — e.g. family law or public interest law.

Regarding the Moot Court program, senior law students from all over the country participate, and CHR encourages 50-50 women in the teams. The students who argue the cases get human rights

training, which includes attention to how rights impact on women or how there may be differences in the impacts of certain laws on men and women

### **Center for Socio-legal Studies/Street Law Program (CSLS)**

The CSLS does not have a specific gender project, but it is putting together a Gender Manual with funding from the EU, and it focuses on rural women (based on recent experience, some of which was funded by USAID). The CSLS is collaborating with nine organizations around South Africa, and will schedule events and use Street Law students to test the chapters. PAWA (People against Women Abuse), GETNET and others each have a chapter. CSLS is responsible for a chapter on Gender & Access to Justice. While they are carefully developing and testing the substance, there is still some concern about how to USE the manual. They will need methodology and suggestions of how to use it.

In a discussion about women's participation in CSLS workshops, two factors came out. First, CSLS representatives agreed that while women may be there, they often do not say anything. "It depends on the facilitator and person doing the workshop." They also agreed that who facilitates — man versus woman, black versus white, urban or rural — will make a difference in terms of who talks and how freely. Nonetheless, they do not have any guidelines or training for speakers and trainers regarding gender. Second, CSLS does not make any explicit effort to reach grassroots women. The workshops are ad hoc and by demand. Note: If grassroots women do not know that the resource is available, then they cannot ask for it. Can efforts be made to develop demand among women by telling them about the programs?

There were also three good opportunities to use gender to strengthen their projects. The Democracy and 13 Sign-Posts of democracy includes "People are Equal." There may be ways to ensure that all rights or signposts raise awareness of gender implications or issues.

The next issue of Democracy Watch focuses on Gender Broadcasting, Performance Arts for Women, Women and the Media. USAID should get copies and ensure that all grantees get it.

CSLS is developing a Democracy for All Board Game. Here they *ought* to pay attention to gender issues. If children will be using it, it is important to remove gender stereotypes, but also to take advantage of the opportunity to raise awareness.

### **Creative Associates International (CREA)**

CREA will be responsible for RFAs, the selection process, writing grants for award, putting money out and reporting on expenditures. If USAID will rely on CREA to take on the burden of management, then it is very important that USAID ensure that CREA knows and addresses USAID's commitment to integrating gender into program design, implementation and oversight. It seems that CREA may be leery of being proactive, or "getting out in front" of USAID on issues of gender. If USAID wants for gender to be addressed, it will need to state so explicitly.

*Opportunity* CREA may be responsible for about 60 grants over five years. This is a key opportunity to integrate gender. In the first instance, guidance should follow from an RP process that explicitly integrates gender. Moreover, since the grants will go to organizations that fulfill the financial accounting requirements — and not to small CBOs that may involve and reach more women — it will be important to select grantees that have experience, workplans and interest that

demonstrate a capacity to reach a broad spectrum of women. In the “implementation planning sessions” CREA will work with grantees on the program plan that is attached to the grant. CREA will engage in an organization evaluation during that process, which will focus primarily on handling money, management training, staffing and governance structures. This is a critical chance to focus attention on women’s participation and capacity building.<sup>27</sup>

**Opportunity** The training courses that CREA offers, for existing or prospective grantees, might include (1) How to identify gender issues when writing proposals for USAID (and other donors), (2) The importance of diversity on a board of directors, (3) Building sustainable institutions through staff development. In addition, the DG team agreed in February 1998 that it will ask CREA to include a gender component in meetings for grantee organizations, and that best practices on gender issues should be shared.

### **Community Law Center/(NIPILAR consortium)**

The CLC’s curriculum and training focus on access to justice, human rights and women’s rights. This program is reaching women in rural areas. The curriculum includes awareness of gender, and the publications about the Constitution and Equality try to demystify the legal language. In communities, CLC’s program has people elect paralegal committees. While CLC does not dictate who is included, they give guidelines and advise. In some cases, it becomes necessary for CLC to remind them that they should involve women. In fact, they say that 60-65% of the advice office workers are women.

In November 1997, CLC trained 2 human rights activists per rural community in KZN. Nearly 50 of 58 were young women. The trainees now have to share their expertise and spread it back home by giving workshops there — and they get paid when they send in the evidence of having done the workshop. So far, there have been 27 workshops in 3 communities! (This program was funded by the EU and CS Mott.)

With money from the International Commission of Jurists/Sweden, was able to attend some meetings that led to the conclusion that urban women tend to be more vocal and active than rural women. CLC decided there is a need to build the ability of rural women to participate, and organized a joint meeting in December 1997 to formalize a structure to represent the women of KZN.

**Opportunity** USAID should follow this up, and be sure to know about it — both as a resource and as an example. CLC’s director attended a Gender Education Trainers Conference in Zimbabwe, where the top priority was Gender Education Training for men. Since then, CLC has run 3-day workshops in Durban, Eastern cape, Northwest Province and KwaZulu Natal. Now that there is a core group of trainers, CLC would like to form a KZN group — which was to meet on Jan 31, 1998.

**Opportunity** This is an interesting perspective, and one that others say they want — such as the Women’s Empowerment Unit. It would be helpful for USAID to make this expertise available to the OSW and the WEU. CLC does undertake training for other organizations and government office, both urban and rural. While the gender training has been more for CLC’s own employees, they could

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<sup>27</sup> This is an instance where reporting and monitoring will be important ways to ensure follow-up and results. Here, a target might be set that all RFPs explicitly ask for gender assessment and proposals relating to an organization’s staffing, outreach/beneficiaries and gender content.

imagine responding to a tender. In fact, CLC did have an inquiry from the head of police about the gender training for men, but a year has passed without any follow-up.

### **Institute for Democracy in South Africa/IDASA**

IDASA made a policy decision a number of years ago NOT to have a women's program — despite the fact that it is an important issue for democracy. They preferred to apply gender lessons, particularly regarding power, to all their work. IDASA is concerned that they do not have funding for staff development — which would be very helpful for bringing young women up in the organizations.

*Opportunity* It might be helpful for IDASA to share its experience with other USAID partners on dealing with power relations in training. USAID might make explicit to IDASA that it may use USAID funding for staff training. IDASA makes a point of giving some gender issues prominence in their publication, WHIP. This reaches a broad audience. "It is helpful to highlight issues, but as helpful is to profile women — in a sense, to amplify their voice — because then they are more likely to be chosen for committees."

*Opportunity* WHIP is a resource, a vehicle for sharing best practices, that might be shared with other organizations. It also might be highlighted for the CGE and OSW. Regarding data when IDASA evaluated the local government elections, they did look at who women trusted, and did disaggregate. BUT, while they usually ask in their surveys whether the respondent is male/female, they do NOT often disaggregate.

*Key opportunity* This is a VERY unfortunate missed opportunity. IDASA does a great deal of polling; many people rely on their survey conclusions, and there do not seem to be any other organizations doing any significant surveys or polling. This is important for policy-making in South Africa. In addition, the Beijing Platform should result in all government departments reporting on women — but they will need data. One major, pending issue in South Africa is traditional leadership. IDASA recognizes this as an unresolved Constitutional issue, and one that will have a significant impact on a large number of women in the poorest of circumstances. IDASA suggests that this should be a priority, and that there may be a need for some accommodation between the stance of traditional leaders AND the stance of women's advocates.

### **Institute for Multi-Party Democracy/IMPD**

The new director says that they will not only be aware of gender integration, but will also develop some women's focus or specific programs. While they have programs for democracy, they are not about men or about women — and if programs have reach women, it has been coincidentally rather than purposefully.

*Opportunity* As IMPD is restructuring and developing new programs, there are several opportunities to focus on gender issues. First, they would like a policy research unit to analyze policies, look at impacts and disseminate information. One topic would be gender. Second, they would like to create their own niche of focusing on the underprivileged, including women. They would look at rural women and at women in the informal sector. IMPD is also considering the publication of a "Democracy Monitor." Here, too, gender should be thoroughly integrated. IMPD's interest in gender issues is a good one, of course — but USAID should encourage it to talk with other

USAID grantees who already have experience with gender integration and women's issues. They should not begin before knowing what others are doing, what lessons have been learned, and what niches really need attention. IMPD is in the midst of a program in Northern Province on Ritual Murder and Witchcraft. Since the victims have been women, they are holding workshops with women and schoolgirls. Next IMPD is planning a March 1998 conference on traditional leaders.

**Opportunity** The Traditional Leaders conference illustrates the type of program that risks being predominantly men and missing the opportunity to facilitate a productive exchange of perspectives leading to results that will be acceptable and positive for all. **The program and its results would be strengthened by taking careful stock of gender implications and addressing them.** For example, impacts on women and taking their concerns into consideration should be consciously addressed. It would be helpful to consider what the role of male traditional leaders, and how does the formal South African system threaten them will loss of power and standing? Are there ways to give them ritual roles while shifting power over land and law to the government? Here, it would be very helpful to engage in some "joint problem-solving" or conflict resolution. IMPD might consult with Vuleka or Accord or IMSSA. On the more practical side, and in terms of women's effective participation, it is important to ensure that women are invited in such a way that they feel they can participate comfortably and actively. They are likely to wonder, "Why should I go?" or to expect that they will not be able to contribute much anyway. Breakout sessions (with good facilitating) would be one way to encourage more complete and active participation by women.

### **Independent Mediation Services of South Africa/IMSSA**

IMSSA sees itself as the lead Alternative Dispute Resolution institution, and has close ties with the new state body, the CCMA. While IMSSA charges fees, it also does some *pro bono* work using USAID grants. IMSSA raises several issues: Who gets trained as mediators? Who gets or needs mentoring? Who is in fact selected to be on panels, i.e. hired as mediators? Does mediator training address gender issues that arise in the context of mediation, and do mediators pay attention to it?

Regarding mediation panels, there is a problem with imbalances. From about 300 who are eligible, about 65 percent are male and white. This may be because it takes time to become a seasoned, experienced mediator. But IMSSA has raised substantial funding (from an American funder and the Swedes) to fund a "Fast Track" program for 150 black and women lawyers. They will be newly qualified in 6 months *and* will be "twinned" with mentors. They also have a six month internship program for new graduates funded by the Ford Foundation. Many interns have been women and African.

In terms of the substance of their mediation work, they have an Anti-Discrimination program to train panelists to deal with discrimination issues in the workplace and elsewhere.

**Opportunity** IMSSA suggests that the Public Service Commission should link with the Gender Desks. This is an idea worth pursuing with the PSC and with the OSW. Training is also an issue. IMSSA has acknowledged, "We certainly know that training is more effective when there are mixed groups. We *know* that that works, in terms of role plays and different methods work better with mixed groups." Moreover, they have not addressed gender in the training content, and organizations often put forward male trainees. The training courses are 85 percent men. This *is* difficult to address, and the trainers *do* tend to be men. In 1994, IMSAA made a big push to address

the personnel profile — on its Board of Directors, among the staff and on mediation panels — in terms of race and gender. They began auditing and monitoring race and staff profiles every 6 months. While the last profile showed 75 percent black and 75 percent women, the higher positions are still held by men/whites. This stems from two problems. First, there is relatively high turnover, and they lose good Africans and good women to other institutions or to government (e.g. to CCMA). The voluntary retrenching in a recent downsizing process seems to have “set them back” in terms of gender and Africans. One way it seeks to encourage women and support their professional advancement is that IMSSA has policies that are intended to support women, including maternity and a sexual harassment program. Second, although it is costly, they need to invest more in “training people up” within the organization. IMSSA suggests that it is not enough to recruit and train — and that they need a “learning organization” to train and develop staff. In fact, most staff are doing degrees or certificates and IMSSA covers fees of 4,000-7,000 Rand.

*Opportunity* As a result of its history, its earlier funding from USAID and support from the Ford Foundation, IMSSA has thought about and addressed a number of issues relating to women in mediation, women as staff and women’s advancement. They have good “lessons learned” to share with others.

### **International Republican Institute/IRI**

Following 1994 elections IRI has targeted local governments and basic local services like roads and water because local governments now have their own budgets. Training focuses on “Effective Governance Skills at the Local Level”, which “in a way is conflict resolution in disguise” because cooperation is more effective than bickering. The training includes strategic planning, financial management & budgeting. IRI also offers Local Economic Development Workshops. In the future will run campaign training for political party/elections.

*Issue* IRI is not reporting the numbers of women or men trained, because it is not required. In fact, there is some women’s participation when IRI is training councilors. Once they begin with local officials, however, expect fewer. IRI acknowledges that there are problems with (1) who participates in training when the target group is defined in such a way that there are not many women involved and (2) women in the minority not speaking up and getting involved. But there is concern about the sustainability of expertise/training, with the hope that local governments will continue training in the future. If IRI is training trainers, then they need to train women — and it might be helpful to focus on NGOs or CBOs that might extend the know-how.

Another area of IRI’s program is facilitating community processes, as in Ladysmith or Richards Bay. They hope to take communities to see other “success stories” in South Africa.

*Opportunity* This is an opportunity to feature women’s successes. IRI has quite a number of success stories — of women in local government who are very good. There must be some way to spread those? How about IDASA’s “Whip” publication that prides itself on ensuring articles about women and gender? In addition, in selecting site visits, IRI might highlight those where women are in leadership, where women are well integrated into the whole economic development process, or where the process itself is cognizant of such issues as women in the informal sector or giving priority to local transportation for women (and men) with both workplace and family responsibilities.

## **Joint Center for Political and Economic Studies**

The Joint Center's programs on and for youth should ensure that girls and young women are enjoying the benefits and capacity building JCPES did a survey on constituency relations, and then recorded local officials talking "to their constituents" about the issues they faced This raises two issues First, the survey was not disaggregated This is an unfortunate lost opportunity (not unusual, of course) It should be interesting to determine where there are differences of priorities or opinions about local government or local needs, and it would demonstrate to the local officials how important it is to think in terms of different groups, such as women, in the local constituency In addition, the tapes may not have had very many women's voices on them This perpetuates an expectation that local officials are (and should be?) male

**Opportunity** the JCPES has a subcontract with Nathan Associates for grantmaking to NGOs re economics There are important synergies here with the G/WID recommendations to SO#4 to ensure that those trained in economics have access to gender studies This SOW and guidelines should be reviewed

## **Ministry of Justice/PIL**

The MOJ has a Transformation and Equity Unit with two directorates, one of which is the Directorate of Gender and Children It has had no idea of USAID funding, and is eager for collaboration (and resources, of course)

**Opportunities** The MOJ has a number of its own focuses that involve women or gender issues

- It is reviewing the structure and procedures of Family Courts and Community Courts
- It is in the midst of training magistrates
- It is drafting equality legislation
- It is interested in curriculum reform for law schools, perhaps in cooperation with the Black Lawyers Association (a USAID grantee) Here, too, gender should be considered within the program
- There is (or will be?) training on Sensitization to Gender Issues

**Key opportunity** The MOJ is engaged in a process of law reform, or the "Purification of Statutes" This is VERY important, and should have gender integrated from the outset This is an activity coordinated with the CGE There is a need to prioritize the statutes according to the harm they are causing women in the current form USAID might look at ways to connect the Center for Human Rights, the Black Lawyer's Association and NIPILAR's Gender Unit with this MOJ initiative

## **National Democratic Institute/NDI**

NDI has had a Women's Political Participation initiative in KZN since 1996 The program was initiated by a proposal from a woman with the Inkatha Freedom Party The project has focused on developing a nonpartisan Women's Caucus for the 17 women in the KZN legislature There were workshops in 1996-97, and a study visit to Sweden/Uganda The Caucus has had full Parliamentary

Status since the fall of 1997 There was to have been a 3-day, facilitated retreat to generate the Women Caucus' strategy in October, but because of an IFP funeral it was postponed until February 1998 One key issue they will be looking at is constituency outreach — which they saw wonderfully addressed by women politicians in Uganda

*Opportunity* This project has illustrated a possibility of working across party loyalties, but it has been very hard going because typically party loyalty comes first Both the Eastern Cape and Gauteng have tried to establish a Women's Caucus, but have failed There are important lessons learned that it would be helpful to share more broadly

### **National Institute for Public Interest Law and Research/NIPILAR**

There are three areas of interest for gender issues at NIPILAR the Gender Unit, the training unit, and mainstreaming gender into NIPILAR's mainstream programs First, NIPILAR has a strong women's program that is engaged in training women about international and national rights instruments in simple terms They focus on the Beijing Platform, CEDAW and a Girl-child Project (with UNICEF funding) Through their training in rural areas, they have found that in mixed groups, "men have the strongest voices" Facilitators do need help on how to deal with men in the group

In December 1997, NIPILAR held a conference to discuss Gender integration with government stakeholders and others Ellen Korneguay, the director of the Office for the Status of Women, was there NIPILAR is putting together a course on Gender and Development that it will offer to government offices The Gender Unit partners for training with CONTRALESA, SALGA, COSATU, SACC, and Human Rights and Democracy Centers They have a triangular basis for training, to popularize CEDAW They hope to train 30 people from these organizations in each province, and expect each to do three training sessions But while they have funding to train the trainers, the trainers must have support

There are plans to begin a program in the secondary schools in Gauteng, to work with student representatives (2 girls and 2 boys from each school) to design a program about the rights of the girl-child

*Opportunity* The DG team should tell the SO#2 team about this It might be a small grant possibility, if they worked with the Young Women's Network or the SA Youth Commission, and it combines D&G, Education and Health NIPILAR's Gender Unit is concerned about how to involve men, and how to change perpetrators of violence There is also concern about women tending to keep quiet about it, about what the options are for women if they need the men as breadwinners, and about how the Prevention of Family Violence Act has an urban bias

*Opportunity* NIPILAR's Gender Unit wants to develop a CEDAW newsletter It would be bimonthly and go to the "average" women in communities, etc The issues would focus on specific articles of CEDAW e.g health or rural development, and would highlight needs and activities and accomplishments throughout South Africa They want to establish a working group that will be responsible for writing the articles, but they will need to hire someone for layout They aim to have the first issue published at the end of April The newsletters would also be used by NIPILAR's Advice Centers (We would suggest that they make the content available to mainstream newspapers and radio stations so that the information reaches beyond those who may be on the newsletter mailing list There are great opportunities for collaboration here, e.g the articles might be included

in IDASA's "WHIP", in SAIRR publications, etc. The materials should be made available to the CLC and to the CSLS in Durban.) Second, NIPILAR has a new training department. They still use consultants to help with strategies. While each does things differently, they are beginning to share among themselves. NIPILAR's training manual is a work in process and in its third draft. They assume women only in the room, but in fact they often "have 20% men, and 100% male participation." This is a common problem among USAID grantees. It should be a priority that they be brought together to talk about how they address it, and to share techniques. NIPILAR says that USAID's Attachment 8s are not enough, because they do not capture the quality of participation. Also, when they train women in rural areas, or work with CBOs, those people often cannot fill out forms, keep records or write proposals.

The third issue is gender integration. It should be noted that both WIDTECH meetings were predominantly with women in NIPILAR's Gender Unit. We did not get to the broader issue of the extent to which gender is integrated into NIPILAR's mainstream programs. In fact, the women from the Gender Unit seem to know quite little about the rest of the programs.

**Opportunity** After a year in operation, the Gender Unit at NIPILAR has just begun to shift its work from project focusing solely on CEDAW and women's or the girl-child's rights to some integration of gender into NIPILAR's mainstream projects. Support from USAID would help the Gender Unit with its efforts within NIPILAR.

### **P A C T /Sedibeng Center for Institutional Effectiveness**

PACT has been working in South Africa to help establish competent, sustainable NGOs. To prepare the sustainability of its efforts, PACT asked the Sedibeng to identify those programs it wanted to carry forward. Sedibeng was interested in NGO capacity-strengthening, but not in training NGOs in grantmaking, working with USAID housing people or making grants on behalf of USAID. For NGO capacity-strengthening, USAID gives funding to PACT, which then transfers it to SCIE to do the work.

According to PACT's interim evaluation, there have been 50% women in all that PACT has done (without there having been an express focus on it). There have also been as many women facilitators as men — though there has been a greater Level of Effort for the men. In the early years, PACT trained a broad spectrum of people — but often the men were already doing related work, and they got stronger faster. There is still some thought necessary to explain why there are not as many women who are "successful" trainers. It may be that some mentoring would be helpful, and perhaps PACT might consult with IMSSA to compare their experience with women mediators. In fact, however, Sedibeng may end up using more women than men, because the men are becoming very expensive because of clients and connections. It is interesting to note that a number of women consultants that PACT uses are still working at the community level — often on a voluntary basis!

**Issue** When PACT was developing a new work plan in August of 1995, it decided it would not continue to work with small groups. They took a decision not to put resources in that direction. While many of those organizations that they had previously served *were* women-run, they just did not "fit with the current strategic thrust." Sedibeng has followed that PACT decision. This may mean that women's groups, which are in serious need of institutional strengthening, are not getting the resources they need. This may mean that USAID's support for NGOs is not reaching women's groups. This issue deserves some attention and some thought — and if neither PACT nor Sedibeng

wish to change their decision, then USAID might look at whether some of the CREA program can counter this bias

**Opportunity** Sedibeng's director apparently wants references on Gender policy — not just on women's participation and women as facilitators, but women in the context of employment. It might be helpful to refer him to IMSSA since it has taken time to focus on these issues and has experience with them

**Key opportunity** PACT developed an organizational tool in Ethiopia, and USAID is eager to modify that tool for use in South Africa. In the first phase, they will define characteristics and develop indicators. Then they will support target NGOs to undergo the assessment process. **This is a critical opportunity** Gender should be integrated into the assessment — looking at women on the staff, what their roles are, means of "training" women for higher positions, ensuring that Boards of Directors are diverse and recognize the gender implications of the organization's work, etc

### **Piwlisizwe (Heal the Nation)**

This is a wonderful project that focuses on "integrated rural development". It is based on the belief that each district should have a human resource/civil society structure along with the local government, councils and traditional leaders. People need to learn to relate to one another and work with one another. Piwlisizwe calls their work "Community Set-Up". This program does not focus on women alone, but on a means of community-based work that engages women in new roles and as equals and as leaders. At the community level there are Association Committees, and at this time all chairpersons are women!

Piwlisizwe has one program focusing on financial viability development. They facilitate saving and investment in the community so that people can see that they have local resources. Linked to this is a savings program through which groups can get something more than microenterprise funds (minimum of 30,000 Rand) to use, for example, for a new retail shop. There has been one group of 18 women who have had the chance to go beyond survivalist enterprises

**Opportunity** If the SO#5 and SO#6 teams are not aware of this, it might be helpful to give them some information about it. Piwlisizwe also provides training related to local development needs, including civil engineers for roads, bricklayers, etc. There is a strong component of women in these — and there are young women riding on compressors this month as they learn road maintenance! A staffing issue came up in this interview. Piwlisizwe faced a time when 7 women out of 28 were pregnant at the same time. This poses problems relating to young women's professional development. Many are still culturally expected to marry and have children, and they stop their own personal or professional development. This raises questions about whether and when employers may provide on-site childcare *and* of whether the employer organization might provide some education on issues like family planning, healthcare and HIV/AIDS, etc. This may be a key to keeping good young women in the workforce

**Opportunity** Since a number of these issues relate to healthcare, might it be helpful to advise the SO#3 team of these issues, in order that they might raise them with the Department of Health? This is not necessarily an area for USAID's financial support, but USAID is in a position to raise these issues with the DOH as it tries to define its agenda

Piwłiszwe suggests that it would like USAID to ask monitoring questions that “really make people THINK about whether they are being gender sensitive” The best questions would be those that help people to be extremely aware

### **South Africa Institute for Race Relations/SAIRR**

SAIRR monitors the formulation and implementation of public policy, and disseminates information to CSOs and others so that they can assess and develop alternative proposals and participate in a policy debate

*Opportunity* This is an ideal opportunity for gender issues to be raised — but there was little, if any, indication that SAIRR is aware of them One possibility would be to have them join a discussion with IDASA and others about how to do this Another possibility would be some linkage with an HDI for women studying public policy The SAIRR especially commissions an unemployment survey There is a focus on women’s unemployment, looking the extent to which they are in the informal economy, and needs of unemployed women with children

*Opportunity* These are issues that the CGE is tasked to monitor It would be helpful to encourage the SAIRR to work with and support the CGE The SAIRR’s monthly publication, “Fast Facts” focuses on socio-economic issues and tries to bring attention to trends detected in surveys This is a *very* important opportunity — the survey should break information down by gender, and the trends should include impacts on women, etc Apparently, SAIRR’s management team meets to discuss content

*Opportunity* The management team review is an opportunity to raise gender concerns — and they should be raised in nearly every instance About 250 member organizations receive this publication, but to address the issue of sustainability, SAIRR is trying to increase the number of members and of NGOs

*Opportunity* This in an opportunity to direct the publication to women’s groups so that they may participate in encouraging recognition and discussion of gender issues The SAIRR also publishes a quarterly, *Frontiers of Freedom* This publication gets outside authors and perspectives — and there is an opportunity to get diverse perspectives They also invite people to write in, and respond to positions

*Opportunity* Do women’s organizations get this? NISAA, a program for Abused Women in Lenasia, has said that they would like to get it, and would certainly respond in cases where gender issues have not been raised NIPILAR’s Gender Unit should get it, as should the CLC in Durban

### **Umtapo**

This organization started as a fully volunteer effort in response to partisan tensions and natural disasters It was to help the elderly, young people and black people to find their own solutions The basic philosophy is that pride leads to self-reliance and empowerment

USAID started by giving money for a youth program There was a literacy program, and the Black Communities Project Unit began training for children on nonracism From their experience, however, Umtapo began to wonder why there was so little participation by little girls and women

When they asked about this, they were told that the girls and women did not have self-confidence USAID then funded the Women's Leadership Training Program that includes information, a focus on grassroots and a basic course They have found that many women do not have any awareness — that they need some introspection to strip away their excuses, denial and protections They put notices in the local media, including Ilanga, Sowetan and Radio Ukhozi This program has grown and grown over the last 6 years (They have a full line-up of programs scheduled for February to September 1997) This has also led to a holistic view of violence against women Approximately 15/25 women who attend Umtapo's course are victims of abuse So Umtapo looks at violence in terms of economic policies and status, law & justice, and personal development

*Opportunity* If IMPD is going to begin focusing on gender or women's participation, it should be encouraged to meet with Umtapo If NIPILAR's Gender Unit begins producing its newsletter, addressing girls and women's rights, it might collaborate with Umtapo in KwaZulu Natal

### **Vuleka Trust**

Vuleka has been providing training since the 1960s and has a wealth of experience "Vula" means to open up, and they have tried to open the gaps in race, gender, generations, tribal affiliations, professional associations and trade unions Their training has four modules, of which the first is Basic Human Relations This looks at how people relate to one another It is largely experiential, with 12-14 participants and 2 trainers

*Opportunity* This training might be VERY useful for Department Heads in the government It would be helpful to introduce it to Ellen Kornegay and the OSW, to see whether they would be interested in collaborating Vuleka also has a Community Service in Schools Project, which is now for 8 high schools in the local area They focus on volunteerism, as a way to integrate kids into their community and focus them on some of the social and health needs Some training of trainers from this program would make it available in other parts of the country There is also a Youth Leadership Training Program to train youth workers Note In all of these programs, there are at least equal numbers of men and women, and sometimes more women than men Yet they do not have any information regarding follow-up, i.e. what women are doing afterward

Regarding quality of participation, Vuleka makes sure that women participants are really engaged It is one reason that they have the Basic Human Relations course — for a solid foundation before moving on to Handling Conflict, Negotiation and Mediation

*Opportunity* Women's participation, i.e. active, dynamic participation, is a critical issue in training programs for nearly all of USAID's grantees It might be efficient and effective to have Vuleka offer an introduction to its Basic Human Relations program to people who are trainers and facilitators for other USAID programs Vuleka has recently started a program on Stress and Trauma healing It takes people from being victims to survivors to "wounded healers" It is offered in English and Zulu In 1997 they trained 150

*Opportunity* There are important opportunities here with regard to HIV/AIDS, Violence against women, abuse of children and rape victims USAID should connect them with such programs, and with the Department of Health and Ministry of Justice In addition, the Women's Empowerment Unit has expressed concern about the stress experienced by women in government This program might be very helpful to women leaders

## ANNEX I-E

## CRITICAL ACTION STEPS FOR D&amp;G

The following recommendations are deemed critical because

- (1) Timing is critical — in terms of something being negotiated, drafted or decided at this time — and time is of the essence, or
- (2) There is an opportunity to take a reasonable step to have a significant impact

**Timing is Critical**

ACCORD's Endowment the capacity building for institutional development and the drafting of the endowment proposal Also ACCORD's revisions of its curriculum

CREA's new GMTA may be used to ensure that women's participation, capacity building and gender are addressed in nearly 60 grants over the next 5 years This is the time for USAID to articulate expectations regarding gender and to set targets

IMPD is in the process of restructuring, and by the end of February will have a new workplan This is an opportunity to integrate gender into mainstream plans, and to focus some attention on gender needs

IMPD is in the midst of planning a March 1998 conference on traditional leaders This program is likely to be predominantly men, which means MISSING the opportunity to facilitate a productive exchange of perspectives leading to results that will be acceptable and positive for all Logistical efforts ought to be made to ensure women's participation Efforts ought also to focus on integrating gender concerns into the content of the conference For example

- What is the role of male traditional leaders, and how does the formal South African system threaten them will loss of power and standing?
- Are there ways to give them ritual roles while shifting power over land and law to the government?

Here, it would be very helpful to engage in some "joint problem-solving" or conflict resolution IMPD might consult with Vuleka or Accord or IMSSA

PACT is developing an organizational assessment tool for USAID by modifying a tool it developed a couple of years ago in Ethiopia This is an excellent opportunity to ensure that gender is incorporated The tool may look at women in staff positions, opportunities for women to "train up", gender dynamics among staff (male boss and female subordinates, is it a culture of open discussion and innovation?), training for the Board of Directors regarding gender implications of the organization's work, etc

**Opportunity is Too Good to Miss**

ACCORD's program for Youth in the Student Representative Councils that should connect with SO#2

ACCORD's program for the Department of Health that should connect with USAID's new bilateral agreement with the DOH under SO#3

**New Housing initiatives that should connect with SO#1**

Bringing together people/organizations that have noted women's "culture of silence" and tried to enhance women's participation in training This should include discussion of preparation/training for facilitators, techniques like the "fish-bowl" and training in "basic human relations" like that provided by Vuleka

## CHAPTER II

### **STRATEGIC OBJECTIVE 2: TRANSFORMED EDUCATION SYSTEM BASED ON EQUITY OF ACCESS AND QUALITY — HIGHER EDUCATION**

*The Tertiary Education Linkages Program (TELP)*

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## INTRODUCTION

As the new South Africa moves toward the twenty-first century, it has openly embraced a policy of gender equity and equality. This policy is eloquently stated in a recent ANC Discussion Document<sup>1</sup> "South Africa will never be free as long as women are not free." To maintain a meaningful assistance program consistent with these goals, this report makes recommendations for USAID/South Africa's higher education programs that will enhance themes of gender equity and improve program impact.

Based primarily on the input from academic staff, students, and administrators of six historically disadvantaged institutions (HDIs), this document reports on the five focus areas of SO#2's Tertiary Education Linkages Project (TELP), which addresses the needs of South Africa's 15 HDIs. This report builds upon current baseline data and projects by suggesting how gender-specific issues, targets, and indicators might be integrated into SO#2 higher education activities, with specific emphasis on TELP projects.

The goal of this report is to suggest ways to improve the integration of gender issues within the framework of TELP, the main components of which are (1) policy analysis and planning (examination of critical issues in tertiary education aimed at presenting options and programs designed to achieve a more equitable and efficient education system), (2) institutional capacity building (support for the efforts of 15 HDIs to strengthen their institutions and increase their efficiency), and (3) university/technikon linkages (activities designed to enable two or more institutions to address broad-based problems, share resources, and engage in joint activities related to the first two components).

In 1996, the vice chancellors of the 15 HDIs identified five focus areas to address under TELP: (1) staff development, (2) curriculum and program development, (3) student development, (4) management and administrative development, and (5) research. This report suggests practical ways to enhance women's participation within TELP projects, based on the articulated needs and interests of the HDIs themselves.

The remainder of this section discusses the methodologies and scope of work for this report. Section 2 underscores the contextual background for a gender-sensitive USAID agenda, while section 3 focuses on critical issues and challenges that currently impede the development of gender equity within South African institutions of higher education. Section 4 discusses a wide range of recommended actions to promote gender equality within South Africa's institutions of higher education (primarily HDIs), and section 5 summarizes these suggestions in a priority action matrix.

### Methodology

This report assesses current levels of gender integration in the mission's higher education activities, and explores opportunities to expand and enhance the role of women in institutions of higher education in South Africa, with particular emphasis on the 15 historically disadvantaged institutions. The methodology involved

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<sup>1</sup> The document can be found at <http://www.anc.org.za/ancdocs/discussion/gender.html>

- Conferring with the USAID/South Africa SO#2 team,
- Reviewing selected documents, such as reports from the mission and from the HDIs (see References), and
- Meeting with representatives of six HDIs (see Persons and Organizations Consulted)

### Scope of Work

This report reviews and analyzes the specific areas covered by the SO#2 higher education team. The field work included

- Meeting with SO#2 members involved in higher education support activities to assess the current level of gender integration and identify opportunities for enhancement,
- Collecting and analyzing relevant background information, including mission documents and other relevant documents on USAID projects related to higher education (see References),
- Identifying data and information sources needed for gender integration,
- Meeting with selected HDI vice chancellors, university department heads, and academic staff from institutions supported by current USAID mission programs to determine opportunities for and receptivity to addressing gender issues in curriculum and staffing (see Persons and Organizations Consulted),
- Learning about other donors' support of higher education to help focus USAID support and promote cooperation and partnerships,
- Working with the SO#2 team to refine existing (or define new) indicators on higher education that will help the mission measure and report on the impact of its programs

### **THE CONTEXT FOR GENDERED HIGHER EDUCATION POLICIES IN SOUTH AFRICA**

The ANC has clearly articulated the need for a gendered perspective in the new South Africa. Pointing out that South African women have historically experienced triple oppression on the basis of race, class, and gender, the ANC has underscored the need for South Africa to have a gendered perspective that is "concerned with ensuring a gender analysis with regard to policies, programs, planning strategy, and evaluation." Or, put more simply, the ANC "looks at fundamentally transforming unequal power relationships and changing society."<sup>2</sup>

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<sup>2</sup> Ibid

When applying this perspective to an analysis of higher education in South Africa, it is necessary to look beyond superficial patterns that suggest gender equity. For example, aggregated enrollment statistics show that women represented 53 percent of all university students (55 percent in historical disadvantaged universities, HDUs) in 1996. Yet other data suggest inequitable participation with regard to area of study and degree level.<sup>3</sup>

The 1997 *Report of the Gender Equity Task Team*<sup>4</sup>, which includes enrollment data by area of study and degree level for 1992, reports that South African women who attend universities are most often enrolled in education (65 percent), humanities (59 percent), applied humanities (62 percent), and social sciences (56 percent). In contrast, the report notes that women are less well represented in science and technology (39 percent), business and commerce (32 percent), and law (36 percent).

Moreover, according to the report, "when student enrolment at honours, masters, and doctoral levels are examined the distinction between men and women becomes very marked." In 1992, only 37 percent of students at these advanced levels were women (p. 144).

This pattern of gender-differentiated enrollment by area of study is underscored by the 37 percent enrollment of women in South Africa's technikons in 1996 — 45 percent in HDIs.<sup>5</sup> Unfortunately, no disaggregated data were available by gender and area of study within these technikons.

When the author of the Gender Equity report, AnneMarie Wolpe, discussed the difficulties in recruiting women graduate students, she noted that "even when women achieved high results and proved themselves excellent students they sometimes refused to continue with these studies" (p. 144). When asked why they did not continue, they often said that "post graduate studies were inappropriate for them to pursue" (p. 144). While these are critical issues related to student access and equity, their ramifications go far beyond the lived experiences of students themselves. Post graduate programs, when seen as labor pools for institutes of higher learning, provide a key to understanding the inequitable staffing patterns at South African universities and technikons.

While the Gender Equity Task Team headed by Wolpe underscored the need for institutions to disaggregate their data by gender and field of study, overall statistics gathered by that team also suggest that women play a marginal role as academic staff and administrators at South Africa's universities and technikons. For example, in 1992 women comprised 32 percent of all academic staff at HDIs, and were found "predominantly in arts, social sciences, and education facilities" (pp. 141-2). Moreover, with regard to academic rank, "women are employed at the lowest levels in the overall hierarchy" (p. 141). For example, approximately three-quarters of women were employed at the lecturer level, while the ratio of men to women at the professor level was 9 to 1 (p. 141). While there is a need for more disaggregated data, the WIDTECH specialist's interviews with academic staff and

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<sup>3</sup> EduSource *Data News*, No. 16, June 1997, Table 10, p. 10.

<sup>4</sup> AnneMarie Wolpe, *Gender Equity in Education: Report of the Gender Equity Task Team*, South African Department of Education, October 1997.

<sup>5</sup> EduSource *Data News*, No. 16, June 1997, Table 9, p. 9.

administrators at six HDIs reiterated the patterns and problems underscored by the Gender Equity Task Team of South Africa's Department of Education

The remainder of this report examines the TELP program of USAID/South Africa, and suggests ways of ensuring more equitable participation of women as students, academic staff, and administrators

## **ISSUES AND CHALLENGES: REASONS FOR INFUSING GENDER INTO THE FIVE TELP GOALS**

In 1996 the vice chancellors of the 15 HDIs identified five focus areas to be achieved within the USAID Tertiary Education Linkages Project (TELP). This section will suggest why the deliberate infusion of gendered perspectives into these goals will enhance their potential impact on South African society. Each of the five focus areas (staff development, curriculum and program development, student development, management and administrative development, and research) will be analyzed to determine how TELP's current approaches could be strengthened to make a greater overall positive impact on the lives of South African women, and by extension, the nation as a whole.

### **Staff Development Goals**

The vice chancellors of the 15 HDIs have identified the need for more effective faculty promotion and retention policies to attract qualified staff, and the need to assist staff who are currently frustrated with heavy teaching loads that limit research and promotion opportunities. They have also voiced the need to address the professional development of women in both academic and administrative domains, including the development of institutional gender policies (i.e., sexual harassment and rape, recruitment and promotion, and the inclusion of women in nontraditional fields such as science and technology).

It is clear from discussions with the academic staff and administrators of six HDIs, as well as from a review of relevant literature, that staff development depends on reasonable teaching loads, adequate research facilities and support, and a fair and equitable promotion scheme, and that these issues are even more critical to women, who experience fewer opportunities than their male counterparts. As briefly discussed in the introduction, and reinforced through interviews with faculty and administrators at six HDIs (see Persons and Organizations Consulted), women are under-represented on HDI campuses, as both academic staff and administrators, and those who do participate experience gender-differentiated staffing patterns (women are most often found on the English and education faculties, as opposed to those of science and technology). Moreover, while advanced education and promotion are problematic for all academic staff, women face additional challenges. For example, due to notions of appropriate gender roles, well-qualified women often do not pursue higher levels of education and/or promotions, an obvious loss of academic talent that South African HDIs cannot continue to sustain. In addition, family responsibilities, and heavy teaching loads as junior staff members, are reinforced by a lack of self-confidence, assertiveness,

mentoring, and role models — all of which discourage women from thoughts of advancement and professional development

While HDIs are aware of these gender-differentiated patterns, which exacerbate problems related to staff development, most institutions do not currently maintain data collection systems that disaggregate on the basis of gender, academic rank, and/or field of study. In order to establish meaningful staff development goals and accountability schemes that include analysis of gender differentiation and discrimination, HDIs will first need to establish more efficient data collection and analysis systems that disaggregate academic staff data on the basis of gender, academic rank, advanced education, field of study, teaching assignments, and history of promotions.

### **Curriculum and Program Development Goals**

The 15 HDIs want to ensure that their curricula and programs reflect the African heritage and needs of the social milieu, but they also want to address the shortcomings of curricula that are not designed for the majority of students who enter institutions academically underprepared. These HDIs have encouraged a more flexible system that provides academic recognition for prior learning. They have also emphasized staff development activities that reinforce the skills needed to teach large classes of disadvantaged students, as well as curricula/materials development in key strategic disciplines (i.e., math, sciences, and English).

While these are laudable and well-intended goals, they will — without the specific articulation and infusion of a gender perspective — inevitably fall short of their targeted outcomes. This is particularly true with regard to the development of curricula and educational materials that address the needs of a diverse South African heritage and the development of teaching skills that address various "ways of knowing."

The development of curricula and educational materials is a powerful form of knowledge control, since decisions are made to include or exclude certain types of knowledge. The decision of which knowledge and values to reinforce is a key factor in whether certain segments of South Africa's student population, including women and girls, are fully included or excluded. For example, if the history and literature of white European and/or South African men continue to be at the center of the curriculum, not only will the curriculum remain impoverished and fragmented, but it will continue to transmit a clear message to women and girls that they are less valued and peripheral to the development of the new South Africa.

Moreover, teaching skills that inadequately address the effective transmission of knowledge through large group instruction, and teachers who adhere to limited learning styles, will continue to put at severe academic risk those students with alternative learning styles and ways of knowing. As traditional university lecturing methods usually reflect European and elitist roots, they are often quite dysfunctional for the current student population of South Africa's HDIs. And while these approaches can be equally challenging for both male and female students, women have an additional burden of adapting their ways of knowing to that of a male schema. South Africa cannot afford to lose potentially fine students because of their inability to adapt to inappropriate and/or dysfunctional teaching methods.

### **Student (Academic and Social) Development Goals**

The 15 HDIs have identified the need to increase access to higher education for historically disadvantaged individuals (especially in the fields of science and technology), and to increase the pace of student progress by enhancing academic and study skills (e.g., in English language, time management, and information processing). Moreover, student frustrations at the perceived slow transformation of the HDIs, coupled with social pressure and stress, highlight the need for quality student services in the areas of counseling, conflict resolution, stress management, violence, sexual harassment, and rape on HDI campuses.

For HDIs to successfully increase access and diversify fields of study for historically disadvantaged students, they must also address the embedded problem of gender-differentiated academic disciplines. As HDI enrollment data are not usually disaggregated by gender or field of study, gender inequities in fields of study remain undetected in aggregate enrollment figures, which suggest equal access on the basis of gender. While it is admirable that HDIs have achieved gender equity in access,<sup>6</sup> the limited reports that do exist, coupled with interviews of HDI informants, suggest that South African women are not enrolled equitably across disciplines. If HDIs are truly dedicated to the goal of increasing student participation in fields such as technology and science, they cannot ignore this problem.

Developing goals and data collection schemes that disaggregate student enrollment patterns is not enough, however, to develop full student potential. The inclusion of women in nontraditional fields of study is also hampered by a lack of career and academic counseling units on HDI campuses (and feeder institutions). Moreover, because of a lack of women faculty in nontraditional fields of study, women students with the aptitude and interest in these fields can become discouraged by the absence of positive female role models.

And though the establishment of a career and academic counseling unit would be a positive step toward increasing women's access to nontraditional fields in HDIs, the lack of psychological counseling constitutes another barrier. In particular, HDIs need psychological counselors who can address inappropriate methods for dealing with stress (including violence against women and sexual harassment), and also train women in the areas of self-esteem, assertiveness, and crisis intervention. If South African HDIs truly wish to establish programs that ensure equal access while providing the nation with a large cadre of well-trained professionals, they must not only attend to access and field of study issues, but also address the many social and psychological issues that can keep even the most dedicated students from achieving their academic goals.

### **Management and Administration Development Goals**

The HDIs have indicated a need for strengthened financial and information systems management, and improved information systems to assess progress in terms of transformation, access, and redress. In particular, they want to focus on building and operationalizing local capacity — not only to train planning personnel but also to cope with issues crucial to successful planning (e.g., student welfare, gender equity, staff development, and independent review processes). They plan to develop three-year rolling institutional plans that address the HDIs' strategic goals,

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<sup>6</sup> See data in Wolpe and EduSource *Data News*, cited above.

enrollment targets by program, and gender equity goals, and that propose new programs and measures for human resource development

While these management goals and three-year rolling plans could reinforce and lend a degree of accountability to the goals regarding the development of staff, students, and curriculum, they might be improved and reinforced by the diversification of management on the basis of gender, and the development of accountability systems that incorporate factors of gender differentiation. While it is laudable that HDIs want their management teams to address issues of access, redress, gender equity, and the like, it only seems rational that this should be initiated through the recruitment and training of a management team that itself reflects the patterns of diversity it wishes to promote throughout the institution. The current situation, however (as indicated by HDI informants), reflects an authority structure that is not only overwhelmingly male, but also relatively insensitive to issues of gender differentiation and equitable access on campus. In addition, while there may be senior staff women capable of handling management duties, there is a lack of recruitment campaigns and training programs to provide them with the confidence and skills necessary to pursue higher administrative posts. The degree to which HDI management teams will be able to reflect a broad cross-section of the population is, therefore, initially dependent on the improvement of administrative skills related to the collection and analysis of disaggregated data.

### **Research Goals**

The vice chancellors of the HDIs have indicated an interest in developing a research culture and increasing the research output of academic staff. They have cited a lack of resources and infrastructure for research, as well as heavy teaching loads and large class sizes, as impediments to productive research agendas. What might be added to these concerns are the constraints on women as junior academic staff, which hinder their ability to conduct research and/or complete higher education research agendas. These constraints include family responsibilities, self concepts, and the lack of research skills. Moreover, most women faculty at HDIs are part of the junior academic staff, which carries the heaviest teaching assignments. Another problem at the HDIs, and particularly at the technikons, is the lack of a positive research environment to support and sustain academic research, and the lack of trained staff capable of promoting faculty research skills and proposal writing. And while these problems are not exclusive to women faculty, their family responsibilities and academic rank make them particularly vulnerable and less likely to succeed in this atmosphere. And finally, the lack of adequate computers and modems that would enable all faculty, but especially women (who are concerned about distance and safety issues, as well as the need to balance professional and family responsibilities), robs the HDIs of another chance to enhance the education of their faculties and expand their research agendas.

### **RECOMMENDED ACTIONS**

While this analysis calls into question the ability of current TELP projects to meet the articulated goals of the 15 HDIs, the following five recommendations, which include a gender focus, may help institutions to achieve the main goals of this USAID program. These recommendations are (1) disaggregated data collection, (2) academic, career, and psychological counseling units for

students, (3) human resource development for academic staff, (4) an improved research environment, and (5) management and administrative enrichment

### **Disaggregated Data Collection**

To facilitate the accomplishment of the myriad of goals outlined by the vice chancellors of the 15 HDIs, it is recommended that USAID first assist with capacity building activities designed to enable HDI administrators to develop appropriate collection and analysis schemes for disaggregated institutional data. This might be accomplished through *technical workshops for current and future administrators that focus on the development, implementation, and analysis of computer-based spreadsheets for institutional disaggregated data collection*. Second, administrators trained in data collection and analysis should *develop broad-based disaggregated data collection schemes* that would include, but not be limited to

- Data on institutional administrators, to include information on the selection and promotion of academic administrators disaggregated by gender, years of service, promotion history, and salary,
- Disaggregated data on institutional academic staff based on gender, academic field, rank, years at rank, salary, and professional qualifications (degrees), and
- Disaggregated student enrollment data by gender, area of study, years at institution (retention), and graduation rates

These data will be invaluable for administrators as they assess their institution's progress toward attaining the five focus area goals outlined by the HDI vice chancellors. Inequitable patterns of student access and faculty/administrator recruitment, retention, and promotion must first be identified before they can be ameliorated.

### **Academic, Career, and Psychological Counseling Units for Students**

Assuming that the disaggregated data collected corroborate the gender-differentiated areas of study discussed by Wolpe and informants of the six HDIs visited, it is recommended that USAID work with HDIs to *establish/enhance academic, career, and psychological counseling units* for students that would be *staffed by trained faculty and peer counselors*. Such staff should be either hired directly by the institution or trained through a series of capacity building workshops designed to develop in faculty and students the necessary skills, information, and counseling techniques. These counseling units would inform students of a broad range of academic and career possibilities without regard to their gender, socioeconomic background, ethnicity, etc., as well as providing counseling services related to stress management, gender sensitivity, and conflict resolution training. It is particularly important that psychological counseling units target both men and women, since female students are often the victims of violent acts by male students who have not learned to deal effectively with stress. Programs for women might also include enhancement of self esteem, assertiveness training, and means of dealing with crises such as unwanted or untimely pregnancies.

Additionally, to treat the causes and not just the symptoms of psychological and physical problems brought on by the harassment and victimization of women, it is recommended that USAID consider working with HDIs to enforce institutional policy that clearly defines sexual harassment offenses and penalties. The aims of these counseling programs and harassment policies would be to allow each student to reach her or his full potential, unencumbered by preconceived notions of "appropriate" fields or the trauma of psychological stress and/or victimization. They would also be instrumental in helping HDIs achieve more equitable access to all fields (especially science and technology, which need more talented students, particularly women), while improving the retention and graduation rates of both male and female students.

### **Human Resource Development for Academic Staff**

It is recommended that USAID work with HDIs to improve their human resource development schemes for academic staff in three ways. First, institutional administrators might develop an affirmative action plan to promote the equitable recruitment and retention of a broad cross-section of academic staff. Second, institutional administrators might encourage the professional growth of their academic staff through curriculum development activities and the enhancement of teaching skills. Third, USAID might consider capacity-building strategies that encourage women to pursue advanced degrees through workshops focusing on academic goal setting, assertiveness training, and academic mentoring. These actions would not only improve the quality of individual faculty members' professional lives (particularly women), but they would also provide institutions with an effective means for developing current human resources to better meet the needs of a growing, and challengingly diverse, student body.

More specifically, USAID might encourage the development of affirmative action plans at HDIs with regard to the identification and selection of African and women academic staff in nontraditional or under-represented fields of study. The capacity of institutions to meet this goal might be accelerated through the selection/election of broad-based academic staff search and selection committees that adhere to these affirmative action plans. This recommendation might be facilitated through professional development workshops for faculty and administrators that focus on the preparation and implementation of affirmative actions plans, including sessions on effective staff recruitment and selection processes.

To encourage academic staff to become involved in meaningful curriculum development and redesign projects aimed at creating curricula more appropriate to the social milieu of the new South Africa (and that include the contributions of women), USAID might work with HDIs to develop curriculum writing workshops. These workshops would be designed to enhance the capacity of academic staff to be effective members of a broad-based curriculum writing team. While some curriculum revision is currently underway, conversations with academic staff and administrators at six HDIs have revealed a lack of confidence in their objectivity and sensitivity to gender and to the diverse populations of South Africa. It is suggested that HDI administrators or faculty governance units select and/or encourage a broad base of academic staff (with regard to gender, ethnicity, and subject area) to participate in these curriculum writing workshops, which should be facilitated by a neutral curriculum consultant.

As previously discussed, HDI academic staff (particularly women and junior staff) are faced with teaching large class sections without the benefit of pedagogical insights on teaching and

learning styles and/or "ways of knowing" While this is to the academic detriment of all students, female students may suffer more due to their lack of assertiveness in large class environments Moreover, faculty would benefit from knowing more effective yet less time-consuming (with regard to preparation and/or academic evaluations) approaches to teaching large classes To this end, it is recommended that USAID consider working with HDIs to establish staff development activities and/or workshops that focus on teaching skills applicable to large class instruction, with special attention to the needs of underprepared students Various incentives and modeled activities might heighten the interest of academic staff in such activities For example, to improve the level of classroom teaching and reward faculty for teaching large classes, institutions might implement teaching award schemes whereby academic staff with particularly heavy teaching loads compete for monetary prizes/recognition based on the quality of their classroom instruction Moreover, academic staff who have received special training and experience greater levels of successful teaching and learning in large classes might model their instructional techniques for the benefit of other academic staff members (To facilitate the attendance of women, workshops and training sessions might be held at convenient times, and at secure locations )

Finally, USAID might consider capacity building strategies that encourage women to pursue advanced degrees by establishing ratios of male/female participation in bursary programs for academic staff, if available They might also help establish a staff development program responsible for workshops on academic goal setting, confidence/self-esteem building, assertiveness training, and academic mentoring

### **Improved Research Environment**

USAID might assist HDIs in providing a positive research environment by helping to train a research specialist who would be particularly sensitive to the needs and constraints experienced by women junior academic staff This specialist could help create a center for research development aimed at enhancing staff research and proposal writing skills The specialist could also be trained to offer technical assistance with research statistics, design, and computer applications And while the facility would be open to all academic staff, women in particular might profit from additional reinforcement and confidence building sessions

USAID might also wish to provide HDIs with training for librarians/media center staff with regard to the acquisition of diverse literature, including gender-sensitive and feminist literature Moreover, USAID might help HDIs strengthen faculty proposal writing capabilities to help the institutions access additional funds to purchase library holdings and technology necessary for research (including computers, printers, modems, and Internet capabilities) While all faculty would benefit from these resource and technology improvements, the use of computers, particularly within the home, would help facilitate the research agendas of staff (particularly women) who are often constrained by family responsibilities and issues of safety

### **Management and Administration Enrichment**

If the management teams of HDIs are serious about promoting more equitable institutions, it is necessary for them to be role models To this end, there are two recommendations to increase the sensitivity and diversity of institutional administrators First, it is recommended that USAID work

with HDIs to implement outcome-based short-term training programs for administrators, such programs should include gender-sensitive issues such as fairness in recruitment, retention/mentoring, and promotion policies at all levels of employment within the institution. As these programs would be outcome-based, their effectiveness could be measured by improved policies and procedures regarding the participation of Africans and women, based on newly implemented and more sophisticated methods of data collection and analysis.

Second, USAID might coordinate with HDIs to implement training sessions for women academic staff focusing on confidence building, assertiveness training, and leadership skills necessary for promotion to administrative posts. USAID might also wish to work with HDIs on the development of programs to recruit women candidates for administrative posts. Special information sessions and workshops might target potential women candidates.

TABLE OF PRIORITY ACTION STEPS

ACTIONS	MOST IMPORTANT	IMPORTANT	ENRICHMENT
<b>A DISAGGREGATED DATA</b>			
Technical Workshop	X		
Data on Administration	X		
Data on Academic Staff	X		
Data on Students	X		
<b>B STUDENT COUNSELING UNITS</b>			
Academic/Career Counseling		X	
Psychological Counseling		X	
Workshop for Counselors		X	
Enforce Harassment Policy	X		
<b>C ACADEMIC STAFF DEVELOPMENT</b>			
Affirmative Action Plan	X		
Curriculum Development Workshop		X	
Large Class Instruction Workshop		X	
Capacity Bldg Workshop – Women	X		
<b>D RESEARCH ENVIRONMENT</b>			
Center for Research Development	X		
Trained Research Specialist/Center		X	
Librarian Training/Diversity		X	
Faculty Proposal Workshops			X
<b>MANAGEMENT ENRICHMENT</b>			
Short-term Training/Sensitivity	X		
Leadership Training Workshops		X	

## PERSONS AND INSTITUTIONS CONSULTED

### Institutions Visited

- 1 Technikon Northern Gauteng, Main Campus, Pretoria North (1/21/98)
- 2 Medunsa, Medical University of South Africa, Medunsa (1/21/98)
- 3 University of the North, Sovenga (1/26/98)
- 4 University of Durban - Westville, Durban (1/28/98)
- 5 M L Sultan Technikon, Durban (1/29/98)
- 6 Mangosuthu Technikon, Durban (1/30/98)

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**CHAPTER III**

**STRATEGIC OBJECTIVE 2·**

**TRANSFORMED EDUCATION SYSTEM BASED ON EQUITY OF**

**ACCESS AND QUALITY — PRIMARY, ADULT BASIC, AND**

**FURTHER EDUCATION**

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## INTRODUCTION

The problems facing girls and women in education in South Africa are qualitative rather than quantitative. While numerical equality between males and females within various racial groups has generally been achieved, serious qualitative problems remain. Although quality is an issue for black students generally, quality issues are greater for girls and women because of the triple burden of race, class and gender. The government realizes this and has created a Gender Equity Task Team to examine gender issues in education and propose actions to be undertaken by the government to rectify them. The aim is to achieve gender equality as part of the educational transformation process aimed at creating a nonracist and nonsexist education system and society.

USAID/South Africa has been supporting the education transformation process through its Strategic Objective #2. The SO #2 team requested WIDTECH's technical assistance to help it integrate gender concerns into its education support activities.

This report highlights the main gender issues in education at the primary level, and in adult basic education and training, further education and training, and early childhood development. It offers a few recommendations to the SO #2 team for each of these education subsectors. The recommendations are within the manageable interest of USAID, and can be implemented without much added financial or administrative burden.<sup>1</sup>

### Why Gender Matters

Gender matters in education in South Africa because

- Female education is necessary for achieving development goals in all sectors, including education, population, health and nutrition, democracy and governance, economic growth, and environment.
- Research has consistently shown that female education results in improved nutritional and health status of women and children, reduced infant, child, and maternal mortality rates, reduced fertility rates, and improved life expectancy for women. In addition, educated mothers aspire to higher educational opportunities for their daughters, are better prepared for employment and entrepreneurship, and participate more actively in household decision making and community leadership. It is now commonly acknowledged that investing in formal and non-formal education and training for girls and women, with its exceptionally high social and economic returns, is one of the best means of achieving sustainable development.
- Educational transformation can be achieved more effectively through attention to gender issues in education.

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<sup>1</sup> The recommendations presented here are the result of discussions with the SO #2 team and its partners, and have been scaled down from those presented to the team in the draft report at the end of the technical assistance in early February 1998.

- The South African government has committed itself to achieving a nonracist and nonsexist education system, and has begun to set up the necessary institutional structures to achieve gender equity in education
- Equality of access does not necessarily mean equality of results. The experience of girls and women in educational institutions often differs significantly from that of boys and men due to various forms of discrimination and biases in the education system
- Achieving quality education requires attention to the special needs and concerns of girls and women students, as well as women teachers and administrators
- Equity of education for girls and women is now a requirement of all international conventions, including the Beijing Platform for Action
- For USAID, attention to gender contributes to achieving USAID Strategic Objective #2 – expanding access to quality basic education, especially for girls and women

The following gender analysis is based on the premise that USAID/South Africa intends to address gender in its bilateral and other support programs for education, as an integral part of the education transformation process. We encourage the mission to adopt a systemic and holistic approach toward gender integration in its Strategic Objective SO #2, to achieve a “transformed educational system based on equity of access and quality.” Gender integration cannot be done piecemeal. No single intervention will achieve the desired result of creating a nonsexist and nonracist education system, which will ultimately help bring about a nonsexist, nonracist society. Only through a holistic and systemic approach can USAID/SA contribute to the empowerment of women, to change their position in education and society. This report calls upon the SO #2 team to enhance gender integration in its ongoing work and to undertake a few gender-focused activities to increase the effectiveness of their projects and their impacts on socioeconomic development.

### **The South African Government’s Gender Agenda for Education**

The South African government is committed to building a nonracist, nonsexist society. It has developed several policies and institutional structures to bring about overall socioeconomic and political transformation, including transformation of the education system.

In its efforts to develop a strategy to address gender issues in education, the national Department of Education (DOE) created a Gender Equity Task Team (GETT) to examine gender issues in education at all levels, and to make recommendations for strategies and actions to address them. GETT issued its report in December 1997, and officially released it to the press and education community on January 29, 1998.<sup>2</sup>

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<sup>2</sup> AnneMarie Wolpe. *Gender Equity in Education in South African: A Report of the Gender Equity Task Team*. Pretoria: Department of Education, December 1997.

One of the objectives of GETT was to set up guidelines for establishing a permanent Gender Equity Unit in the Department of Education. The Gender Equity Unit will be charged with overall responsibility for addressing gender issues in education, with particular emphasis on the following areas:

- 1 Identifying means of correcting gender imbalances in education, dropping out, subject choice, career paths, and performance,
- 2 Advising on the educational and social advisability and legal implications of single-sex schools,
- 3 Proposing guidelines to address sexism in the curricula, textbooks, teaching, and guidance,
- 4 Proposing affirmative action strategies to increase the representation of women in professional leadership and management positions, and to increase the influence and authority of women teachers,
- 5 Proposing a complete strategy, including legislation, to counter and eliminate sexism, sexual harassment, and violence throughout the education system,
- 6 Developing close relations with the organized teaching profession, organized student bodies, the Education Labor Relations Council, national women's organizations, and other organizations whose cooperation will be essential in pursuing the aims of the unit.<sup>3</sup>

The GETT report provides the theoretical framework for addressing gender issues in education, placing education within the general framework of gender relations and the status of women in South Africa. It identifies gender issues at each level of the education system and proposes an overall plan and institutional structure for addressing them.

This WIDTECH report takes the government's own gender plan for education as a starting point for addressing gender issues in SO #2, and intermediate results.

### **Scope of Work for the Basic Education Specialist**

The scope of work for the basic education specialist covered four broad areas: early childhood development, basic primary education, adult basic education and training (ABET), and further and youth education.

The scope of work specified the following tasks:

- Identify key gender issues in basic education, adult basic education, further education and training, and early childhood development, in consultation with the USAID SO #2 team and its partners,
- Make actionable recommendations regarding interventions that could be taken by the SO #2 team to address these gender issues,
- Identify USAID-qualified partners with the resources or background to help implement the proposed recommendations,

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<sup>3</sup> Wolpe, pp. 4 and 5

- Coordinate the work of the WIDTECH technical assistance (TA) team on education

## **Methodology**

In the course of three weeks, from January 19-February 16, 1998, the WIDTECH team

- Met with the SO#2 team members dealing with primary, basic, and further education, to learn about their programs, their expectations of this TA, and how the gender and education specialists might best assist them in enhancing the gender focus of their programs, given the limitations of time and resources
- Reviewed pertinent USAID mission documents and other reports on primary education, basic adult education and training (ABET), and further education
- Met with selected SO#2 grantees to learn about their activities, gender issues in their programs, and the constraints and opportunities for addressing gender issues in education
- Met with some African women and men educators in the schools and the national departments of education to learn of existing and potential opportunities for gender integration and partnerships
- Met with a select donor support group to learn about their programs and identify current and potential opportunities for coordination
- Met with the SO#2 team and a consultant working on SO#2 indicators to identify opportunities for gender disaggregation to help measure the gender-differentiated impact of existing projects and report on them in their R4 report
- Visited three primary schools in the Mamelode, Orange Farm, and El-Dorado Park townships in Gauteng province
- Met with some grassroots women's organizations working on education-related gender issues to identify issues and needs for support

## **HISTORY OF USAID SUPPORT FOR EDUCATION IN SOUTH AFRICA**

### **Early Support**

USAID began supporting primary education transformation in 1986 with the Education Training and Support Project, which supported "indigenous non-governmental initiatives which test improved models for basic education for disadvantaged South Africans and confront the waste of human resources by the apartheid education" The project provided grants to small to medium-size

NGOs creating new and innovative approaches to basic education. Over the past ten years, USAID has funded more than one hundred NGOs working in numerous areas of basic education.

Support for basic education continued under the South Africa Basic Education Reconstruction Project, which aimed to improve the quality of education for disadvantaged South Africans through the use of innovative education models and policies to promote a democratic, nonracial, nonsexist compulsory, unitary education system. That project was designed in three phases. Under phase 1, it provided financial and technical assistance to NGOs that had proven capable of developing innovative, relevant educational models. Most of the grantees had received seed grants under the Education Training and Support Project. The Basic Education Reconstruction Project focused on pre-primary and primary education and addressed four key areas:

- School administration,
- Teacher training,
- Curriculum development, and
- Provision of materials and technology.

It addressed several cross-cutting issues, including

- Improving the monitoring capacity of NGOs and national and provincial Ministries and departments of education,
- Promoting nonracist, nonsexist role models, and
- Developing education policies in support of a unitary and equitable educational system.

Phase 2 of SABER included working with the newly established provincial structures in the areas of information gathering, policy development and analysis, and assistance in moving forward the process of provincialization. USAID assistance to the national and provincial ministries of education included

- Support for the unification and restructuring of the educational system,
- Assistance in designing and implementing appropriate management information systems,
- Assistance in organizational development, and
- Support for the use of the media in education.

Support for NGOs included

- Improved school management,

- In-service teacher training, especially in the priority areas of math, science, and technology,
- Provision of materials,
- Early childhood development programs, and
- Special curricula and training to address the needs of out-of-school children

### **USAID's Cooperation with the South African Government**

In September 1995, USAID entered a bilateral agreement with the South African government to assist provinces in developing and delivering sustainable quality primary education programs. These activities began under the Basic Education Reconstruction Project, and continued under the Primary Education Results Package, developed in September 1997.

The Results Package continues to support the following key areas:

- School administration,
- Teacher training,
- Curriculum development,
- Provision of materials and technology, and
- Management of information systems

It will continue to support provincialization by increasing the capacity of provincial departments of education to begin the process of implementing policies, by creating systems and developing capacity.

USAID alone cannot be responsible for a transformed education system. It supports the efforts of the national and provincial departments of education with a focus on four provinces: KwaZulu Natal, the Northern Cape, Eastern Cape, and Northern Province.

### **USAID/South Africa Strategic Objective #2 and Intermediate Results**

Through its Strategic Objective #2, USAID/South Africa aims to establish a "transformed education system based on equity of access and quality." The mission's SO #2 Results Package team seeks to facilitate achievement of SO #2 through five intermediary results (IRs):

- IR 2.1 Equitable access of blacks to quality primary education within the focus provinces
- IR 2.2 Increased opportunities for blacks in further education
- IR 2.3 Increased percentage of blacks succeeding in higher education
- IR 2.4 Increased access to market-oriented training
- IR 2.5 Increased opportunities for black Africans in adult basic education

These IR s and their indicators were being formulated at the same time that the WIDTECH team was engaged in its gender review in South Africa. The WIDTECH basic education specialist was able to attend a meeting of various members of the SO #2 team and a consultant, during which they discussed indicators. The WIDTECH specialist pointed out areas where it is important to disaggregate by gender – mainly when there are people-level indicators<sup>4</sup>

USAID/South Africa aims to achieve its SO#2 by supporting the South African government's efforts to transform the education system through policy reform, creation of effective systems for education delivery, and improved human and organizational capacity. This report explores opportunities for USAID/SA to strengthen its education strategic objective by integrating gender.

## BASIC PRIMARY EDUCATION

### Background

Compared with most African countries, girls and women are well represented at all education levels in South Africa. Overall, access to primary education does not seem to be a problem for girls and most of those who enter primary education complete grade 7. National statistics indicate that girls make up 49 percent of black students enrolled, as shown in Table 1.

TABLE 1  
NUMBER OF BLACKS (5-24 YEARS OF AGE) ENROLLED IN EDUCATION  
INSTITUTIONS IN SOUTH AFRICA, BY GENDER

Age Group	Total	Male	Female	Percent Female
5-9	3,053,202	1,543,250	1,509,952	49
10-14	3,627,682	1,823,176	1,804,507	49.7
15-19	2,834,315	1,471,779	1,362,356	48
20-24	1,295,366	680,248	615,119	47.5
Total	10,810,565	5,518,453	5,292,113	49

Source: Republic of South Africa (RSA) Statistical Brief, Pretoria, GNU, 1995, Section 6.2, as cited in USAID/South Africa Results Review.

<sup>4</sup> Unfortunately however, the strategic framework that the WIDTECH specialist later received from the mission (in early March) did not include disaggregated indicators. Instead, there was a general comment that "equality incorporates concepts such as equitable access, nondiscriminatory admission and progression policies, the removal of racial, gender and geographic biases, and the active redress of inequalities."

But data from the provinces indicate that access remains a problem for both boys and girls. For example, in the Northern Cape Province, 7,550 African and colored children of school age are still out of school. This is a legacy of the Apartheid system of separation and discrimination — but it is also because of a scattered population and distances to schools. In fact, distance to school tends to be a major barrier to female access. Furthermore, the data in Table 2 indicate that a higher proportion of African male students remain in education beyond age 15, which suggests that some factors are causing girls to discontinue their education at an earlier age than boys. The racial disparities are noteworthy as well.

TABLE 2  
ENROLLMENT RATES FOR THE NORTHERN PROVINCE (IN PERCENT)

Age	African		Colored		White	
	Female	Male	Female	Male	Female	Male
5-9	55.7	27.4	56.7	61.8	55.6	91.9
10-14	76.9	50.0	90.6	82.8	100.0	100.0
15-19	16.7	36.8	40.9	56.2	100.0	100.0

Source: The Northern Province Department of Education, Provincial Policy on Teacher Supply, Utilization, and Development: A Stakeholder Response, December 1997, p. 8.

### Gender Issues and Recommendations

Although access and numerical equality are not issues in South African education, there are some qualitative problems that have serious consequences for women, their families, and South African society at large. Quality of education is a problem in most South African schools, especially in rural areas and in urban townships. The report of the Gender Equity Task Team states, “for most South African learners, the guarantee of access to basic education is access to poor facilities, overcrowded classes, and almost no learning resources. Most schooling takes place in extremely poor conditions, lacking basic amenities such as tap water or toilets. Many have no textbooks in a system which has traditionally been text dependent.”<sup>5</sup> The three township schools that the WIDTECH team visited in Gauteng validate this observation. In one school, the teacher had the only textbook — and it was outdated.

Thus it is important to look beyond the numbers to find out what happens to girls during their schooling years. As with many other countries in Africa and elsewhere, the education system treats females differently from males. “[g]irls and women students’ and female teachers’ experience of and interaction with the educational system is not the same as [that of] their male counterparts.”<sup>6</sup>

<sup>5</sup> Wolpe

<sup>6</sup> Kate Truscott, *Gender in Education*, April 1994, p. 41.

The literature on girls' education points out numerous household, community, and school-based factors that limit female educational achievement and advancement. These include social values about the role of girls and women in society, the quality of education facilities and their accessibility, the type of education girls receive, the relevance of curricula to students' lives, sex role stereotypes in school textbooks, availability of textbooks and other teaching materials, safety of girls in schools, and the general school environment.

This report focuses on a few gender issues in basic education that could be addressed through USAID/SA bilateral support to DOE and through grant support and technical assistance to NGOs. These issues relate to students, teachers, and administrators.

### **Student-Related Issues**

The key students-related issues discussed here are the curriculum, classroom environment and safety, and pregnancy among school girls.

**The Curriculum** Curriculum issues affecting girls and women in education are not unique to South Africa. They are found at various levels of intensity in all developing nations, and in Western countries as well. There are a number of biases in the curriculum to watch for. These include gender role stereotypes in school textbooks and supplementary material, a male-biased curriculum content that does not reflect the contributions of women to society, and irrelevance of the curriculum to the lives of students, especially girls living in rural areas and urban townships. There is also the hidden curriculum, which refers to the messages conveyed to girls reinforcing women's subordination and reproduce gender role divisions in the home and marketplace. Gender bias in school subject selection is an important issue that needs to be addressed. Furthermore, the type of education provided does not equip girls with income-generating skills that enable them to become self-reliant through formal or self-employment. We focus here on two issues: gender role stereotypes in textbooks and supplementary materials and gender bias in school subject selection.

#### *Gender Role Stereotypes in School Textbooks and Supplementary Material*

Gender role stereotypes in curricula are common in almost all countries around the world, as documented by UNESCO. While no such information exists for South Africa, there are sporadic references to this problem in a few studies, including Truscott's survey of Gender in Education in South Africa<sup>7</sup> and the Gender Equity Task Team report. But because the issues are similar in other countries, South Africans and USAID/South Africa can benefit from the experiences of and lessons learned in addressing these issues elsewhere, especially in Africa.

Gender stereotypes are often hard to detect, especially at the primary level where the curriculum is the same for boys and girls. Nonetheless, schools tend to reinforce and reproduce gender role divisions in the wider society. During the Apartheid years, gender bias occurred within a racially and class-divided education system. White women were prepared for white collar jobs and professional careers, while African women were expected to join the pool of low-paid unskilled labor (in towns or rural areas), or else be unemployed. All women were expected to shoulder the burden of

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<sup>7</sup> Ibid

housework and childcare. These gender role divisions and stereotypes still exist in the education system under transition.

USAID has been helping the DOE to develop curriculum materials and has been training educators in the implementation process. The USAID team and its partners have already made a concerted effort to ensure that the curriculum is relevant and free from bias. A cursory review of some issues in the journal supplements developed for Curriculum 2005, issued by DOE with support of USAID and widely distributed to schools throughout the country, reveals that the supplements are gender sensitive on the whole. Girls appear in as many pictures as boys, and in non-stereotyped roles, and subjects are addressed in a gender-sensitive manner.

Yet the supplements are not entirely free from gender bias. For instance, an article on water conservation shows a woman hanging laundry, while an article about technology shows a man in a powerful domineering position. Likewise, two articles on school governing boards in two issues of the supplement show men dominating the boards, whereas women are only 10 percent of the members shown in the articles. The articles reflect the existing gender imbalance on the governing boards and the prevailing notions about women's traditional roles as teachers, secretaries, and domestic workers.

#### *Gender Bias in School Subject Selection*

Girls and boys choose subjects based on prevailing perceptions of what is appropriate for them in adulthood. In her interviews with teachers and students in South Africa, Truscott (p. 46) identified various forms of gender bias in the curriculum. She concluded that "gender differences appear in the syllabus of both primary and secondary schools. For instance, girls take subjects such as needlework, handicrafts, housecrafts, and typing while boys take woodwork, metalwork, technical drawing, or agriculture."

Furthermore, girls are adversely affected by their limited access to math, science, and technology courses. This is a problem for all black students, especially females. While the curriculum is the same for girls and boys in a predominantly coeducational system, primary school girls are not expected to be interested in math and science or to do well in these subjects when they study them. Hence, girls complete their primary studies without acquiring adequate math and science skills. Another reason for the low access of girls to math and science is that those curricula are gender biased. Science textbooks do not relate to girls' and women's daily experiences and fail to recognize the contributions of women scientists.

The importance of mathematics, science, and technology studies cannot be overstated. Lack of these skills limits girls' future educational and occupational options. The concentration of women in the humanities, teaching, nursing, and social sciences in higher education is a direct result of early curriculum imbalance in the education system, starting with primary schools. According to the Beijing Platform for Action and Declaration, girls are often deprived of basic education in mathematics and science, and in technological training, which could provide knowledge that would improve their lives and enhance their employment opportunities. Advanced knowledge of science and technology prepares women to take an active role in the technological and industrial development of their countries, thus necessitating a diverse approach to vocational and technical training. Technology is rapidly changing the world and also affects developing countries. It is

essential that women gain the skills to participate in technological processes, from design to application, to monitoring and evaluation

These curriculum issues have been addressed in a number of ways in various countries around the world. The approaches used include (a) applied research, (b) monitoring and evaluation, and (c) gender awareness training

**The Classroom Environment Psychological Comfort and Physical Safety** The classroom environment, including teacher/student interaction and teaching practices, tends to discourage the education and career aspiration of girls. Research in the United States by the American Association of University Women,<sup>8</sup> which has been replicated in many countries, indicates that schools shortchange girls in many ways. For instance, teachers and administrators, consciously or unconsciously, often give greater attention to male students, encourage their learning, and support their aspirations.

Other classroom environment issues that have serious repercussions for girls in South Africa are sexual harassment, sexual abuse, and safety issues. Safety seems to be a major issue for girls in South African primary schools. The GETT report on Gender Equity in Education indicates that this is a major problem at all education levels in South Africa. Shindler and others argue that the problem of sexual harassment "is very widespread and extremely serious at every level of education in South Africa."<sup>9</sup> The popular media regularly report on incidents of sexual harassment and rapes in schools, technikons, and universities, as well as in the community. One counseling center visited by the WIDTECH team in Orange Park reported about 20 sexual abuse cases of school girls per week. Some of these occur in the schools, others in the family. One school visited by the WIDTECH team reported the case of a 12-year old girl who is seven months pregnant as a result of rape by her father. Sexual violence is sometimes perpetrated by male students or teachers, and there is increasing incidence of rape of young girls in school toilets by street gangs. Sexual assault might occur while girls are on their way to school, especially if they have to walk a long distance (sometimes up to 20 kilometers), or after they are dropped off at the bus stop in the morning or waiting for it in the afternoon. The incidence of sexual abuse is so high that "headmasters of 15 farm schools in and around Johannesburg believe that more than three quarters of pupils are victims of sexual harassment and abuse."<sup>10</sup>

Sexual abuse of school girls could be addressed at three levels: policy, research and education, and training. The Gender Equity Task Team has urged the Department of Education to formulate and implement a policy prohibiting all forms of sexual abuse of girls in education, and imposing severe punishment on perpetrators. This is a priority area to be tackled by the proposed Gender Equity Unit in the Department of Education, the Commission on Gender Equality, and national and provincial CBOs and advocacy groups.

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<sup>8</sup> American Association of University Women. *Shortchange Girls Shortchanging America: A Study of Major Findings on Girls and Education*. Washington, DC, AAUW Education Foundation, 1992.

<sup>9</sup> Jennifer Shindler, Sybil Chabane, and Angelo Arnott. "Education." In *The Women's Budget*, edited by Debbie Budlender. Johannesburg, Institute of Democracy in South Africa, 1996. p. 173.

<sup>10</sup> Reported in Shindler.

Research efforts are underway to identify the nature of the problem and its impact, and to provide guidance for interventions to foster a fairer and healthier school environment for girls and boys. The research should answer a number of questions: How widespread is sexual harassment of girls in South African schools? Who is doing it and to whom? Where does it happen? What forms does it take? How are girls affected by it – physically, emotionally, and educationally? What happens to their self-esteem, their attitude toward school and their ability to learn, grow, and achieve?

The South African Chapter of the Federation of African Women Educationists (FAWE-SA) is currently conducting research on sexual harassment in schools in two provinces, the Western Cape and Gauteng. This research can provide useful insights into the problem and possible effective strategies to solve it. Education, training, and capacity building have been very effective in educating parents, students, educators, and the public about the dangers of sexual abuse and the need for strict measures to combat the problem. Several CBOs are assisting the victims of sexual abuse with counseling services and using the legal system to prosecute the perpetrators.

**Pregnancy among School Girls** Pregnancy may or may not be related to sexual abuse. It is, however, a common problem in South Africa and elsewhere in Africa.<sup>11</sup> Pregnancy often interrupts a girl's schooling and may even end it. It is an issue related to the health of the mother and child, child care, HIV/AIDS, and poverty.

South Africa's policies are progressive in that girls are not discriminated against because of pregnancy. A pregnant girl may continue her education during pregnancy and after childbirth. But social, psychological, and emotional problems remain and often interfere with girls' educational achievement.

The team noted that one issue of the newspaper supplement developed by DOE, with support from USAID, dealt with the issue of teenage pregnancy in a sensitive way. In a dialogue segment that featured a father concerned about his 12-year old daughter's ability to get into school in his family's new community, the text confirmed the girl's right to continue her education.

**Recommendations** The launching of Curriculum 2005 offers an exceptional opportunity to address gender issues in curricula within the context of the government's overall curriculum reform effort. The new curriculum content and methods aim to produce citizens who will contribute effectively to building a non-racist and nonsexist society. Emphasis on outcome-based learning and active learning skills is designed to build self-confidence, promote democratic values, and help students resolve conflicts. Hence the WIDTECH specialist suggests the following:

- **Curriculum Development** The WITECH team sees South Africa's Curriculum 2005 reform efforts and USAID support for them as an ideal opportunity to strengthen the quality of educational materials by taking gender into account. Paying attention to correcting gender stereotypes while using curricula to encourage girls and boys to be involved in new subjects or roles in society is a no-cost, integral way to improve the curriculum and to address the South African goals of social transformation.

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<sup>11</sup> The issue is discussed in an excellent video produced by the Federation for African Women Educationists, entitled *These Girls are Missing*. It is an excellent learning and educational tool on the subject.

- Gender Awareness Training Since USAID/SA will support various training activities related to education WIDTECH recommends that all USAID-funded in-service training of educators include training relating to gender issues in the curriculum, pregnancy among schoolgirls, and sexual abuse It would also be helpful to offer gender awareness workshops for educators The mission might access support from G/WID in Washington under WIDTECH or other mechanisms<sup>12</sup> Similar training was provided under the second Advanced Basic Education and Literacy Project in Malawi and Uganda
- Education about Sexual Abuse This problem is one that engages schools, families, and neighborhoods Resources permitting, it would be very helpful for the mission to provide support and capacity building for NGOs and CBOs engaged in education and advocacy about sexual harassment The support might also be offered to schoolteachers and administrators, parents, and the public about the dangers and consequences of sexual harassment in the schools<sup>13</sup> The mission might also engage the SO #3 team to address the HIV/AIDS issue at the same time

### Teacher Training and Capacity Building

Women comprise the majority of teachers in South Africa As such, they are the backbone of primary education According to Ministry of Education data cited by AnneMarie Wolpe, there were 224,896 teachers in primary education in 1995, of whom 165,398 (73.5 percent) were females as compared to 59,498 (26.5 percent) males Women comprised 64 percent of black teachers in secondary education

The predominance of women in teaching may be linked to the high enrollment rates of girls in South Africa, as compared with other African countries Based on international comparisons, it is suggested that "the educational participation of girls relative to that of boys is correlated with the presence of female teachers more so than the country's income level or percentage of rural population, although all these factors are to some extent inter-related"<sup>14</sup> Women teachers are significant role models who help motivate girls to persist and achieve in their education This demonstrates the need to have more female teachers of math, science, and technology to encourage girls' participation and achievement in these subjects

Many challenges face all teachers in South Africa as they begin to implement the new Curriculum 2005 They face too many demands on their time, while working under difficult circumstances Many teachers in township schools have no textbooks or supplementary teaching materials Most of them have yet to receive adequate training to implement the new outcome-based

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<sup>12</sup> Such training could use the training tool developed by Chloe O'Gara for Creative Associates under the second Advanced Basic Education and Literacy Project This document, called *Beyond Enrollment: A Handbook for Improving Girls' Experiences in Primary Classrooms* was developed for the Academy of Educational Development, one of the subcontractors for the WIDTECH project

<sup>13</sup> It could also support the development of supplementary teaching materials including a videotape on the subject The booklet produced by the Federation for African Women Educationists entitled *Is Your Daughter Safe in School?* is a good example of the type of material that can be produced

<sup>14</sup> UNESCO *World Education Report* 1995, p. 45

curriculum Training and capacity building are a major need of all teachers during this transition period The provincial departments of education are undertaking major activities related to teacher deployment and utilization, with support from USAID/SA

Under the President's Education Initiative, USAID/SA will provide support to upgrade the skills of the 350,000 teachers in South Africa, the majority of whom are women These teacher upgrading activities aim to increase the number and percentage teachers in the priority subjects of math, science, technology, and English During the WIDTECH team's visit to South Africa, USAID had a team working on the design of the options for Primary Education Support Project A major component of that activity deals with teacher training under the President's Education Initiative While we were unable to meet with the design team to provide input on integrating gender concerns in the project design, the presence of a gender team in the mission alerted the design team to the need for gender integration in project design

**Low Qualification Levels** Women teachers' qualifications are often lower than those of men This is a result of Apartheid education policies that stipulated different qualification requirements for black and white teachers As a consequence of these discriminatory policies, many teachers, especially African women, have lower qualifications than their male colleagues According to Edusource data reported by Shindler,<sup>15</sup> at the primary level a higher proportion of women than men (40 percent females as compared to 28 percent males) did not have the required qualifications of three years post-matriculation professional training<sup>16</sup> A 1997 report from the Northern Province also indicates that women teachers have lower qualifications than their male counterparts

Yet the strategic importance of female teachers in the socialization and in the transmission of knowledge and attitudes cannot be underestimated This is why their needs and concerns must be addressed to empower them to transform education in South Africa into a truly nonsexist and nonracist system

**Wage Differentials** Until 1992, women teachers were paid lower salaries than men, and the Apartheid system encouraged women's participation in teaching as a cost-cutting measure Budlender has reported that in 1953, "Women were encouraged to enter primary teaching Men were discouraged from teaching at the primary level through financial and other disincentives Primary school teacher training facilities were closed to men"<sup>17</sup>

The Gender Equity Task Team Report indicates that the obvious salary differentiation between women and men was eliminated in 1992 The report suggests, however, that men's salaries and benefits remain higher than women's because they are often more qualified and occupy higher positions in teaching and administration Wage differentials were found unconstitutional in June 1996 In late 1996, the government addressed gender discrimination in pension provisions

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<sup>15</sup> Shindler, p 166

<sup>16</sup> Teacher qualifications are classified on a scale from A3 (lower than Standard 10 without teacher qualifications) to G (Standard 10 plus 7 years of education including a master's degree On this scale C is equal to stand 10 plus 2 years of appropriate training

<sup>17</sup> Budlender, -----1997, as quoted in Wolpe, 1997, p 82

**Limited Opportunities for Career Advancement** Women teachers are less likely to be promoted to administrative and policymaking positions than men teachers, either because of lack of qualifications or, more likely, because of discriminatory practices. In her education survey in 1994, Truscott reported that women teachers complain that “male teachers get promoted faster than women even when both have the same qualifications. They indicated that women found it difficult to be promoted to head of department because male teachers would not accept the authority of a woman. The report of the Gender Equity Task Team indicates that in 1994, only 4 percent of all female teachers were in administrative posts, as compared to 11 percent of male teachers.

These issues could be addressed through policies and programs aimed at enhancing teachers’ qualifications, to empower them in their positions and to help them advance to managerial and policymaking posts.

**Recommendations** We focus here on two gender issues that could be addressed through USAID support.

- All in-service training programs for upgrading teacher skills should include a proportion of women participants corresponding to their representation in the teaching profession. Special attention should be paid to increasing the numbers and percentages of women teachers in math, science, technology, and English.
- We propose that SO#2 team require its contractors to disaggregate data on teacher trainees by gender and field of study. A useful indicator would be the number and percentages of women and men educators in the priority service areas: math, science, technology, and English, multi-lingual and multi-grade teaching, critical thinking skills, and outcome-based education.

### **School Administration and Management**

School administration is one of the areas to be targeted for support under the USAID/SA Results Package for Primary Education. Identifying gender issues in this sector will ensure the success of USAID-supported efforts to improve school administration and management. This report focuses on two issues.

**Men Dominate School Administration** In 1994, Truscott noted that “men are the overwhelming majority of principals and are thus in positions of most power and authority in the schools. This mitigates against a culture of collective, shared learning, both at the level of the teaching staff and in the classroom.”<sup>18</sup> The proportion of women who are school principals is small compared to their predominance in the teaching profession (42 and 69 percent, respectively). Data in Table 3 illustrate this imbalance. These circumstances were confirmed when the WIDTECH education team visited a school in El Dorado (in Gauteng). The male principal at that school confirmed that among 15 principals in the district there is only one woman.

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<sup>18</sup> Kate Truscott, *Gender in Education*. EPU WITS/NECC, April 1994.

TABLE 3  
EDUCATORS ACCORDING TO RANK AND GENDER

	Females	% of Total	Males	% of Total
Principals	9,790	42	13,798	58
Deputy Principals	2,045	31	4,480	69
Heads of Department	13,452	50	13,676	50
Teachers	194,125	68	90,537	32

Source EduSource News, No 10, October 1996, as cited in Wolpe, p 198

**Women Principals Lack Power, Resources, and Support Systems** The disparities between female and male principals are qualitative as well as quantitative. In her presentation at the DOE press conference in Pretoria,<sup>19</sup> AnneMarie Wolpe, chairperson of the Gender Equity Task Team, stated that women who are principals or managers are often ridiculed by their colleagues and lack the support of their subordinates. WIDTECH team interviews with NGOs and women educators indicate that most women in managerial positions are disempowered and lack the support needed to manage their schools effectively and to contribute to education transformation.

**Recommendations** Two main recommendations follow

- **Training and Capacity Building** In supporting the training of school principals under the President's Education Initiative, the Results Package team might ensure that women principals and teachers are equally represented. Training would be more effective if women principals and teachers were invited to participate in its design. Training would also be enhanced by including some gender awareness training for women and men as a means of promoting respect and support for the education and career aspirations of girls and women. It might be possible to coordinate this training with training provided by UNESCO and other donors.
- **Leadership Training for Women Principals** If resources permit, USAID/South Africa might consider supporting leadership training workshop for women principals. The training should alert women to the importance of women's participation on school governing boards. To reinforce such training, it would be helpful to provide follow-up to facilitate the development of support networks among women administrators, and the sharing of experiences and success stories. Eventually, when schools have computers and access to e-mail, the Internet would be a powerful empowering tool to link together women principals in South Africa, and possibly in other African countries.

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<sup>19</sup> Press conference to release the Gender Equity Task Team Report, January 29, 1998

## ADULT BASIC EDUCATION AND TRAINING (ABET)

### Background

Unequal access to education, dropout rates, and poor quality education have resulted in large numbers of black women with little schooling or formal training. It is estimated that there are 9 million unschooled youth and adults in South Africa, the majority of whom are females living in rural areas. Lack of literacy and numeracy skills restrict women's occupational options, relegating them to low status and low paying jobs, or to nonformal, nonpaid work.

Adult Basic Education and Training (ABET) is a key to individual advancement and empowerment. In South Africa, ABET is defined as "the general conceptual foundation toward lifelong learning and development, comprising knowledge, skills, and attitudes required for social, economic and political participation and transformation applicable to a range of contexts."

Support for ABET is a basic component of USAID support for the transformation of education in South Africa under SO #2. The mission has already provided support to the National Ministry of Education under the second Advanced Basic Education and Literacy Project to develop a comprehensive National Policy on Adult Basic Education and Training (ABET)<sup>20</sup> and an accompanying National Multi-Year Implementation Plan. The policy was issued in October 1997 and provides policy guidelines on key components of the ABET system in South Africa. It is quite advanced in recognizing the different needs of learners depending on their experience, literacy level, and individual and community needs. It also conforms to the definitions of the UNESCO policy on Education for All. It emphasizes that "basic education must be defined in terms of learning needs appropriate to the age and experience of the learners. It should therefore be flexible, developmental, targeted at the specific requirements of particular learning audiences or groups, and provide access to a nationally recognized qualification."

To implement that policy, the government also launched an implementation plan<sup>21</sup> in October 1997. These two documents, the policy and implementation plan, will guide USAID support for ABET in the coming years.

During the WIDTECH team visit in January, the mission was preparing a MAARD to extend support for the National Department of Education and its provincial-level educational structures working in ABET, which was due to expire in May 1998. The new scope of work and RFA for ABET reflect an awareness on the part of the mission and its partners in DOE of gender concerns, and a serious interest in addressing them in SO #2 support activities under ABET.

In light of data indicating that a majority of the participants in ABET, level 1, are women, especially in rural areas, the mission intends to meet their needs for education and training. As with basic primary education, gender issues in ABET are qualitative rather than quantitative. Women are

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<sup>20</sup> Department of Education Directorate of Adult Education and Training Policy Document on Adult Education and Training Johannesburg October 1997

<sup>21</sup> Department of Education Directorate of Adult Education and Training Implementation Plan for Adult Education and Training, Provisions and Accreditation Johannesburg October 1997

attending literacy classes in large numbers. But some argue that this has been by accident rather than design, since women are the majority of illiterates. There is a need to look beyond the numbers of participants to identify the type and quality of education and training that women receive and the impact of the training on their lives, their families, and communities. To do this effectively, WIDTECH recommends that two key issues be addressed.

## **Key Gender Issues**

### **Impacts of New Certification Requirements on Women**

There is a concern among literacy practitioners that the formalization of ABET under the New Education Qualifications Framework may marginalize women generally and adversely affect older women who may not care about certification. They point out that most older ABET women learners may not need the highest level of equivalency under ABET, which leads to the General Education and Training Certificate. Some argue that "certification in itself is inimical to some of the goals of adult education, most especially those linked to development work. [C]ertification requirements, inevitably bureaucratic and formal in nature, might come to dominate adult education provisions at the expense of more informal responses to everyday local needs and challenges."<sup>22</sup> A representative of the National Literacy Cooperation voiced the same concern in a meeting with the WIDTECH team on January 24. She believes that the new framework would restrict women learners who are comfortable participating in the existing program precisely because of its informal nature.

But officials in the Department of Education disagree. The manager of ABET stated that the new policy allows for maximum flexibility, and permits learners to enter and exit ABET at any point on the qualification scale. They can leave the system and come back any time without being penalized. According to her, women should not be adversely affected by the new certification requirements. She stressed that the new ABET provides "a flexible curriculum, outcome-based standards of attainments, and recognition of prior learning."

### **Relevance of the New ABET Curriculum to Women's Needs**

In designing ABET curriculum, it is important to be aware of the age, circumstances, needs, and interests of the adult learners. Unfortunately, some adult literacy programs treat the learners as children. They do not value adults' knowledge and experiences, and they seem to forget that while women learners in ABET are unschooled, they are not necessarily ignorant. In fact, they have a certain level of knowledge and skills that must be recognized and utilized in the curriculum and the teaching methods. The purpose of ABET should be to help these women decode the skills and knowledge they already have, relating to their traditional household tasks and nonformal occupations. Sharanjeet Shan, Director of the Math Center for Primary Teachers, offered an example of how women may have informal, life-based math skills. Women who make intricate weaving, beadwork, basket weaving, and artwork designs often use elaborate geometric and mathematical designs that may be an effective basis for teaching math skills to adult women. The same applies to

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<sup>22</sup> Melissa King, "Curriculum and Certification Issues for ABET," *ABET Journal* 1, (3) 1997, p. 30.

women engaged in various forms of trading and microenterprise activities, which utilize elaborate nonformal learning skills

Both USAID and the DOE's ABET secretariat expect that all curriculum materials development will take women's needs and concerns into account. In line with this requirement, the planned USAID support for curriculum development in the areas of agriculture, agribusiness, and small, micro, and medium enterprise will provide good opportunities to meet the needs of women engaged in nonformal economic activities. To ensure curriculum relevance, differentiation will be made between the needs of learners in rural and urban areas. There is also an emphasis in ABET on the recognition of prior learning, especially women.

### **Recommendations**

- In the course of developing and modifying curriculum materials, there are opportunities to remove elements of gender bias and enhance the relevance of materials. The development of a gender-informed and friendly ABET curriculum would enhance learning, increase motivation, and increase the impact on learners. WIDTECH recommends that the design and implementation of the new curriculum be monitored carefully to ensure that women learners get the education and training they need to become self-reliant.
- Under normal circumstances, it is necessary to provide training for ABET facilitators. WIDTECH suggests that USAID/SA support an enrichment of that training by including a gender awareness component that would help facilitators to recognize the special needs of women and their multiple roles in the family and community.
- There is a need for an institutionalized research agenda on ABET and its impact on learners. The director of ABET at the DOE provided examples of ongoing research conducted by the University of Natal to enrich the ABET sector. If the opportunity were to present itself, it would be helpful for USAID/SA to support partnerships among universities, provincial departments of education, and the ABET directorate to facilitate research and curriculum development.
- Planning for the sites, times, and requirements for ABET activities should take into account factors that might affect women's access to all ABET training activities.

## **FURTHER EDUCATION AND TRAINING (FET)**

### **Background**

Harsh psychological, economic, political, and social forces of the Apartheid system marginalized youth from social and civil life and left them disempowered and lacking marketable skills. Similarly, black women were excluded and oppressed by three factors: race, gender, and class. In recognition of that legacy, the South African Government is creating a comprehensive

system of Further Education and Training. Its aim is to provide disenfranchised youth with the skills they need for productive living in a nonracist and nonsexist society.

A key focus of the Government of National Unity, youth development has assumed even greater significance as part of the bilateral US/South Africa Partnership for Economic Growth. Both the South African government and the United States recognize that education and training are fundamental to social and economic development and to national survival in the global economy of the twenty-first century. "The information age and the pace of scientific and technological advance mean that lifelong learning is essential to keep abreast of changes in the nature of knowledge and production"<sup>23</sup> and to compete effectively in a technological global economy. Despite South Africa's generally favorable economic position, the country suffers from serious shortages of skilled workers, although unemployment is very high (approximately four million unemployed youth). The country faces serious shortages of professionals as well as craft and trade workers.

The Committee on Youth and Further Education has identified five key objectives for further education and training:

- Preparing youth for work,
- Preparing for further learning and higher education,
- Developing an effective citizenship for democratizing society,
- Meeting the holistic needs of individuals, and
- Contributing to economic and social development.

During the past few years, USAID/ South Africa's SO #2 team on further education and youth has been involved in capacity building (staff development and teacher training) and curriculum development. The team has worked principally with private colleges and NGOs. Now, however, the program is in transition to a bilateral focus.

The SO #2 team Results Package (RP) # 2 on Community Education (June 27, 1997) stresses the importance of youth and further education. It aims to:

- Make youth central to policy formulation and decisionmaking,
- Advocate holistic and positive youth development, and
- Promote inclusivity and participation.

Currently, USAID support is focused on out-of-school further education and training. USAID/SA support to this sector will be guided by the National Policy on Youth and the plan of the National Committee on Further Education. This support is being channeled mainly through the

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<sup>23</sup> Department of Education. *Report of the National Committee on Further Education*. p. 1

bilateral agreement with the Republic of South Africa and is housed in the Office of the Deputy President Mbeki. This is an important component of the activities of the South Africa United States Bi-National Commission. USAID support aims to eliminate gender imbalance from all further education and training programs.

### **Gender Issues in Further Education and Training**

FET involves women in two ways. First, while the primary focus may be on youth, it is important to consider the numbers of youth who are young women. Second, some of the principles and needs that call for FET for youth also apply to women. In fact, the Report of the National Committee on Further Education has stressed the importance of addressing women's needs and concerns in this sector in order to empower women and to achieve sustainable social and economic development. The report states, "Equality of access and attainment of educational qualifications is necessary if more women are to become agents of change. Investing in education and training of girls and women, with its exceptionally high social and economic returns, has proved to be one of the best means of achieving development and economic growth that is both sustained and sustainable. Beyond general education, there is a need to have a high participation of women in diversified FET paths."<sup>24</sup>

The report identifies the following gender issues that FET should target<sup>25</sup>

- Lack of preparation for work and further learning in areas of high demand in the economy, which makes women unemployable,
- Gender-segregated employment and lower pay scales for working women,
- Absence of women from economic decisionmaking,
- Inadequate access to training and vocational counseling and information
- Unmet health and social needs, e.g., alleviation of poverty, access to health services, lack of power over their sexual and reproductive lives, lack of influence in decisionmaking, disempowerment,
- Lack of recognition of women's multiple responsibilities which affect their participation in and ability to benefit from FET and ABET programs,
- Lack of information on curriculum provisions of FET in relation to girls and women,

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<sup>24</sup> Department of Education *Report of the National Committee on Further Education* Pretoria August 1997 p 60

<sup>25</sup> Ibid p 60

- Fewer women than men receive further education and training (130,000 women as compared to 500,000 men, according to a 1995 household survey),<sup>26</sup>
- Participation patterns reflect clear gender role divisions. Men constitute 60 percent of enrollments in traditional male fields such as engineering, whereas women tend to enroll in traditional female fields such as business and secretarial programs, and
- Women do not have as much access as men to employer-provided further education and training, or to apprenticeship programs

The results of these gender disparities are reflected in segmentation of labor and women's disadvantaged position in employment and the economy as a whole. For instance, an analysis of household survey data by the Finance Working Group of the National Committee on Further Education reveals the following

- Occupations in highly skilled category A are dominated by white males, who make up 63 percent of workers, as compared with only 3 percent of women of all races,
- Women dominate highly skilled category B, consisting mainly of teachers and nurses,
- Skilled employment includes mostly African men, and
- African women dominate the semi-skilled category

### **USAID, FET, and Gender**

USAID support can help address these gender inequities in FET and the resulting marginalization of women in the economy. It can help achieve the goals of the Beijing Platform for Actions for improved access by women to vocational education and training, science, and technology.

The SO #2 intermediate result is to increase opportunities for black African males and females in further and youth education. The SO #2 team expects to accomplish this in part through improvements of FET institutions such as community colleges, adult basic education and training centers, youth colleges, and technical colleges that offer programs equivalent to grades 10, 11, and 12. USAID will help support the national effort to revitalize community colleges as a means of enhancing opportunities for further education and training.

### **Recommendation**

The WIDTECH education specialist proposes that USAID/South Africa include a gender specialist on the design team for the FET project. The design can be informed by lessons learned and

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<sup>26</sup> Cited in the *National Committee on Youth and Further Education Report*, p. 10. The report considers these figures too low considering the actual number of trainees.

success stories in further education and work force development activities in the United States and in developing countries. It is important that special attention be paid to ensuring that women have access to nontraditional fields in order to increase their economic opportunities.

## EARLY CHILDHOOD DEVELOPMENT (ECD)

### Background

In many societies, female children are devalued and receive less care than their male siblings. Women are often ostracized for giving birth to a girl. The devaluation of daughters begins at the moment of birth and continues throughout the life cycle. Girls often receive less nutritional, psychological, and medical attention than boys. This devaluation often legitimates the physical and psychological abuse of girls in the family and in the school.

Early childhood is a critical period in the development of self concept and the socialization of children into differentiated gender roles. While early socialization starts in the home, it continues in early childhood development (ECD) programs and schools. ECD also prepares children for successful performance in primary schools. Research indicates that good ECD helps reduce repetition and dropout rates and improves the long-term efficiency of schooling<sup>27</sup>. Providing a healthy environment for ECD helps children deal with the biases and violent nature of many of the communities where they grow up.

ECD programs are still limited in South Africa. Only a small proportion of South African children, male and female, has access to ECD. As the data in Table 4 show, no numerical gender gap exists in ECD. The trends are the same in ECD programs provided by government, NGOs, and the private sector.

TABLE 4  
PERCENT DISTRIBUTION OF STUDENTS IN ECD BY SEX AND PROVINCE

Percent Distribution of Children in ECD		
Province	Girls	Boys
Eastern Cape	52.70	47.30
Free State	48.60	51.40
Gauteng	49.60	50.40
KwaZulu-Natal	51.10	48.90
Mpumalanga	49.70	50.30
North West	49.90	50.10
Northern Province	51.00	49.00
Northern Cape	50.00	50.00
Western Cape	49.70	50.30

Source: EduSource, 1997

<sup>27</sup> Wolpe op cit, p 6

The government wants to transform ECD programs and expand them to a larger segment of children. According to DOE, only 9 to 11 percent of children from birth to six years have access to public or private ECD facilities. The gap is wide between the different racial groups: one in three white infants and children receives ECD services as compared to one in 8 Indian and colored children and one in 16 black children.<sup>28</sup> The Department of Education's Directorate of Early Childhood Development envisions that "Early childhood development will serve as the bedrock for child and family life, as well as for future learning. It will be concerned with the holistic development of the young child and ensure an environment characterized by safety, protection, anti-bias, and cultural fairness, so that attitudinal and psychological healing, reconciliation and the start of nation building can take place at a young age."<sup>29</sup>

According to DOE plans, all children should complete the reception year before entering first grade. But given the current low participation rates in ECD, achieving full participation for all children will require vast financial and human resources.

The DOE policy on ECD provides a comprehensive plan for the transformation of early childhood development to ensure the health and well being of children, and prepare them for formal schooling. The plan includes the transformation of curricula, setting up a system for accreditation and training for ECD providers, establishing policies for employment of ECD practitioners, and establishing a policy on funding. The new system builds upon the successes of the early NGO efforts in ECD. The holistic approach adopted by DOE recognizes the importance of focusing not only on the child, but also on the family, community support systems, and national policies. The integrated policy for ECD recognizes the need for linkages among education and nutrition, health, and welfare.

While the ECD policy does not make specific mention of gender, the system is certainly fraught with gender issues that relate to both the children and the care providers. DOE is determined to redress the imbalance resulting from the traditional neglect of early childhood development, particularly among African and colored children. Such efforts will certainly need to take gender into account as well.

### **USAID Support for ECD in South Africa**

USAID/South Africa has supported innovative work in early childhood development. The mission has provided extensive support for the provision of diverse innovative educational materials for young children, and will continue to do so through the Handsprings Trust for Puppetry in Education and the new Sesame Street program funded by a grant to the Children's Television Workshop. The Handspring Trust for Puppetry in Education was established in 1991 to develop projects in theater, film, television, and radio to enhance children's interests and learning capabilities. The pilot program, Spider's Place, was created to enhance children's enjoyment of science, promote thinking and problem solving skills, and support teachers. The material, including video and audio cassettes, comic books, activity books, teacher training videos, and teachers' manuals, promotes an interactive, activity-based approach to science learning and teaching. The material developed by the Handspring Trust is generally free from gender bias.

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<sup>28</sup> Department of Education, Interim Policy on Childhood Development, p. 2

<sup>29</sup> Ibid

These media materials are very important in spreading the impact of ECD beyond the formal education system, since the mass media are a powerful means of educating the children, parents, educators, and the community. The material is generally gender sensitive and effective in promoting healthy development of children and supportive home and school environments.

USAID/SA aims to strengthen ECD programs through awareness activities for parents and community organizations, and incorporation of health and nutrition information. It aims also to promote the professionalization of caregivers.

### **Gender Issues in ECD**

There are several gender issues and concerns in ECD relating to scarcity of resources, the type of ECD facilities and care provided, the qualifications of ECD providers, and lack of research on many of these issues. Gender issues relate mostly to

- Gender bias in some ECD materials,
- Gender-biased socialization of female and male children, and
- The special needs of ECD providers, most of whom are women

USAID/South Africa can play an important role in addressing the general and gender-specific issues as the government starts to implementing its ambitious policy on ECD. One issue, however, deserves particular attention: the qualifications of ECD providers and their special needs.

Not much information is available on the qualifications of ECD caregivers or the facilities they use. Most ECD providers are women who have their own needs and concerns. Many are struggling to meet their own basic needs for food, water, and adequate housing. They need training to enable them to provide adequate care and learning for the children and to manage their centers. Some need income-generating skills to enable them to become self-reliant.

### **Recommendation**

In view of USAID's successful work in developing gender and race-sensitive materials, USAID could make a significant contribution in this area through the training of trainers of ECD providers. USAID might increase its support for the training and capacity-building of ECD providers to increase the management effectiveness of the ECD centers and the success of their programs.<sup>30</sup> It

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<sup>30</sup> Insofar as ECD centers are small businesses, such operations might be linked with training under Strategic Objective #5.

will be important to continue support for NGOs<sup>31</sup> that provide quality training of trainers to enhance the skills of caregivers and to ensure that the children they care for receive quality care<sup>32</sup>

### CONCLUDING REMARKS

The above recommendations ask the mission to look at its educational assistance through a gender lens. We have based our recommendations not only on equity considerations, but also on criteria of effectiveness and efficiency, as well as equity. By integrating gender into SO #2 activities, the mission could achieve its strategic objective more effectively and strengthen its intermediate results. It is our belief that little of what this report recommends requires any additional resources or any real change of allocation. Most of the pieces are there – and the SO #2 team needs only put them together<sup>33</sup>

In response to the WIDTECH team's recommendations, the SO #2 team has committed itself to the following<sup>34</sup>

- The team will make an effort to ensure that materials developed with USAID funding are gender sensitive. The team will include this requirement in the scope of work for grants and contracts
- The team will strive to maximize the number of women trainees in all mission-supported programs, and especially in management training. The team is already doing this by rejecting selections for long-term training if women are not adequately represented<sup>35</sup>
- The team will include gender sensitivity, including training about sexual harassment in the schools, in teacher and basic education training programs, and also include this requirement in the scope of work for grants and contracts

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<sup>31</sup> Such as Small Beginnings, which has extensive experience and a good track record in providing training of trainers to ECD providers

<sup>32</sup> Of course, all training of ECD providers and their trainers ought to include gender awareness training. This training might be included as a component of USAID's highly successful anti-bias education and training

<sup>33</sup> This report includes an Illustrative Matrix to show how the mission can integrate gender into one project, the Grant Management and TA project, without additional resources or management burden. See Annex \_\_\_ in Volume II of this report

<sup>34</sup> These commitments were communicated to the WIDTECH team by SO #2 team leader Patrick Fine after the team had left South Africa

<sup>35</sup> The mission could also identify the fields of study of the women participants in long-term training to ensure that women are represented in nontraditional fields

- The team has decided to send a delegation to attend the International Conference on Girls' Education A Development Imperative, sponsored by G/WID in Washington, DC, in early May 1998

USAID is working to support a transformed educational system built on equity of access and quality, and to contribute to the government's goal of creating a nonracist and nonsexist society. USAID has the opportunity to enrich South African society at large by ensuring that human capacity development extends to girls as well as boys, and women as well as men.

## **PERSONS AND INSTITUTIONS CONSULTED**

### **USAID/South Africa Staff**

USAID/SO #2 team members Patrick Fine (team leader), Lisa Franchett (education officer), Mthata Madibane (STEP project specialist), Michelle Ward-Brent (ESAT project officer), Michael Cacich (SABER project officer), Nathalie Augustin (ESAT project officer), Dipuo Mde (STEP project specialist), Futhi Umlaw (TELP project assistant)

Jim Hoxeng, Second Advanced Basic Education and Literacy Project COTR, Human Capacity Development Center, USAID/Washington, on TA to the mission

Ethel Brooks, Human Capacity Development, Washington, and Ann Skelton, consultant, Development Associates Met with them to discuss gender issues in training programs

Julian Moodley, Education Research Consultant, Creative Associates, Int (consultant to the SO #2 team on indicator development)

### **Former and/or Current USAID Grantees**

Dr Hlophe, President, Funda Centre (011) 938 1438

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K Pahlney, Director, Equal Opportunities, Medical University of South Africa

### **Department of Education Staff**

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Mohammed Tickle, member of the Gender Equity Task Team, Department of Education (brief meeting at the DOE and telephone interview)

Ntuthu Ngobeni, Department of Education, Early Childhood Development (012) 312 5288

AnneMarie Wolpe Former Chair, Gender Equity Task Team

**Individuals Met at the Press Conference in the Department of Education**

Dr Nomlamlı V Mahanjana, Director of Human Resources Section at the Department of Education

Valerie Leach, Program Coordinator, UNICEF (UNICEF provides leadership training for school principals)

Emma Sundeberg, First Secretary, Education, Culture, Arts and Media, Embassy of Sweden 012-321-1050

**Other Persons Interviewed**

Stanley Geldenhuis E W Hobbs Primary School, El-Dorado Park (011) 9453615

Thandı Lewın, Office Manager, Federation for African Women Educationists – South Africa

Elizabeth Mpotulo, President, Women’s Institute for Leadership Development and Democracy (WILDD)

Dinah Nkobo, President, Women against Women’s Abuse

**Schools Visited in Gauteng**

EW Hobbs Primary School, Eldorado Park

Grace Chide Primary School, Mamelode Township

Embalı Primary School Orange Farm, Winnie Mazıpuko, principal

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## ANNEX III-A

**EXAMPLE OF HOW TO INTEGRATE GENDER IN A SINGLE PROJECT  
SO#2's GRANT MANAGEMENT AND TA PROJECT**

The recommendations show how gender can be integrated in the various project components listed in column 1. Recommendations in column 2 are to be carried out by the contractor.

Activity	Recommendations on Gender Integration
<p><u>1- Assistance to the National and Provincial Departments of Education</u></p> <p>General Bilateral support</p> <p>Identify priority areas of need at the national level and in the four targeted provinces</p> <p>Provide TA to the national and provincial DOEs on developing policy and legal structures</p> <p>Provide assistance in establishing standards for credentials, accreditation and performance,</p> <p>Provide TA in the provincialization process</p>	<p>May provide technical support and capacity building to the Gender Equity Unit in DOE</p> <p>May provide TA for developing a Gender Policy for education and training</p> <p>May support the national and provincial gender units (including the Gender Equity Unit (GEU) in the DOE and gender committees in provincial education department) to identify key gender issues in education in the four targeted provinces</p> <p>Provide TA in formulating and issuing policies that prohibit all forms of explicit and subtle discrimination against girls and women in education and ensure their safety</p> <p>Increase women's access to legal support structures and systems, Support women's participation in policy making positions and processes</p> <p>Support TA to ensure that gender issues are addressed in the new standards for credentials, accreditation and performance, Provide incentives for addressing gender concerns</p> <p>May support efforts to ensure that women participate in decision making and benefit from the provincialization process at all levels</p>

Activity	Recommendations for Gender Integration
<p><b>2- NGO Support</b></p> <p>Provide support to NGO's working in the areas of pre-primary and primary education as well as those involved in the implementation of PEI Focus on Sharing information and best practices</p> <p>Emphasize that support to NGOs is sustainable</p> <p><b>3 Program Design, applied research, and evaluation within both the RSA and NGO structures</b> This will focus on developing strong monitoring and evaluation systems for tracking achievements and shortcomings</p>	<p>Identify and support NGOs engaged in gender related activities such as</p> <ol style="list-style-type: none"> <li>(1) participation of girls and women in math, science and technology,</li> <li>(2) combating violence against girls and women in schools and communities,</li> <li>(3) developing and disseminating gender training materials to sensitize educators to gender issues in education,</li> <li>(4) organizing and running gender training workshops for school teachers, administrators, and DOE personnel</li> </ol> <p>Monitor the number of women NGOs participating in USAID-supported activities, and assess the level of support provided to them</p> <p>Ensure that information on USAID support activities reach grassroots women's organizations by utilizing diverse publicity and promotion channels</p> <p>Build NGO capacity to manage their own resources and mobilize community support for education generally and girls' education in particular</p> <p>The SO 2 may consider supporting one or more of the following activities</p> <ol style="list-style-type: none"> <li>1 Establish linkages with organizations that are engaged in gender support and research activities including government entities, colleges and universities, and NGOs</li> <li>2 Support applied quantitative and qualitative research on gender issues in education,</li> <li>3 Support university based activities on gender and education issues,</li> <li>4 Include gender disaggregated data in all monitoring and evaluation activities,</li> <li>5 Develop capacity to undertake research, monitoring and evaluation of training impact on women and men</li> </ol>

<b>B Short-term Training</b>	<b>Recommendations on Gender Integration</b>
<p>TA provided in the areas or pre-primary and primary education through workshops and seminars</p> <p>1 Training in maintaining and strengthening NGO capacity to contribute to an effective service delivery system</p> <p>2 Training in further developing and/or disseminating effective school management systems, In-service (INSET) or pre-service (PRESET) training and support linked to colleges of education</p> <p>3 Training and dissemination of tested materials related to math, science and English language teaching</p> <p>4 Assistance in strengthening early childhood development programs</p> <p>5 Training and further dissemination of media in education programs for teacher training, ABET, ECD, community and parental awareness, math and science through community radio, video, television, newspapers and other print media</p> <p>6 Training in methodology negotiations, school governance, multi cultural and anti bias education, and conflict resolution, policy and classroom level evaluation and assessment</p>	<p>1 Include women NGOs and CBOs that address gender issues in education</p> <p>2 Include gender awareness training in all training activities to</p> <ul style="list-style-type: none"> <li>• improve classroom environment for girls and their safety to and in school,</li> <li>• combat violence against girls,</li> <li>• Eliminate sex role stereotypes in textbooks and other curriculum materials</li> </ul> <p>3 Emphasize the importance of girls' participation and achievement in math, science and technology, and develop supplementary curriculum materials</p> <p>4 Include a focus on gender equity in the treatment and socialization of girls and boys in early childhood centers Avoid gender role stereotypes</p> <p>5 Ensure that</p> <ul style="list-style-type: none"> <li>• all materials are free from gender role stereotypes,</li> <li>• promote women's active participation in society including policy-making positions,</li> <li>• Present strong South African women role models in non-traditional fields</li> </ul> <p>6 Include a gender focus in all training activities for both women and men to help</p> <ul style="list-style-type: none"> <li>a raise awareness about women s participation in school management and policy-making positions,</li> <li>b eliminate sex role stereotypes and gender bias in school materials and classroom interaction</li> </ul> <p>Include a focus on educational and career counseling for girls</p> <p>Include leadership training for women educators and principals</p>

<b>Grants Management</b>	<b>Recommendations for Gender Integration</b>
<p>USAID will provide limited grant support to NGOs in order to help institutionalize innovative models developed with USAID Support</p>	<ul style="list-style-type: none"><li>• Ensure that information on grants reach women NGOs and that they get assistance if needed in proposal writing to increase their chances of writing a winning proposal</li><li>• Make sure that grassroots women's organizations working on gender in education issues have equal opportunities to submit and receive grant support</li><li>• Monitor the number of women NGOs receiving grant support and the size of grant they receive to ensure equitable distribution of grant funds</li></ul>

## ANNEX III-B

## GENDER ISSUES IN BASIC EDUCATION AND NEEDED ACTION

The actions mentioned below may be undertaken by any organization engaged in educational reform in South Africa. Priorities for USAID support are indicated in Chapter III and in the matrix at the beginning of this report.

GENDER ISSUES IN BASIC PRIMARY EDUCATION	ACTIONS NEEDED
<p><u>Background</u> Female access, relative to boys, is not a problem, the problems are mostly qualitative</p> <p><b><u>GENDER AND THE CURRICULUM</u></b></p> <ol style="list-style-type: none"> <li>1 Gender role stereotypes in school, textbooks and supplementary materials</li> <li>2 A male biased curriculum content,</li> <li>3 Gender bias in school subject selection girls study knitting and sewing while boys do carpentry, gardening and metal work,</li> <li>4 Limited access of girls to math, science and technology</li> </ol> <p><b><u>HOSTILE CLASSROOM ENVIRONMENT</u></b></p> <ul style="list-style-type: none"> <li>• The hidden curriculum,</li> </ul>	<p>We must look beyond the numbers to find out what happens to girls in the schools, and what impact education has on their lives</p> <p><b>Research</b> Conducting research on gender role stereotypes in textbooks and supplementary materials. Ensuring that all material developed for Curriculum 2005 is free from gender bias</p> <p><b>Monitoring and Evaluation</b> Evaluating curriculum material for gender sensitivity</p> <p><b>Training</b> Including gender awareness training in all training activities of educators, curriculum developers and principals</p> <p><b>Education and training</b> Training adequate numbers of female teachers in priority areas of math, science and technology</p> <p>Curriculum Development <b>Developing supplementary girls' friendly curriculum in math and science and training teachers in their use</b></p> <p><b>Research</b> Conducting ethnographic research on gender bias in classroom environment and teaching practices</p> <p><b>Training</b> Conducting workshops for educators about identifying and addressing gender bias in classroom environment and teaching practices</p> <p>Action is needed in the areas of (a) policy, (b) research, and (c) education and capacity building. These may include</p> <ul style="list-style-type: none"> <li>• Conducting surveys of sexual harassment in schools in various provinces</li> </ul>

<ul style="list-style-type: none"> <li>• Student teacher interaction,</li> </ul> <p><u>4&amp; 5 Sexual Harassment in the Schools, and teenage pregnancy</u></p>	<ul style="list-style-type: none"> <li>• Producing educational materials on sexual harassment and abuse of girls in schools and how to deal with them These may include booklets, leaflets, and videotapes</li> </ul>
<p align="center"><b>GENDER ISSUES IN TEACHER TRAINING AND CAPACITY BUILDING</b></p>	<p align="center"><b>ACTIONS NEEDED</b></p>
<p><u>1 Low Qualification Levels of Women Teachers and low pay</u></p> <p><u>2 Limited opportunities for Career Advancement</u></p>	<ul style="list-style-type: none"> <li>• Upgrading teacher qualifications through pre- and in-service training</li> <li>• Ensuring that all programs for upgrading teacher skills include women teachers in correspondence to their numerical representation in the teaching profession,</li> <li>• Increasing the numbers and percentages of women teachers in the priority areas of math, science, technology and English</li> <li>• Providing support to colleges of education to upgrade the pre-service training of teachers Include gender studies in the curriculum of colleges of education</li> </ul> <p>Providing leadership training for women teachers to increase their knowledge of career advancement strategies, and to sharpen their skills in seeking and getting higher positions</p> <p>Providing gender awareness training to educational policy makers at the provincial level to raise their awareness about the important roles of women teachers and the need to include them in policy making position</p> <p>Including women teachers and administrators in the design of all training activities</p>
<p align="center"><b>GENDER ISSUES IN SCHOOL MANAGEMENT</b></p>	<p align="center"><b>ACTIONS NEEDED</b></p>
<p><u>1 School administration is dominated by men</u></p> <p><u>2 Women Principals are often disempowered and lack resources and support systems</u></p>	<p>These issues may be addressed through policy, training and capacity building activities such as</p> <ul style="list-style-type: none"> <li>• Providing leadership training and capacity building of senior women teachers and principals The training should include budgeting and other school management skills</li> <li>• Providing gender awareness training for women and men principals</li> </ul>

<p>3- <u>Few Women are on School Governing Boards</u></p>	<ul style="list-style-type: none"> <li>• Conducting leadership training to encourage women to run for school boards,</li> <li>• Providing gender awareness training for school board members,</li> <li>• Collaborating with NGOs doing democracy and governance work</li> </ul>
<p><b>GENDER ISSUES IN ABET AND FURTHER EDUCATION</b></p>	<p><b>RECOMMENDATIONS FOR GENDER INTEGRATION</b></p>
<p><u>Background</u></p> <p>The National Policy on ABET and the Multi-Year Implementation Plan, supported by USAID, do not mention gender. The policy aims to transform the system and formalize it in accordance with the National Qualifications Framework. Implementation is a major challenge.</p> <p style="text-align: center;"><b><u>GENERAL ISSUE</u></b></p> <p>Lack of vigorous research on ABET, especially what students learn and its impact on their lives.</p> <p><u>Gender Issues</u></p> <p>Formalization of ABET may lead to the marginalization of women learners, some of the older ones, who are the majority of ABET learners, they may drop out.</p> <p><u>The ABET Curriculum</u></p> <p>There is a concern that the ABET curriculum be free from gender bias, Women may continue to be encouraged to enroll in traditional subjects of sewing, knitting and handicrafts, while men study subjects that are more linked to the needs of the market economy.</p> <p><u>The ABET Educators</u></p> <p>Most ABET educators are part timers with little support or career advancement options.</p>	<p>The SO 2 has been cognizant of the importance of addressing the needs of women, who are the majority of ABET learners at level 1, beginner literacy level. The new ABET curriculum, to be supported by USAID, will include subjects that equip women and men learners with skills for productive living.</p> <p>There is a need for participatory research that identifies the needs of women learners and the impact of ABET on their lives. This research may be modeled after the research done in Nepal, El Salvador, and Guinea. The research may be designed in such a way as to identify the impact of the new policy and curriculum on women learners.</p> <p>Both USAID and the ABET directorate in the DOE recognize the need to address gender issues in the curriculum and to include new subjects to address women's needs.</p> <p>There is a need to develop curriculum materials that recognize prior knowledge of women in various areas including math and communication skills.</p> <p>Supporting NGOs that provide training to upgrade the skills of ABET educators, male and female. Include gender awareness training in the training provided to all ABET educators.</p>

**CHAPTER IV**  
**STRATEGIC OBJECTIVE 3. HIV/AIDS/STDS**  
**CAPACITY-BUILDING PROJECT**

The CAPACITY Project

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International Center for Research on Women

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## INTRODUCTION

As part of its assistance to USAID/South Africa, the WIDTECH Project was to provide a specialist for Strategic Objective #3 (health care) with particular expertise in HIV/AIDS. That specialist was to engage in a review along with the WIDTECH team, scheduled for mid January 1998.

But the SO#3 team realized in late December that it could use the specialist most effectively by involving her in bilateral discussions with the Department of Health (DOH) about new assistance for HIV/AIDS programs. It was therefore agreed to change the scope of work. The timing of the review was shifted as well, to coincide with DOH's meetings and deadline. Consequently, this report is more narrowly focused than the others produced by WIDTECH's Gender Review Team — and the recommendations address the particular issues and opportunities raised in the bilateral discussions.

This review focuses on Strategic Objective #3's Intermediate Result #5 (IR5). IR5 addresses strategies for the enhancement of provincial and national-level capacity to provide effective HIV/AIDS/STD/TB prevention, care, and treatment. The findings and recommendations are based on consultations with representatives of NGOs, including PWA (People Living With AIDS) groups and key individuals working in the area of HIV/AIDS in South Africa, on a review of reports and documents, and on field visits to community projects and clinics. A list of contacts can be found at the end of this report.

This report

- Provides a brief review of the HIV/AIDS situation in South Africa,
- Identifies issues relating to women, gender, and HIV/AIDS,
- Suggests areas for integrating gender into HIV/AIDS/STD/TB policy and programs,
- Recommends priority actions to promote gender awareness and integrate gender into programming, and
- Recommends key short- and medium-term activities and actions for USAID/South Africa.

## BACKGROUND OF HIV/AIDS IN SOUTH AFRICA

### HIV/AIDS in South Africa

South Africa, like many of the countries in the Southern African region, is experiencing a rapidly spreading HIV/AIDS epidemic, auguring grave consequences for social and economic growth. South Africa is reported to have one of the fastest growing HIV/AIDS epidemics in the world, with about 2,000 new HIV infections occurring daily. National statistics suggest that HIV prevalence doubles every 20 to 24 months in the general population, with shorter doubling periods in core groups with higher risk of infection. Between 1990 and 1996 there was a 14-fold increase in HIV prevalence (0.8 - 14.2 percent) among women attending public antenatal clinics. According to current projections and estimates, approximately 2.4 million South Africans were HIV positive by the end of 1996.

The spread of HIV is enhanced by the high prevalence of sexually transmitted diseases (STDs), a co-factor for transmission. In a 1996 study in Durban, for instance, 32 percent of men and 61 percent of women with a discharge were co-infected with HIV. It is believed that approximately 4 million episodes of STDs occur in South Africa every year. Forecasts suggest that HIV prevalence will reach 25 percent in the general population of South Africa by the year 2010. In view of this grim situation, the level of action needed to stem the spread HIV/AIDS poses great challenges.

There are many population groups at risk of contracting HIV/AIDS, including women, infants born to infected mothers, sexually active adolescents, street children, migrants living apart from their families, sex workers, truck drivers, prisoners, STD patients, and men and women with multiple sexual partners. This represents an enormous pool of people whose protection from HIV infection depends on an intense, effective, and sustained response from the private and public sectors and communities. Enormous resources are needed to activate the response, and experience has shown that the best option for mobilizing needed resources, and for generating a widespread commitment to address the problem, is to foster collaboration among government, communities, the private sector, and donors.

### **Women, Gender, and HIV/AIDS in South Africa**

The context of gender and HIV/AIDS in South Africa is yet to be fully analyzed and understood. *Certain social and cultural factors are believed to enhance transmission and to impede access to and delivery of effective preventive services.* It should be noted that women's ability to access information, resources, and health care can be impeded by gender concerns such as power relations between male doctors and women patients, or female workers in clinics and male clients. This report takes account of both, and suggests that these daunting problems cannot be effectively addressed without paying attention to gender roles and power relations.

The high and rapidly increasing rates of HIV infection in young women and girls indicate severe limitations in their ability to prevent transmission. For women, HIV/AIDS infection relates to other issues involving resources, opportunity, empowerment, and safety. These issues include

- Violence, sexual abuse, and rape,
- Stigma and discrimination,
- Low literacy levels,
- Inability to negotiate safer sex,
- Teenage pregnancy,
- Breach of confidentiality,
- Perinatal transmission,

- Economic and social status, and
- Bearing the burden of caring for family members

At a gender training workshop sponsored by the National Association of People living With AIDS (NAPWA) and supported by USAID/AIDSCAP, participants identified specific gender-related issues for women living with HIV/AIDS. These included rejection by spouses, discrimination at health facilities and within families, poor access to care and support, responsibility for providing care for others, and poor understanding of the nature of HIV infection and disease.

One key concern is that testing activities, as they are currently conducted, have been counterproductive for women and have promoted severe negative responses. The high level of testing of women has given the impression that women are responsible and to be blamed for the spread of HIV/AIDS. The failure to appreciate the repercussions of nonconfidentiality regarding HIV results has caused many women to suffer stigma, abuse, and trauma from their spouses and family members.

Meanwhile, far fewer men are being tested, and many who are HIV positive are unwilling to accept or disclose their serostatus to their partners or spouses. At the same time, men's ability to reduce HIV infection is affected by many factors, including

- Migration,
- Barriers within the health service system (preponderance of female STD care providers),
- Cultural beliefs about the use of condoms,
- Inadequate HIV/AIDS/STD educational focus on men,
- Prevalent social norms endorsing multiple partners, and
- Lack of preventive skills

### **Government Response to HIV/AIDS**

The National AIDS Coordinating Committee of South Africa (NACOSA) was created in 1992, and given the responsibility of developing a national strategy for responding to HIV/AIDS. NACOSA formulated a plan in 1994, but failed to mobilize the needed political support and resources. To give more impetus to the program, the HIV/AIDS/STD program was then situated within the Department of Health and accorded special status. In 1995 the DOH established a Directorate for HIV/AIDS/STD tasked with promoting the decentralization of action to the provinces.

For government and communities, a combination of factors has militated against adequate responses. One main problem has been the lack of visibility of the problem. Many people who are infected are unaware of their infection, while those who may know about infection are discouraged from being open because of adverse consequences. Another problem is that activities designed to address the problem, mainly at the community level, are somewhat weak and fragmented, require support, and need to be better tailored to local needs. For instance, although the existence of a large pool of AIDS-orphaned children has been recognized, no proper response is in place.

In South Africa, experience in AIDS work is minimal compared to that of countries such as Zambia and Zimbabwe, where a longer and more intense period of response to the epidemic has taken place. USAID is in a position to help DOH build its capacity to deliver effective programs for HIV/AIDS/STD prevention, care, and treatment at national and provincial levels. *Given that USAID has been a key leader and donor in the effort to combat HIV in the sub-region, it could encourage and facilitate an exchange of experience that would benefit South Africa.*

In terms of HIV/AIDS and gender, the DOH Directorate for HIV/AIDS has committed itself to mainstreaming gender into all program activities, and to building consensus about the relationship between gender and HIV/AIDS/STD. To this end, the Directorate intends to promote the broad, multi-sector participation of government, business, NGOs, and communities, and plans to develop internal capacity to coordinate and manage gender integration into HIV/AIDS/STD. The Directorate for HIV/AIDS states as one of its guiding principles the need to ensure that vulnerable women do not suffer discrimination, nor remain unable to take effective measures to prevent infection.

Unfortunately, however, the national HIV/AIDS/STD review report (July 1997)<sup>1</sup> acknowledged the dearth of action in this direction. The review concluded that a lack of in-depth knowledge and understanding of gender issues by both government and NGOs, and the absence of a clear gender strategy, were preventing the design and implementation of an effective HIV/AIDS/STD program.

To achieve its HIV/AIDS gender objectives, the Directorate has recommended a number of activities, including

- Liaise with women's organizations, government departments, and provincial HIV/AIDS/STD coordinators,
- Develop and publish modules for gender and HIV/AIDS training,
- Coordinate prevention programs targeting both men and women, which go beyond awareness to focus on behavior change, and
- Develop gender-sensitive policies through a consultative process (to cover issues such as rape, pregnancy, and access to barrier methods)

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<sup>1</sup> Conducted by the Medical Research Council of South Africa (July 4-18, 1997)

## **GENERAL RECOMMENDATIONS FOR ESTABLISHING MORE EFFECTIVE PREVENTION, CARE, AND TREATMENT BY INTEGRATING GENDER**

The WIDTECH consultant reviewed the HIV/AIDS/STD situation in South Africa to identify gender barriers to effective prevention and treatment, and opportunities to strengthen the government's response through attention to gender. This section offers general observations and recommendations for supporting the DOH HIV/AIDS Directorate. These recommendations follow the areas identified through a consultative process in which USAID, the DOH Directorate, and local partners identified areas of greatest need in building local capacity to respond to HIV/AIDS. Recognizing that USAID/South Africa is not the only source of support, the consultant focuses specifically in the final section on how USAID might contribute to these recommendations.

### **Strengthening National-level Capacity**

The DOH's HIV/AIDS Directorate has recognized the need to mainstream gender into all program activities and to build understanding and consensus about the relationship between gender and HIV/AIDS. But this objective has suffered because the responsible individuals in both government and the NGO sector lack an in-depth understanding of gender, and therefore lack a clear gender strategy.

One major contribution to the DOH would be to support the development of national-level management capacity for a coordinated national advocacy planning process. This support would include formulating a strategy to strengthen gender capacity and advocacy, and to facilitate the coordination and implementation of gender relevant measures. It would also open the way to addressing shortcomings in gender integration.

### **Recommendations**

- Focus technical assistance on developing strategies and setting targets for implementing gender advocacy and awareness, and for developing gender-relevant materials. Gender-related activities should be integrated into all planning and implementation processes.
- Support the development and implementation of a coordinated plan involving all relevant departments, businesses, NGOs, and communities for sustained gender advocacy and awareness activities.
- Support the DOH Directorate's efforts to promote the female condom — including efforts to enlist participation by the private business sector, communities, NGOs, and women's groups, to ensure the program's sustainability.
- Help introduce top management staff of the DOH Directorate to the reality of the HIV/AIDS/STD situation in the field and to the gender dimensions of the problem. And

- Strengthen regional collaboration — through conferences, exchanges, collaborative projects, and study tours to other countries where gender integration is improving the effectiveness of HIV/AIDS/STD programs

## **Building Provincial Capacity for HIV/AIDS**

### **Network Development**

The challenge here is to determine the different networking activities and needs in the provinces and to mobilize the needed support and assistance. One key need is to formalize joint working relationships to encourage broad participation, and improve coordination and sustainability. It is important to include women's organizations and traditional leaders and healers in this process, to ensure that network capacity-building activities target gender needs. Guidelines should be developed to ensure that program plans and activities of networks embrace provincial gender concerns and promote effective community approaches to creating gender awareness.

### **Recommendations**

- Expand provincial-level (government and organizational) capabilities to engage in HIV/AIDS activities, including dissemination of information and development of policies and programs. All networking activities between national and regional groups engaged in HIV/AIDS and gender issues should be documented.
- Consider the gender focus relevant to the activities of each provincial network in assigning roles and responsibilities for those networks.
- Develop a technical assistance and training work plan to help provincial networks build capacity to address gender and HIV/AIDS priorities. The assistance should include such issues as gender advocacy and awareness, gender sensitivity in development and use of materials, exchange and dissemination of gender lessons, and research methods. Recruitment of women's NGOs and groups into the network should be given high priority. Women should be encouraged to play an active leadership role.
- Establish linkages between provincial networks and other partners (e.g., Youth and Education departments, Ministry of Justice, Commission on Gender Equality, Office for the Status of Women as well as other national networks with an interest in gender), in order to disseminate experiences, expand the gender and HIV/AIDS constituency, and promote provincial and national-level action and understanding.
- Promote networking to facilitate inter-provincial network exchange, and provincial and national-level conferences and meetings on gender and HIV/AIDS/STD. This might include publication of a provincial network newsletter, which should regularly focus on gender.

## **Management Support Systems**

Provincial-level management capacity is critical to achieving the desired impact of the national AIDS program. This capacity is currently weak. To correct this, it is intended that after the provincial networks are established, a phased schedule for capacity building, and a management task force backed by technical and financial support, will provide the framework for implementing five illustrative management strengthening activities.

To be comprehensive and gender relevant, provincial development needs to incorporate gender management skills, particularly skills for integrating gender into HIV/AIDS programming. Gender-relevant policies are needed to support these strategies. The current national AIDS policy formulated by the Directorate of HIV/AIDS has little gender content. Fortunately, provinces have the opportunity to develop their own HIV/AIDS policy and so can ensure that it has a strong gender bias.

### **Recommendations**

- Undertake a management assessment to develop an effective management skills training package that incorporates analysis of gender gaps in management.
- Develop a management training package to address gender needs relevant to provincial HIV/AIDS/STD services management systems. Management training should cover the use of existing methodologies and tools specific to gender and HIV/AIDS analysis, e.g., Stepping Stone, which focuses on gender relations, and Framework for Analysis, which helps to identify linkages between gender relations and wider social, economic, and political processes. Other more specific gender analysis tools are Gender Policy and Planning Framework (Development Planning Unit), The Harvard Framework, The Longwe Women's Empowerment Framework, and The Social Relations Framework (Institute of Development Studies).
- Ensure that performance monitoring plans include the development of indicators, methods, and tools for tracking and documenting the impact of gender integration in (a) management, and (b) program activities. A gender specialist should help develop staff evaluation and NGO policies so that they acknowledge and credit individuals promoting gender integration.
- Provincial HIV/AIDS policies should capture gender needs and content in programming and management.

### **Advocacy Capacity**

Advocacy is greatly needed to move the South African HIV/AIDS program forward. To achieve any significant results, advocacy activities must assist in removing barriers and constraints to HIV/AIDS/STD prevention and control, mobilize resources, and create a supportive policy and program environment. Structures such as advocacy task forces and provincial networks, which would be responsible for coordinating and facilitating advocacy activities, must be established and

kept operational National-level advocacy activities should be promoted to target those areas (e.g., political support, impact modeling) where a national initiative would be more effective

The advocacy component provides the most promising opportunity to expand outreach and to build capacity toward gender awareness and sensitivity, policy development, and service delivery There is a need to be explicit regarding gender advocacy activities proposed and gender capacity to be developed

### **Recommendations**

- Charge advocacy task groups with responsibility for identifying gender barriers and constraints that impair the access of boys, girls, and women to services, and for involving representatives of different demographic groups in programming Mobilize resources and promote the participation of key influential individuals and partners in advocacy For example, where barriers relate to discriminatory laws or policies, include the Commission on Gender Equality, the Ministry of Justice, and the Center for Applied Legal Studies (CALS) AIDS Consortium In cases of administrative and traditional barriers, include policymakers, traditional leaders, opinion leaders, women's groups, media, and professional bodies
- Ensure that newly produced advocacy materials pay attention to destigmatizing women, reversing negative media and community perceptions, promoting positive norms and values, and enhancing awareness and sensitivity about gender Effective communication channels and strategies must be used Develop or adapt materials that promote sexual and gender dialogue (such as Dialogue between the Sexes put out by FHI/AIDSCAP)
- Target advocacy activities to enhance support for and reduce discrimination against People Living With AIDS, especially women notified of HIV results by antenatal clinics or HIV testing/counseling centers, through (a) policy formulation and implementation, (b) provision of care and support, and (c) income initiatives for PWAs Support the formulation of national guidelines for the prevention of perinatal transmission and for breastfeeding by women infected with HIV, based on research findings
- Conduct national and provincial-level advocacy for the incorporation of gender perspectives into HIV/AIDS/STD policies and programs

### **Service Delivery**

The national HIV/AIDS review report speaks to the need to address

the lack of policies, guidelines, and management protocols for a comprehensive care and counseling strategy at both [the] national and provincial levels, and [the] lack of adequate systems of referral and continuum of care encompassing prevention and care

The key strategies to be promoted should include two capacity-building components (1) a prevention case management component that provides intensive, individualized support and prevention counseling to initiate and sustain safer behaviors and to reduce the risk of transmission of

HIV by those already infected, and (2) a component to improve the ability and willingness of private sector health practitioners to deliver quality integrated HIV/AIDS/STD services

These components need to take account of gender-related consequences that may result from the proposed activities, e g , HIV testing and partner notification So far, interventions to address negative attitudes and practices experienced by HIV-infected women in health care settings have not been well articulated The lack of psychosocial support for health care workers infected with HIV is also becoming a problem, and many of those infected believe they have been infected by patients This, too, is contributing to negative attitudes

### **Recommendations**

- Develop a training of trainers course to institutionalize prevention case management services and national guidelines for STD diagnosis and management that incorporates gender concerns The course should also focus on the particular service needs of women, men, boys, and girls Communication skills and other strategies should be developed to improve provider-client interaction, especially in STD services where male patients are said to be uncomfortable with physical examination conducted by female nurses, who constitute the majority of health service providers
- Take concerted action to involve PWAs in defining care, support, and counseling needs Also engage them in developing strategies for preserving confidentiality The prevention case management continuum should also extend to developing strategies for improving AIDS care and support at the family and community levels, and particularly for enhancing men's role as caregivers Lessons can be derived from countries such as Zambia, where trained male caregiver committees are emerging in communities
- Develop procedures to ensure that prevention case management activities involving testing, counseling, and confidentiality do not cause clients to suffer undue stigma and discrimination Further, because women are often the subject of surveillance studies and routine testing, psychosocial support for women should be an integral part of prevention case management services, particularly if women experience adverse effects as a result of their participation in such services

### **Use of Research Results and Lessons Learned**

To jumpstart HIV/AIDS program activities in a manner that guarantees some degree of effectiveness, it is important to draw from lessons of what works and what does not work Because such lessons are not widely understood or documented locally, support will be required to record HIV/AIDS-related lessons learned across the country, based on well-defined criteria and a strong technical approach While the importance of this activity is clear, it is less certain what priority will be given to distilling and documenting gender lessons Therefore global lessons and best practices already documented by agencies such as UNAIDS and FHI/AIDSCAP could also provide valuable lessons for local use

## **Recommendations**

- Work with appropriate groups and programs to assess, document, and publicize national and provincial gender lessons in material development and use, violence against women, care of PWAs, involvement of women and communities in program planning, delivery of services, and advocacy
- Support research in critical areas, e g , needs of orphans (female and male), grandmothers supporting orphans, and women stigmatized on account of HIV/AIDS
- Enlist organizations and individuals focused on HIV/AIDS/STD and gender, as well as NGOs working with girls, boys, and women, to help transfer capacity to document lessons learned
- Require that all commissioned studies to assess the impact of HIV/AIDS include gender perspectives, e g , affects on women, families, communities, and girls and boys, on all spheres where women's contributions and work might be affected, including households headed by women, on mortality rates of men and women, on workforce needs, and on support to survivors
- Access available research reports and findings supported by other donors to improve understanding of the local context of gender and to identify gender issues relevant to prevention case management interventions

## **RECOMMENDATIONS FOR USAID**

### **Fundamental Assumptions**

The WIDTECH consultant was asked to focus on a particular window of opportunity as the DOH and USAID were identifying needs and possible areas of cooperation. Consequently, the recommendations to USAID assume that certain circumstances will continue, namely that

- The Department of Health's Directorate for HIV/AIDS/STD will, as stated in its objectives, remain committed to the integration of gender into all HIV/AIDS/AIDS program activities
- The national and provincial policies on HIV/AIDS/STD will be reviewed and revised to incorporate gender perspectives
- In keeping with its plans and policies unrelated to USAID, the Directorate for HIV/AIDS/STD will
  - soon hire a gender specialist to help develop national and provincial level gender capacity, and to provide program direction and coordination,

- initiate action to support a broader, national-level involvement, an understanding of and support for gender issues to create a conducive environment, and opportunities for incorporating gender into all sectors, and
- initiate and sustain support for the development and growth of those NGOs and community-based organizations that are already aware of gender, while requiring others to be receptive to advice and support regarding improvement of their programs through awareness of gender issues
- There will be promotion of activities aimed at community awareness of gender, and support for initiatives to mobilize community participation and grassroots advocacy
- USAID will maintain and/or increase support to the South African government to
  - promote efforts that respond to gender gaps and needs in HIV/AIDS/STD programming, and
  - ensure that the delivery of services regarding HIV/AIDS/STD is strengthened by clear and conscious attention to gender

#### **Suggested Short-term Activities (next 6-18 months)**

There is obviously much to do, with limited resources and multiple players. For USAID, the consultant recommends the following priority areas of focus:

- Identify gender priorities and capacity needed by the DOH Directorate for HIV/AIDS, and develop work plans at the national and provincial levels. Designate and train appropriate staff to be responsible for gender integration at both levels.
- Identify experienced partner organizations and experts to help determine gender capacity needs, document gender focus and activities of NGOs and communities, and define strategies for effective intervention.
- Identify issues and questions that require research, including an analysis of the local gender environment. Review existing materials to compile useful gender information and augment with additional research as needed.
- Identify priority issues for different subpopulations (women, men, girls, and boys) in the target provinces, document relevant gender lessons learned, and disseminate findings as widely as possible.

#### **Suggested Medium-term Activities (18-36 months)**

- Review services and use of HIV testing and counseling centers to enhance gender sensitivity, reduce denial and stigma, and improve the quality of services, including confidentiality, counseling, and support.

- Use NGOs, women's groups, and other such resources to engage women and young people in designing programs and services to ensure gender sensitivity
- Review and improve the STD management capacity of health providers to ensure sensitivity of services, including treatment, education, condom promotion (for males and females), counseling, and partner notification. Devise strategies to address the concerns of male clients and adolescents
- Collect, analyze, interpret, and utilize epidemiological data on HIV/AIDS/STD prevalence to reflect gender impact and to design and implement gender advocacy activities
- Strengthen the capacity of all sectors — government, businesses, NGOs, networks, and communities — to mobilize resources and to sustain the implementation of gender-sensitive HIV/AIDS/STD policies and programs

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**CHAPTER V**  
**STRATEGIC OBJECTIVES 4 AND 5 ECONOMIC POLICY**  
**CAPACITY AND PRIVATE SECTOR DEVELOPMENT**

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## INTRODUCTION

This report proposes gender dimensions to be incorporated into SO #4, economic policy capacity, and SO #5, private sector development. These SOs address South Africa's capacity to design and implement open market economic policies and to increase access of the historically disadvantaged to financial assets. For each of these SOs, this report

- (1) Analyzes the gender focus in the mission's country strategic plan and in the implementation and strategic planning reviews,
- (2) Reviews actual gender treatment during implementation by contracted local and U.S.-based partner institutions, and
- (3) Recommends how gender could be strengthened in (1) and (2), above

Implementing this report's recommendations would help achieve USAID's objectives of promoting gender equality and would help the government to operationalize its gender-sensitive policies.

## METHODOLOGY

The consultant explored opportunities to empower historically disadvantaged women as well as men through SOs #4 and 5 by

- Interviewing the USAID/South Africa SO #4 and 5 teams,
- Meeting with a sample of USAID partner agencies implementing these SO programs,<sup>1</sup>
- Visiting other best practice organizations working in SO #4 and target areas,
- Reviewing selected documents and reports from the mission and its partner agencies, and
- Debriefing SO #4 and 5 and WID team members on a draft of this report and soliciting and incorporating their feedback

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<sup>1</sup>In keeping with the suggestion in the Phase I report, Phase II's analysis and recommendations are based on examining a *selected sample* of programs and partner agencies rather than the entire universe of programs (Phase I paper, G2 2, p. 28, and Consultant's Scope of Work, Expected Outputs 1, p. 4)

## STRATEGIC OBJECTIVE #4 AND GENDER

***SO #4 Improved Capacity of Key Government and Nongovernment Entities to Formulate, Evaluate, and Implement Economic Policies***

***Main Finding SO #4 could take advantage of several opportunities to incorporate gender concerns into its economic programs***

SO #4 aims to improve the capacity of key government and non-government entities to formulate, evaluate, and implement economic policies by means of training and technical assistance targeted to the historically disadvantaged population (HDP). These initiatives are expanding HDP opportunities to participate in economic policymaking. Incorporating gender into economic programs will help ensure that the new government, which has already shown its commitment by creating the Commission on Gender Equality and the Office for the Status of Women, vigorously promotes women as well as the historically disadvantaged in general. The integration of gender into economic activities would enable women to contribute to economic growth that benefits the entire country. *This gender promotion in USAID economic programs supports the mission strategy, as articulated in the country strategic plan, of “establishing mechanisms so that the historically disadvantaged and previously disempowered women and men participate in, contribute to, and benefit from the development of South Africa”* (p. 4). Through SO #4, USAID has a key opportunity to encourage the government to mainstream gender concerns into economic ministries and agencies, and into their policies and programs.

To translate these objectives into implementable steps within SO #4, gender opportunities are disaggregated for each Intermediate Result (IR). These are explored, in turn, below.

### **IR 4.1 Strengthened Human Resources in Economics and Policy Analysis for Key Government Entities**

The Mandela Economic Scholars Program (MESP) is the main vehicle designed to achieve the IR 4.1 objective. MESP will send about 68 South African students to the United States to study economics, finance, and public policy. On return to South Africa, the graduates will work in the government, across the spectrum of sectors, for at least the same number of years they spent in the United States. Phase II explored whether IR 4 is gender sensitive in two ways: whether it has a gender quota in the selection of scholars, and whether studies must include any gender content. Regarding a selection quota, it was found that although the country strategic plan does not set an explicit gender quota, in practice the mission has an informal target of 40 percent women. However, regarding the content of studies, the country strategic plan does not require a gender focus.

#### **Recommendations**

- Ensure that the mission’s implicit target of 40 percent women MESP scholars is attained

- To sensitize all Mandela scholars to gender concerns before returning to work in government, MESP might require gender content in their curricula. This recommendation is practical given that virtually all U S universities offer gender programs or courses. Mandela scholars need not major in gender issues, but should be exposed to them to enhance the likelihood that they will strengthen government integration of gender concerns into the policy decisions of all ministries and agencies. Compared to South Africa, which has a limited number of gender-focused academics, the U S has a multitude of them and also has significant experience promoting gender-sensitive government policies. Gender-sensitized Mandela scholars could advance the role of women in the South African economy on returning to government service, and help to mainstream gender issues in government.
- USAID also might facilitate mentoring of other South African women by returned MESP women scholars.<sup>2</sup> Gender-sensitized returned MESP scholars, especially the women, could serve as role models and assist other women to advance their economic careers.

#### **IR 4 2 Strengthened Government Departments That Deal with Economic Policy Matters**

IR 4 2, which provides technical assistance to bolster government departments that specifically address economic issues, contains neither explicit nor implicit gender targets. For example, under IR 4 2, U S Treasury and Labor department advisors provide TA to counterpart South African ministries, and South African civil servants participate in study tours of U S agencies. Phase II looked at whether some of the U S technical advisors visiting South Africa are women, and whether the mission tracks the gender breakdown of study tour participants. These data were not recorded in the December 1997 Strategic Objective Four Implementation and Strategic Planning Review Documentation. In the debriefing, the SO #4 team confirmed that there was no required gender monitoring in the two initiatives.

IR 4 2 also included a program, now completed, to send South African students to study at Williams College in the United States. Although the country strategic plan does not contain explicit gender targets, the Phase II team learned that 6 out of 16 students (38 percent) were women. There was no provision to expose South Africans studying at Williams College to gender studies.

In summary, although IR 4 2 aims to ensure that government departments are strengthened in a way that reduces poverty, it does not include measures to either target or enhance the economic role of women — the majority of the poor.

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<sup>2</sup> The SO #4 team might liaise with the SO #5 team over mentoring. In the joint debriefing discussions with the SO #5 and WID teams, the SO #4 team expressed interest in exploring mentoring best practices in other countries to facilitate mentoring in South Africa.

### Recommendations

- U S technical experts advising South African government agencies might transmit best practice gender approaches in U S departments and agencies
- US advisors providing technical assistance to South African ministries might include women as role models
- Study tours to the United States might consist of equal numbers of men and women participants
- Study tours might introduce participants to U S departments and agencies with strong gender integration practices

### IR 4 3 Strengthened Think Tanks to Formulate and Evaluate Economic Policy Options for All Economic Policymakers

To bolster South African economic policy analysis and decision-making, IR 4 3 provides resources to economic think tanks. So far, IR 4 3 is strengthening two think tanks out of a projected five to seven. They are the African Institute for Policy Analysis (AIPA) and the National Institute for Economic Policy (NIEP). Each of them produces studies that analyze national economic data, and based on these analyses, recommends economic policy directions to government, unions, and civil society. Neither has any gender focus at present.

The consultant reviewed a sample of AIPA and NIEP publications (see Annex V-A) to determine whether they have a gender focus, and if not, to recommend how they could best incorporate gender concerns.

AIPA publications address economic growth with equity, fiscal, monetary, savings, investment, industrial, trade, agriculture, and labor market policies, and the regional impact of South African reform. NIEP concentrates its research on macroeconomic and sector modeling, growth and investment strategies, and monetary, financial, fiscal, labor, trade, industrial, competition, and regional and urban policies. These economic issues provide key opportunities to preempt gender discrimination and promote gender interventions. The consultant examined two AIPA publications, including, *Growth with Equity*, assuming that it would address gender issues such as women's contribution to equitable economic growth. Even though *Growth with Equity* attempts to address the equity and social effects of macroeconomic policies, such as savings, investment, and sector interventions on the HDP, it totally neglects any gender consequences. Likewise, the second AIPA publication, on privatization, completely ignores any consequences of the process on women. The consultant also reviewed ten representative NIEP publications for gender content but found none. An interview with the acting head of NIEP confirmed that the organization has paid no attention to gender.

## Recommendations

Since AIPA and NIEP publications address macroeconomic and sector policy and adjustment themes — for example, state enterprise privatization and labor market expansion and contraction, which affect women as well as men — they could be encouraged to address the gender effects of these policies. This would provide a signal to decision makers to consider the impact of economic policies on gender and to design measures to avoid or cushion negative effects. Gender analysis can be bolstered in SO #4 think tank support through both content and staffing. The consultant suggested both ideas to the acting NIEP director, who responded positively.<sup>3</sup>

**Content** Four recommendations are made regarding content

- Think tank studies could identify and analyze the gender impact of current and proposed adjustment measures on welfare. For example, South Africa might undertake health, nutrition, and education budget cutbacks as part of an adjustment program that would have serious gender consequences. To take one current example in the education sector, some 43,000 “temporary” teachers, the bulk of whom are women, lost their jobs at the end of 1997 because of public sector retrenchment.<sup>4</sup> Such a large loss of women’s jobs would be significant anywhere, but it is especially so in the South African context of high rates of unemployment and women-headed households. Moreover, many schools are being closed because there will be no teachers to run them, especially in rural areas, where usually only the principal is permanent staff. This loss of schools will affect the quality of public education for HDP children, who will be forced to attend more distant schools and will receive less attention in more congested classes. In the worst cases, some pupils might have to drop out of school.
- Taking a financial example, AIPA and NIEP publications address the need to accelerate HDP saving and investment but do not examine the greater barriers women face in relating to financial institutions or how to redress them. There are innumerable such lost opportunities to address critical economic policy effects on women in the existing think tank literature. NIEP and other think tanks supported by SO #4 could examine all possible negative macroeconomic and sector restructuring consequences on women and propose remedial steps where necessary.
- SO #4-supported think tanks could analyze recent household and individual survey results and other existing sources of gender data to discern gender-disaggregated trends and recommend policy reforms to rectify gender imbalances. Again, the NIEP acting director expressed eagerness to do so.

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<sup>3</sup> The consultant suggested and the NIEP acting director welcomed the idea that NIEP liaise with the International Center for Research on Women in Washington about strengthening gender content and staffing.

<sup>4</sup> *The Business Report*, December 11 1997

- SO #4-supported think tanks might take the lead in identifying which gender-disaggregated data are most needed to make appropriate policy recommendations and could transmit these data requirements to relevant government statistics agencies

**Staffing** Two recommendations pertain to staffing

- Gender coverage in think tank output requires gender-sensitive think tank staff. Since USAID does not finance outputs as much as staff positions at NIEP (and perhaps likewise at AIPA), there is an opportunity to influence hiring patterns. In the consultant's interview, the NIEP acting director offered to request a senior gender analyst in its 1998 request for funding from USAID.
- The SO #4-supported think tanks might collaborate with the Commission on Gender Equality in its planned economic empowerment activities. These include convening a conference on gender and the private and informal sectors in 1998, and formulating recommendations on integrating gender into macroeconomic policies. For example, for the conference, the think tanks could prepare background papers analyzing gender implications of economic policies and contribute substantially to the macroeconomic analyses<sup>5</sup>

#### **IR 4.4 Strengthened Centers of Economics Training, Especially within the Historically Disadvantaged Institutions**

IR 4.4 will strengthen "centers of excellence in economics." However, IR 4.4 makes no mention of gender criteria, either in selecting institutions or in required curriculum development.

So far, one institution has submitted a proposal for USAID funding, the University of the Western Cape, which is one of the few black universities with an economics program. Phase I visited the university to examine the scope for gender-focused economic studies. It learned that the Economics Department is creating a development economics course that might incorporate gender issues. The department could not yet afford a special gender course but it is updating its USAID funding proposal to request support for gender studies. Phase I also learned that the university's

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<sup>5</sup> In its September 1997 donor briefing, the Commission on Gender Equality suggested several measures to achieve its economic empowerment objectives (p. 6 of donor briefing paper). The commission intends to address issues affecting women farm workers, cooperate with the Self Employed Women's Union, undertake an audit of women in the private sector, convene a conference on gender and the private sector, and monitor and make recommendations on the Commonwealth study on integrating gender into macroeconomic policy.

Southern African Development Education and Policy Research Unit includes gender issues in its courses and workshops, run mainly for civil society organizations <sup>6</sup>

### Recommendations

The following proposals, made by the Phase I team, are endorsed for follow-up

- IR 4.4 might include criteria for selecting institutions based on their gender capacity or commitment to develop it, expecting that all competing institutions, whether selected or not, would become sensitized to gender issues
- Institutions selected could be required to produce some research papers on gender issues to build up the literature on, for example, the economic and labor impact of HIV/AIDS and the economic costs of rising violence toward women.

### STRATEGIC OBJECTIVE #5 AND GENDER

#### ***SO #5 Increased Access to Financial Markets for the Historically Disadvantaged Population***

***Main Finding The SO #5 team is doing a fine job of targeting women through strategies directed to the historically disadvantaged, including women, which enhance labor market participation, it can "leverage" impact of these activities by tracking, recording, and publicizing these achievements better***

South African women are the most disadvantaged among the HDP, especially the one- to two-thirds of households headed by women. According to the 1994 government Household Survey, 74 percent of economically active men were employed, compared with 60 percent of their women counterparts. For blacks, the situation was much worse. More than 50 percent of black women were unemployed, compared to 9 percent of white women. Analyses by the International Center for Research on Women and other organizations demonstrate that when women find employment and increase their incomes, their economic contribution is significant. In the household, they improve their children's living standards and opportunities, and in society at large they contribute to economic growth and reduce the state's welfare burden.

Since 1987, USAID has been promoting SO #5's vision of economically empowering the historically disadvantaged population, including women, through increased access to capital and enterprises. Today, job creation tops the government's priorities and the country strategic plan.

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<sup>6</sup> Phase I's informative discussions in Capetown can be found in Annex C of its report. Phase I also met with Debbie Budlender, editor of the Women's Budget series, who suggested that the economics unit at the University of Natal in Durban, which undertakes gender-sensitive economics analysis, might also be a candidate for IR 4.4 assistance. See Annex V-B for a list of possible training institutions with gender concerns.

identifies *access to financial markets as the chief constraint to economic participation by the HDP*. To increase access to financial markets, SO#5 promotes employment opportunities through NGOs, the informal lending sector, commercial entities, and venture and equity investments. In doing so, SO #5 aims to generate employment and income among blacks, who represent 87 percent of the 35 percent unemployed South Africans. In particular, SO#5 targets women who *dominate the survivalist sector* – the 60 percent of microentrepreneurs who barely eke out a living.

Phase II reviewed the gender content of SO#5 programs by talking to SO #5 staff, interviewing partner agency staff on gender sensitivity during implementation of projects, and examining a sample of programs presented in the following SO#5 companion papers:

- “Women in Business: USAID’s Programmatic Response” — which underlines how USAID programs are targeting economically disempowered women, and
- “Private Sector Activities in South Africa” — which describes individual USAID interventions facilitating employment generation through enterprise promotion under the Black Private Enterprise Development Project.

### **Microenterprise Promotion – IRs 1-3**

USAID has played a critical role in promoting women microentrepreneurs through funding and nurturing of the best microenterprise financial institutions in the country, including the national *Get Ahead Foundation (GAF)*, which received more than US\$6 million from the agency over 1987-97, and the Northern Province-based *Self Employment Foundation (SEF)*, which received more than US\$2 million during 1992-96. USAID was instrumental in familiarizing both of these organizations with the Grameen Bank model.

Today, women account for 92 percent of GAF’s borrowers and 97 percent of SEF’s. GAF and SEF borrowers’ respective repayment rates are 93 and 100 percent. Virtually all of them are poor women and some of them are extremely poor.<sup>7</sup> GAF and SEF are USAID-nurtured success stories worth replicating elsewhere. At this stage, USAID has ended funding to SEF and is terminating disbursements to GAF to encourage these organizations to become self-sustaining. While the gender focus and repayment record of these intermediaries are impeccable, they are not yet self-sustaining but obtain funding from other sources. SEF faces the enormous challenge of reversing its declining client base and expanding it four-fold to achieve self-reliance.

USAID’s *Micro-Enterprise Support Project (MEP)*, which became operational in 1997, is administered through the U.S.-based Volunteers in Technical Assistance (VITA) program. So far, only 2 of MEP’s 13 individual loan transactions were with women. MEP also plans to assist financial intermediaries and to launch a radio serial program targeting microentrepreneurs.

USAID also reaches the South African microenterprise sector indirectly through the *Black Entrepreneurship and Enterprise Support Facility (BEES)*, which supports the government’s

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<sup>7</sup> SEF founded a separate facility to target the extremely poor in 1996.

Department of Trade and Industry initiatives in the sector. These include developing Khula Enterprise Finance, which funds microenterprise financial intermediaries. Women comprise some 60 percent of Khula-supported intermediary borrowers. This proportion is smaller than the higher women's share of microenterprise borrowers in programs such as GAF and SEF because the Khula portfolio is balanced by loans to intermediaries in traditionally male-dominated sectors, including construction and transport. Nevertheless, 60 percent women borrowers is roughly the norm in the microfinance sector in many countries.

### Recommendations

- USAID might coordinate carefully with other donors as it phases out support to financial intermediaries such as GAF and SEF to ensure that they continue to receive the external funding they require until they graduate to self sustenance.
- VITA's individual lending portfolio could be monitored closely for gender breakdown, and its other programs supporting financial intermediaries and radio soap operas targeted to microentrepreneurs could move from the design to the operating stage. The latter two programs are likely to benefit mainly women.
- USAID could disseminate its best practices support for GAF and SEF throughout the country and the Africa region.
- Resources permitting, USAID could consider assisting additional institutions similar to GAF and SEF in South Africa's vast areas lacking microfinance programs. Get Ahead is expanding geographically but it will take many years to reach all unserved areas, leaving scope for other institutions to fill the gap.

### Small, Medium, and Large Enterprises – IRS 4-6

Phase II examined a sample of SO #5 programs supporting small, medium, and large enterprises.

- *Business Linkages for Under-Utilized Enterprises (BLUE)* BLUE links commercially viable corporations with small and medium supply companies run by the HDP. About 18 percent (36 of 200) of HDP-managed firms assisted in 1996 and 21 percent (64 of 305) in 1995 were women's enterprises. These gender-disaggregated data were not readily available because collection was not required in the USAID contract with the BLUE project partner, the National Industrial Chamber. The organization did a special tally for the gender mission. The results are encouraging, given women's historically minor role in these sectors.
- *Equity Access Systems (EASY)* EASY contracts with investment advisory firms which help HDP-managed small and medium enterprises achieve the bankable stage and

provide them technical assistance to achieve sustainable development. Of EASY's three geographical clusters, the mission explored the gender record of Johannesburg's.<sup>8</sup> Although EASY has been operating since 1996, the only gender-disaggregated data available for the Johannesburg cluster indicated that one out of four deals signed in the fall of 1997 was with a woman-owned firm. In the prior year, an estimated 10-25 percent of enterprises assisted by EASY were women owned. Precise gender-disaggregated data were unavailable because it was not contractually required by USAID.

- ***United States-South African Leadership Exchange Program (USSALEP)*** The USSALEP umbrella covers two projects. One is the Business Representation, Organization and Development (BROAD) project, designed to promote black-owned small and medium enterprises by developing business advocacy and operating capacity. The second is the Business Integration, Leadership and Development (BUILD) project, aimed at providing black business leaders with strategic and leadership skills through short-term training at the Wharton Business School, in conjunction with Merrill Lynch and Morgan State University. Phase II examined the BUILD program. BUILD originally planned to train some 85 business leaders but has already trained more than 200 due to heavy demand. BUILD aimed for about one-third women participants. Its first few cohorts included about 30 percent women participants, and its last cohort in November 1997 comprised 50 percent women.<sup>9</sup>
- The consultant interviewed two of the returned **BUILD** women participants,<sup>10</sup> both of whom praised the Wharton training program for transmitting developing-country-sensitive business skills and introducing them to key women leaders for future networking. Both of these women participants are prominent in South African business and development circles, where they are visible as gender models.
- Several **USAID programs aim to facilitate state infrastructure privatization**. South Africa is just beginning to privatize its state assets, with USAID assistance. Given the male-dominated economy, it is not surprising that buyouts tend to be made by male-dominated domestic enterprises and/or foreign entities. USAID could help facilitate the establishment of women-run enterprises capable of bidding for private equity, modeled on the Women's Investment Portfolio Holding Limited. This company, established in 1995, is the first South African investment trust founded exclusively by and for women, to help empower them in financial sector activities. In the South African Broadcasting Corporation privatization, the Women's Investment Portfolio acquired private radio equity, and it is planning to acquire other equity in future privatizations. Women's Investment Portfolio demonstrates that women-run entities can bid and win contracts to

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<sup>8</sup> EASY's other two clusters are in Capetown and Durban.

<sup>9</sup> Gender disadvantage is not a BUILD selection problem. However, there is a problem of provincial skewing, an overwhelming majority of participants are from Gauteng.

<sup>10</sup> These were Luisa Mojela, co-founder and co-executive director of the for-profit Women's Investment Portfolio Holdings Limited, and Sharda Naidoo, executive director of the nonprofit Alliance of Micro-Enterprise Development Practitioners.

acquire privatized state-owned assets. Judging from the pattern of state privatizations around the world, South Africa is likely to experience increasing privatizations in the years ahead, including of economic infrastructure, enterprises, and even social infrastructure and services — all of which will present opportunities for women's empowerment through equity acquisitions.

### Recommendations

- USAID could ensure that contracts with partner agencies implementing the small, medium, and large enterprise programs require reporting on gender-disaggregated indicators
- USAID could facilitate a mentoring role for returned USSALEP women participants
- To strengthen women's participation in financial markets, USAID could assist women's equity-based companies based on the Women's Investment Portfolio model to become established, grow, and bid on privatizations. This could perhaps be done through its partner program with Deloitte & Touche, which increases opportunities for the historically disadvantaged to own privatized assets

### Cross-Cutting Recommendations

- Indicators in the matrix reporting compliance with recommendations — such as tracking how many Mandela scholars and how many U.S. advisors to South African ministries are women, and the effects on women of macroeconomic and sectoral policies — could be incorporated into all implementation and strategic planning reviews. Such gender indicators are barely mentioned in the December 1997 review documentation. Gender reporting would constitute an important step in achieving the USAID goal of mainstreaming gender issues into all its programs rather than producing separate WID analyses, which tend not to be integrated into the major programs
- For ongoing programs, indicators could incorporate an incentive mechanism whereby future USAID support could be linked to past positive compliance
- All partner agencies could monitor and report on gender-disaggregated indicators. This requirement could be built into contracts
- USAID/South Africa could disseminate its best practice gender experiences throughout the country and the Africa region. For example, there is great need for effective microfinance programs, and South African programs such as GAF and SEF, which have adapted the Grameen format, could become regional best practice models.<sup>11</sup> The mission

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<sup>11</sup> Although there are other successful microcredit programs in Africa, they are modest compared to the best practice Grameen Bank in Asia and Bancosol in Latin America. South African programs such as GAF and SEF, which have adapted the Grameen format, could become regional best practice models.

would gain deserved recognition for disseminating best practices in supporting women in private enterprise. At the same time, it could precipitate multiplier effects elsewhere.

- Given its success with Get Ahead and the Small Enterprise Foundation, USAID might also consider launching and nurturing similar programs in unserved South African areas, to the extent that resources are available.

## CONCLUSION

Implementing the recommendations of this report will catalyze women's economic empowerment in South Africa, contribute to the country's overall economic growth, and diminish the state's welfare burden, resulting in a win/win situation for both women and the entire society.

**TABLE 1**  
**RECOMMENDATIONS AND INDICATORS MATRIX**  
**INTEGRATING GENDER CONCERNS IN USAID/SOUTH AFRICA'S PROGRAM**

*Note Indicators could include an incentive mechanism whereby future USAID support could be linked to positive indicator results*

RECOMMENDATIONS	STRATEGIC OBJECTIVE REFERENCE	INTERMEDIATE RESULTS IMPACTED	SUGGESTED INDICATORS
<b>Priority Recommendations</b>			
Achieve the mission's implicit target of 40% women MESP scholars	SO4 Improved Capacity of Key Government and Non-Government Entities to Formulate, Evaluate & Implement Economic Policies	IR 4 1 Strengthened Human Resources in Economic & Policy Analysis for Key Government Entities	% of women MESP scholars
Select equal number of women and men study tour participants		IR 4 2 Strengthened Government Departments that Deal with Economic Policy Matters	% of women study tour participants
Suggest think tank studies identify & analyze gender impact of current & proposed adjustment measures on welfare		IR 4 3 Strengthened think tanks to formulate and evaluate economic policy options for all economic policy makers	% of think tank studies containing gender analysis
Include gender specialists in think tanks		ditto	% of gender specialists among think tank staff
Include criteria for selecting institutions based on gender capacity or commitment to it		IR 4 4 Strengthened centers of economics training especially within historically disadvantaged institutions	% of institutions selected possessing or developing gender capacity
Coordinate with other donors as USAID phases out to ensure continued necessary funding for financial intermediaries	SO5 Increased Access to Financial Markets for the Historically Disadvantaged Population	IRs 5 1 3 Improved policy environment & capacity of financial sector to service HDP in informal & micro enterprises	% of former USAID assisted intermediaries receiving other donor funding until they become self sustaining
Disseminate best GAF & SEF practices throughout country & Africa region		ditto	# of best practice dissemination initiatives
Specify need for disaggregated gender reporting in contracts with partner implementing agencies		IRs 5 4 6 Improved policy environment & capacity of financial sector to service HDP in small medium & large enterprises	% of partner agencies reporting gender disaggregated data
<b>Other Recommendations</b>			
Sensitize MESP scholars to gender concerns before returning to work in government through gender content in curricula	SO4 Improved Capacity of Key Government and Non Government Entities	IR 4 1 Strengthened Human Resources in Economic & Policy Analysis for Key Government Entities	% of MESP scholars who take gender courses in US

RECOMMENDATIONS	STRATEGIC OBJECTIVE REFERENCE	INTERMEDIATE RESULTS IMPACTED	SUGGESTED INDICATORS
<b>Other Recommendations (continued)</b>			
Facilitate mentoring by returned MESP women scholars	ditto		% of returned MESP women scholars acting as mentors
Transmit best practice gender approaches in US government agencies by US advisors to SA government agencies		IR 4 2 Strengthened Government Departments that Deal with Economic Policy Matters	% of US advisors transmitting best US gender practices
Include women role models among US advisors to SA government		ditto	% of US women advisors
Introduce study tour participants to US department & agencies with best gender practices		ditto	% of study tours scheduling visits to departments & agencies with strong gender practices
Identify gender data gaps in national data & transmit requirements to relevant statistics agencies		IR 4 3 Strengthened think tanks to formulate and evaluate economic policy options for all economic policy makers	# of think tank analyses of government data for gender gaps
Collaborate with CGE in economic activities e.g conference on gender and the private sectors and integrating gender into government macroeconomic policies		ditto	# of think tanks collaborations with CGE in economic activities
Produce research on gender economic issues		IR 4 4 Strengthened centers of economics training especially within historically disadvantaged institutions	% of research outputs with gender content
Assist other new microfinance institutions operating in underserved areas modeled on GAF & SEF if budget available	SO5 Increased Access to Financial Markets for the Historically Disadvantaged Population	IRs 5 1 3 Improved policy environment & capacity of financial sector to service HDP in informal & micro enterprises	Amount of spending on new institutions modeled of GAF & SEF
Facilitate mentoring by returned USSALEP women participants		IRs 5 4 6 Improved policy environment & capacity of financial sector to service HDP in small medium & large enterprises	# of mentored women by returned USSALEP women participants
Assist women managed companies to bid in privatizations via USAID partnerships like that with Deloitte & Touche		ditto	# of USAID assisted women's owned companies bidding in & winning privatization contracts

## ANNEX V-A

## PARTNER THINK TANK PUBLICATIONS REVIEWED FOR SO #4 IR 4 3

**Africa Institute for Policy Analysis and Economic Integration (AIPA)**

Gist, P and B Laidlow, "The Privatisation Experience A Global Perspective," AIPA, Capetown, 1997

Nomvete, B D , G Maasdorp, and D Thomas (eds ), "Growth with Equity," AIPA, Capetown, 1997

**National Institute for Economic Policy (NIEP)**

Adelzadeh, A , "An Appraisal of the White Paper Discussion Document on the RDP," NIEP Occasional Paper Series No 1, Johannesburg, 1994

Adelzadeh, A , "From the RDP to GEAR The Gradual Embracing of Neo-Liberalism in Economic Policy," NIEP Occasional Paper Series No 3, Johannesburg, 1996

Adelzadeh, A , "Growth, Jobs, Redistribution Labour and Business Perspective on Economic Development," NIEP Occasional Paper Series No 2, Johannesburg, 1996

Adelzadeh, A , "Modelling the South African Economy," NIEP Occasional Paper Series No 4, Johannesburg, 1997

Fine, B , "Esop's Fable Golden Egg or Sour Grapes?" NIEP Occasional Paper Series No 9, Johannesburg, 1997

Fine, B , "Industrial Policy and South Africa A Strategic View," NIEP Occasional Paper Series No 5, Johannesburg, 1997

Fine, B , "Privatisation and the Restructuring of State Assets in South Africa A Strategic View," NIEP Occasional Paper Series No 7, Johannesburg, 1997

Mather, C and A Adelzadeh, "Macroeconomic Strategies, Agriculture and Rural Poverty in Post-Apartheid South Africa " NIEP Occasional Paper Series No 10, Johannesburg 1997

Newton, J , "Reforming the South African Public Services," NIEP Occasional Paper Series No 6, Johannesburg, 1997

Samson, M , "Fiscal Policy for Job-Creating Growth," NIEP Occasional Paper Series No 8, Johannesburg, 1997

## ANNEX V-B

LIST OF POSSIBLE TRAINING INSTITUTIONS FOR SO #4 IR 4 4<sup>12</sup>

Based on Recommendations from Phase I, the following training institutions might be considered for targeting by USAID <sup>13</sup>

The Economics Unit, University of Natal, Durban does gender sensitive economics analysis (recommended by Debbie Budlender)

Centre for Social and Development Studies Durban (possibly also at the University of Natal, recommended by Debbie Budlender)

Department of Economics University of the Western Cape (Professor Ismail Adams, Department Chair) The Department submitted a proposal for SO #4 funding which it would use for gender and nongender economic studies The department is planning to incorporate gender into its new development economics course

Southern African Development Education and Policy Research Unit (SADEP), University of the Western Cape (Vivienne Taylor, Director, and Mike Abrams, Staff) SADEP has several programs with gender content, including the following with an economic focus

- Training for community organization staff such as executive-level volunteers
- Training in economic literacy through the Fair Share program Economic literacy includes, for example, the ability to understand government budgets and allocation of public funds
- An independent network called the Development Workers Association

Capacity building for disadvantaged communities, and agencies serving those communities in managing and reducing risks from disasters, through the Disaster Mitigation for Sustainable Livelihoods Projects (Elsa Holloway, Director)

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<sup>12</sup> This is not an exhaustive list but an indication of the type of institution that SO #4 could support in the economics of gender studies

<sup>13</sup> See the Phase I Team Draft Final Report by Peter Davis, Art Hansen, and Monde Muyangwa, "Integrating Gender Concerns in USAID/South Africa's Program, Scope of Work for Technical Assistance," Annex C, Development Alternatives, Inc November 1997

**CHAPTER VI**

**STRATEGIC OBJECTIVE 6  
HOUSING AND URBAN SERVICES**

Joyce Siwani, consultant  
Development Alternatives, Inc

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## INTRODUCTION

### The Housing Problem

One of the worst legacies of Apartheid is the lack of adequate shelter for all South African citizens

When the government did deliver housing, it did so on the basis of race — and in the case of the African population, also added the ethnic factor to further divide the people. Worse yet, the government stopped providing housing for Africans entirely in the mid-1980s. At about the same time, however, it relaxed the influx control regulations. This ease of mobility precipitated unprecedented migration to the cities, where there was already a shortage of housing. The informal settlements of squatters that dot the country's landscape grew out of people's attempts to find shelter closer to perceived job opportunities.

### The Status of Gender in South Africa

Although the present Parliament has strong female representation, civil society is largely male dominated. Women tend to be relegated to restricted areas of activity and virtual silence, perpetuating the cultural expectation that women should look to men for guidance. A substantial percentage of women are illiterate, and many do not have the skills required by the formal sector.

It is easy to notice such problems in housing projects, where the needs appear to be greatest among women. Although there are few statistics, there is a general perception that women's need for housing is considerable.<sup>1</sup>

In addition, it is evident that the engagement of women in decision-making structures in the housing sector is not congruent with the size of their constituency. For example, in one project (not USAID funded) there are no women on the steering committee, which is where critical decisions are made by all stakeholders. In another, which is USAID funded and includes 1,000 sites, only two of seventeen members of the steering committee are women. Similarly, the recently dissolved National Housing Board, which was charged with helping the government design a policy framework for housing, had only three women as full members out of 18 (excluding the minister and her director generals). This situation affects the development paradigm of the Board.

There are, however, national strategies in place to improve the status of women in the country. The Office for the Status of Women, located in the office of the deputy president, and the constitutionally empowered Commission on Gender Equality, are working to enhance the status of women. From somewhat different perspectives, these two offices are monitoring government performance on the advancement of women. Both offices are now functional, albeit with limited resources. With regard to housing, the Ministry of Housing is in the process of creating a gender

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<sup>1</sup> For an upgrading project of 3,107 erven (an 'erv' is a single housing site, erven is plural) a random sample of 766 applications for the housing subsidy had 248 submitted by women-headed households. Extrapolating to the national canvas of need, 32.4 percent of the need for housing comes from women.

desk The minister is a woman and so are her director general and deputy director general At this stage there are no known gender policies in the pipeline

### **USAID's Role in Shelter and Urban Development in South Africa**

USAID's basic framework for housing and development is premised on what, in USAID parlance, is known as Strategic Objective #6 (SO#6) "Improved access to housing and environmentally sustainable urban services for the historically disadvantaged population "

To achieve SO#6, the team is working on four intermediate results

- Improved policy environment for facilitating access to housing and urban services,
- Improved access to credit for previously ineligible households, developers, builders, and municipal service providers,
- Increased availability of noncredit forms of assistance, which result in the acquisition of shelter services, and
- Improved capacity to apply sustainable/participatory environmental management principles to local-level urban development

In implementing this strategic objective, USAID has made a significant contribution to low-cost housing in South Africa by using its international experience in that sector to help the new democratic government develop strategies to deal with this serious and longstanding problem

Through its SO#6 program, USAID is engaged in three major areas of activity

- Contributing to the development of a policy framework for the Department of Housing (DoH),
- Contributing to the establishment or strengthening of housing institutions, and
- Enhancing the capacities of community-based organizations (CBOs) and nongovernmental organizations (NGOs)

### **Challenges Facing USAID's Housing and Urban Services Strategy**

The new government of South Africa needs to deliver broad-based and high-quality services quickly if the historically disadvantaged communities are going to support its development strategy in low-cost housing For this reason, the government has made a commitment to deliver one million housing opportunities by the turn of the century, while simultaneously transforming the bureaucracy of DoH Almost 800,000 project and individual subsidies were approved between April 1994 and December 1997 This has yielded almost half a million houses in various stages of completion, but more needs to be done

An additional legacy of Apartheid is that the country was robbed of the chance to become a seasoned participant in the realm of international development. Consequently, the average citizen's definition of "development" tends to be narrow. Citizens lack experience with the development process and the understanding that it takes time both to create the space for beneficiaries to participate and to realize anticipated outcomes, especially where capacity is limited. This has led to disgruntlement about the perceived lack of delivery. The same lack of experience is also responsible, in part, for the apparent unwillingness of some people to participate, since they had things done for them by the past government. Breaking this dependency syndrome and inculcating a culture of involvement takes time, especially when the majority of people involved in a project lack the required cognitive and technical skills.

The principal program operating in South Africa's housing sector, USAID's Shelter and Urban Development Support program (SUDS), is a compendium of programs and projects spanning the broad areas of finance, capacity building, and urban development. This intervention has far-reaching implications for the national transformation program that is underway.

In determining the success and sustainability of foreign assistance in South Africa, it is important to recognize that only now, after Apartheid, has South Africa been able to grapple with development in the same way as the rest of the world — particularly in terms of the guiding principle that sustainable development entails enabling people to realize their full potential. For this reason, SUDS is notable for underscoring the idea that it is not only appropriate, but also imperative, that people take charge of their lives. SUDS programs support the national government's intentions to encourage people to assume their rightful positions in the affairs of their country and the world. It is in this vein that a primary conclusion in the area of housing and urban services is that USAID should focus attention on how women are a component of the "people" who now ought to be actively involved in decision making about urban shelter.

The overall outcome of this work would be the social, economic, and political empowerment of the historically disadvantaged population and, by extension, the entire country.

### **Has Gender Influenced the SO #6 Program?**

The intermediate results reports make no reference to the subject of gender, even though the grant documents examined for this study all had requirements that women be included in projects. This requirement, however, differed in emphasis, perhaps because of how the Requests for Proposals (RFPs) were written and/or because of how the grantees interpreted the references to gender in the RFPs. For example, USAID required that the Community and Urban Services Support Project (CUSSP) report on the number of women trained and the type of training they had undergone in the various housing processes.

It is also notable that one of USAID's major partners for SO #6 is the People's Dialogue on Land and Shelter, which is linked to the nationwide Homeless People's Federation (HPF). The chairperson of the Western Cape branch of HPF is a woman, Patricia Matholengwe, who earned one of four United Nations World Eradication of Poverty citations. She is also the leader of the Victoria Mxenge project funded by USAID. In fact, during their March 1998 visit to South Africa, President Bill Clinton and Hillary Rodham Clinton were televised laying bricks on one of the houses that women are building in this project.

According to the Victoria Mxenge project leader, women have built most of the 104 houses that have already been completed, with 44 houses still left to build. This has been possible because the women, who constitute 85 percent of the project, have saved much of the project's two million rand operating budget. Women save as little as R2 a day, and these daily savings are religiously collected from a total of nearly two thousand groups every day.

This study commends the mission for both its multi-million dollar commitment and its technical SUDS intervention, which are helping the country make democracy a lived experience through its grassroots projects. SUDS is engaged, as are other local and international development agencies, in the process of redefining the development paradigm in South Africa and of helping to break the mindset of a dependency-producing, discriminatory development strategy. This has already benefited many women in South Africa and offers a number of additional opportunities to do so.

### **KEY FINDINGS**

There are several key issues with regard to housing and urban services:

- There is need to be more specific about the requirement for women to participate, and to establish this as an SO #6 intermediate result at program level. This calls for integrating women's input into the initial design of interventions and the implementation of programs.
- There is need for collaboration in the implementation of projects between SO #6 and some of the mission's economic, educational, and democracy and governance programs to ensure the sustainability of projects and stretch resources to gain depth of impact. For example, effective participation requires a certain level of literacy, to which grassroots people could be exposed through the work of SO #2. And supporting emerging contractors within the SO #6 umbrella might be more effective if the expertise of SO #5 were brought to bear. Likewise, providing training in local government for women who are SO #6 customers would be more effective if the expertise of the SO #1 team were incorporated. Such training would not only increase the effectiveness of the SOs, but would also help women to articulate their views more clearly from being involved in local government activities.
- Housing and urban services offer wonderful opportunities to empower women.

This section will discuss three key findings regarding gender and USAID's work in housing and urban services: (1) the lack of explicit gender strategies among USAID partners, (2) the fact that the sustainability of USAID programs may be diminished by the failure to address gender issues, and (3) a lack of effective information dissemination.

## Absence of Gender Strategies

The investigation showed that there is no common understanding among USAID's SO #6 partners about the social construct of gender and its significance in development processes. There was limited appreciation that integrating gender could improve the formulation and implementation of projects and development strategies.

Many practitioners seemed to relate gender only to the number of women in a given project. This is the typical approach to the gender question in many projects. The projects examined for this study reported many women among their beneficiaries, and most stated that they operate from the assumption that the majority of their beneficiaries are women. At the same time, a number of NGOs and CBOs mentioned that donors have not set explicit gender requirements in their reporting regimes.

In one case, however, the director of an affiliate of the Urban Sector Network made a connection between gender and participation in management activities, implying some female engagement in decision making. To facilitate women's ability to participate more actively, he referred to the exposure that women in his projects have had to be trained to enhance their capacity.

Flowing from the limited appreciation of the need to integrate gender into development is the absence of gender-informed strategies — both for implementation and for monitoring and evaluation.

It is important that USAID use its position as donor and its expertise to raise awareness of how gender roles, needs, and power dynamics may impede or advance the course of development. It is also important to raise awareness of opportunities to link housing with community development and grassroots empowerment of both women and men.

## Problems of Sustainability

If the issue of sustainability is not handled up front, much of the commendable work of the international and local donors, NGOs, and CBOs in the housing sector could, over time, come to nothing. But taking steps to ensure sustainability requires recognizing it is multifaceted.

### **Sustainability Means Different Things to Different People**

**For DoH**, sustainability means setting a policy framework to ensure that community participation is neither dispensed with nor marginalized during implementation — particularly when time pressures and scarce resources may favor the expediency of central control over the sustainability of participatory processes.

**For communities**, sustainability entails a number of issues, the important one being the commitment and capacity of residents to maintain their homes and neighborhoods.

**Financial** sustainability also has several facets. First, although even the unemployed are eligible for housing subsidies, all low-cost housing projects need to ensure that prospective

beneficiaries will be able to pay their utility rates and service obligations. It is therefore critical for project leaders to ensure that their clients will not present local authorities with problems such as failure to make tariff payments. It is also imperative that the principles and ethos of ownership be inculcated in the residents.

Financial sustainability also refers to the ability of various types of housing institutions to remain financially buoyant and relevant. Obviously the financial management capacity of CBOs is critical during the process of securing housing. But if the CBOs are to continue to promote and sustain secondary markets in the sector, such as trading in electrical appliances and plumbing, then they must be financially viable well beyond this phase.

Moreover, housing institutions must be able to address the often poor financial management capacity of beneficiaries. In urban areas, it appears that the number of young female-headed households in the low-income categories is on the rise because of, inter alia, such problems as unplanned motherhood and abusive relationships. As they are beneficiaries of housing assistance who will be responsible for payments, their numbers and needs could have serious implications for policy decisions. But unless special efforts are made to ensure the effective participation of women in housing projects and capacity building, they could be very easily be marginalized through a range of hidden and unintended strategies.

Another problem of sustainability in the housing sector is the capacity of the community and its local authority to ensure healthy physical and social environments. A safe physical environment requires paying attention to acceptable levels of atmospheric and other forms of pollution, effective solid waste removal, access to potable water — as well as neighborhoods that offer security to all inhabitants.

Overall, then, sustainability entails broad development issues that affect the well-being of women in the context of housing and urban services.

### **Using Women's Participation to Strengthen Sustainability**

There are several opportunities for women to enhance project sustainability. First, women's participation in a project ensures that a significant constituency in the community is included in project development. If women are left out, there is a risk of divided or weakened support for it. This concern makes it imperative that USAID grant documents specify the inclusion of women as participants.

But to ensure women's participation, it may be necessary to cultivate their willingness to participate, especially in communities still dominated by traditional norms. Women should be encouraged to participate when they would not normally sit on steering committees, or to participate in public decisions about expenditures or about the site allocation procedures to be adopted in projects where they have vested interests.

It is the considered opinion of the consultant that the SO #6 team has missed a golden opportunity to promote gender integration in its operations by failing to formulate an intermediate result concerning gender. The indicators for this intermediate result would need to go beyond simply numbers of women involved. For example, in Greenfield development projects, it might be

necessary to indicate how many women have significant input into decisions on the layout of their precinct, as well as on levels of services they agree to have installed

Also, as discussed above, women's economic circumstances may determine the financial sustainability of housing schemes — and housing projects need to take account of sustainability if they are to survive beyond construction. Projects use various strategies to achieve this objective

Some USAID partners are beginning to look at the issues of sustainability and gender together. Among the housing projects contacted, one has initiated a scheme to encourage women to save collectively. Although the objective of this embryonic scheme has not yet been firmly defined, and the funds might ultimately be used for purposes other than housing, this illustrates the difficulty women experience from the lack of funds, including for shelter and the means to make their homes more livable

One way to support the financial viability of new homeowners is to introduce income-generating strategies into projects to increase the ability of beneficiaries to pay for services and, where applicable, their mortgages. For instance, contractors (both men and women) could engage the services of women subcontractors within the parameters of discrete projects to remove rubble after completion of construction. This would initially necessitate training women to run their own small businesses. Income raised from such businesses would help women pay for their services and even take care of other expenses such as home improvement in the future. One way to address this would be through collaboration between SO #5 and SO #6

The third sustainability issue relates to the capacity of beneficiaries to access credit without having to pay exorbitant interest. The Group Credit Scheme initiated in Capetown lends to individuals engaged in housing. It began by lending modest amounts, mainly to women, for housing and other purposes. The reliability of women in repaying their loans made it possible for the organization to lend them bigger sums and devise systems that reduced their exposure to risk. This institution is now a full-fledged financial stakeholder, lending to people all around the country

A somewhat different but equally important component of sustainability is environmental management. As currently used, this concept refers to such issues as waste removal, sanitation, and pollution control. Many people are accustomed to letting the municipality handle issues of environment, and therefore have no sense of how to take responsibility for them

To look at this aspect of the housing process at community level, the WIDTECH specialist contacted the Wild Life Society of Southern Africa (WLSSA). The program has two streams of activity: (1) the conservation cluster of projects dealing, for instance, with environmental impact assessments (EIAs) and issues such as the interface of urban/rural planning and land usage, and (2) a cluster concentrating on educating communities about environmental issues. The organization began to focus on the second group of activities after the 1992 World Conference on the Environment in Rio de Janeiro

In terms of gender and women's participation, it is interesting to note that the educational model is premised on communities identifying a project and approaching WLSSA for technical support. For example, the South African Youth Clubs Association has reportedly approached the organization to help train its leaders in permaculture gardening

The principle of communities initiating projects originates from sound development theory, which goes a long way toward promoting community ownership of a project. WLSSA clientele seem to be mainly self selected — groups take the initiative to identify problems that require attention. In terms of gender roles and women's participation, however, the consultant is concerned that unless more thought goes into it, this approach may not be useful to the women who comprise the majority of beneficiaries in low-income housing projects. This is because most people in such communities do not see the link between housing and the environment. In fact, the integration of environmental dimensions into housing development is a nascent discipline, having been established as a municipal requirement in housing projects in Gauteng only on April 1, 1998. Moreover, such communities might not view environmental issues as a priority. For them the priority is gaining access to housing and the wherewithal to pay for it.

Yet WLSSA is offering valuable support that can be accessed and enjoyed by many in the communities. Where the clients have a level of sophistication, WLSSA has had resounding results. A school in Soweto asked for technical support to preserve a wetland in its neighborhood. Through this association, the organization was able to interest school children in its work. It is the children from this school who now volunteer to monitor and protect the wetland.

But if women do not know of the value of WLSSA's support, then they are not accessing this resource and are missing an opportunity for empowerment. And if men do not take responsibility for neighborhood enhancement, then they will not think to become involved.

Unless WLSSA is proactive about engaging the interests of communities and schools, there is a distinct possibility that requests for technical assistance will be slow, sporadic, uncoordinated, and without much of a bold direction in terms of impact. If WLSSA does not develop a strategy to meet the communities, its efforts might end up as they did with one community project in the East Rand (outside of Johannesburg), where it had to accept that the community was more concerned with income-generating activities. The community was, by and large, poorly informed about environmental debates. Had WLSSA initiated environmental education for the same women, using the experience of the community from which the women were recruited, it might have realized its goal.

Based on a gender-related review of the WLSSA's work, the consultant suggests that to achieve a broader impact, the organization might need to change its approach. One possibility is to consider linking up with the SO #6 "Healthy Cities" project being carried out by three South African cities. That project has designed strategies to educate communities about the environment across social strata and levels of literacy. It would also be helpful for WLSSA to speak to community leaders to generate support for its work.

Finally, the sustainability of neighborhood and housing programs also depends on ensuring a mix of gender participation, for two reasons. First, if only women take responsibility for housing and the urban environment, this tends to impose an unnecessary burden on them. Men should be involved and take ownership of community improvement as well. Second, there are opportunities to dispel gender-based valuation of roles people play in their communities. There is a tendency to believe that if women are involved, then the subject or program is of little value, and that if a subject is pedestrian or insignificant, then the work should be relegated to women. There are SO #6 projects in housing, particularly, that are driven by women. For instance, the majority of houses built under the auspices of the Co-operative Housing Foundation and the Victoria Mxenge project of

the People's Homeless Federation in the Eastern and Western Cape, respectively, are owned by women. The consultant recommends that the SO #6 team make certain that strategies to sustain these projects are clearly defined and implemented. The women leaders of these projects need training in a wide variety of skills. USAID's SO #6 program offers a variety of opportunities to change community expectations, and to demonstrate that everyone should be involved in building and maintaining a safe structures and a safe environment.

### **Information Dissemination**

One of the serious weaknesses in the government's housing policy and its implementation is that there are no public points where potential beneficiaries can access information. Whatever points exist, they are largely project based.

For current or potential beneficiaries of low-cost housing, the most common ways to obtain information are by word of mouth or by approaching a housing office or NGO in the housing sector. The publication *Home Truths*, which the Department of Housing published some three years ago, was not only largely indecipherable in places, but is now outdated in a number of respects.

One positive development is that DoH recently issued a tender for design of a strategy for radio dissemination of information. This tender was aimed at disseminating information to the majority of housing stakeholders and to consumers whose levels of literacy tend to be low. Although the tender has been withdrawn because the submitted proposals did not meet expectations, the delay offers the SO #6 team an opportunity to work with DoH to integrate a number of gender-related issues into the next tender offer.

#### **Gender in the Design of a Radio Communications Strategy**

Some questions that might be posed to enhance gender considerations in the DoH radio tender

- To what degree has this radio model taken the gender dimension into account?
- Were women involved in drawing up the initial tender and is there an intention to engage them when the next one is put together?
- Did any women submit proposals? If not, how will DoH ensure that women submit proposals in the future?
- What measures will be taken to ensure that the language and content of the radio programming are gender aware?
- What about voiceovers — will both women's and men's voices be used?

Beyond the radio-based approach to disseminating information, there is still need for a facility that addresses individual concerns and inquiries about housing opportunities, without bias or favor. It is intended that the People's Housing Process, which is about to be launched, might position itself to provide this kind of mechanism. If so, it should take care to make its services available to women by having safe, convenient locations and being open when women can take time out from their family responsibilities.

In addition, it would be helpful if the women could consult female staff, in case gender issues make it difficult for them to communicate openly and effectively with male staff. This would also ensure that women are among the staff trained to provide counseling and information — and they might become role models for others. USAID could encourage the housing support centers to consider these options.

## **OPPORTUNITIES TO STRENGTHEN PROGRAMS IN HOUSING AND URBAN SERVICES BY INTEGRATING GENDER**

The following suggestions are based on the premise that the quality of policies, implementation strategies, and final outcomes of housing and environmental projects will be enhanced if stakeholders, in considering gender, look at more than the numbers of women participating in projects. While numbers are important, they are not the whole story. The recommendations contain a mixture of policy and capacity-building strategies that engage both customers and partners of various descriptions.

### **Support for the Department of Housing**

#### **Database**

The Department of Housing is in the process of establishing a database referred to as “HUIS.” There are three reasons to encourage DoH to integrate gender into its data collection: (1) efficiency, since it is constructing a new system, (2) an improved basis for policymaking, allocation of resources, and project design, and (3) compliance with international commitments regarding gender.

First, this is an ideal opportunity to integrate gender because DoH is creating something new. Now is the time to identify information needed for planning, and to ensure that DoH will be gathering the gender-disaggregated data needed for gender integration of its policies. Handling data in this fashion would ensure that important information, such as how many women need housing, is readily available.

Second, gender-disaggregated information is central to management and to ensuring customer focus — both for DoH and for USAID. To support DoH, USAID could encourage its NGO and CBO partners to identify the categories of information that all stakeholders would find useful. This means consulting with project designers, funders, service providers, and beneficiaries. It is an opportunity to consider gender at each level.

As for USAID, in about a year it should be able to tell how many women have accessed subsidies through the work of the Homeless People's Federation, which is one of the leading grassroots partners of SO #6. The database alone could illuminate successes and problems relating to achievement of the strategic objective, i.e., enhance[ing] the capacity of the Department of Housing to transform the policies and strategies of shelter provision and sustainable environmental management.

#### **The HUIS Database**

HUIS might also be designed to provide gender-disaggregated data on other subjects. For example, through one of its partners USAID is experimenting with the use of alternative building materials to augment the value of the subsidy in the Eastern Cape. HUIS could collect data about the three types of materials that have been used, to determine whether certain residents or builders prefer certain materials — including by gender and financial circumstances. Similarly, any project that interfaces with people could reflect the numbers and circumstances of women participating. In some cases, it may be a way of tracking internal migration, i.e., where the beneficiaries of the subsidies came from. Such information would enable policymakers to determine where, for instance, rural housing or economic opportunities may be best located.

And third, paying attention to gender-disaggregated data will enable the government to meet its commitments to abide by the Convention to Eliminate All Forms of Discrimination Against Women (CEDAW) and the Beijing Platform of Action.

#### **Information Dissemination**

To facilitate communication with all its partners — including institutions, organizations, other governments, South African government departments across the three tiers of government, the private sector, investors, donors, and the nation's citizenry — DoH needs a compendium of communication strategies. Such means of communication would make certain that all are informed about the activities of DoH.

But information dissemination strategies are successful only to the extent that they are accessible, meaningful, and timely for all the people who ought to receive the information.

Gender integration and information dissemination raise a number of issues:

- To whom is DoH targeting the information? Who needs it? If women are targeted, or the elderly, or rural residents, then does the strategy take into account how best to reach that group?
- How can people be reached most effectively — what medium, what place, what time, etc.?
- What kind of information is most critical?

- What kind of related information or counseling is needed to make the facts operational?
- Is the language, phrasing, and imagery appropriate for all audiences? Does it perpetuate stereotypes or encourage new participation?
- Are there well-considered “points of access” for information such as eligibility for subsidies, or good and affordable building material?

One opportunity to apply this sort of analysis might be when the Department of Housing reviews its radio communications tender. USAID might offer to help the team to assess the content and format of the tender by helping it reflect on gender considerations. Assuming that some of the information to be broadcast deals with advice centers where people seek redress, it might be useful to follow up after the broadcast by reviewing the number of inquiries to determine the number and kinds made by women. It may turn out that women were more poorly informed, or more easily exploited, than men. USAID has already sponsored one such organization, the Consumer Housing Protection Trust. Even though that organization was not required to collect gender-disaggregated data, some of its data might give useful hints about the type and frequency of complaints lodged by women and the manner of their resolution.

### **People’s Housing Process**

The government is about to launch a People’s Housing Process to demonstrate the viability and impact of people-driven housing. This, too, is an important opportunity for integrating gender.

A gender specialist might examine the strategy with a view to identifying opportunities to enhance women’s participation and to account for gender problems that might impede effective development of housing and urban services. In this project, a number of areas illustrate the value of training DoH staff on gender issues. It would improve results, for example, if DoH required staff at the housing support centers to understand and care about the importance of gender in development. For now, it seems that cognitive and technical capacity to integrate gender into projects is limited. This requires some training.

For the time being, USAID’s WorldWID Fellow could spend some time examining the People’s Housing Process strategy to identify opportunities to enhance its gender sensitivity and provide training to promote informed implementation. Such work might yield terms of reference and guidelines for institutionalizing the incorporation of gender, which could be executed by the gender desk when that position is filled. In the interim, a local expert might be a useful resource, sharing knowledge and experience informed by practice. The type of technical support extended through the involvement of the WorldWID Fellow would go a long way toward achieving Intermediate Result 6.1, i.e., giving nonmonetary assistance to policy development.

### **USAID In-House Strategy**

USAID can explicitly build gender into Requests for Proposals as one of the criteria for awarding contracts, as well as into monitoring mechanisms and evaluation requirements.

Enhanced linkages with DoH might mean that USAID will have fewer opportunities to sponsor community-based projects — and therefore fewer RFPs. The recommendation might apply, therefore, to activities such as municipal infrastructure agreements and the ongoing institutional support offered the various government tiers and other NGOs. For example, USAID might require, in projects it funds within the government, that staff who are rising in their careers be placed under the tutelage of older officials to facilitate the transfer of skills. Strict supervision of this mentoring relationship would need to be maintained to ensure quality control and that skills transfer does take place. The requirement could further state that a minimum percentage of the staff be women. Conducting business in this manner would demonstrate to its partners and customers that USAID fully understands the benefits of integrating gender into development and that it upholds the principle

### **Building Capacity and Extending Participation at Community Level**

Housing and urban services is not just about physical structures and financing. There are some excellent opportunities to combine those issues with processes that engage the historically disadvantaged and marginalized populations in taking responsibility for their lives. USAID's SO #6 programs offer numerous possibilities for engaging women in decision making, empowering them, and ensuring that all members of a community — men as well as women, the elderly, and the youth — feel responsible for contributing to a neighborhood's development.

**Supporting Women's Participation in NGO and CBO Leadership** There is general agreement among NGOs in South Africa that gender considerations ought to be integrated into approaches that partners utilize to achieve objectives. Some even have gender-disaggregated data of sorts, demonstrating their understanding that gender affects operations and outcomes. One NGO visited in the course of this study noted that it has sent its female staff to training courses to increase their capacity to participate in important decisions in the organization. It is hoped that when gender courses are offered, this organization will encourage both women and men to take advantage of them, instead of viewing them only for women.

The Urban Sector Network also took a step in the right direction by inviting some senior staff of its affiliates to participate in its gender workshop. Unfortunately, a report about that workshop indicated some disappointment with the presentation. But since the Network is a SO #6 grantee and its reach extends to many significant stakeholders, the SO #6 team might consider how it could collaborate with the Network to develop cost-effective strategies to integrate gender into its work.

Some of the outstanding leaders at the project level are women who were supported by their male colleagues to manage the affairs of the project. The grassroots housing association visited in the Eastern Cape was led by a woman with a limited skills base and a rural background. Her experience as a leader is very important because it is a model for how women can benefit the community. It was also heartening to learn that the government functionaries took her just as seriously as if she had been male and more sophisticated.

Since women are active members of the community and care about housing, services, and safety in their neighborhoods, they are an important resource for effective and sustainable action in this area. To encourage this, it is recommended that project leaders devise strategies to ensure inclusion of women in the leadership of all CBOs. This could be facilitated by a requirement that

grantees report the numbers of women leaders that have emerged through the housing development process, as well as descriptive information about their quality of leadership. To encourage and strengthen more women's leadership, it is recommended that the SO #6 team work to connect local leaders in housing with some capacity building under SO #1, such as training relating to conflict resolution, or running for local office.

**Engaging Women in the Design of Housing that Meets their Needs** The example below demonstrates how municipal linkages with communities can help sustain housing. USAID is helping a number of municipalities design structural and financial packages to underwrite their infrastructure budgets. Many such municipalities are upgrading the inadequate infrastructure in the historically disadvantaged communities with assistance from the Municipal Infrastructure Program (MIP). The inclusion of a community participation requirement whenever infrastructure decisions are made has given municipalities the opportunity to involve women in designing their neighborhoods.

There are usually two very important issues for women at this early stage of the town planning effort: (1) the location of toilets if they are going to be outside, and (2) the distance between the house and the nearest tap if the water is not going to be provided on every site. Pit toilets have been known to be located near kitchens, and communal ablution blocks have either been very far away and therefore unsafe, or unhygienic. These types of problems have presented difficulties for the infirm and for mothers of disabled grown children who need to be carried, usually on their mothers' backs.

To ensure that women are engaged in the decision-making process, USAID could require that its municipal partners show that women have been party to such design decisions. Municipalities could also be encouraged to experiment with providing high levels of infrastructure services while simultaneously promoting the use of alternative, less expensive construction materials that provide good sanitation and decent space without compromising standards. Such modifications would have appeal in rural areas, since infrastructure materials tend to absorb almost one third of the subsidy, with the second third going for the purchase of the land. At the end of the day, there is little left for the top structure. For both urban and rural dwellers, the interest in this type of experiment would also relate to space that could result. Space in a home tends to be an issue that concerns women, especially when there are visitors and children might have to give up their bedroom for the visitors. Children in some township homes are known to sleep under a table on such occasions.

**Observing and Addressing Gender Roles in Housing and Community Support** We are concerned as much by gender roles in the building and maintenance of housing as we are by the beneficiaries of housing. In building and maintenance, there are trends relating to participation and leadership that raise questions about sustainability. For example, why is the current chairperson of the Sakhezethu Housing Association, established through the Cooperative Housing Foundation, not a woman? Did normal democratic processes move her to another role within the project? How much of her institutional memory is brought to bear on the current operations of the project? Is this a sustainability issue? Meanwhile, was her leadership advanced as a role model within the Foundation and its affiliated associations, so that women who are members of those CBOs might aspire to leadership as well?

There are also issues of men's participation in housing issues. It has been observed that men do not participate fully in some housing processes. A case in point is that of a savings clubs effort in a hostel rehabilitation program in Capetown. The consultant was told that only one man had shown

interest to join one of three possible savings clubs. The others who could have joined were said to spend what little money they have on drinks. The consultant was left wondering if the men had been inadvertently given a wrong message that it is all right for them to drink and take it easy while women struggle to increase their financial resources to advance their housing plans?

This raises a question of a higher order in development. Is development generally more attractive to women, who have tended to be in the majority in some development programs? And what are the development imperatives that apply to men whose identity and self-esteem have been damaged by institutionalized machinations. Answers to these and similar questions have a direct bearing on issues of project design and sustainability.

### **Sustainability**

The sustainability of USAID's SO #6 programs depends on two issues: whether or not the arrangements (financial, management, participatory, etc.) are sustainable, and whether some processes would have a greater chance of sustainability if attention were paid to gender and women's participation. For example, arrangements may not be financially sustainable if borrowers lack the capacity to make ongoing payments. Municipal responsibilities and oversight may not be sustainable if there is no mechanism by which local residents can demand quality services and ensure accountability.

In other cases, the community commitment to participation or sanitation or development may depend on diverse participation. The fact that men may not be involved in certain issues may minimize the importance of those issues, while the fact that women are not involved in others may undermine their relevance for the ultimate beneficiaries.

**Building Linkages between Local Authorities and Local Residents Who Are Their Constituents** When housing or urban services are the focus of relations between residents and their local authorities, certain basic local processes are necessary to ensure the fair and effective delivery of housing. Local authorities have all but replaced Provincial Housing Boards as the organs of housing delivery. But the decision makers in the local authorities tend to be men, even though some (a minority) of the senior housing officers who execute their decisions are women. A number of USAID-funded programs recognize the role of local authorities in providing infrastructure and housing delivery. In fact, one of the most important roles for municipalities is the provision of infrastructure and the setting of standards regarding construction and levels of service. Another is dealing with areas of squatters.

This raises two issues: (1) What are the prospects for increasing the number and strength of women in decision making positions at the local level, and (2) How might one strengthen the capacity of women in the local community who are concerned about housing issues to interact with their local authorities. It also raises the question of whether local authorities have the skills and desire to deal with their constituents, including women.

### **Integrating Gender at the Local Authority Level**

An example of how to integrate gender at the local authority level. The Development Facilitation Act devised a mechanism called Land Development Objectives (LDOs) to fast-track certain developments. They were designed as a mechanism for municipalities to consult with communities on matters of development. In fact, the experience of the consultant was that the initial LDO meetings in Gauteng were held where it was convenient for the municipal officials — which often impeded citizen participation, including that of women. Such processes would be improved if monitoring systems were integrated into the municipality agreements to ensure integration of gender considerations in the LDO application process, including such issues as where and when consultative meetings are held, how LDOs are organized and the language used, who presents the LDO, and who is encouraged to speak.

There is considerable evidence to justify the training of women in many aspects of housing. Priority should be given to those already engaged in the system, especially councilors and female functionaries in the different areas of government, as a means of balancing the male/female equation that currently favors men. An important component of housing design and sustainability is the laying out of a neighborhood (town planning), a process that includes mapping out streets and social facilities. It is in the course of this work that the levels of services are decided. In the new South Africa, local authorities must approve these standards. While in the past such decisions did not interest the beneficiaries of low-cost housing, present day housing delivery insists that consumers be at the center of such decisions. Developing the skills of women in government and in civil society could help ensure that women's voices are heard and their needs taken into account.

Some training needs present excellent opportunities for collaboration among the SO teams. For example, some of the most urgent training needs might be addressed under SO #1 projects.<sup>2</sup> In fact, USAID's SO #1 team is in the process of designing assistance to local government, in collaboration with the South African Local Government Association (SALGA) and its Gender Working Group. There are opportunities to strengthen women who are local authorities, to provide gender training through SALGA, and to strengthen mechanisms responsive to the needs of local residents — with a particular focus on issues of housing or urban services.

Another possibility is that the SO #6 team collaborate with the SO #3 team to raise housing and urban services issues at the conferences on the impact of HIV/AIDS. At a fundraiser for AIDS orphans, the Minister of Welfare expressed concern about how families would manage to take in children who had lost mothers to AIDS. If families begin to take in children who are orphaned

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<sup>2</sup> Housing and urban services are among the substantive areas of responsibility for new local authorities. But those substantive issues cannot be addressed effectively if the processes are weak. Process is undermining efforts to solve housing problems and engage citizens' (women's) input in a number of ways. For example, there are often political turf battles at the local level between the usually conservative municipal technocrats of the past and democratically elected councilors. Often the newly elected officials lack the requisite skills to negotiate effectively. Further, while the new councilors represent communities, many lack governance experience at either the national or local level and do not know how to relate to their constituencies. In this case, there may be opportunities for SO#1 grantees to help with capacity-building. It would be helpful to ask the new officials to identify the sorts of skills they need to become more effective in designing and delivering housing and urban services. Any training would be strengthened through attention to gender considerations.

(which typically means losing a mother in South Africa), they will need larger homes to accommodate such extended families. There are also issues of urban services. During site visits in Soweto, women expressed their frustration accessing emergency health care and ambulances because they lack telephones and police, fire stations are far away, and often one man makes a decision about whether to allow use of a vehicle for transport to the hospital.

**Linking Housing and Urban Services to Environment Policy** Decisions about infrastructure development can raise environmental issues, a number of which may be of greater concern to women than men — such as whether pit latrines are located too close to kitchens. Not only are the odors noxious and offensive, but the pits are health hazards, affecting the quality of life and possibly spreading disease.

#### **An Illustration of Environmental Integration and Women's Participation**

Assume that the East London municipality was participating in the Municipal Infrastructure Program with a view to upgrading sanitation in Section C of Duncan Village. It is possible that the Wild Life Society of Southern Africa, which is funded to do community education on environmental issues, might be engaged to address the massive environmental issues of soil erosion, storm water drainage, and tree planting. The program might help women appreciate the connection between those three environmental impacts and healthy neighborhoods.

Also, part of deciding about drainage systems has to do with the type and quality of pipes. Women could be encouraged to learn about the capacity of pipes and the rest of the system to withstand pressures of various kinds. Will there be, for instance, time when the storm water gushes very fast in front of the house and children cannot get in, in the event of a cloud burst and consequent flooding? What are the plans for maintaining storm water drainage so that puddles do not become breeding places for mosquitoes? For sustainable outcomes, the Wild Life Society would need to reach beyond the community of Section C to work with the local municipality.

The test here would be the extent to which the housing development process takes into account women's needs in design and implementation. The preponderance of male technical experts might cause women's concerns to be seen as inconsequential. This tendency should be avoided.

Environmental concerns may also extend to issues of safety and social stability. While these issues may be important to everyone, women can be especially vulnerable. In addition, they may be particularly concerned about the safety of their children.

Environmental and safety factors can often expose differences of objectives and priorities that require discussion and joint problem solving. At times during a housing development process there are multiple and sometimes conflicting interests. It would be helpful to build the capacity of communities, women included, to learn about environmental impacts and to develop the skills to mediate and accommodate different perspectives.

For example, training in conflict management, possibly in collaboration with SO #1, would help all parties to conduct themselves efficaciously in the process of deciding how to allocate housing development resources. There are some home-grown best practices that might be enlisted for support, such as those developed by the Independent Mediation Services of South Africa, which

has a community-based mediation program USAID has also supported a community-focused project called Philisizwe in KwaZulu Natal through SO #1

**Linking Housing Policy with Private Enterprise Development** Local economic development (LED) is another aspect of the housing development process Communities and municipalities are starting to create LED committees or organizations to promote small enterprises that supply building materials, create jobs, and in general contribute to the local economy Some members of the community may become traders from whom their friends and neighbors can purchase a bag of cement, nails, doors, etc Arranging business this way is critical to promoting the circulation of money within the community It also develops the community's business capacity

Women often become involved in local economic development by setting up businesses in areas traditionally reserved for women, such as dressmaking facilities or vegetable stalls There are a few women, however, who are building contractors It would be helpful to engage them in LED support Training women for such activities would increase the number of women in the housing sector and prepare them for management and leadership positions

A services-related example of local economic development is in the area of garbage removal Many municipalities are looking at options to contract out this service The Community and Urban Service Support Project helped train a village south of Durban, Amatikwe, to initiate its own village refuse collection system — which then became the basis for the development of a local authority But there are still questions about which businesses will respond to the tenders It would be helpful if the partners in SO #5 and SO #6 activities were encouraged to ensure that women-owned businesses have the opportunity to bid on such contracts In practice, this may raise the issue of whether women need training and credit support, beginning with guidance in how to respond to a tender for such jobs If their training and credit needs relate to both the housing sector and to support of private enterprise, there may be opportunities to further the objectives of SO #5 and SO #6 at the same time

### **Access to Credit**

Finance and credit facilities are the grease of the housing process In the past, South Africa did not have much experience outside of conventional mechanisms because housing was the responsibility of the Nationalist government through its Bantu Administration Boards Not only has USAID brought expertise to bear in this area, but through numerous and varied dollar mechanisms, it has helped develop an array of financial institutions to provide leverage to the overall housing process

There are at least three project preparation funding agencies — Libuyile Project Preparation Trust (Gauteng), the KwaZulu Natal Project Preparation Trust, and the Western Cape Project Preparation Trust — that are in the business of making bridging finance available to CBOs mobilizing around housing delivery But there is need to examine their operations to determine gender integration There is also a need for special credit mechanisms for low-income women, because conventional financial institutions tend to view this type of credit as risky and too costly to administer

There are three existing schemes that offer some basis for developing more targeted financial responses for women. The first is the Cash Bank in Capetown, which started as a group credit scheme offering credit primarily for housing. Targeted to collectives, and especially women, it now operates a second scheme aimed largely at men. The first scheme was USAID funded, the second one is not. The statistics of the first credit scheme show a preponderance of women beneficiaries across the cities where it has operated.

Very useful lessons have emerged out of this group credit scheme. One is that women have special circumstances that need to be taken into account. Loans need to run for periods that suit them — though the business of long-term lending for relatively small loans tends to be cumbersome and therefore unattractive to lenders. For women, it may be helpful for the life of the loan to be linked to social events that generate money among women, such as stokvels. It might also be helpful to refer banks that have been SO #6 partners to the Cash Bank, so that they might better understand this so-called risky market.

Another approach is to have organizations such as the National Housing Finance Corporation pass on their best practices to intermediaries that work directly with end users. Within one of its niche markets, the National Housing Finance Corporation has two major women clients who have received its technical support and money to lend to their clients in turn. In Durban, Khuselani is led by a woman who is in the business of lending to female nurses and teachers.

A third approach might be to extend general savings schemes into the housing area. It might be possible, for example, for the Women's Development Banking group to interest rural women in saving for housing (which it now does not do), while also developing a basket mechanism to net the stokvel monies the urban women save weekly. USAID could initiate a meeting with Women's Development Banking to sow a seed of interest in housing for women.

### **Recourse for Women in Distress**

While DoH may focus on providing housing for families, it is important to be careful about defining "family." Housing is not just for families. A painful but stark reality in South Africa today is that high rates of divorce, coupled with the scourge of woman/child abuse, expose a significant number of women and children to periodic lack of shelter and security. There are, however, very few shelters for abused women and children across the country. Information about rescue facilities, including shelters, is scarce. This means that families — of abused women and their children — are often without shelter.

This situation has increased the number of "families" who need shelter. But Section 26 of the Constitution, which defines housing as a human right and highlights security as a particular need for women and children, obliges the government to provide shelter. In fact, Section 26 is a reminder that it is important for leadership in emergency shelters to have a working knowledge of the issues of democracy regarding, for instance, the adjudication of justice. At the same time, officials need to understand the legal implications of the problems of women they serve, and be able to help them find an equitable solution.

Unfortunately, emergency shelters are not visible enough, nor are their residents organized enough, for such housing needs to be deemed a priority. But since the need for housing emanates

from violation of women's rights, it would be helpful for the SO #6 team to flag this for the SO #1 unit. The two teams could jointly assist shelter officials in lobbying the Human Rights Commission and Family Court system on accessing legal recourse and resources. Raising society's awareness is also important. It might also be helpful to coordinate with the South African NGO Coalition convenors of the 1997 Men's March.

## **RECOMMENDATIONS**

### **Recommendations Relating to USAID Bilateral Cooperation with the Department of Housing**

- USAID might help train DoH staff to incorporate gender considerations into their tenders. It might also facilitate the DoH thinking process about how to enhance African women's access to information.
- In determining areas in which to support DoH, USAID might focus on the new database, HUIS. USAID might offer to provide expertise to ensure that HUIS will capture appropriate gender data that would inform future policies, help with effective implementation, ensure sustainability, and facilitate reporting for South Africa's commitments under CEDAW and the Beijing Platform.
- It would be helpful for the WorldWID fellow to examine the current work of DoH that has direct bearing on community-linked outcomes, to explore opportunities for integrating gender. The three most obvious arenas are (a) development of a scope of work for the gender desk that will soon become operative, (b) the People's Housing Process, and (3) the radio communication strategy.

### **Recommendations Relating to Synergies with USAID's Other Strategic Objectives**

- USAID might make funding or training available to women leaders at the community level who are active on housing issues.
- The SO #6 team might meet with the SO #1 team to explore ways in which SO #1 training — such as training about advocacy, legal rights, conflict resolution, or local government — could be made available to women who are (or want to be) activists on issues of housing and urban shelter.
- The SO #6 team might collaborate with the SO #3 team and with the Commission on Gender Equality to sponsor a conference exploring housing issues related to HIV/AIDS.
- The SO #6 team might explore synergies with the SO #5 team to identify ways to support women who are starting or expanding businesses linked to the building industry or to municipal services.

- It would be useful to run a special gender workshop for organizations providing housing, housing-related credit, and counseling. The staff and leaders of banks, credit facilities, and NGOs would benefit from a discussion that flags the gender issues for them and that recommends some approaches for overcoming gender barriers, engaging women as decision makers, improving service delivery, enhancing sustainability, and involving men at the community level.

### **SO#6 Team Response**

The SO#6 team leader has agreed that two areas will constitute much of her team's focus regarding the integration of gender.

#### **Department of Housing — Giving Guidance and Other Support**

The People's Housing Process is in its final stages of design. Together with the DoH, the SO#6 team will question the People's Housing Process on gender considerations. Some of the questions that could be raised are:

- How are the incumbents of the Housing Support Center recruited?
- Will there be a drive to ensure that a community awareness campaign about these job opportunities embraces women?
- What provision has been made for easy access to the centers for women with young children?

Another area to consider with DoH is the tendering system for its new radio communication initiative. The SO #6 team will ask whether gender is going to be factored into the tender documents and whether, after withdrawal of the initial advertisement, DoH has developed new tendering processes that take account of gender. And if so, can DoH share these best practices with other departments? For instance, are there language considerations to be reckoned with to attract women in the tender process?

Finally, the SO #6 team will assist DoH in setting the parameters of the gender desk and its systems. It might also extend similar aid to help define some of the data that should be collected in relation to gender.

#### **Partners and Customers — Giving Support**

Partners and customers should derive immense value from support that helps them understand the benefit of integrating gender into their development work. They need for example to appreciate the rationale for this approach and how it impacts on their anticipated outcomes.

There is commitment to facilitating a leadership development framework that is undergirded by gender considerations. Each partner/customer could tailor the manual that emanates from the framework to its specific needs.

The recommendation to run a special gender workshop for women within the USAID project network would be invaluable. It is understood that South Africans are bombarded by workshops, and that therefore a workshop should be offered only after testing the demand for its content. This underscores the importance of broadening the USAID commitment to include other USAID SO teams and to share the costs. The importance of this particular workshop cannot be overemphasized because it would help women appreciate the role of gender dynamics in their leadership.

### **The Role of the WorldWID Fellow**

There is agreement between USAID and DoH that USAID will make the WorldWID fellow (who is being provided by the USAID/Women in Development Office in Washington) available to DoH to help design DoH's gender strategy and mechanisms to integrate gender considerations into the DoH policy framework. This task should be undertaken with the understanding that the job entails designing long-term guidelines applicable beyond the present concerns of the department.

The task could begin with a series of workshops to give DoH staff a theoretical framework for the work that lies ahead. The product of these workshops could be the beginnings of a manual that could be expanded over time by integrating the experience of local practitioners.

Another task could be to examine the current work of DoH that has direct bearing on community-linked outcomes, to explore opportunities for integrating gender. The three most obvious arenas are developing a scope of work for the gender desk, and looking at both the People's Housing Process and the radio communication strategy to strengthen them by taking gender concerns into consideration.

And finally, the Office for the Status of Women and the Commission on Gender Equality might explore opportunities to work with the WorldWID fellow.

## **CONCLUSIONS**

It can be deduced from visits with a sampling of partners and customers that the activities generated by SO #6 benefit both men and women. Yet very few of these organizations have disaggregated their data according to gender. Only one organization had this type of information immediately available. Such disaggregated information is critical both for monitoring and evaluation, and for identifying issues that need attention. If the SO #6 team wants to ensure that its program is addressing the needs of women and avoiding unnecessary gender weaknesses, it should track gender-related data.

It is understood that the SO #6 team is working less with NGOs these days, and more with DoH, financial and intermediary institutions, and local governments. To the extent that there are any pending or new arrangements with NGO partners, a starting point would be for USAID to make an

unequivocal statement in support of strategies that incorporate gender concerns. This position should be reflected in RFPs, purchase orders, and other documents inviting project proposals.

For the most part, however, the team is increasingly focused on supporting the formulation of new policies and procedures. Such policies may be gender neutral on the surface, and neutrality might appear to absolve the SO #6 team from the responsibility for gender integration. Yet there is a range of opportunities available for gender integration in policy formulation. Further, because housing is a local issue, and one that affects individuals and families on a personal, day-to-day basis, housing should be treated as more than the simple provision of shelter. It is important to view housing and urban services as an arena for citizen participation, for group decision making, for informed activism, and for individuals to take responsibility. In all of these areas, there are issues of women's participation and of gender roles that can either impede or facilitate the transformation of South African society.

The SO #6 team should be proud of the contribution it has made to building housing that shelters women. The challenge is to shift to the next level, to building capacity in women and men to work collaboratively on creating residences and neighborhoods that are safe, healthy places for individuals and families.

## PERSONS AND INSTITUTIONS CONSULTED

### Persons<sup>3</sup>

Ms Lynn Brown  
 Mr Willem du Toit  
 Mr Malibongwe Dyiki  
 Ms Christine Glover  
 Mr Solomon Kota  
 Ms Thobeka Mbalo  
 Ms Lynne McEwan  
 Mr Alain Noudehou  
 Ms Monica Nqumileyo  
 Mr Morgan Pillay  
 Dr David Porteous  
 Ms Philile Siwundla

### Institutions

The National Housing Finance Corporation makes credit available to intermediaries to lend to end users

The Wild Life Society of Southern Africa builds environmental capacity of communities through training and skills transfer mechanisms

People's Housing Process is a Department of Housing project designed to help community-driven housing projects to maximize housing development opportunities, such as subsidies

Unzamo is an NGO involved principally in the conversion of men's hostel stock around Capetown into family housing. It was also consulted for this report in its capacity as an affiliate of the Urban Sector Network, which encompasses a group of NGOs operating in the housing sector

Co-operative Housing Foundation is an NGO designed to demonstrate alternative housing delivery methodologies in order to maximize usage of the residual subsidy for top structure development

Cash Bank is a credit facility that designs nonconventional credit instruments, primarily to enhance the borrowing capacity of participants in low-cost housing projects

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<sup>3</sup> Because this review was undertaken by a South African expert, the findings and recommendations inevitably incorporate information gathered from many people and organizations prior to the WIDTECH review

## ANNEX VI-A

**SAMPLE IR INDICATORS FOR  
MONITORING GENDER INTEGRATION IN SO#6**

This annex is a tool to help the SO#6 team monitor their effort to integrate gender into their work. It looks at each Intermediate Result and suggests items that can be observed.

INTERMEDIATE RESULT	INDICATORS
Improved Policy Environment (IR 6 1)	The ratio of women employed in relation to the rest of the People's Housing Process. Access record of the Homeless People's Federation to establish number of women subsidized as result of its intervention.
Institutional Access to Credit (IR 6 2)	The volume of loans women have made from the intermediary credit institutions initiated by SO#6.  The number of women contractors assisted to start business operations in the building sector.
Increased Non Credit Forms of Assistance Made Available (IR 6 3)	WorldWID Fellow Designing broad framework for a Gender Training Manual to be used as reference by NGOs and other partners.  Number of trained women leaders in USAID funded projects, taking into account their capacity to play significant roles in their projects such as participating in decisions to hire developers.
Improved Capacity to Apply Sustainable Participatory Environmental Principles to Local Level Development (IR 6 4)	The number of community based garbage removal companies contracted by participating municipalities in USAID funded municipal infrastructure.

**ANNEX VI-B****IDEAS FOR CROSS-SECTOR COLLABORATION ADDRESSING HOUSING**

This annex is a tool to facilitate consideration of joint efforts across the SOs. It is by no means a description of the full scope of opportunities.

- Research to determine the level of effort men put into securing shelter was suggested. The SO charged with Health SO#3 could derive insight into factors that men consider critical for their well-being and that of their next of kin. The same research could yield rich information regarding perceptions of justice and equity which is in the jurisdiction of SO#1.
- SO#6 working together with SO#5 can undertake a case study to have a fuller understanding of the factors that have made an East Rand woman developer become a success story in the housing sector. The lessons learned would have tremendous effect on other small enterprise developments that are the operation of SO#5. Could it be that there are lessons for some components of the municipal infrastructure development?
- The SO#1 SO#3 and SO#6 teams could work together to help the women's organizations dealing with women abuse develop a strategy to lobby the government, the Human Rights Commission and the Family Court system.

**CHAPTER VII**  
**GENDER MANAGEMENT STRATEGY**

Anne Fleuret, Ph D  
The WIDSR Project, DevTech Systems, Inc

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## INTRODUCTION

As part of the development of a comprehensive gender strategy for USAID/South Africa, the WIDTECH team was asked to provide specific input on key actions to be taken to implement the strategy. For the record, the mission has already taken a number of important preliminary steps along the road to gender integration and in so doing has surpassed the accomplishments of many other AFR missions. In the short period since a full bilateral USAID program in South Africa was established, the mission has had several significant accomplishments that have raised gender awareness within the mission, and that have initiated the process of focusing attention on gender issues in all mission activities and strategic planning processes. Specific actions have included issuing a Mission Order on gender policy, establishing a gender working group, preparing a country gender analysis as an annex to the country strategic plan, entering into a dialogue with partners on developing activities to support women's empowerment, and incorporating gender-disaggregated reporting into the R4 submission for FY 1999.

These are major steps, but they have not been sufficient to ensure that gender concerns are adequately addressed in all activities and processes. Most of the mission's development partners in South Africa — the government, the private sector, and NGOs — have in large measure already identified critical gender dimensions to their work, articulated their commitment to gender concerns, and begun to implement strategies to address them. Accordingly, there are powerful incentives for the mission to redouble its efforts to ensure that its activities and processes also adequately address gender considerations, and that USAID is both receptive and responsive to the local environment. This section of the report outlines some concrete suggestions for facilitating gender integration in the re-engineering context. It identifies and discusses management issues and provides suggestions on actions that can enhance gender integration.

## DEVELOPING AND INSTITUTIONALIZING A GENDER VISION

In many USAID operating units, the reluctance to accept responsibility for gender integration is rooted in a failure to grasp the development implications of a gendered approach. Because of this, it is important to set forth an explicit rationale for gender integration to complement and support the mission goal, which articulates the development objectives of such integration. The existing mission approach to gender, however, does not make a strong case for the development implications of institutionalizing gender. All mission staff need to understand and agree that addressing gender concerns is not an end in itself, which can be accomplished by adding a few gender-disaggregated performance indicators, nor is it an irrelevant and burdensome additional task. It is a means to achieving sustainable development. Reducing gender inequality is important in its own right, but beyond that, it tends to have dynamic effects. By transforming the way resources are used, greater gender equality reduces economic and social imbalances, and contributes to the achievement of national economic self-reliance and sustainable poverty alleviation. Reducing gender disparities in access to resources and opportunities increases productivity and promotes growth, and empowering women to have a more public role in decision-making helps to restructure priorities in growth-enhancing and development-promoting directions.

Although some examples of gendered goal or vision statements can be provided, as can case studies of enhanced development impact through gender integration, this step will only be effective if the mission identifies and articulates its own conceptual approach. This process could be initiated by the gender working group, but ultimately must be accepted and validated by the SO teams. Technical support is available through G/WID to assist in this process.

### **Recommendation**

- Request G/WID assistance to identify and institutionalize an understanding of the development benefits of gender integration

### **THE GENDER WORKING GROUP**

A Gender Working Group was established under USAID/South Africa Mission Order #304 on February 7, 1995, and charged with specific responsibilities, including implementation, monitoring and evaluation, and donor coordination of gender efforts. This group was brought into being at a time when the mission was still organized along technical office lines, before the establishment of SO teams, a fact that has affected its operations and the way it is viewed in the mission as dominated by Program and Project Development Office. The tasks assigned to the group constitute a very heavy burden, and are in addition to the numerous other responsibilities, which the members bear as members of SO teams and as technical officers. Participation in the group has not been integrated into individual work plans or work objectives and is not a criterion for evaluating members' performance. Thus there is no effective system for encouraging or recognizing participation.

In the experience of other missions, an effective short-term approach to gender integration has been to rely on a designated small group, often spearheaded by a committed individual. The disadvantage of this strategy is that when these people move on, there are no structures or institutions left behind to guarantee sustained attention to gender issues. If long-term results are desired, the responsibility for gender integration cannot be delegated to a small constituency or a limited group that operates outside the framework of the strategic objectives.

Nonetheless, although the gender issue should not be the exclusive property of a small group, there is still a clear role for a gender group in the mission, particularly given the size of the mission, the diversity and complexity of its program, the scope of gender issues in the country, and the commitment of development partners. The Gender Working Group should, however, be relieved of the onus of sole and total responsibility for gender integration and should instead be tasked with focusing on liaison, support, and guidance. Coordination with other donors is another important function to which the group can contribute.

The existing guidelines for the composition of the group are appropriate and workable. The group should have representation from each SO team and from support offices (controller, external affairs, etc.). There are several options for a leadership or coordination role. Rather than a permanent leader, responsibility for convening meetings and drafting agendas could rotate among the members, as is presently being done on a trial basis. There are tradeoffs involved with any model or

style of leadership. Creating a permanent chair could lead to entrenchment of one set of interests and ultimately the assumption of too great a share of responsibility, but rotating the task could lead to confusion and lack of focus. The mission will have to work out for itself which leadership style best suits its interests, and the group's needs.

Concern has been expressed about the commitment of current Gender Working Group members to the group's activities, as signaled by poor attendance at meetings and lack of participation. One way of dealing with this is to ensure that meetings are relevant, informative, and useful, and that they serve a clear purpose. Meetings should be held only when necessary. Although it is important to set aside a regular meeting day and time that does not conflict with other regularly scheduled activities, the group does not have to meet on a rigid schedule. Any member should be free to suggest that a meeting is necessary. A concrete and focused agenda and a timetable should be developed in advance of any meeting, with input from all of the members, and should be strictly adhered to as a professional courtesy. The group, and individual members, should also be free to organize special activities of interest to other mission staff. Examples include inviting guest speakers from the SO teams or from outside the mission to talk about gender issues, such as the G/WID-funded IFPRI team doing multi-sectoral survey research in KwaZulu-Natal, arranging for presentations by SO teams to highlight their gender accomplishments, case studies of best practices and lessons learned, and informal brown bag lunch discussions or presentations or just social time. These suggestions are in keeping with the group's liaison and information sharing functions. The goal is to create opportunities for activities that are seen as valuable because they are interesting, non-threatening and inclusive.

### **Recommendations**

- Retain the Gender Working Group
- Maintain the existing recruitment and membership criteria for the Gender Working Group
- Modify the functions and responsibilities of the Gender Working Group
- Develop incentives for participation in the Gender Working Group
- Apply good management principles to meetings and other activities of the Gender Working Group

### **ROLE OF THE GENDER OFFICER**

Mission Order #304 lays out a daunting set of responsibilities for an individual identified as the gender officer. These tasks — training, document review, resource person, coordinator, liaison, point of contact — constitute a full time job, but there is no FTE to support it, and no individual available to shoulder the burden. As a result, no one is actually doing these tasks at present. Designating a single individual to carry out all of the functions listed in the Mission Order is an

avenue toward marginalizing gender concerns, permitting mission staff to argue that addressing gender issues is someone else's problem. Placing such great responsibility on one person is detrimental to implementation of the strategy in several important ways. It implies that the gender framework is not integrated into the mission strategy, it creates the impression that the gender officer is there primarily to perform policing functions, and it strongly suggests that the SO teams can evade accountability for achieving results that are critical to their strategic objectives. For these reasons, the position of gender officer should be abolished. The Gender Working Group may wish to designate one of its members as a point of contact on gender issues, especially for communication with Washington and with G/WID, but this should not preclude the participation of others (whether members of the group or not) in communication, liaison, and information-sharing efforts.

### **Recommendations**

- Eliminate the position of gender officer
- Identify a point of contact for communication between USAID/WID and the mission on gender matters

## **ROLE OF STRATEGIC OBJECTIVE TEAMS**

In accordance with USAID's guidance and re-engineering principles, responsibility for achieving strategic objectives and intermediate results, including those which demonstrate gender impact, is explicitly vested in the SO teams. This is a fundamental and nonnegotiable issue. Unfortunately, the SO teams still seem to look upon the integration of gender concerns as an additional burden on top of, rather than as a routine and unexceptionable part of, the work they are already doing. The mission must therefore ensure that gender integration does become an integral part of the normal work of SO teams. Constructive interaction with the WIDTECH team and with G/WID will assist in this process. Mission management must also establish ways to recognize, give credit for, and — if the situation warrants — reward the successful integration of gender concerns into planning, achieving, and judging by the SO teams. These issues are taken up in more detail below.

### **Recommendations**

- Issue clear guidelines to SO teams on their accountability for gender integration
- Ensure that effective gender integration is recognized and rewarded by the mission

## WORKING WITH WIDTECH CONSULTANTS

The objective of the WIDTECH team is not to impose requirements on the SO teams, but rather to work with them to institutionalize a gendered approach that enriches both the strategic objectives and the country strategy. Although USAID/South Africa has an approved country strategy, the SOs, IRs, results packages, and performance indicators continually undergo a process of revision. In this context, there is ample opportunity for SO teams to consider ways in which the impact of their activities might be enhanced. One way to increase effectiveness is through greater gender inclusiveness in the existing framework. This does not require the development of a new strategy — simply consideration of how gender can be addressed in the context of what is already there. SO teams may decide, for example, to add language to program or results package descriptions which addresses the gender implications of their activities. Along with the drafting of specific recommendations on gender inclusiveness, this exercise can benefit from the technical assistance of sector experts working on individual SO analyses. This process will not end when the WIDTECH team leaves South Africa. It can be continued through virtual technical support and/or field visits.

### Recommendation

- G/WID, WIDTECH, and USAID/South Africa should develop a plan for ongoing collaboration to sustain gender integration activities

## PLANNING, ACHIEVING, AND JUDGING

Opportunities exist for gender integration in a number of ongoing mission processes and activities, including strategic planning, implementation of activities, monitoring and evaluation, and impact assessment. In the short term, gender can be addressed in upcoming procurements, development of performance monitoring plans, and the design of results packages which build on or incorporate new activities. For example:

- An examination of the validation of indicators exercise, conducted by MACRO in January 1998, reveals that gender was not a consideration in the exercise. Since many indicators are in flux or are being revised, there is ample opportunity to address gender concerns in performance measurement and setting of targets. This is especially relevant to the R4 2000 process. There is a real need to develop more gender-sensitive and gender-disaggregated performance indicators that will enable the SO teams to measure results. The MACRO project is specifically tasked to provide, as part of its core services, “a comprehensive performance measurement planning, monitoring and evaluation system to measure the Mission’s performance in accomplishing its Strategic Plan.” This effort includes working closely with the SO teams to redefine indicators of program performance at all levels, MACRO is also to track those indicators for impact, again in close collaboration with the SO teams.

- As Requests for Proposals, Requests for Applications, scopes of work, and other instruments are drafted, ensure that gender is identified as a key concern, and stipulate that applicants, contractors, and grantees explicitly address how they will incorporate gender issues into their activities. This is happening randomly at the moment, but as they work to develop effective programs, all the SO teams can take advantage of this opportunity to strengthen their efforts by including gender. The TELP RFP of November 7, 1997, is a good example of gender inclusiveness that can be used as a model. Another new activity that can benefit from gender consideration is the drafting of scopes of work for development of performance monitoring and evaluation plans. The SO #3 team benefited from the participation of WIDTECH consultant Eka Esu-Williams in this effort.
- R4 2000. Specific recommendations have been made by the WIDTECH team on opportunities to incorporate gender reporting into the results review. Most of these recommendations are appropriate to the SO narrative rather than the performance data tables, as gender-disaggregated data are not available for many indicators. The narrative is the critical area of the report for building a convincing case for results and impact, and the ideal place for addressing gender accomplishments.
- The mission intends to submit the gender strategy as an attachment to the R4 2000. This would not be effective. The R4 is a highly structured and focused document, which serves specific, explicit purposes. Washington bureaus and technical review teams are overwhelmed by the influx of R4s which have to be read, discussed and evaluated within a tight timeframe, and in addition to other work. The review process simply would not accommodate assessment of the gender strategy as well. Few would notice it, fewer still would take the time to read it, in the end there would be no impact and no recognition of the mission's initiative. Much more impact would be achieved by ensuring that the results report itself integrates gender concerns. Once the R4 review process has been completed, the mission may wish to consider using a cable format to summarize its gender-related accomplishments, as other missions have done to advertise their success stories.

### **Recommendations**

- Make consideration of gender issues an integral element in mission planning, assessment, and procurement efforts.
- Report on the gender strategy exercise in a cable format rather than through the R4 mechanism.

### **WORKING WITH PARTNERS**

The mission has a multitude of development partners with whom it engages through three important mechanisms: bilateral agreements with the government, grant management and technical assistance contracts, largely with U.S. consulting firms, and direct grants to NGOs. Most South

African partners have already demonstrated their commitment to gender equity and gender integration. The Government has taken significant steps by establishing the Office for the Status of Women and the Commission on Gender Equality. Government ministries (departments) are at various stages in establishing gender desks or points of contact, and in drafting policies and position papers. Affirmative action policies are being brought into the workplace and gender awareness training is being implemented in private sector and NGO settings. USAID needs to collaborate with these partners, share best practices and development lessons, and learn from them. For example, the recent report of the Gender Equity Task Team in the Department of Education makes a number of observations and recommendations that have direct bearing on USAID activities in education. Likewise, the training activities carried out by ACCORD, with support through SO #1, are directly applicable to SO #3 and can be replicated. Many other appropriate examples are noted in the WIDTECH analyses of the strategic objectives.

### **Recommendations**

- SO teams and the Gender Working Group should collaborate with the WIDTECH team and partners to identify successful approaches to gender integration that are already being implemented.
- Examples of best practices and lessons should be shared with partners and across SO teams.

### **DONOR COORDINATION**

The meeting held in Johannesburg on February 4, 1998, with the participation of USAID, WIDTECH, and other donor staff, highlighted both the importance and the difficulty of coordination and information sharing on gender matters in the donor community. This meeting made clear that multilateral, bilateral, and NGO donors working in South Africa have adopted a diversity of approaches to considering gender issues in their assistance programs. Several agencies, including the Embassy of Sweden and the European Union, have commissioned gender analyses of the South African environment. The Danish Embassy is providing support to the Office for the Status of Women. Some agencies target a portion of their funds to explicit gender or women in development activities, others seek to integrate gender concerns into mainstream programs, and still others combine these strategies. Regardless of the approach, it seems clear that substantial resources are directly or indirectly reaching women or being used to support gender-aware and gender-integrated activities and efforts. Careful coordination with other donors is critical to avoiding duplication of effort, multiple funding the same activity, overwhelming the management capacities of smaller recipient organizations, or abuse. Donors also have much to learn from one another about the effectiveness of their approaches. Donor funding, and the existing coordination mechanisms, tends to focus on specific sectors, but since gender cuts across sectors, special attention is necessary to ensure that duplication and mismanagement is avoided. The Gender Working Group has a key role to play in such coordination and liaison.

## **Recommendation**

- Establish a system for regular information sharing with other donors on approaches used, activities supported, and best practices

## **FRONT OFFICE COMMITMENT TO GENDER INTEGRATION**

The suggestion has been made that the front office might signal its commitment to gender integration by having the mission director formally participate in the Gender Working Group. This suggestion is inappropriate. The director is generally not a member of any team, and such participation would be inconsistent with the role of overall mission leadership. Furthermore, designating the mission director for such a role would not, by itself, ensure that gender is taken seriously, unless he has already demonstrated an interest in gender issues and commitment to action. A forceful director could dominate the group's proceedings, influence the deliberations, and possibly intimidate some of the members, to the detriment of teamwork. If it is felt that front office participation would send the right signal about commitment, the role is more appropriate to the deputy director.

Since Mission Order #304, which defines gender policy and responsibilities, is inconsistent with the operations of a re-engineered mission, this policy should be withdrawn. The director can signal his commitment to gender integration by working with the Gender Working Group and G/WID to formulate a new gender policy. The signal would be strengthened if the policy were formally disseminated to mission staff at an event such as an awards ceremony or mission-wide meeting, which would also afford an opportunity for discussion and comment.

## **Recommendations**

- Rescind Mission Order #304
- Issue a revised gender policy
- Publicly present the new gender policy to staff as a visible sign of commitment and support
- The deputy director should represent the front office at Gender Working Group meetings as necessary and appropriate

## **ASSESSMENT OF INDIVIDUAL COMMITMENT TO GENDER INTEGRATION**

Participation in the Gender Working Group, and specific gender-relevant accomplishments by SO teams, now constitute pro Bonn work. It is not surprising, then, to find a lack of enthusiasm

and commitment to gender integration. To make the process more effective and inclusive, strategies to institutionalize accountability and to recognize accomplishments should be developed. For example, gender integration should be incorporated into individual staff work plans and constitute an evaluation criterion for work objectives, so that commitment to gender integration becomes an element in employee performance assessment. Responsibility and accountability mechanisms should be balanced by a system of credit, rewards and/or incentives for accomplishments, within the framework of the USAID system for recognizing individual and/or group achievements. In this regard, it should be kept in mind that gender integration is a USAID objective and commitment, not something imposed by G/WID. The Gender Plan of Action clearly states that missions successfully integrating gender will be recognized for their efforts. The nature of this recognition has never been made clear, so it is in the interest of the mission to engage the Management Bureau in clearly laying out expectations and rewards.

### **Recommendations**

- Institutionalize gender integration in work objectives and performance assessments
- Establish a system of recognition and rewards for outstanding achievement

### **TRAINING**

Some mission staff are uncertain about precisely how to accomplish the integration of gender into their strategic objectives and their work with partners, and have expressed an interest in receiving training to assist them in these tasks. It is important to note that short-term training will not transform mission staff into instant gender experts, nor would this be a desirable outcome. The objective, rather, would be to generate a higher level of awareness and the ability to recognize strategic points of intervention.

There are several options for training, which the mission might want to consider. First, G/WID is in the process of designing a training activity for mission-based WID/gender officers, to take place in Washington in June 1998. The objectives of the training are to enable participants to communicate effectively on the Gender Plan of Action, and to identify resources and technical assistance to enhance gender integration. The drawback is that only one or two participants from the mission would be able to attend, and that these individuals would have an unrealistic level of responsibility for gender integration efforts.

Another option is to provide similar training to members of the Gender Working Group. Local expertise for this is available in South Africa, or the mission could consider a buy-in to the WIDTECH Project. Structure and content would be similar to the training provided to the mission WID officers. The drawbacks, however, are similar, in that the Gender Working Group would likely shoulder a disproportionate share of the burden and the SO teams would not internalize gender efforts.

The third and preferred approach is to provide training to the SO teams themselves, although this has the drawback of being both time consuming and expensive. Ultimately, the mission will have to decide for itself which strategy best serves its interests.

### **Recommendation**

- The mission should explore all possible training options and ensure, at a minimum, that a cross-section of mission staff has access to basic resources and information on gender integration approaches.

## **CUSTOMER SERVICE PLANNING**

Client service planning is a valuable management tool. In the best of all possible worlds, client surveys are conducted before the strategic plan is drafted, so that client input can inform the strategy development process. Since strategic plans are works in progress, subject to constant revalidation and adjustment, it is never too late to engage in the client planning process. Engagement with clients does not end when the strategic plan is approved, ongoing interaction with clients has proven to be particularly important in helping SO teams to find the gaps in their provision of services to clients, including gender gaps, and to identify and take advantage of opportunities to achieve greater impact. It is therefore in the mission's interest to explore the question of client service planning, and to work with partners in the process. The benefits, particularly in terms of enhanced capacity to address gender issues, better attention to women's needs, and overall performance, far outweigh the costs.

### **Recommendation**

- Undertake client service planning exercises at strategic objective level, with particular attention to women's roles and participation.

## GENERAL ANNEXES

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**ANNEX GA-1**  
**MEMORANDUM**

**TO** USAID Staff/South Africa  
**FROM** Marcia E Greenberg, WIDTECH South Africa Review Team Leader  
**RE** "Draft Reports"  
**DATE** February 3, 1998

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Attached please find a Draft Report for your Strategic Objective from the WIDTECH review team. It is the recommendations proposed in this report that we will be the basis for our discussion with your team on \_\_\_\_\_, February \_\_\_ at \_\_\_\_\_

We would like to be certain that everyone understands the purpose of the draft reports and "de-briefing" sessions. WIDTECH's Mission reviews are a collaborative process of several phases. In our research phase, we meet with USAID staff, USAID partners and country experts. In the next phase, we apply our sector experience to your work to develop a menu of potential steps by which you might employ gender integration to improve your sector programs. The attached report summarizes those potential steps.

In the final phase, we want to work with you to arrive at some steps that are feasible and welcome. If you do not agree with the recommendations, do not understand them, or do not have the resources, then you are unlikely to use them to improve programs and enhance gender integration.

Therefore please note that we do not want simply to make a presentation. While we do want you to correct errors, this is not the focus of our work together. Rather, we have given you a range or variety of possibilities because we have found that we cannot predict what you will like. We have found that suggestions we thought were obvious are rejected out of hand — and apparent long-shots have been eagerly accepted.

Consequently, we expect some of the following:

- Suggestions that are easy, accepted as is, and ready for implementation
- Suggestions that are contingent upon further input from USAID partners
- Suggestions that are out of the question for USAID, but may be of interest to other donors
- Suggestions that may be beyond the scope or not possible right now, but may be welcome if circumstances (political and others) change in the future

Please join us for the de-briefing and please work with us. Of course we genuinely believe that gender integration is good because it is fair and equitable. Of course we believe that gender integration is particularly important in South Africa as a way of supporting a South African commitment to gender equality. But, we also believe that gender integration is a significant tool for achieving development results — whether in education, healthcare, economic development or democracy. We hope you will agree.

**ANNEX G-2**

**PROPOSED SPEAKERS  
FOR A USAID-SPONSORED GENDER SPEAKERS SERIES**

*Gauteng Based*

**Cathy Albertyn, Commission on Gender Equality, Commissioner** Johannesburg tel 322-4482, 432-2011, fax 322-4480

**Alice Coetzee, Gender Working Group of SA Local Government Association, Pretoria**

**Brigalia Bam, former Executive Director of SA Council of Churches, and member of Independent Election Commission** Johannesburg tel 492-1380, fax 492-1448

**Zuberda Dangor, NISAA Institute for Women's Development** Very impressive leadership, good board of directors, fantastic promotion of the issue (posters, etc) and responsiveness to the community, possibly a good organization to be "umbrella" for other women's groups Johannesburg/Lenasia tel 011-854-5805/5, fax 011-854-5718

**Joanne Fedler, lawyer with Tshwaranang Legal Advocacy Centre** Johannesburg tel 403-4267/70 or 083-616-0255, fax 403-4275

**Boogie Khutsoane, Director, NIPILAR Gender Rights Unit** Doing work on rights of the girl-child, went to New York for NGO training on response to government's official CEDAW report (probably to be presented at July, 1998 session of CEDAW) Also facing challenge of integrating gender into USAID partner, NIPILAR Pretoria tel 328-5901/2/3/4, fax 012-328-5831

**Ellen Korneguay, Office for the Status of Women** (John Wooten has number)

**Matshilo Mtsei, ADAPT** Very impressive grassroots group in Alex We did not meet with her, but is highly recommended Tel 885-3305, fax 885-3309

**Dinah Nkobo, Women's Institute for Leadership Development and Democracy (WILDD) and Women Against Women Abuse (WAWA)** Regarding training for women in leadership, lobbying, running for office, running meetings, etc Regarding abused women and shelters (SOWETO in particular) Johannesburg tel 836-5656, fax 836-5620

**Dr K Pahlney, Director, Equal Opportunities** Medical University of Southern Africa (MEDUNSA), Expert on a wide range of gender issues in education at all levels Pretoria 521-4183

**Mohau Pekho, Director, Women's National Coalition** Johannesburg tel 331-5959, fax 331-5957

**Penny Plowman, NOVIB/Interfund** Consultant here in South Africa to these organizations, knows South Africa, knows the issues, a very good resource, attended Donor's Briefing organized by WIDTECH on Feb 4 Johannesburg tel 339-4894, fax 403-9508

**Sharanjeet Shawn, Executive Director, Mathematics Center for primary Teachers** (special focus on participation of girls and Blacks in math and science ) Johannesburg 726-4237/8

**Jennifer Shindler, EduSource** Johannesburg 447-6515

**Lisa Vetten, Sexual Harassment Education Project** Their work has focused on assistance to labor unions, and sexual harassment in the workplace, the SO#2 team should consult them, however, on issues in the schools/universities Did not meet her, but highly recommended Johannesburg tel 403-5650, fax 403-7535

**Lindiwe Zulu, Women's Empowerment Unit, Gauteng Legislature** Contact through Dr Teboho Maitse or Administrator Penelope Mason Johannesburg tel 498-5693/4, fax 498-5694

### *In KwaZulu Natal*

**Charlotte Gaitskell, National Shelter Movement for Women** Has written her thesis about shelters in South Africa and has visited nearly all of them Has first hand impressions of the needs that are not being met both in terms of building the institutions and capacity of people establishing and running the shelters, and in connecting them to government and private sector resources Tel 031-207-5880, e-mail [charlott@iafrica.co](mailto:charlott@iafrica.co)

### **Pat Horn, Self-Employed Workers' Union**

**Ira Horowitz, University of Natal/Durban** Runs something called "Gender Conditioning for Men Boys and Girls' Dos and Don'ts, Winners and Losers" Also the "fish-bowl" exercise recommended by the Campus Law Center/Network of Women against Violence, and by the Centre for Socio-Legal Studies/Street Law Program Tel Ask Tshitshi Mbatha to find him through Rashida Manjoo

**Athol Jennings, Vuleka Trust** USAID partner, Would be interesting to have him speak regarding "Basic Human Relations" training and gender relations — best practices for other partners

**Bongani Khumalo, Community Law Center** Interesting work re Gender Education Training for men Tel 031-202-7190, e-mail [clcdbn@csurf.co.za](mailto:clcdbn@csurf.co.za)

**Rashida Manjoo, KZN Network on Violence against Women** VERY good lawyer, well-informed, at the University of Natal/Durban legal clinic Tel 031-260-4461 (home 202-6923)

**Tshitshi Mbatha, Centre for Development, Research & Facilitation** WIDTECH partner for KZN, met with all USAID partners along with M Greenberg, formerly worked with USAID/SA, is doing work on development in rural areas Uses a "code of conduct" for establishing culture of speaking, listening and respecting during workshops Tel (031) 307-3877, fax 307-3760, cell 083-775-9695

**Arun Naiker, Women's Unit of Umtapo Centre** USAID grantee, on the forefront, and probably the most "radical" of gender perspectives Has been doing VERY good training for women at the grassroots level, both urban and rural Collaborated with other organizations in 1997 to offer a year-long series regarding Gender Tel 031-305-3506, fax 031-3014030

**Marita Schluter, Hlomehkusasa, Skills for the Future** Regarding empowering women for rural development Tel/fax 031-301-0478

**Ann Marie Wolpe, former Chairperson, Gender Equity Task Team** Cape Town 021-461-8844

**OTHER** The Mission may also schedule a showing and a discussion of the following film  
These Girls are Missing, produced by FAWE, the Federation of African Women Educationists

**APPENDIX GA-3:**

**MEMORANDUM  
REGARDING POTENTIAL SMALL GRANTS**

**TO** USAID/South Africa

**FR** Marcia Greenberg, South Africa Gender Assessment Team Leader

**RE** Potential Small Grants in South Africa

**DATE** April 15, 1998

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**Introduction**

In the process of reviewing USAID/South Africa's six strategic objectives, WIDTECH team members looked for opportunities to utilize our Small Grants facility. We mentioned it to USAID Strategic Objective Teams with several basic criteria:

- A grant should follow from our recommendations,
- It should involve more than one SO as a means of demonstrating the cross-cutting nature of gender issues,
- It should go to a South African NGO or CBO or specialist, and
- It should pay for some initiative for which the SO teams do not have their own funding

While in South Africa, each member of the WIDTECH team looked for small grants opportunities. We also discussed them at our team meeting on January 31, 1998. Here are some of the basic ideas:

**Small Grants Ideas**

*Regarding Democracy and Governance*

*Issue addressed* Women's NGOs tend to be unknown, low-key, out of the public eye. This means they lack resources and public support for their work, and that the public cannot appreciate the contribution they are making to the social and political transformation.

\* Grant for an NGO to provide training for women's NGOs or women-led NGOs on "Marketing and Promotion" so that they might promote their activities more effectively to donors, the press, the government and their provincial and local governments.

*Issue addressed* Local community-based initiatives by and for women within a province do not know about one another. Information and networking tend to be vertical from national to provincial, rather than horizontal.

\* Competition for grants to a local, provincially based organization in each of 2-3 provinces, to develop a directory.

*Issue addressed* Sustainability of NGOs depends on good Boards, and sustainability depends on being representative and responsive to broad and diverse societal interests. Following a traditional “culture of silence” and inexperience as decision-makers, women do not tend to contribute actively to Boards – and Boards do not tend to value and encourage such input.

\* Grant to train trainers to provide Gender Training for Boards of Directors for “all” NGOs

*Issue addressed* Conflict resolution is a critical means of preventing future problems and of resolving problems with long-term solutions that take into account impacts and needs of all members of a community or group. Women must be involved. Gendered power relations must be acknowledged as factors in discussion and resolution of differences.

\* Grant to help conflict resolution programs integrate gender into their curricula – to bring together a number of the projects and facilitate a process among them to identify gender issues in conflict resolution, negotiation and mediation.

*Issue addressed* Need to build awareness of the rights of the girl-child, and the opportunity to do so within the schools.

\* Grant to NIPILAR’s Gender Unit, that is starting a pilot project in schools in Gauteng Province, to develop a project within the schools that engages boy and girl students in developing a program about the rights of the girl child. (See DG appendix re NIPILAR’s programs)

*Issue addressed* The needs of African women in rural areas, and the way to provide accessible, relevant training, are different from those used in urban areas.

\* Grant to identify legal literacy or human rights training in rural areas, and organizations with expertise, to disseminate information so mainstream NGOs may partner with them.

### ***Regarding Education/HCD***

*Issue addressed* Pervasive violence against girls and women in educational settings is threatening their educational opportunities and performance.

\* Grant to group to research and develop an educational videotape on sexual harassment and abuse in education, which would be used to educate teachers, administrators, parents, students and members of the general public about the problem and how to deal with it. Possible candidates for this might be FAWE-South Africa, the Sexual Harassment Education Project or NISAA.

\* Grant for HDI(s) to establish Working Group to develop pattern sexual harassment policies and enforcement mechanisms.

*Issue addressed* Gender bias in educational curricula.

\* Grant to NGO to develop supplementary teaching materials to address gender bias in the curriculum and to encourage girls to study math, science and technology. This could result in the development of booklets, a calendar, or a special issue of the newspaper education supplement focusing on gender issues in education in South Africa. It might be a collaborative effort between NGO(s) and a university.

*Issue addressed* Women’s needs on campus, regarding such issues as safety and academic experience, are not being addressed. There is also a need to give women opportunities to develop leadership skills and “democratic skills” before encouraging them to enter government.

\* Grant to women’s student group at HDI(s) that may be interested in building mechanisms for student government that engages women on issues of concern to them, including safety, family support, specialized training, mentoring, etc.

*Issue addressed* With violence against women such a problem, there are still not sufficient mechanisms for response. There is both street/stranger violence, and family violence. Women need treatment and the opportunity to get on their feet, believe in themselves, have independent lives. This requires professional help.

\* Grant to offer bursaries to social workers for them to work with organizations addressing violence against women, such as NISAA, WAWA, POWA etc. Often the social work students need, at the very least, financing for small costs like safe transportation to/from internship.

### ***Regarding HIV/AIDS***

*Issue addressed* Men frankly state that they will not be seen obtaining condoms, it is not "cool". Instead, they depend on sisters, friends, mothers and maybe the women with whom they are having sex. In addition, there is real concern about whether men will in fact use protection.

\* Grant to NGO working with young men to develop innovative ways to reach young men and women regarding their responsibility for preventing the spread of HIV/AIDS/STDs.

*Issue addressed* South Africans are still in a phase of denial. They are more focused on the horrors of violence than on the additional, somewhat invisible horrors of HIV/AIDS. There is a need to educate and mobilize the public and the government.

\* Grant to NGO that focuses on HIV/AIDS but needs advocacy training/strengthening to have greater impact on government policies and on public opinion.

\* Grant to support a study that show the connection between violence and HIV/AIDS as many people still believe violence is their number 1 concern and not AIDS.

*Issue addressed* The treatment and caring for persons with HIV/AIDS imposes terrible stresses on families and caretakers. They, too, will need support — and many, if not most, are women. Something needs to be done to help women to deal with burden of caring for the ill and for their children.

\* Grant to Vuleka to offer a Stress Management Workshop to the DOH, representatives of Provincial Officers and the OSW.

### ***Regarding Private Sector Development***

*Issue addressed* Women are starting businesses, and have the capacity to provide for themselves and their families — as well as creating jobs for others. But they do not seem to access further expertise and mentoring as men do. They need some additional guidance to help them grow their businesses.

\* Grant to organization that would establish a mentoring and networking program for women in business. To connect successful businesswomen who have been to US on study tours with new women entrepreneurs, including those who are ready to graduate from survivalist microenterprises to small businesses.

*Issue addressed* Government/municipal contracts can be very lucrative, and a wonderful opportunity for businesses. Getting those contracts requires experience, connections and a belief that they are accessible. Women's businesses can be more isolated, and women often lack the determination and wherewithal to get these contracts. With some support, they ought to begin to qualify.

\* Grant to business center, microenterprise project, or business school to develop a training program to help women-run NGOs and women-owned businesses to respond to local government tenders.

***Regarding Housing and Urban Services***

*Issue addressed* Housing and urban services matter a great deal to women, but they are not expressing their needs or making their preferences heard. They could be more active and effective players, helping to design housing and to allocate resources, but they need skills.

\* Grant to NGO or women's group that is focusing on housing issues, but needs support or strengthening for advocacy, lobbying and promotion. Women need to be more effective in expressing their perspectives and impacting decision making, by local governments and by financial institutions, relating to housing and urban services.

*Issue addressed* Most South Africans (and, therefore, many women) look at the environment in terms of their immediate housing needs. They are not thinking in terms of sustainability or health hazards. There is a need for educating, opening peoples' minds to environmental impacts and opportunities — and women are a constituency that is likely to care a great deal about them.

\* Grant to group focusing on environmental issues related to housing or municipal/urban services. Either a women's group, or an NGO that makes a commitment to engage women fully in its work.

*Issue addressed* Women are beginning to be in the building trades, but there are cultural and financial barriers. If they had some guidance, they could grow along with other businesses.

\* Project to help women in building trades to expand their businesses. To share experience with one another, to identify and capitalize on related business opportunities. Idea is to connect SO#5 and SO#6, to leverage women contributing to housing programs on small, limited scale, to include micro-finance/women-owned businesses in construction.

**Next Steps**

The above are some general ideas. They leave room for other ideas, be they related or just additional. They are all subject, of course, to there being (1) some interest by a NGO, organization, etc., (2) the interested party having the capacity to deliver, and (3) there being some opportunity to open the work to competitive bidding.

If you are interested in pursuing any of them, please let us know. We are just awaiting final approval from G/WID's contracts office to begin disbursing Small Grants monies.

## Appendix GA-4

### Information Regarding Women's and Gender Initiatives in South Africa

#### The Commission on Gender Equality (CGE)

##### *Background*

The CGE held its first weekly meetings in March 1997, and was up and running in May 1997. As of December 1997, the CGE had two staff, temporary offices and borrowed computers. It had plans of action, budgets and donor interest, but lacked committed resources. The CGE is tasked with focusing public attention on gender issues and spotlighting women's contributions, successes, and needs. It will sponsor hearings as a means of raising the public profile of issues — getting the media involved. In terms of the CGE's role, it is currently very important that South Africans are clear about the CGE's mission. It needs to reach people throughout the country, but has a limited capacity to respond/input at the local level. Partnerships with women's NGOs and with local players will be extremely important for the CGE to accomplish its objectives.

##### *Issues*

**Local government** The CGE sees the local level as an area where it should have the most relation, but the question is how to do it with limited resources. For now, are focusing on four provinces. There is some consideration of creating "One-Stop-Shopping" to cover Human Rights, Protector and CGE at the Provincial level. There is a green paper that *lacks* gender. Unfortunately, the report of the Gender Advocacy Project in Capetown was not integrated into the green paper. Consequently, there are already some *big* concerns about input and changes to the green paper before the white paper comes out. The CGE is concerned that both men and women, but perhaps women more so, become disempowered once they are councilors. There is a need for training to transform activists into good, effective government officials.

**Economics** The CGE is looking at economic issues, but would like to use what already exists. For example, they have initiated a partnership with the SEWU (Self-employed Women's Union) to sponsor a conference.

**Law reform** The CGE is concerned about the pending issues of customary law and South African formal law. Marriage is a key test issue.

#### The Gender Department of the National Institute for Public Interest Law and Research (NIPILAR)

In 1995, NIPILAR and the Community Law Centre published a booklet to explain the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). The booklet was published in 11 official languages and distributed widely. South Africa completed its first report under CEDAW for reporting in 1998 (either in January or June). To share that report with the public, NIPILAR's Gender Department hosted a national conference on CEDAW on December 10, 1997.

NIPILAR's Gender Department wants to develop a CEDAW newsletter. It would be bimonthly, and go to the "average" women in communities, etc. The issues would focus on specific articles of CEDAW, e.g. health or rural development, and would highlight needs and activities and accomplishments throughout South Africa. They want to establish a working group that will be responsible for writing the articles, but they will need to hire someone for layout. They aim to have the first issue published at the end of April. The newsletters would also be used by NIPILAR's Advice Centers.

NIPILAR is putting together a course on Gender and Development that it will offer to government offices. The Gender Unit partners for training with CONTRALESA, SALGA, COSATU, SACC, and Human Rights and Democracy Centers. They have a triangular basis for training, to popularize CEDAW. They hope to train 30 people from these organizations in each province, and expect each to do three training sessions.

### **The Office for the Status of Women (OSW)**

Within the Vice President's office, the Office for the Status of Women (OSW) is a governmental body that formulates and coordinates gender policy within government. It is tasked to ensure that gender is integrated into all government offices – including establishing "gender desks" or units at the national, provincial and local levels, training those staffs, establishing mechanisms to address gender issues that arise in government and, enabling government to integrate gender into policy-making and implementation. The OSW is headed by Ellen Korneguy. Like the CGE, the OSW enjoys substantial political support, but lacks financial resources to achieve its mandate. The OSW distributed its Strategy Document during an April 1998 Donor's Briefing.

### **SACC/South Africa Council of Churches**

#### ***Background***

Churches have long played a very important role in peoples' lives in South Africa. Therefore the SACC has much experience with the activism and needs of South African women. The Movement of Church Women has the possibility of becoming the largest movement in South Africa!

The SACC is seen as a good partner by many in the South African government. For example, President Mandela has called upon the churches, and asked them to cooperate on issues of crime and violence, the Minister of Education has consulted with SACC about supporting a culture of learning and teaching, the CGE has reached out because all churches reach women, and the Department of Health has asked SACC to recruit healthcare providers for hospitals in the Eastern Cape. The SACC is one means of extending training or information to rural or less-connected women. More specifically, the SACC recommends using the churches' Thursday afternoon women's groups. After church on Sundays is another alternative, and it captures professional women or those in the formal sector who may not get Thursday afternoons off.

#### ***Issues***

The SACC has not had many dealings with USAID because it has had difficulty with USAID's funding criteria. While SACC understands the underlying rationale for the requirements, they are concerned that grassroots women's groups can't meet the criteria — and that the NGOs that are

intermediaries should have ways of extending support to that level. They point out that when one works with women's group in rural areas, one has to be careful about literacy. It is often not possible to pass out written materials — and one cannot expect women to sign their names to show receipt of travel reimbursement. If there are surveys or information sheets at the beginning of a session, it may be better to break into small groups and have one woman who is literate be the recorder of information about the group. The SACC expresses concern about USAID's urban bias.

The SACC understands that USAID is now working more with government and less with NGOs. It warns, however, that working with the government can be very slow. The SACC put in a proposal *a year ago* for a project for women on cervical cancer. They are still waiting for funding — and in the meantime, women are dying.

Regarding violence against women, the churches really do not know how to handle it. Men do not know how to deal with it. Whether it stems from a generation without strong family units, from a legacy of de-humanizing systems, from poverty and unemployment, no one knows for sure. The SACC is targeting male clergy — not calling their outreach “gender training”, but they are working on it. In addition, the SACC is trying to do participatory research in Free State, getting both men and women to participate. They gather the information and *then* ask what can be done. They are targeting men in their thirties who can be some of the worst offenders.

### **South African Local Government Association (SALGA) Gender Working Group**

#### ***Background***

In terms of developing, supporting and building the capacity of local government, SALGA is a critical partner or mechanism. Constitutionally mandated, SALGA has a broad, national role for developing a coherent program. SALGA is also the key to local government management, is the voice of local government and, very importantly, plays a transformational or development role in SA today.

In terms of gender, it is important to note that the SALGA constitution has gender imbedded into it. Its Gender Working Group is concerned about the quality of women in local government. They believe it is necessary to demonstrate the positive impacts of women, particularly if there is any question about justifying the 50% quota in the ANC.

The SALGA Gender Working Group was not pleased with the White Paper process on local government because of the failure to address gender issues. There were submissions by SALGA, CGE, Land Trust, Gender Advocacy Project, but they were not sufficiently used.<sup>1</sup>

#### ***Training needs***

The SALGA GWG has been seeking means of training for Councilors that includes gender issues. They want training that will prepare Councilors to be aware of gender, and how it relates to

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<sup>1</sup> Note: This case may illustrate a problem with USAID-funded projects failing to consider gender. It may be that IDASA or NDI or SAIRR gave input to the process and did not consider gender. Apart from whether USAID takes affirmative steps to address gender or to integrate gender into its partners' programs, it should take measures to ensure that its partners are not undermining others' efforts to focus attention on gender.

budgeting, administration, relations with constituencies, etc. They want to provide training with a “gender lens”, i.e. how to look at issues and ask questions. Their position is that this must be structured into local government — and will result in gender-aware policies.

In fact, there were to be training workshops in each province during the first week of March. The SALGA GWG arranged with NIPILAR for it to train 30 facilitators in each province, which is very welcome because SALGA was left out of the CEDAW process. They hope training will be tailored for local government officials, with a focus on particularly relevant Articles. Each trainer will then be expected to run three workshops in her/his own province — which should result in training for approximately 4,000 councilors over 6 weeks! But, while NIPILAR will cover training costs of the first trainers’ training, there will be issues of transport and accommodations for participants in the provincial training sessions.

Another training issue is that women in local government need skills in presentation, negotiation, English, “Rules” in Local Council debates, networking/coalition-building, and lobbying. They also would like help managing the gender dynamics within training, workshops and discussions. SALGA does not expect to do all this itself. Rather, it would like to “contract them out” by identifying NGOs or others to take them on. For example, they would welcome relationship with an NGO that could help with training (gender and/or “skills” for government).

### ***Institution-building***

The SALGA GWG is looking at gender structures in local government, and sees a need for guidelines. It believes that the Provincial Associations for Local Government should facilitate the process of establishing local councils. But if structures are set up, there is a need to influence the Terms of Reference. The GWG is **very** concerned about (1) Ensuring that administrative structures support political persons and (2) Ensuring that councilors understand gender impacts.

The SALGA Gender Working Group has its own institutional needs, including

- A lack of administrative support,
- Problems of sustainability because its members are politicians, and therefore may not continue on the Working Group after the next elections. They consequently need technical people, like civil servants, whose continuation would not depend on election results.
- Each Provincial Local Government Association should have a Gender Director — for whom they need to draft Terms of Reference and design some training courses.

### **Women’s Empowerment Unit of the Legislative Speakers’ Forum**

#### ***Background***

The Speakers Forum is made up of all speakers and deputies at the national and provincial level. It is intended as a means of ensuring cooperation among institutions. The capacity-building for the Speakers Forum included networking, study tours, etc. Within the Speakers Forum there is a focus on the development of women parliamentarians through the Women’s Empowerment Unit (WEU). The WEU has five task team members, all of whom are Speakers Forum members. While they focus on the empowerment of women, they are answerable to the Speakers Forum. The head of the WEU is Deputy Speaker Lindiwe Zulu.

The WEU has received support from the European Union's program on institution-building for legislatures, and SIDA took up these particular gender issues. The SIDA funding supports three phases: (1) Setting up the WEU office, doing a needs assessment<sup>2</sup> and developing preliminary training programs, (2) Developing training for women parliamentarians (for which a study was to begin in February and be complete by April) to determine their training needs, e.g. sexual harassment), and (3) Integrating gender into training/induction for new members<sup>3</sup>.

But for the actual training, WEU is looking for organizations or donors that might provide training, such as how women parliamentarians should work with their constituencies. They have already scheduled two workshops on gender awareness for March and April 1998 — the first for women only and to focus on understanding gender as a concept, and the second to engage men to understand how their attitudes impact and impinge on women's participation in Parliament. For the future, there is concern about the human resource development of new MPs. There is also an interest in developing manuals, such as sexual harassment policies, that will serve as ongoing resources, training materials and guidelines.

The WEU is also interested in Women's Caucuses, collecting information and sending it to women in the provinces (e.g. WEU bought copies of the CGE's report to be sure that the resource centers in each Legislature have information relating to women), and disseminating the information in PRODDER regarding NGOs. Lastly, the WEU wants to be sure that the media takes women in politics seriously. To this end, it has arranged in collaboration with USIS to hold a luncheon for senior journalists, the Speaker and Deputy Speaker of the National Assembly, contact person in the legislatures, members of the Task Team, and communications departments of both the National Assembly and the Provincial Legislatures.

### **Women's National Coalition**

Many of the current legal and constitutional mechanisms that address gender stem from efforts by the "National Coalition of South African Women," which had membership across political, racial and religious lines, and also included the ANC's Women's League. In February 1994, the Women's National Coalition<sup>4</sup> convened a National Convention at which delegates adopted a Women's Charter for Effective Equality.

The Women's National Coalition (WNC) has a new lease on life. Originally, the WNC was created by temporary mandate to respond to the electoral and constitutional opportunities of 1994. After several years of debate between the WNC and the ANC Women's League, a permanent charter was signed in June 1997. In addition, the WNC has undergone a re-engineering process to shift from a centrally controlled organization to a membership organization.

The WNC will re-launch itself in April 1998. It will emphasize advocacy and information dissemination, with particular focus on economic rights, women in government and women and the law. To achieve its objectives, the WNC has developed a communications strategy. To address sustainability and to ensure women's opportunities in economic as well as political realms, the WNC has established an Investment Company and a Women's Trust Fund. It is hoped that the Investment

<sup>2</sup> WEU employed Natasha Primo to begin in Mpumalanga in late January.

<sup>3</sup> The EU funded a general needs assessment about preparing new members, but failed to include gender.

<sup>4</sup> The Women's National Coalition is the name of the NGO formed from the National Coalition.

Company will generate funding for the WNC and for the Trust fund, and that the Trust Fund will eventually support a broad range of women's projects

**ANNEX GA-5**

**EXAMPLES OF INITIATIVES BY AND FOR WOMEN IN SOUTH AFRICA**

- The Advice Desk Durban Assistance Relating to Domestic Violence GA 21
- Commission on Gender Equality Information Brochure GA-23
- NISAA Institute for Women's Development, Lenasia Information Brochure GA-25
- Thuthukile Services Durban First Page Regarding Gender & Development Course GA 27
- UMTAPO Centre Durban Women's Leadership Training Programme 1997 GA 29
- The Women's Empowerment Unit Workplan for January-June 1998 GA-31
- Women's Institute for Leadership Development & Democracy (WILDD) Information Brochure GA-33
- The Women's National Coalition Information Brochure GA 35

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**HURTS**

**EVERYONE**

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to end  
**VIOLENCE!**

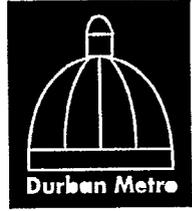


Learn to  
**LIVE**  
without  
**VIOLENCE**

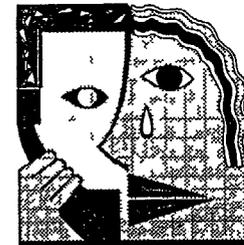


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VIOLENCE  
IN YOUR LIFE  
NOW!**

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**DURBAN  
SUPPORTS  
ZERO  
TOLERANCE  
FOR  
DOMESTIC  
VIOLENCE**



## MYTHS ABOUT DOMESTIC VIOLENCE

- ▼ (1) Only a small number of women are subjected to Domestic Violence
- ▼ (2) Domestic Violence only happens within poor or black families
- ▼ (3) Violent men are mentally ill
- ▼ (4) Violent men cannot control their violence
- ▼ (5) Women enjoy battered
- ▼ (6) Abused women deserve to be beaten - they provoke the abuse
- ▼ (7) Abused women can always leave
- ▼ (8) Alcohol causes abuse
- ▼ (9) Children need their fathers even if he is violent

## WHERE YOU CAN GET HELP

- (1) ADVICE DESK FOR ABUSED WOMEN  
TEL (031) 204 4923  
(031) 204 4862
- (2) FAMSA  
TEL (031) 304 8991
- (3) LIFELINE  
TEL (031) 232323
- (4) NICRO  
TEL (031) 304 2761/2
- (5) MENTAL HEALTH (for rape victims)  
TEL (031) 301 1781

## UNDERSTANDING VIOLENCE

- Violence is a learned behaviour that can be unlearned Other behaviours CAN be substituted
- You are allowed to be angry and need to learn to express it in a way which does not punish others
- Violence is the responsibility of the person who uses it
- You will always have stress in your life You can learn to respond to stress without punishing someone
- Violence is NOT an acceptable way to solve a problem

TAKE THE FIRST STEP TODAY

*Learn to live*

*WITHOUT VIOLENCE*

*For confidential assistance and advice call  
or e mail us at -*

**THE ADVICE DESK**

Tel 2044922/3-2044862 Fax 2044924  
Private Bag X54001, Durban 4000  
South Africa

Court Project 3024356

Zululand 0351-93558

website [http //www websol co za/women](http://www.websol.co.za/women)

e-mail [adesk@pixie udw ac za](mailto:adesk@pixie.udw.ac.za)

## WHAT IS THE COMMISSION ON GENDER EQUALITY?

### *Established by the Constitution*

The Commission on Gender Equality is established in terms of the Constitution of the Republic of South Africa to promote respect for gender equality and the protection, development and attainment of gender equality

### *An independent body*

It is an independent Commission which must report to Parliament every year

### *The Commissioners*

There are twelve Commissioners including a chairperson. The Commissioners were nominated by the public and selected by a special parliamentary committee. The President has appointed them. The Commissioners will be assisted by a small staff in carrying out their work

### *The functions of the Commission*

- **A watchdog for gender equality** The Commission is authorised to monitor and evaluate policies and practices of government at all levels, the private sector and the other organisations to ensure that they protect and promote gender equality. If the Commission finds examples of inequality, it can make any recommendations to remove this inequality
- **Public Education and Information** The Commission will embark on public campaigns to inform and educate the public about gender equality
- **Keeping a check on the laws passed by Parliament.** The Commission will monitor national and provincial parliaments to ensure that laws promote gender equality. If the Commission identifies any problems in a law, it may recommend to Parliament

that the law be changed. The CGE may even recommend the adoption of new laws to promote gender equality and the status of women

- **Investigating inequality** The Commission is given the power to investigate any instance of inequality. It can try and resolve a case on inequality by mediation or litigation, or by referring the complaint to the relevant body, such as the courts, the Public Protector or the Human Rights Commission. The Commission may also try and solve a problem of inequality by suggesting law reform, changes in government policy or administrative procedures. The law gives the Commission extensive powers to carry out its investigations. For example it may subpoena people to give evidence before it. It may also enter premises and seize relevant documents. These powers must be exercised in the line with the Bill of Rights

- **Research** The Commission will carry out research

### *Working with other organisations*

The Commission will as far as is practicable liaise and work with other institutions and organisations in carrying out functions. It will not duplicate the work of others but will work co-operatively to ensure that gender equality is protected in the most effective way

### *Prioritising the most disadvantaged women*

In carrying over its functions the Commission will try and ensure that it impacts on the lives of the most marginalised and disadvantaged groups of women

### TEMPORARY CONTACT ADDRESS FOR THE CGE

2nd Floor, South Wing, Fedsure Forum,  
Cnr Van Der Walt & Pretorius Street, Pretoria

Contact Numbers 012 3224482

# "A Women's Guide to the Gender Equality Commission and the Human Rights Commission"

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## WHAT IS THE SOUTH AFRICAN HUMAN RIGHTS COMMISSION?

The South African Human Rights Commission (SAHRC) was set up in 1995 by the Human Rights Commission Act 54 of 1994. It was officially launched on 21 March 1996 (Human Rights Day). Its tasks are to

- develop a culture of human rights in the whole of South Africa
- educate South Africans about human rights
- receive complaints about violations of human rights and to take cases to court, including the Constitutional Court if necessary,
- investigate human rights violations and if necessary, find ways of correcting the wrong,
- undertake research on human rights in South Africa and internationally,
- advise government on human rights and monitor how government promotes and protects human rights, and
- monitor laws written at all levels of government (local provincial and national) to ensure they observe human rights

## WHY DO WE NEED THE SAHRC?

South Africa needs a Human Rights Commission because in the past people's rights were not respected. Many people suffered as a result. Now, all the people of South Africa are protected by the fundamental rights that are given

to them in the Bill of Rights in the Constitution. The SAHRC is guided by the Bill of Rights in its national task of protecting and promoting your rights. Each year it must report on its work to Parliament.

The SAHRC can make use of the various powers given to it to do its work properly. It will investigate complaints of human rights violations, and anyone can be called as a witness by the SAHRC during these investigations. However, cases will often be settled simply - through discussion and mediation. Although it is not a court of law, the SAHRC's decisions can be enforced through the courts.

## HOW DO I BRING MY CASE TO THE SAHRC?

If you are not sure whether your case involves a human rights abuse, call, write or visit us at one of the addresses on the back of this leaflet. SAHRC staff are there to advise and help you.

*You can tell someone your complaint by*

1. Calling the offices of the SAHRC
2. Sending a fax or letter to the Legal Department of the SAHRC in the language of your choice

OR

3. Make an appointment to visit the office of the SAHRC. If you want to come to one of the offices please try to make an appointment first. Then write out the details of your complaint in the language of your choice and have it with you when you

come. Do not worry if you cannot write - the SAHRC will help you write out your statement.

There are other organisations which help people solve problems. These include the Black Sash, Labour Advice Centres, Lawyers For Human Rights, the Office of the Public Protector and the Consumer Protection Society. Please do not worry if you are referred to another office. These organisations are also there to protect you and help you if you are experiencing difficulties. The services of the SAHRC and of most advice centres are free.

In every serious case the SAHRC will use its powers to take a complaint to court. This will happen only if all other attempts to solve the problem have failed. Remember, our task is to help you.

## SOUTH AFRICAN HUMAN RIGHTS COMMISSION

Entrance 1, Wilds View,  
Isle of Houghton, Boundary Road,  
Parktown, Johannesburg,

Private Bag 2700, Houghton, 2041.

Tel No. 011-4848300

Fax No. 011-4848403

Information Provided By Human Rights  
Commission, & Gender Equality Commission  
Sponsored by the EU Human Rights Foundation &  
Japanese Embassy

One woman is  
**KILLED**  
 every six days  
 by her partner

—

One woman is  
**RAPED**  
 every  
**35 seconds**

—

One woman  
 in four is  
**BEATEN**  
 regularly by  
 her partner

## WHO IS NISAA?



Poster A (594 x 420 mm)

The Nisaa Institute for Women's Development was founded in 1994 by a group of committed women activists. Nisaa is a community based, non-governmental non-profit organisation which focuses on the abuse of women and women's issues. Nisaa is opposed to all forms of oppression, exploitation and violence against

women. Nisaa subscribes to the principle of non-sectarianism and social transformation. The organisation is dedicated to promoting and acknowledging women's self and collective empowerment and their contribution to politics, economics, social and community based activities.

## OBJECTIVES

Nisaa's objectives are to

- Encourage women to gain control and autonomy over their lives in ways that they deem appropriate
- Provide refuge for women survivors of violence and their children when their lives are endangered by interpersonal violence
- Establish organisational links and mechanisms that enable the use of community, municipal, national and international resources for women's emancipation
- Lobby for appropriate legislation and resources that protect and maintain the dignity of survivors of violence
- Raise awareness on violence against women through education and training

## WHAT DOES NISAA OFFER?

### Shelter

- Emergency accommodation for 20 abused women and their children
- Counselling for women and their children
- Weekly house meetings and group sessions
- Support services (life skills development, and referrals)

### Public Education and Awareness

- Media presentations
- Education and awareness campaigns
- Workshops and talks from grassroots to professional levels
- Organizing and hosting workshops, conferences and seminars

### Counselling

The counselling service includes face to face and telephone counselling, after-hours emergency services and



Poster C (594 x 420 mm)

- referrals. Long term and group counselling for women and children is also available
- Training
- The training component of Nisaa is multi-faceted and includes:
  - Life skills
  - Police and court personnel
  - Professionals, nurses and doctors
  - High school peer counselling
  - Volunteers
- Gender issues
- Train the trainer
- Young women's leadership training
- Fund-raising workshops
- Training of shelter workers



Poster B (594 x 420 mm)

## Consultancy Services

Offered for the establishment of shelters and projects on violence against women as well as organisational development

## Publications

Some of Nisaa's publications include

- *The Rising Voices of Women* which records the proceedings of the international *Women and Politics Conference* hosted by Nisaa
- *The Nisaa Journal* an annual publication which diarises the events of the organisation and the sector on violence against women
- Research papers including *Women Abuse in South Africa - an Exploratory Study*
- A Guide for survivors of abuse, various training manuals and a book on sheltering and violence against women in South Africa (in progress)
- Nisaa is a correspondent for *LOLApres*, an international



Poster D (594 x 420 mm)

- *Women Abuse: Knowledge, Attitudes and Practices of Indian General Practitioners in Lenasia*
- *Does the Nisaa Crisis Shelter Meet the needs of Abused Women?*
- *A Profile of the Consumer's Served In Office Based Counselling at the Nisaa Institute for Women's Development: 1995-96*
- *An Evaluation of Nisaa as a community service for battered women*

feminist publication

Nisaa recently produced and edited *LOLApres* Volume 8

• Encourages student research To date four dissertations have been completed by students who have been placed at Nisaa from Rand Afrikaans University (RAU), and the University of the Witwatersrand (WITS) These include

**nisaa**   
Institute for Women's Development

## Networking and collaborative initiatives

At a regional level this includes the active participation in working with the Gauteng Network Against Violence Against Women and organisation offering services on violence against women At a national level it includes participation in the National Network Against Violence Against Women as well as with its affiliates and non affiliates Some of the networks internationally include The Life Crisis Institute, Women's Rights Network, Lola Press SADC countries, WILDAF and others



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## HOW CAN YOU HELP NISAA?

- Offer your time as a volunteer
- Assist with Fundraising and awareness campaigns
- Make a contribution either in cash or kind

### I would like...

to be on your mailing list Yes  No

to support your work with abused women and their children Please accept my donation of R10  R20  R50  R100  Other \_\_\_\_\_

Name \_\_\_\_\_

Physical Address \_\_\_\_\_

Postal Address \_\_\_\_\_

Contact Number \_\_\_\_\_

Tel \_\_\_\_\_

Fax \_\_\_\_\_ e-mail \_\_\_\_\_

Please post to Nisaa PO Box 1057 Lenasia 1820, Johannesburg South Africa Fundraising Number: 0110011270007

## HELP SPREAD THE MESSAGE

Now you can help spread the message and help support Nisaa at the same time!



Sticker A (50 x 250 mm)



Button A (37 mm)



Sticker B (50 x 250 mm)



Button B



Sticker C (50 x 250 mm)



Button C



Sticker D (50 x 250 mm)



Button D

Enter the quantity of each item you would like to order and tick the right box for the posters stickers or buttons of your choice Stocks are limited All prices include VAT

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9 December 1997

THUTHUKILE SERVICES - TRAINING CONSULTANT

CONTACT PERSON - JABU NTULI  
J. 1344 MTSINSI ROAD  
P O KWA-MASHU  
4360  
TEL 031 5032114 / 0825796571

GENDER & DEVELOPMENT

PREAMBLE

When facilitating a process where trainees or participants are helped to understand development, Gender relations become part of the process. Often people think that gender development / education is for women and not men. This is a misconception because gender is not about women but social relations between men and women. Gender and development is for both men and women alike. To ensure that gender relations are understood it is always advisable to have both men and women in a gender and development course so that both would understand which gender relations help development and which ones hinder development.

Proposed here is a Gender and Development training module which will provide participants, with an opportunity to examine and discuss the general public's perception towards gender and development. The course explores the various gender issues around existing development strategies in the African and global context.

COURSE CONTENT

1. WHAT IS GENDER?

- To familiarise participants with the term gender.
- To engage participants in discussing their understanding and experience of gender in the context of South Africa.
- To consolidate and formulate a common understanding of the concept gender

2. WHAT IS DEVELOPMENT ?

- To acquaint participants with the term development
- To familiarise participants with theory and debate around development
- To link theories on development and gender with the participants own understanding.

## UMTAPO CENTRE

### WOMEN'S LEADERSHIP TRAINING PROGRAMME ~~1997~~

DATE	TOPIC	RESOURCE PERSONS
1 February	Orientation	Arun Naicker Thandi Mkhize Sarifa Moola
22-23 February	Gender Sensitisation	Arun Naicker Women's Programme Co-ordinator Umtapo Centre  Sarifa Moola ANCYL/SANSCO
15-16 March	Violence Against Women	NISSA INSTITUTE
19-20 April	Women and Culture	Nise Malange Co-ordinator Culture and Working Life
17-18 May	Women and Health	Women's Health Project
21-22 June	Women and the Law	Beryl Simelane Attorney Legal Resource Centre
13-13 July	Women and Politics	Asha Moodley Administrator Legal Resource Centre
16-17 August	Communication and Public Speaking <i>Self-Awareness</i>	Strini Moodley Journalist Board member CIVICUS
6-7 September	Evaluation	Rene Daries Vuleka Trust

Venue La Mercy Beach Hotel  
Beach Road  
La Mercy

FEE R 100 for 9 workshops (incl accomodation and meals)

## The Women's Empowerment work plan for January - June 1998

This work plan consists of tasks that were supposed to have been implemented during the first phase of the project as well as some tasks for the second phase

1 The Women's Empowerment Unit did not have a launch and it is probable that either than the women's organisations that the Unit has identified as possible agencies to work with, the media and other organisations are not aware of our existence We are therefore, going to release a press alert informing everyone that we are now operational This we plan to do this week (08-12 December 1997)

2 As indicated in our report to both the Task Team and the Speakers' Forum, we have employed Dr Natasha Primo to do the needs' assessment We have agreed that the needs' assessment will start in Mpumalanga on the 21 and 22 January 1998 The co-ordinator will attend the session Prior to the start of the needs' assessment Dr Primo will us her work plan, the questionnaire and the interview schedule, to enable the Women's Empowerment Unit to comment and/or make suggestions

3 To enable women parliamentarians to understand and to take an interest in the SADCC and the Commonwealth Parliamentary Association, we plan to organise workshops during January and February The workshops will focus on the gender structures of these two organisations In addition the workshops will discuss the importance and need for women's caucus within the National Assembly and Provincial Legislatures

4 There will be two workshops on gender awareness between March and April 1988 The first workshop will concentrate on women only, and it will focus on women's understanding of gender as a concept, raise gender issues that relate or impinge on women's participation in both the National Assembly and Provincial Legislatures The workshop will take a sensitive approach to different interpretations of gender as both terminology and reality, in this case we refer to culture, education as well as race, as these may have a great influence on our understanding of gender The aim of this objective is to strive to reach a common understanding of the terminology To sensitise women to the problem of sexual harassment by male colleagues, ordinary men on the street, as well as sexual harassment of the female support staff

Participants at the second workshop will be men and women parliamentarians Whilst the workshop will adopt a similar mode as the one above It will also ask men's understanding of gender and how/whether their think their attitudes impact and impinge on women's participation in parliament

5 We would like the media to take women seriously, and to achieve this in collaboration with the USIS we are organising a luncheon, where we will invite senior journalists, the Speaker and Deputy Speaker of the National Assembly, contact persons within the Legislatures, members of the Task Team, members of the Human Resources Development, as well as communication departments of both the National Assembly and Provincial Legislatures

6 The Women's Empowerment Unit is constantly scrutinising the media to investigate issues that women parliamentarians can raise within parliament The aim

of this objective is to ensure that women in parliament take up issues that affect women. To this end the Women's Empowerment Unit on behalf of women in parliament has written a letter to the Minister of Finance requesting him to remove VAT on sanitary towels and tampons, because like mealie meal they are a necessity. We sent him another letter wherein we raised our concern about the price of femidoms. We have also written to the Ministry of Health regarding our concern that femidoms can be washed and used ten times. We will continue to do this in the New Year.

7 With the assistance of USIS we have identified an organisation that will provide women with skills to use the media. The first workshop will take place in the North West in January; we are in the process of sorting dates with other Provinces and the National Assembly.

8 With the help of SANLAM we are planning workshops on women and the budget; women are asked to identify those who will run the workshops, we will also offer advice. Gauteng Legislature has had one already, North West and Northern Province will hold theirs in January. Likewise the National Assembly and the other provinces will be advised to hold theirs before March. We are also planning to reproduce the paper that Pregs Govender at the Gauteng Legislature's workshop into a booklet.

9 In March we would like to set up an evaluation task team, to ensure that all the aspects of the work as outlined in the agreement between the South African and Swedish government are being carried out.

10 In April the Women's Empowerment Unit would like to host a meeting with all the women's organisations in the country. The purpose of this meeting is to find out what these organisations are doing so as to ensure that we do not duplicate things. We have also asked SANGONET to furnish us with a list of International Women's organisations.

11 During the HRD workshop in Cape Town in October women said that they would like to acquire skills in speed-reading. We have tried to find ways and means in which women can be helped to acquire these skills without success. We have come to the conclusion that speed-reading is a skill that cannot be developed within a day or a week; it is a skill acquired over time. Thus during April we want to investigate how women were inducted into parliament, because we are of the view that the induction somehow failed to raise women's awareness to the fact that the masses of documents they receive are/were generated through their participation in parliament.

12 We are writing to the National Assembly and all legislatures to find out if there are any international trips planned for the coming year. We are doing this as we think we ought to be informed about the trips to ensure that there is proper co-ordination as well as report backs.

13 During May/June the Women's Empowerment Unit wants to host workshops wherein women would be asked to reflect on their past, present and future. Their future vision and what can be done to ensure that more women join parliament.

## LOOKING TOWARDS THE FUTURE

The Women's Institute for Leadership Development and Democracy is preparing to play an important role in building the new South Africa of the future

We hope to

- 1 Encourage women to become self-sufficient by broadening their vision and pointing them to agencies that could be of assistance to them
- 2 Encourage women to become more involved in political parties and to express their political views more openly

## AIMS AND OBJECTIVES

- \* To mobilise against violence
- \* To train women in democracy and democratic processes
- \* To promote self-development among women
- \* To promote women to play a powerful role in existing structures and to establish strong lobby groups
- \* To enable women to participate significantly in the transformation of society
- \* To affirm women's knowledge and survival strategies
- \* To empower women within the family community and country
- \* To assist women to heal themselves in order to heal their families and society as a whole
- \* To create a culture of respect and tolerance
- \* To play a meaningful role in ending corruption
- \* To facilitate between women on the ground and resources available to them for their advancement
- \* To assist women to define development priorities within their localities and nationally



**Women's Institute  
for Leadership  
Development  
& Democracy**

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Johannesburg 2000  
☎ (011) 836-5656  
Fax (011) 836-5620**

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## MISSION STATEMENT

To transform key societal institutions ensuring that women take their rightful place in the political, economic and personal spheres of their lives through

- \* linking women in political and grassroots structures to each other
- \* empowering women through education training and development on a personal, economic and political level
- \* influencing government on the issues of grassroots women

The Women's Institute for Leadership Development and Democracy (WILDD) was established in September 1993, as a result of a process that was begun by a group of women in the Gauteng Province

The Institute works towards improving women's understanding of democracy and self-development to ensure effective participation by women in the envisaged democratic processes

The highest decision-making body of the Institute is its Board of Trustees

The Institute educates and consults with women from various organisations ranging from political parties to churches, NGOs and CBOs

The Head Office of WILDD is located in central Johannesburg within the Gauteng Province

Fieldworkers of the Institute present the education under the supervision of the Institute. They also use the expertise of professionals and other NGOs

The **DEVELOPMENT AND DEMOCRACY** programme reinforces the foundation for the intensive education programme on democracy and related matters. It focuses on women as mothers and map-makers of the future, and as catalysts for the transformation of human relationships in the country

**WOMEN AGAINST WOMEN ABUSE (WAWA) NATIONAL** assists grassroots women to establish support groups and shelters for battered women and draws these women into a national association that is currently envisaged by a number of organisations including WILDD

**WAWA LOCAL**, which is situated in Eldorado Park, serves as a model for shelters and support groups for battered women that could exist in all communities. It demonstrates that women can effectively empower themselves

**THE YOUNG WOMEN'S PROJECT (YWP)** is aimed at developing and empowering young women from all walks of life. The main thrust of the project is training in leadership skills & sexuality education

in their everyday lives depending on how power and authority are exercised in determining policy Governance raises questions of whether women are considered full citizens in the control of resources as well as decision making

The Women s Charter for Effective Equality the South African Constitution The Beijing Platform of Action and the United Nations Conventions Against All forms of Discriminations will be used to monitor and report Women s Human Rights Violations as well as engender political participation and decision making roles of women Promote links with parliamentary and Provincial Women s Caucus

Public Education will focus on increasing the role of women in decision making The role of women in a participatory Democracy Leadership Training Advocacy and Lobby skills and public participation of women in the Local Provincial and National Legislature Seminars for Local government and women

**WOMEN AND LEGISLATURE**

South Africa is attempting to transform the old laws Legislation is one of the key areas where women need to engender new Laws The role of the Women s National Coalition will be to

Review all proposed Legislation and make written and oral submissions

Participate in engendering proposed bills

prior to submission before cabinet

Commission Research on the impact of various legislation on women

Collaborate with Legal Women s rights groups to challenge negative legislation for women

Disseminate information on new legislation that promotes or impacts negatively on women to affiliate organisations

Offer seminars debates and workgroups around Legislation Impacting on

Lobby and mobilise women to advocate for gender sensitive Legislation

**WOMEN'S NATIONAL COALITION**  
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2000  
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Tel.: (011) 331-5958/9  
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Sponsored by The EL Foundation for Human Rights & Japanese Embassy

**THE WOMEN'S NATIONAL COALITION**



“We are the Women - Half of Creation, We are the Voice of Half the Nation”

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In South Africa today women constitute over 50% of the adult population. They are the largest single potentially influential group in the country.

They make up 36% of the paid workforce and they are involved in every aspect of society.

In business, in commerce, in farming, in manufacturing, in home making and of course as the nurturers of our citizens of the future, our children.

Yet their voice has seldom been heard. Very few of the decision makers in our country are women.

In the new democratic South Africa, women must play a much more progressive and influential role in shaping our country's future.

Now for the first time in the nation's history, women from a diverse range of groups as it is possible to imagine have come together to put forward the women's point of view.

### **This Powerful Force is called the WOMEN'S NATIONAL COALITION**

The Women's National Coalition embraces women from across the political, economic, social, racial, cultural and religious spectrum. It is united in the belief that progress and democracy will be limited if women are excluded from the democratic process as in our present patriarchal society.

And that there is a need for women and men to work together for a common goal of a non-sexist, non-racial and democratic South Africa.

#### **THE VISION STATEMENT**

*The vision of the Women's National Coalition is to be the leading sustainable gender equality action forum, working towards the transformation and improvement of the quality of life of all South African Women.*

#### **THE MISSION STATEMENT**

*The mission of the Women's National Coalition is to act as an effective lobby for gender equality, a networking, organising and advocating forum that works towards the improvement of the quality of life of all South African Women, in a committed and flexible manner.*

#### **THE PROGRAMMES**

In pursuing this mission, the Women's National Coalition will offer the following programmes and/or services:

- 1 A women's database and information centre
- 2 Advocacy and lobby for gender sensitive policies
- 3 National and International Women's Network

Partnerships, Exchanges and Internships

- 4 Research and monitoring of gender issues and policies
- 5 Public education and awareness raising on gender and women's rights issues

The Women's National Coalition at its Consultative Conference, May 16th to 18th 1997, was mandated to focus on three key issues:

#### **WOMEN AND THE ECONOMY**

The yearly national budget of South Africa is the most important economic policy instrument. The Women's Budget will become the focus to lobby around, analyse and collaborate with researchers for alternative economic policies.

Trade agreements signed by South Africa, such as the Lomé Convention and the World Trade Organisation, present an opportunity for women to engage all trade agreements, participate and influence the NEDLAC process.

Conduct Public Education to raise awareness and educate women about what an economy is, what role they can play in impacting and engendering economic policy.

#### **WOMEN AND GOVERNANCE**

Women experience governance problems.