

Beyond Access: Strategies to Enhance Girls' And Women's Education in South Africa

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Beyond Access: Strategies to Enhance Girls' and Women's Education in South Africa

by

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TABLE OF CONTENTS

CHAPTER ONE	
INTRODUCTION	1
WHY GENDER MATTERS	1
THE SOUTH AFRICAN GOVERNMENT’S GENDER AGENDA FOR EDUCATION	2
SCOPE OF WORK FOR THE BASIC EDUCATION SPECIALIST	3
METHODOLOGY	3
CHAPTER TWO	
HISTORY OF USAID SUPPORT FOR EDUCATION IN SOUTH AFRICA	5
EARLY SUPPORT	5
USAID’s Cooperation with the South African Government.....	6
USAID/South Africa Strategic Objective #2 and Intermediate Results	7
CHAPTER THREE	
BASIC PRIMARY EDUCATION	9
BACKGROUND.....	9
GENDER ISSUES AND RECOMMENDATIONS	10
Student-Related Issues.....	11
Teacher Training and Capacity Building.....	15
Recommendations	17
School Administration and Management.....	17
Recommendations	18
CHAPTER FOUR	
ADULT BASIC EDUCATION AND TRAINING	21
BACKGROUND.....	21
KEY GENDER ISSUES.....	22
Impacts of New Certification Requirements on Women.....	22
Relevance of the New ABET Curriculum to Women’s Needs	22
CHAPTER FIVE	
FURTHER EDUCATION AND TRAINING	25
BACKGROUND.....	25
GENDER ISSUES IN FURTHER EDUCATION AND TRAINING	26
USAID, FET, AND GENDER.....	27
CHAPTER SIX	
EARLY CHILDHOOD DEVELOPMENT	29
BACKGROUND.....	29
USAID SUPPORT FOR ECD IN SOUTH AFRICA	30
GENDER ISSUES IN ECD.....	31
Recommendations	32

CHAPTER SEVEN	
CONCLUDING REMARKS	33
REFERENCES	35
OTHER DOCUMENTS	36
ANNEX A: EXAMPLE OF HOW TO INTEGRATE GENDER IN A SINGLE PROJECT: SO #2's GRANT MANAGEMENT AND TA PROJECT	A-1
ANNEX B: GENDER ISSUES IN BASIC EDUCATION AND NEEDED ACTION	B-1
ANNEX C: PERSONS AND INSTITUTIONS CONSULTED	C-1

LIST OF TABLESTable

1	Number of Blacks (5-24 Years of Age) Enrolled in Education Institutions in South Africa, by Gender.....	9
2	Enrollment Rates for the Northern Province.....	10
3	Educators According to Rank and Gender.....	18
4	Percent Distribution of Students in ECD by Sex and Province.....	29

LIST OF ACRONYMS

ABEL	Advanced Basic Education and Literacy
ABET	Adult Basic Education and Training
CBO	Community-Based Organization
DAI	Development Alternatives, Inc. (prime contractor for WIDTECH)
DOE	South Africa Department of Education (ministry)
ECD	Early Childhood Development
FAWE	Federation for African Women Educationalists
FAWE/SA	Federation for African Women Educationalists in South Africa
FET	Further Education and Training
GETT	Gender Equity Task Team
INSE	In-Service Education and Training
NCFE	National Committee on Further Education
NGO	Nongovernmental Organization
PEI	President's Education Initiative
PRESET	Pre-Service Education and Training
RSA	Republic of South Africa
SABER	South Africa Basic Education Reconstruction Project
SO	Strategic Objective
USAID	United States Agency for International Development
USAID/SA	USAID in South Africa
WIDTECH	Women in Development Technical Assistant Project of G/WID

CHAPTER ONE 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 of South Africa realizes this, and has created a Gender Equity Task Team to examine gender issues in education and to propose actions 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, in adult basic education and training, further education and training, and early childhood development.

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.
- 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.

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. Adopting a systemic holistic approach is an effective way of gender integration which 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. A holistic and systemic approach is the best way to contribute to the empowerment of women to change their position in education and society.

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, 1998.¹

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;

¹ AnneMarie Wolpe. Gender Equity in Education in South African. A Report of the Gender Equity Task Team. Pretoria: Department of Education, December 1997.

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.²

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 USAID's assistance.

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; and
- Make actionable recommendations regarding interventions that could be taken by the SO #2 team to address these gender issues.

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.

² Wolpe, pp. 4 and 5.

- 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.

CHAPTER TWO 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 (SABER), 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, nonracist, 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 has continued 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 facilitate the establishment of 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.

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 to strengthen education assistance by integrating gender.

CHAPTER THREE 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	5,518,4531	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.

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 although enrollment rates for African and colored girls between the ages of 5 and 14 years of age are significantly higher than those for boys, female enrollment rates drop drastically after age 15, especially among African girls. A higher proportion of African male students remain in education beyond age 15, which suggests that some factors, including pregnancy and early marriage, 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	African	Colored	Colored	White	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.”³ 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.”⁴

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 by various donors through support to DOE and through grant support and technical assistance to NGOs. These issues relate to students, teachers, and administrators.

³ Wolpe.

⁴ Kate Truscott, *Gender in Education in South Africa*, April 1994, p. 41.

Student-Related Issues

The key student-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 Africa⁵ 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 housework and childcare. These gender role divisions and stereotypes still exist in the education system under transition.

For instance, a recent article in an education journal 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

⁵ Ibid.

shown in the articles. Such 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.

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.

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 Actions 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,⁶ 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.”⁷ 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.”⁸

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.

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

⁶ American Association of University Women. *Shortchange Girls: Shortchanging America. A Study of Major Findings on Girls and Education*. Washington, DC, AAUW Education Foundation, 1992.

⁷ 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.

⁸ Reported in Shindler.

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.⁹ 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 a 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 team suggests the following.

⁹ 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.

- **Curriculum Development:** South Africa’s Curriculum 2005 reform efforts and USAID support for them offer 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.
- **Gender Awareness Training:** In the transition years, donors will offer various training activities related to education. Whenever possible, it is important that in-service training of educators include training relating to gender issues in the curriculum, pregnancy among schoolgirls, and sexual abuse. Gender awareness workshops would also be helpful for educators. Some such training was provided under USAID’s Advanced Basic Education and Literacy Project in Malawi and Uganda.
- **Education about Sexual Abuse:** This problem is one that engages schools, families, and neighborhoods. It requires support and capacity building for NGOs and CBOs engaged in education and advocacy about sexual harassment. It would also be helpful to raise awareness among schoolteachers and administrators, parents, and the public about the dangers and consequences of sexual harassment in the schools.¹⁰ Such efforts might also link with those addressing the HIV/AIDS issue.

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.”¹¹ 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.

¹⁰ One approach would be to develop 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.

¹¹ UNESCO. *World Education Report*. 1995, p. 45.

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 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 of teachers in the priority subjects of math, science, technology, and English.

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,¹² 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.¹³ 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."¹⁴

¹² Shindler, p. 166.

¹³ 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.

¹⁴ Budlender, 1997, as quoted in Wolpe, 1997, p. 82.

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.

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

- 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.
- To monitor progress in this area, it would be helpful for those who provide technical assistance 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. Ideally, donors would require such data collection from all grantees and contractors.

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.”¹⁵ 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.

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,¹⁶ 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

- *Training and Capacity Building:* In supporting the training of school principals, it is important to strive for equal representation of women principals and teachers. Further, training would be more effective if women principals and teachers were invited to participate in its design. Training might also be enhanced by including some gender awareness training for women and men as a means of promoting respect and support for

¹⁵ Kate Truscott, *Gender in Education*. EPU WITS/NECC, April 1994.

¹⁶ Press conference to release the Gender Equity Task Team Report, January 29, 1998.

the education and career aspirations of girls and women. Such training might be coordinated with that provided by UNESCO and other donors.

- *Leadership Training for Women Principals:* At some point, it is important that some donor(s) support leadership training 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 women principals within South Africa, and possibly elsewhere in other African countries.

CHAPTER FOUR ADULT BASIC EDUCATION AND TRAINING

BACKGROUND

Unequal access to education, dropout rates, and poor quality education have resulted in large numbers of African 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. 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)¹⁷ 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 plan¹⁸ 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 early 1998, the mission was preparing a Technical Assistance request 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

¹⁷ Department of Education, Directorate of Adult Education and Training. Policy Document on Adult Education and Training. Johannesburg. October 1997.

¹⁸ Department of Education, Directorate of Adult Education and Training. Implementation Plan for Adult Education and Training, Provisions and Accreditation. Johannesburg. October 1997.

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 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 to assess the impact of the training on their lives, their families, and communities.

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."¹⁹ 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

¹⁹ Melissa King. Curriculum and Certification Issues for ABET. *ABET Journal* 1, (3) 1997, p. 30.

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 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 among women.

Recommendations

- In the course of developing and modifying curriculum materials, there are opportunities to remove elements of gender bias and enhance their relevance to students' lives. The development of a gender-informed and friendly ABET curriculum would enhance learning, increase motivation, and increase the impact on learners. The design and implementation of the new curriculum might be monitored to ensure that women learners get the education and training they need to become self reliant.
- ABET facilitators normally receive some set of training. That training would be enriched if it included a gender awareness component to help facilitators recognize the special needs of women and their multiple roles in the family and community.
- There is reportedly 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. Partnerships among universities, provincial departments of education, and the ABET directorate would be one way 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 attendance.

CHAPTER FIVE FURTHER EDUCATION AND TRAINING

BACKGROUND

Harsh psychological, economic, political, and social forces of the Apartheid system marginalized youth, both young men and women, from social and civil life and left them disempowered and lacking marketable skills. Young 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 21st 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”²⁰ 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.

²⁰ Department of Education. Report of the National Committee on Further Education. p. 1.

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 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."²¹

The report identifies the following gender issues that FET should target:²²

- 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;

²¹ Department of Education. *Report of the National Committee on Further Education*, Pretoria. August 1997. p. 60.

²² Ibid, p. 60.

- 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;
- Fewer women than men receive further education and training (130,000 women as compared to 500,000 men, according to a 1995 household survey);²³
- 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.

²³ 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.

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. Program design might be informed by lessons learned and success stories in further education and work force development activities in the United States and in developing countries. It will be important to pay special attention to ensuring that women have access to nontraditional fields in order to increase their economic opportunities.

CHAPTER SIX EARLY CHILDHOOD DEVELOPMENT

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.²⁴ 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.

²⁴ 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.²⁵ 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."²⁶

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

²⁵ Department of Education, Interim Policy on Childhood Development, p. 2.

²⁶ Ibid.

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.

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.²⁷ It will be important to continue support for NGOs²⁸ that provide quality training of trainers to enhance the skills of caregivers and to ensure that the children they care for receive quality care.²⁹

²⁷ Insofar as ECD centers are small businesses, such operations might be linked with training under Strategic Objective #5.

²⁸ Such as Small Beginnings, which has extensive experience and a good track record in providing training of trainers to ECD providers.

²⁹ 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.

CHAPTER SEVEN CONCLUDING REMARKS

The authors of this report encourage USAID staff to look at educational assistance through a gender lens. We have based our recommendations not only on equity considerations, but also on criteria of effectiveness and efficiency. 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 few of this report's suggestions would require any additional resources or any major change of resource allocation. Most of the pieces are there (see illustration of one project in Annex A).

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, to women as well as men.

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ANNEX A

**EXAMPLE OF HOW TO INTEGRATE GENDER
IN A SINGLE PROJECT**

EXAMPLE OF HOW TO INTEGRATE GENDER IN A SINGLE PROJECT

The recommendations show how gender can be integrated in one project. The various project components are listed in column 1. Recommendations in column 2 may 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. May provide TA for developing a Gender Policy for education and training.</p> <p>May support the national and provincial gender units in the DOE and in provincial education department to identify key gender issues in education in the 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. 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>
<p><u>2- NGO Support</u></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>Identify and support NGOs engaged in gender related activities such as:</p> <ol style="list-style-type: none"> (1) Participation of girls and women in math, science and technology, (2) combating violence against girls and women in schools and communities, (3) developing and disseminating gender training materials to sensitize educators to gender issues in education, (4) organizing and running gender training workshops for school teachers, administrators, and DOE personnel. <p>Monitor the number of women NGOs participating in USAID-supported activities, and assess the level of support provided to them.</p>

Activity	Recommendations on Gender Integration
<p>Emphasize that support to NGOs is sustainable.</p> <p>3. Program Design, applied research, and evaluation within both the RSA and NGO structures. This will focus on developing strong monitoring and evaluation systems for tracking achievements and shortcomings.</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>Might consider supporting one or more of the following activities:</p> <ol style="list-style-type: none"> 1. Establish linkages with organizations that are engaged in gender support and research activities including government entities, colleges and universities, and NGOs. 2. Support applied quantitative and qualitative research on gender issues in education; 3. Support university based activities on gender and education issues; 4. Include gender-disaggregated data in all monitoring and evaluation activities; 5. Develop capacity to undertake research, monitoring and evaluation of training impact on women and men.

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

Grants Management	Recommendations for Gender Integration
USAID will provide limited grant support to NGOs in order to help institutionalize innovative models developed with USAID Support.	<ul style="list-style-type: none">• 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.• Make sure that grassroots women's organizations working on gender in education issues have equal opportunities to submit and receive grant support.• Monitor the number of women NGOs receiving grant support and the size of grant they receive to ensure equitable distribution of grant funds.

ANNEX B

**GENDER ISSUES IN BASIC EDUCATION
AND NEEDED ACTION**

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.

GENDER ISSUES IN BASIC PRIMARY EDUCATION	ACTIONS NEEDED
<p>Background:</p> <p>Female access, relative to boys, is not a problem, the problems are mostly qualitative.</p> <p style="text-align: center;"><u>GENDER AND THE CURRICULUM</u></p> <ol style="list-style-type: none"> 1. Gender role stereotypes in school; textbooks and supplementary materials 2. A male biased curriculum content; 3. Gender bias in school subject selection: girls study knitting and sewing while boys do carpentry, gardening and metal work; 4. Limited access of girls to math, science and technology <p style="text-align: center;"><u>HOSTILE CLASSROOM ENVIRONMENT</u></p> <ul style="list-style-type: none"> • The hidden curriculum; • Student teacher interaction; <p>4& 5 <u>Sexual Harassment in the Schools, and teenage pregnancy</u></p>	<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>Research: 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>Monitoring and Evaluation: Evaluating curriculum material for gender sensitivity.</p> <p>Training: Including gender awareness training in all training activities of educators, curriculum developers and principals.</p> <p>Education and training: Training adequate numbers of female teachers in priority areas of math, science and technology.</p> <p>Curriculum Development: Developing supplementary girls' friendly curriculum in math and science and training teachers in their use.</p> <p>Research: Conducting ethnographic research on gender bias in classroom environment and teaching practices.</p> <p>Training: 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"> • Conducting surveys of sexual harassment in schools in various provinces . • 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.

GENDER ISSUES IN TEACHER TRAINING AND CAPACITY BUILDING	ACTIONS NEEDED
<p>1. Low Qualification Levels of Women Teachers and low pay.</p> <p>2. Limited opportunities for Career Advancement</p>	<ul style="list-style-type: none"> • Upgrading teacher qualifications through pre- and in-service training. • Ensuring that all programs for upgrading teacher skills include women teachers in correspondence to their numerical representation in the teaching profession; • Increasing the numbers and percentages of women teachers in the priority areas of math, science, technology and English. • Providing support to colleges of education to upgrade the pre-service training of teachers. Include gender studies in the curriculum of colleges of education. <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>
GENDER ISSUES IN SCHOOL MANAGEMENT	ACTIONS NEEDED
<p>1. School administration is dominated by men.</p> <p>2. Women Principals are often disempowered and lack resources and support systems</p> <p>3- Few Women are on School Governing Boards</p>	<p>These issues may be addressed through policy, training and capacity building activities such as:</p> <ul style="list-style-type: none"> • Providing leadership training and capacity building of senior women teachers and principals. The training should include budgeting and other school management skills. • Providing gender awareness training for women and men principals. • Conducting leadership training to encourage women to run for school boards; • Providing gender awareness training for school board members; • Collaborating with NGOs doing democracy and governance work .

<p>GENDER ISSUES IN ABET AND FURTHER EDUCATION</p>	<p>RECOMMENDATIONS FOR GENDER INTEGRATION</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;"><u>GENERAL ISSUE</u></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, may drop out.</p> <p><u>The ABET Curriculum</u></p> <p>There is a concern about gender bias in the ABET curriculum; 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>Women are the majority of ABET learners at level 1, beginner literacy level. The new ABET curriculum 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>There is a 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>

ANNEX C

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.

Sharan-Jeet Shan, Executive Director, Math Centre for Primary Teachers (011) 725 4237.

Dr. Julie Reddy, Chief of Party, Advanced Basic Education and Literacy Project (011) 7263128.

Sheri Hamilton, National Literacy Co-Operation (011) 3330583.

Geraldine Engalman, Director, Early Childhood Development, Small Beginnings (012) 3463820.

Jennifer Shindler, EduSource (011) 447 6515.

K. Pahliney, Director, Equal Opportunities, Medical University of South Africa.

Department of Education Staff

Gugu Nxumalo, Department of Education, Adult Basic Education and Training Directorate (011) 312 5368.

Mohammed Tickley, 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. Nomlamli 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.

Thandi Lewin, 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.

Embali Primary School. Orange Farm, Winnie Mazipuko, principal.