

# COMPENDIUM OF CASE STUDIES

## MAPPING & REVIEW OF VIOLENCE PREVENTION PROGRAMMES IN SOUTH AFRICA



Survivors of gender violence lead 'Take Back the Night' march, City of Johannesburg, Sixteen Days of Activism, November 2006. Copyright: Colleen Lowe Morna

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## SYNOPSIS

This compendium contains the detailed examples of promising models for primary, secondary and tertiary violence prevention interventions currently in existence in South Africa referred to in the South Africa: Model and Action Plan for Preventing Gender Violence report. The two reports should be read in tandem.

The study was commissioned by the National Prosecution Authority (NPA) and the United Nations Children's Fund (UNICEF). It sought to examine existing cases of good practise for preventing gender violence with a view to developing a prevention model and action plan for scaling up promising interventions.

Researchers examined in detail eleven case studies in three realms: individual and family, community and the broader society. Several of these interlock. The eleven case studies may be summarised as follows:

- Intervention with Microfinance for Aids and Gender Equity (Image) Study located in Limpopo which focuses on empowering women as a way of preventing gender violence and HIV and AIDS. The approach used micro-credit finance combined with gender equality training as tools for empowerment for the individual and the community.
- The Saartjie Baartman Centre for Women and Children [SBCWC] is a 'one-stop' centre for women and children who experience domestic and/or sexual violence. The SBCWC serves as a model of service clustering and entrepreneurial spirit by women for their own economic and social empowerment. Focus is mainly on secondary violence prevention.
- The Stepping Stones is an established violence prevention programme in the Eastern Cape that targets men. It is a programme for HIV prevention that aims to improve sexual health through building stronger, more gender-equitable relationships with better communication between partners.
- Hope Worldwide Men as Partners (MAP) Programme is based in Gauteng. Working with individual men in community settings, the programme emphasises the link between gender violence and HIV and AIDS and promotes active male involvement in reducing both epidemics in South Africa.
- Girls Education Movement in South Africa is a national project a school (community) intervention model created to make schools safe environments conducive to children's learning, with a particular focus on the extent to which GEM is able to combat violence against girls in schools.
- Isolabantwana – Eye of the child is a national community based child protection programme that advocates the collaboration of communities and formal resources when protecting children against abuse, neglect and exploitation.
- Project Ndabezitha is a national programme by the National Prosecuting Authority that aims to equip traditional leaders and prosecutors with skills to in dealing with domestic violence through providing training.
- NERINA -Stepping Stones – a One Stop Youth Justice Centre located in the Eastern Cape, Port Elizabeth. It operates on the principles of restorative justice and offers successful diversion and rehabilitation of children in conflict with the law. The overall purpose of the Centre is to provide for prevention and early intervention to avoid children coming unnecessarily into the system; receiving criminal records.

- Soul City Institute for Health and Development Communication (SC IHDC) is a social change project seeking to make an impact at the individual, community and socio-political level. Violence prevention and children's life skills development are some of the key areas of focus.
- Making the media work for gender justice - reviews media strategies used by Gender Links in creating awareness of gender based violence and encourage those most affected to speak out.
- Ekurhuleni 365 Day Action Plan to End Gender Violence is a case study that shows potential on how local government can play a role in ending gender based violence.

The case studies are used to develop a violence prevention model for South Africa that involves the individual, schools, communities, traditional authorities, the media and politicians. The argument is made that if all of these become sites for fighting gender violence, this scourge will abate. Recommendations include a substantial increase in state support for preventing gender violence, as opposed to simply responding and providing support (see accompanying report: South Africa: Model and Action Plan for Preventing Gender Violence).

## SECTION ONE: INDIVIDUAL AND FAMILY

The case studies in this section concern empowering women and working with men. These are the Microfinance for Aids and Gender Equity (Image); Saartjie Baartman Centre for Women and Children as well as Stepping Stones.

### CASE STUDY ONE

Name of project / campaign: Intervention with Microfinance for Aids and Gender Equity (Image) Study

Location: Limpopo

Ecological realm: Individual, community

### Synopsis

The Intervention with Microfinance for Aids and Gender Equity (IMAGE) Study is a five -year study involving 850 women and 4 000 young people from the rural Sekhukuneland district of South Africa's Limpopo province. It is a joint initiative between Johannesburg's University of the Witwatersrand, the London School of Hygiene and Tropical Medicine, and a microfinance provider called the Small Enterprise Foundation and targets disadvantaged women and their households.



SEF member, microfinance recipient. Photo: MA Chauke. Copyright: SEF photo image gallery

It combines the introduction of a poverty-targeted micro-finance and a participatory learning and action curriculum (Sisters for Life) for clients. The combined intervention aims to be mutually reinforcing, seeking to strengthen individual client agency and to improve household well-being, communication and power relations. IMAGE emphasises the importance of the environment in which sexual behaviours, gender-based violence and HIV infections are occurring.

IMAGE offers rural women access to microfinance - so that they can set up businesses and become economically self-sufficient - as well as gender and HIV education, to help them better negotiate sexual relationships and challenge negative attitudes within their community. The aim is to provide women with small loans to start a business and gain greater financial independence. It empowers women to stand up against violence, stay safe from HIV and changes the way they are perceived by their families and communities.

The Small Enterprise Foundation (SEF) implemented the micro-finance component of the IMAGE intervention. Based on the Grameen Bank model, groups of five women serve as guarantors for each other's loans, and all five must repay before the group qualifies for more credit. Loan centres (approximately 40 women) meet fortnightly to repay loans, apply for additional credit and discuss business plans.

The participatory learning programme, Sisters for Life, was developed and integrated into loan centre meetings. Sisters for life comprised two phases: Phase One consisted of 10 one-hour training sessions and covered topics including gender roles, cultural beliefs, relationships, communication, domestic violence, and HIV and aimed to strengthen communication skills, critical thinking and leadership. Phase Two encouraged wider community mobilisation to engage both youth and men in the intervention communities. Women considered 'natural leaders' by their peers were elected by loan centres to undertake a further week of training and subsequently worked with their centres to address priority issues including HIV and intimate partner violence.

Among women participating in the intervention, their experience of physical and/or sexual violence over the past year was reduced by half, relative to a control group of women from villages that did not receive the intervention. There was clear evidence of changes in women's empowerment - greater self confidence, more influence over household decisions, and the challenging of traditional gender norms.

Similarities can be drawn between this case study and the Australia Say NO Campaign which aimed to deal with women's vulnerability to gender violence through addressing structural factors that increase their risk.

## Context

Sekhukhuneland District is located in the Limpopo Province, in northern South Africa. Limpopo is home to over 5, 4 million people and is considered as the most rural province in South Africa comprising mainly of poor communities, ((2008) SSA)<sup>1</sup>. In per capita income terms, the province is the poorest (SSA, 2003a). 60% of households live below the poverty line and only one third of the population has access to employment. In Sekhukhuneland the poverty rate is higher than the provincial average and is estimated to be 79.1% (Kalie Pauw (2005) Provide Project: A profile of the Limpopo province: Demographics, poverty, inequality and unemployment).

Traditional leadership still maintains a degree of control in some villages but transitional local councils are very active in many study villages. The age structure of the population reflects a classic developing country pattern with nearly 50% of the population below 15 years old.

The impact of poverty in the area is compounded by high levels of unemployment (almost 40%) and labour migration to neighbouring cities. Women are the most affected as they have to stay at home to fend for the family while the men go to look for employment. It was also observed that culture and tradition in the area help perpetuate the subordinate status of women and gender based violence is widely accepted as a social norm.

While Kim was originally tasked with improving clinical services, it became clear, when confronted with the gender inequalities and poverty, and in the knowledge that the antiretroviral drugs were not a sufficient panacea, that an entirely new model was needed. The effective model could not look at individual women without looking at family and community. This model would have to go beyond clinical

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<sup>1</sup> (2008) SSA, [http://www.southafrica.info/ess\\_info/sa\\_glance/demographics/poppov.htm](http://www.southafrica.info/ess_info/sa_glance/demographics/poppov.htm)

interventions which are not enough, an examination of the social and root causes had to take place as well as an effort to shift the norms.

The IMAGE study which used a cluster randomised trial design was then used to test the hypothesis that combining a microfinance based poverty alleviation programme with participatory training on HIV risk and prevention, gender norms, domestic violence and sexuality can improve well being, empower women and lead to reductions in IPV.

#### Problem identification

Links between poverty, gender based violence and HIV were identified as important points of intervention through observing obstacles to existing health sector approaches. Formative research was conducted in the rural site in Limpopo as well as a review of international literature.

It was realised that in the past there has been an overemphasis on technical health sector interventions and a narrow perspective of what AIDS is about. Health promotion efforts have been based on the assumption that providing information is sufficient to change behaviour. Yet behaviour is complex and dynamic, and the ability to make choices about reproductive and sexual health is inextricably linked to the ability to make meaningful choices in other aspects of one's life. As a result interventions are conceptualised and implemented in a vacuum especially for women. The research showed that what is needed is a multi-level prevention strategy.

By living in a rural area prior to embarking on the project one of the lead researchers, Kim was able to develop a theoretical basis through the real privilege of living with the people. For example she observed the dynamics of relationships playing themselves out.

Domestic violence whether economic, physical or sexual abuse by a husband or boyfriend seems deeply entrenched in unequal power relations between women and men. The strategy was to empower women through microfinance to alleviate poverty and to increase their ability to make choices about their lives. The reasoning was that providing microfinance to women would bring them into the cash economy, encourage the poor to develop entrepreneurial habits and skills, and perhaps help stimulate economic growth.

Kim and her team of researchers also wanted to see whether adding a series of "workshops" on gender issues to a microfinance program could give women more power and reduce the incidence of domestic violence and the spread of HIV in their community.

Upon embarking on the project it was important to ensure that it is sustainable. At inception an economic evaluation was conducted to understand cost implications and economies of scale of the project. There were also early discussions with donors and SEF regarding potential for scale up if model is successful. In fact Microfinance by its nature is built to expand and scale up.

## Project Design

The study was conducted between 2001 and 2005 and is set in rural villages of Sekhukhuneland. Eight villages were pair-matched on estimated size and accessibility and one village from each pair was randomly allocated to receive the intervention. Prior to the study no village had access to microfinance. Women, People Living with AIDS and microfinance clients involved in formative research, and design of intervention, as well as its piloting and refinement. About 500 loan recipients were recruited.

The IMAGE study used a cluster randomised trial design to test the hypothesis that combining a microfinance based poverty alleviation program with participatory training on HIV risk and prevention, gender norms, domestic violence, and sexuality can improve economic well being, empower women and lead to reductions in intimate partner violence (IPV).

"With women making up the majority of those infected with HIV in sub-Saharan Africa, and young women at three times the risk of young men, it was clear to us that more needed to be done." The programme, Kim says, works on the principles of "women supporting women" and "strength in numbers". It also explores, and tries to question, "the deep cultural messages that surround sex and relationships in South Africa, and the way women and girls are expected to behave."

IMAGE is a programmatic structural intervention with two components which are explained in the Study Protocol<sup>2</sup> :

Tšhomišano Credit Programme (TCP): Operation of a community-level, poverty-targeted microfinance programme TCP, administered by the Small Enterprise Foundation (SEF), Tzaneen, South Africa). SEF TCP is a group based lending programme established to cater specifically for the very poor. A four week group training and recognition is conducted before these women are eligible to receive the loans. Upon enrolling the women receive the loans but each person is required to guarantee the repayment of her fellow group member's loans

Group members may apply for individual loans. In 2004 they could not exceed ZAR500 and would need to be paid back over five or 10 fortnights. Later loans are dependent on good group repayment and business value. Loans must be used for the development of income generating projects. Group savings must also be kept.



SEF Members. Photo: A Marthye  
Copyright: SEF website image gallery

Another component of TCP is centre meetings which are held periodically. Repayment of loans occurs at a fortnightly meeting of up to eight groups (40 individuals). These meetings are structured and run by the participants themselves, who elect a chairperson, treasurer and secretary. Attendance is compulsory, and meetings are used to discuss wider aspects of business development. Business assessment and training is conducted for recipients. Individuals' businesses are

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<sup>2</sup> Paul M Pronk, et al The Study Protocol: The Interventional with Microfinance for AIDS and Gender Equity Study (IMAGE Study): An integrated community randomised trial of a structural intervention to prevent HIV and gender based violence in South Africa.

regularly assessed by TCP staff. Continued involvement with TCP, and in particular the size of later loans that individuals can apply for are dependent upon these assessments.

An ongoing impact assessment is carried out. The TCP staff constantly monitors their clients and conduct regular formal assessments of the impact which involvement with the programme is having. These impact assessments are used to guide ongoing programme operation.

Sisters for Life (SFL): This comprises two phase participatory learning and action and community mobilisation programme for TCP participants ("Sisters for Life", administered by RADAR, South Africa). Tšhomišhano Centre Meetings offer the opportunity to introduce a program of training and skills development relating to gender and HIV/AIDS. The Sisters for Life program (SFL) has been developed specifically for microfinance clients in South Africa (Kim 2002; RADAR 2002). Key components of the two-phase Sisters for Life programme are;

#### Phase I

Phase I comprises a structured series of 10 one-hour training sessions based on principles of Participatory Learning and Action (PLA). Topics include gender roles, gender inequality and cultural beliefs, sexuality and relationships, and domestic violence, as well as topics relating to HIV prevention (see Table 1 in Capacity Building section below). This phase is facilitated by a team of four specially trained facilitators. The sessions are held at the beginning of microfinance meetings (fortnightly) before financial business is discussed.

#### Phase II

Phase II is an open-ended program that aims to support participants in developing and implementing responses to gender based violence and HIV infection that are appropriate to their own communities.

- ✓ Up to five 'Natural leaders' are elected by each centre.
- ✓ The 'Natural Leaders' from a number of centres are brought together for further training on leadership and community mobilisation.
- ✓ Taking these skills back to their respective centres, they are responsible for developing an Action Plan with their centres, with the aim of implementing what they regard as appropriate responses to priority issues.
- ✓ There is continued involvement of facilitators in each centre. The fortnightly one-hour session at the beginning of microfinance meetings is retained to discuss ideas, progress and problems in planning and implementing local action plans.

The IMAGE intervention therefore comprises making TCP available at the community level, and conducting SFL with all individuals who join this programme.

IMAGE = TCP + SFL.
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#### Targeting

The IMAGE study centred around data collection concentrating on three cohort groups that map broadly to the three levels at which the intervention engages; namely loan recipients, young people that live in the households of loan recipients

and communities that have access to IMAGE. Data was also collected from comparison groups to gauge whether the programme was making a difference in the targeted areas.

In these groups there was more involvement of women than men, Kim J.C. (2008)<sup>3</sup>. One of the reasons is the concern for financial sustainability with accumulating evidence showing women's higher repayment rates. The other reason is that men are often migrant workers and a mobile population in this area making them absent most of the time. Women on the other hand were less likely to be involved in mainstream jobs hence micro credit finance provided a means to earn and to become economically active in the home and community. Men were however involved in the formative research, community mobilisation, and evaluation (key informant interviews).

The poorest households were identified through a process of Participatory Wealth Ranking and given the opportunity to participate in the IMAGE intervention. Interested women were requested to form a loan group of five members. The groups would then attend the TCP and SFL programmes.

### Approach

The project design adopts a multi-prong approach focusing on both primary prevention and secondary prevention of gender violence. The project explored the effects of having a participating IMAGE client in the household on the young people who lived there. Young people are the population group most vulnerable to new HIV infection. Outcomes of interest were to measure changes in knowledge, attitudes, VCT access, communication, condom use, sexual behaviour and HIV infection.

By involving young people the project aimed to shape attitudes, knowledge and behaviour when they are still more receptive to positive influence as well as enhance their self agency especially for young women.

The TCP component of the project improves economic conditions for women and minimise risk factors that result in the initiation of gender violence and consequently of exposure to HIV. The SFL programme addresses the individual, relationships in the domestic settings and encourages community well being as recommended by the ecological model. Thus the programme is somewhat holistic in this approach combining a continuum of activities that address multiple levels of the model:

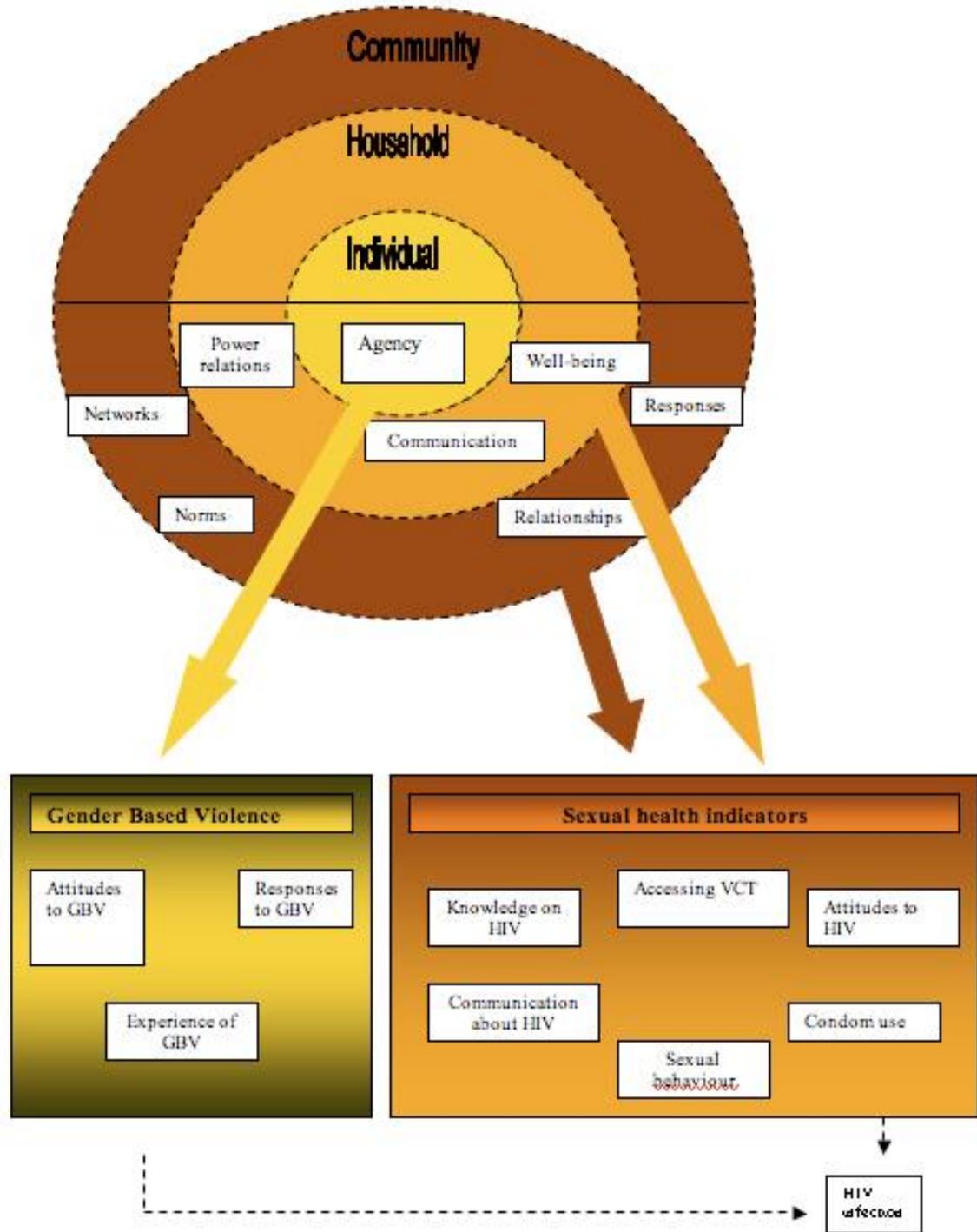
- ✓ Access to micro-finance
- ✓ Gender and HIV education
- ✓ Community mobilisation

The conceptual framework of the IMAGE is demonstrated by the diagram below:

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<sup>3</sup> Kim J.C (2008) personal correspondence with author

**IMAGE conceptual framework**



### Operationalising the theoretical framework in the IMAGE study design

IMAGE has been designed to impact the environment in which sexual behaviours and gender-based violence occur. It seeks to encourage actions that promote sexual health and prevent gender-based violence through making the environment in which they occur more enabling. The IMAGE study encompasses both this intervention programme, and a programme of research that seeks to explore the relationships described.

The IMAGE intervention engages individuals, households and communities in different but related ways, and monitors potential impacts on all of these levels (illustrated in the diagram above).

Individual women participate directly in IMAGE through involvement in income generating activities, loan centre meetings, and the Sisters for Life training sessions conducted during fortnightly meetings.

Households participate in IMAGE since economic activities almost always involve household members beyond the loan recipient. Furthermore individuals in the household might experience the effects of the training indirectly through communication, role modelling or mentorship.

Communities are the central unit at which the intervention operates. Villages where no pre-existing services had been available were randomly selected and offered participation in the programme. Recruitment of a substantial proportion (10-20%) of village households into IMAGE has the potential to generate significant community level effects. As depicted in diagram above the IMAGE study operationalises the theoretical framework and the three key levels of engagement of the IMAGE intervention. Source:

### Process

There was multi-sector involvement in the project which evolved organically. There was a level of community mobilisation and links with NGOs, police, clinics, schools among others, Kim, J (2008)<sup>4</sup>.

According to one of the co-researchers Julia Kim (2001), "the project began as a combination of chance, coincidence and synergy". She was placed Limpopo as a rural doctor, but together with others simultaneously started thinking about micro credit. It was being there and getting to know NGOs in the area that brought everything together. Some micro-credit organisations such as AIM approached her about the possibilities of working together because AIDS was wiping out loan profiles of the organisations doing it.

Participants were randomly selected from eight villages and volunteered to enrol. All participating individuals provided informed consent. Permission to conduct the study was also sought from leadership structures in each village. A community liaison board was established to provide feedback on study progress and results<sup>5</sup>.

Community driven solutions (based on local action plans developed) are a large part of the intervention through community mobilisation.

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<sup>4</sup> Kim, J. (2008) correspondence with author

<sup>5</sup> Pronyk, P.M. (2006), Effect of a structural intervention for the prevention of intimate partner violence and HIV in rural South Africa: results of a cluster randomised trial.

Loan recipients were enrolled to this study upon recruitment to IMAGE. To provide baseline data interviews were conducted before the receipt of the first micro-finance loan, and before exposure to any SFL training sessions. Matched comparison women were also recruited. The loan recipient and non-loan recipient is interviewed at this stage with a standardised questionnaire. Additionally, information on the household is gathered at this point in an interview either with the woman, or with the head of the household.

#### Evaluation

Women beneficiaries of the program have contributed to its evaluation (questionnaires, key informant interviews and focus groups) and have in some cases become image trainers themselves.

There was due recognition that gender violence is more often than not a private matter as it occurs within the home and other private places yet affecting women's participation in public and private places. The IMAGE project through loan centre meetings and community mobilisation was a public intervention yet it respected women's own evolving comfort zones for talking about and mobilising around these issues.

#### Implementation

##### Management

The project is a joint initiative between Johannesburg's University of the Witwatersrand RADAR programme in the Department of Health, the London School of Hygiene and Tropical Medicine, and a microfinance provider called the Small Enterprise Foundation (SEF).

##### Resources

The project attracted a substantial amount of resources. Financial Donors include: Henry J. Kaiser Family Foundation, The Kaiser Foundation, Department for International Development (DFID), Ford Foundation, AngloAmerican Chairman's Fund, HIVOS and Swedish International Development Agency (SIDA).

South African government's Department of Health (DOH), South Africa: Support from the DOH has been critical to establishing voluntary counselling and testing services in all clinical facilities in the region prior to commencing the IMAGE intervention. It also provides core support for the microfinance component of the IMAGE intervention.

Human resources comprised researchers from the RADAR programme from the University of Witwatersrand's Department of Public Health and SEF employees.

##### Communication

Community mobilisation, where SEF officers held door to door campaigns to enrol women from the targeted eight villages into the microfinance credit schemes, played a key role in communication the project. Those who were interested were also enrolled into the IMAGE study. Regular community feedback was given through the community liaison board.

The project has been marketed and communicated through mainstream media. Examples of media programmes were the project has been featured Mail & Guardian, O Magazine, SABC and SA FM among others. It has also published in local and

international Journals, Kim J. (2008).<sup>6</sup> It also received press coverage during on 1st December 2007 during the launch of the Lancet Publication.

### Capacity building

Both the TCP and SLF involve a great deal of capacity building. The training sessions adopt a Participatory Learning and Action approach (PLA), consisting of facilitated discussions and activities within a sequential curriculum. Topics are raised for discussion in line with the broad themes of the curriculum, and responses to questions that are raised in discussion by loan recipients are probed.

Table 1: Sisters for Life – Phase 1 Training Curriculum<sup>7</sup>:

	<b>Session</b>	<b>Goals</b>	<b>Activities</b>
1	Introductions	1) Help participants and facilitators to get to know one another and to feel comfortable 2) Overview of program	<ul style="list-style-type: none"> <li>✓ Introductions</li> <li>✓ Overall goals and program</li> <li>✓ Expectations and concerns</li> <li>✓ Ground Rules</li> </ul>
2	Reflecting on Culture	1) Consider traditional wedding songs, names, and proverbs about women, and explore their content and meaning 2) Understand how gender roles and conditioning are reinforced from an early age	<ul style="list-style-type: none"> <li>✓ Wedding songs, names and proverbs</li> <li>✓ Girls do's and don'ts</li> </ul>
3	Gender Roles	1) Consider the differential work loads and responsibilities of women and men 2) Analyze how much of women's time is devoted to others and how much to themselves	<ul style="list-style-type: none"> <li>✓ 24 Hours in a Woman's Day: map out hourly activities for a typical day</li> </ul>
4	Women's Work	1) Explore the implications of women's heavy workloads on their health and well being. 2) Understand the difference between "sex" and "gender". 3) Explore and challenge the notion of "culture" and how it reinforces gender roles and stereotypes	<ul style="list-style-type: none"> <li>✓ Continued group discussions: 24 hours in a Woman's Day</li> </ul>
5	Our Bodies, Our Selves	1) Become more comfortable speaking about the body, sexuality, and women's feelings in relation to these. 2) Explore women's understandings of their bodies, particularly in relation to menstruation and sexual intercourse	<ul style="list-style-type: none"> <li>✓ Group discussion: defining "womanhood" and what it means to be a woman</li> <li>✓ Body mapping: menstruation, sexual intercourse</li> </ul>
6	Domestic Violence	1) Explore a range of experiences which constitute domestic violence 2) Explore attitudes, beliefs, and experiences of such violence 3) Understand how it is perpetuated,	<ul style="list-style-type: none"> <li>✓ Group discussion: forms of violence experienced or witnessed</li> <li>✓ Role play: Mother-in-law speaking to daughter-in-</li> </ul>

<sup>6</sup> Kim, J. (2008) correspondence with the author

<sup>7</sup> Paul M Pronk, et al The Study Protocol: The Interventional with Microfinance for AIDS and Gender Equity Study (IMAGE Study): An integrated community randomised trial of a structural intervention to prevent HIV and gender based violence in South Africa.

Session	Goals	Activities
	and link this to prior sessions on gender roles and culture	law who has been beaten by her husband
7	<b>Gender and HIV</b> 1) Cover basic understanding of HIV/AIDS, including prevention, transmission, and myths 2) Explore reasons why women (especially young women) are at high risk 3) Link social context of women's risk to previous sessions on gender roles, culture, domestic violence	✓ Group discussion: HIV basic information ✓ Trends and statistics: women and HIV ✓ Who is at risk? Discussion of 2 stories
8	<b>Knowledge is Power</b> 1) Introduce VCT and where it is available 2) Prepare women for thinking about VCT, reasons for testing, and fears and concerns 3) Bring home the reality of HIV by speaking to a PWA	✓ VCT demonstration ✓ Visualization exercise: finding out HIV status of yourself or someone you love ✓ Disclosure session: PWA tells her story
9	<b>Empowering Change</b> 1) Explore why negotiating safer sex with a partner is difficult 2) Explore why speaking to youth about sex and HIV is difficult 3) Practice communication skills, and exchange strategies/personal experience	✓ Role play 1: Speaking to your partner about safer sex ✓ Role play 2: Speaking to a young person about sex
10	<b>Way Forward</b> 1) Summarize and link all previous sessions 2) Explore obstacles and opportunities for greater involvement of youth and men 3) Link Phase 1 to upcoming leadership training and Phase 2	✓ Review of previous sessions and appreciation of progress ✓ Group discussions: what can we change? What can't we change? ✓ Next steps and closure

## Monitoring and Evaluation

Because the project was conducted in the form of a study, a tight monitoring and evaluation mechanism was inevitably established.

After each training session a reflection meeting was held with all trainers and a researcher, to analyse and describe information ready for transcription. Additionally, an end-term focus group meeting conducted by an external facilitator will allow IMAGE clients to review and discuss their own feelings about the sessions and possible impacts on perceptions and behaviour.

## Impact

According to the evaluation of the project the levels of economic well-being improved and there was evidence of changes in women's empowerment - greater self confidence, more influence over household decisions, and the challenging of traditional gender norms.

It could be concluded that this was the intervention recognised the interplay between gaining internal skills and overcoming external barriers, of a conceptual framework that includes "power within" (internal qualities, such as self confidence or

critical thinking skills that contribute to individual agency); “power to” (the creation of new opportunities without domination; factors such as the ability to make independent decisions that determine and demonstrate agency) and “power with” (communal dimensions, such as group solidarity or collective action, which acknowledge that positive change may often be effected by people working together, rather than alone)<sup>8</sup> (Mayoux 1998, 235-241; Wallerstein 2007; Mosedale 2005).

The research measured the past year’s experience of intimate partner violence and nine indicators of empowerment. Among women participating in the intervention, their experience of physical and/or sexual violence reduced by half, relative to a control group of women from villages that were not recipients of the intervention. When trends were examined over time levels of intimate partner violence consistently decreased in all four intervention villages whereas they stayed the same or increased in the four control villages.

There were even indications that loan centres that included the workshops had higher repayment rates and fewer dropouts than those that did not. Thus, while the new support for microfinance programs is welcome, donor agencies should bear in mind that changing the status of women—and reducing the spread of HIV—may also require something else.

The nine indicators showed an increase in:

- i) Power within: - to include self confidence, financial confidence, challenges to gender norms.
- ii) Power to: - to include autonomy in decision making, their partner perceived the money they bring as contribution to household income, household communication, partnership relationship improved
- iii) Power with: to include women’s increased participation in social group membership, collective action improved.

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## Experiences of participants

The IMAGE Study documented some of the participants' experiences:

- Self confidence: I was unable to solve problems that can be solved by a small child... even at church, I had never stood to say something or lead a chorus but now I am able to do all these things, that's why I feel empowered.
- Financial confidence: It is when you can do it without looking for help from a man. You see to it, especially when your child does not have shoes.
- Challenging gender norms: To be empowered is to wear trousers. To wear trousers is choice – women choose what to wear themselves because they want to.
- Household Level: power to: Autonomy in decision making: Now that I have joined SEF I can take R100 and hire a car and take my child to hospital. And when the father comes back home, I tell him what happened to his kids. I do not always have to wait for him to give me money.
- Perceived contribution to household: Since I joined SEF my husband has been thanking me because I have been helping financially in the house.
- Household communication: I am able to talk to my kids about sex. I also find it easier to talk to my partner about his other affairs without being angry and shouting at him and I found that I make a difference because he listens.
- Partner relationship: Because we have money, the stress level has gone down and the high blood pressure is gone because we are able to help out partners with taking care of the family.
- Social group membership: What can I say about my empowerment is that I was unable to speak in public. I was unable to speak in front of a crowd. But this year I was elected chairperson of the school governing body.
- Collective action: Power has to do with leadership – when a person has power he or she should be able to lead and support people to move on in life.

Analysis of the impact monitoring data base maintained by SEF demonstrates that these gains result from a combination of building a strong business that can provide a reliable and adequate income to meet basic household needs, along with the development of assets to protect this income and reduce vulnerability.

In a statement issued 5 December 2006, Hilary Benn, UK secretary of state for international development, commented: "Changing cultural behaviour, especially attitudes towards sex and relationships, and tackling the stigma that underlies Aids, is one of the greatest challenges we face in our response to the disease. "That is why the innovation of the Image programme is an excellent example of a really practical way of dealing with a complex issue. The study helps give women more choices and power, and it is that which is helping change the lives of those most at risk." Source: SouthAfrica.info, <http://www.southafrica.info/women/image-trial.htm>

These assets include savings, which provide a fund to use in the case of emergencies, and means of managing money to meet expenditure needs for business or household purposes. In addition, human assets, in terms of business, social and participation skills, assist the effective management of the business, and the development of other livelihood opportunities. Children's education and the health of the family also contribute to the long-term sustainability and protection of the livelihood gains. Finally, the development of social networks and relationships

with other people, strengthen the social “safety-net” and improve the chances of support from others during times of crisis. (Simanowitz 2000 and Tzaneen)<sup>9</sup>.

There is evidence that these benefits also reached young people in their households resulting in greater openness and communication around sexuality and HIV issues.

### Replication

IMAGE is worth considering and up scaling because of the positive results the project has yielded in reducing and preventing violence against women. While it can not be said with certainty that it has also helped reduce spread of HIV in the areas of intervention it can be assumed that women who have participated in the project and can negotiate for safer sex reduce their risk of contracting HIV. The project is research based that has been evaluated and well documented. It was singled out at the opening plenary of the 2006 International Aids Conference in Toronto as an important intervention targeting women and girls (Lancet 368, 1973, 2006).

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<sup>9</sup> Simanowitz, A TCP Impact assessment (2000). Tzaneen, Small Enterprises Foundation.

## CASE STUDY TWO

Name of project / campaign: Saartjie Baartman Centre for Women and Children - EST

Location: Cape Town, Western Cape

Ecological realm: Family

### Synopsis

The Saartjie Baartman<sup>10</sup> Centre for Women and Children [SBCWC] is a 'one-stop' centre for women and children who experience domestic and/or sexual violence. The SBCWC serves as a model of service clustering and entrepreneurial spirit by women for their own economic and social empowerment. The Centre houses organisations with which it has forged strategic partnerships to provide comprehensive intervention programmes to both the Shelter residents and local communities. "The overall aim of the Centre is to develop a replicable model of a one-stop centre for women, which is sensitive to gender, 'race' and sexual orientation" (Maharaj, 2006, p. 9). The intervention programmes include counselling, support, and training in fields such as trauma, rape, substance abuse, HIV/AIDS, contraception, and parenting skills (2006, Maharaj).

In South Africa, there has been a significant increase in reported incidents of gender-based violence in recent years. The surrounding area of the SBCWC, the Cape Flats and Manenberg have particularly high incidence of domestic violence and gang-related rape (Maharaj, 2005). Thus the SBCWC, since 1999, is responding to a particular need within its community: intervention for women and children who have experienced gender-based violence and preventing secondary trauma all under one 'roof.'

The Saartjie Baartman<sup>11</sup> Centre for Women and Children [SBCWC] is a 'one-stop' centre for women and children who experience domestic and/or sexual violence.

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<sup>10</sup> "Saartjie was a local Khoisan woman who in 1810 was persuaded by an English doctor to travel to England to exhibit her body, supposedly for financial gain. A mere 20 years old, she was dubbed the Hottentot Venus and became renowned (and ridiculed) for her uniquely African anatomy. Taken to Paris in 1814, she was subjected to scientific and medical research in which European ideas about black female sexuality were based. When she died at the age of 25 in 1816, the Museum of Man in Paris made a plaster cast of her body, removed her skeleton and pickled her brain and genitals in jars. There were displayed in the museum until 1985. After much negotiation, Saartjie's remains were returned to Cape Town in 2002, and she was buried in her home land of the Eastern Cape. By naming our Centre after Saartjie Baartman, we are honouring a woman who is an icon to the Khoisan people, as well as to all women who experience abuse, discrimination and oppression" (SBCWC Brochure).

<sup>11</sup> "Saartjie was a local Khoisan woman who in 1810 was persuaded by an English doctor to travel to England to exhibit her body, supposedly for financial gain. A mere 20 years old, she was dubbed the Hottentot Venus and became renowned (and ridiculed) for her uniquely African anatomy. Taken to Paris in 1814, she was subjected to scientific and medical research in which European ideas about black female sexuality were based. When she died at the age of 25 in 1816, the Museum of Man in Paris made a plaster cast of her body, removed her skeleton and pickled her brain and genitals in jars. There were displayed in the museum until 1985. After much negotiation, Saartjie's remains were returned to Cape Town in 2002, and she was buried in her home land of the Eastern Cape. By naming our Centre after Saartjie Baartman, we are honouring a woman who is an icon to the Khoisan people, as well as to all women who experience abuse, discrimination and oppression" (SBCWC Brochure).

The SBCWC four key projects are as follows:

- 1) The Saartjie Baartman Shelter [Shelter]: The Shelter is a 'short-term' (3 months) residence for women and their children who are looking for an immediate place of safety. The Shelter has a 24 hour emergency hotline that operates seven days a week. Shelter residents receive various services from counselling to job skills training. "Shelter residents equip themselves with invaluable life and job skills to reintegrate into the world as healthier and more productive citizens within an average of three months" (SBCWC Brochure) The Shelter also manages 10 'second-stage' homes which are transitional houses for women and their children who need extended accommodation of safety, for a R350 per month. Most 'second-stage' residents stay up to one year but each case is dealt with uniquely based on the needs of the family.
- 2) Job Skills Training Project: As a part of the comprehensive services provided at the SBCWC women are able to become economically empowered through this training programme. Programmes include: life skills, Chef assistant, office administration skills, cleaning of offices and meeting rooms at the Centre. The Manager of this project, along with partners of the SBWCS, then assists women to obtain placements for trainees with other organisations and businesses.
- 3) Legal Advice: There are two legal advisors on-site that assist women with protection orders, maintenance and divorce issues and court preparation. This project is also involved with training and advocacy around legal issues pertaining to gender-based violence.
- 4) Research: This project heads the monitoring and evaluation of the SBCWC and its partners. The researcher has also conducted research on the economic empowerment of women and the replication of such one-stop centres. The work of this department has been presented to national and international forums on gender-based violence.

The SBCWC has been internationally and nationally recognized in its 9 or so years of functioning as a successful intervention strategy of a one-stop centre for women and children who experience gender-based violence. The UN Division for the Advancement of Women invited the Centre to present their work at the General Assembly in October 2006.

## Context

A national study of female homicide in South Africa states that 4 women per day are killed by an intimate partner, or 1 woman is killed every 6 hours by an intimate partner (Matthews et al, 2004). The SBCWC is located in an area of high rates of domestic violence and intimate femicide<sup>12</sup> (see table under 'Targeting') creates a safe space for women who are at risk to female homicide (intimate and non-intimate femicide).

**SBCWC** It has been found in many research reports that intimate femicide has a strong association with a history of domestic violence, "with the risk increasing at the threat of separation or actual separation" (Matthews et al, 2004, p.1). Thus the

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<sup>12</sup>Intimate femicide: The killing of a female person by an intimate partner (i.e. current or ex-husband or boyfriend, same sex partner or a rejected would-be lover). (Matthews et al, 2004).

Shelter at the SBCWC is fulfilling a life-saving need for women who never thought they would be able to leave their violent partners. Many of the women who go to the SBCWC and stay at the Shelter do so after many years in an abusive relationship. They stay for many reasons discussed in the next section and throughout this report: reasons ranging from not wanting to uproot the children, financial dependency to mostly believing that 'he will change.' They finally leave their partners when they feel that the next incident of abuse will result in death (Cox, personal communication)

As one woman, June, in the focus group shared; she'd been in a violent marriage for 35 years. June came to the Shelter in 2001 and then came back 7 years later; her plan is to leave South Africa to live with her daughter in England after she leaves the shelter in a couple of months. She wanted to share her testimonial:

"I was shot at twice. I have filed for maintenance for myself. I have filed for a divorce and [will] see the lawyers on the 28<sup>th</sup> Feb to arrange the summons delivery.

I put the divorce on hold last April—hoping for another change. But in vain again. Family thinks my husband is the best man a woman needs. They believe him. I always said if my last son starts with university and the abuse has not changed, I will leave. I unfortunately did not financially prepare myself as I always had to support myself and my son's education. But it's ok I can start all over again and at least I have my sanity and am safe.

Being out of my comfortable house and to be supported by each other [in the Shelter], has made me so strong. I'm not afraid to move on yet without finance.

My husband always gave me the world but if I'm not submissive, he takes it all back. I owned nothing but I stayed for my children—now they don't understand why I left. They are all on their own and very embarrassed to tell people that I left. I understand them but I have a life and am claiming it back NOW. Enough is enough."

This is the context of the SBCWC: helping women-at-risk and their children to escape violence and even death and empowering them to reintegrate with new found life-skills to fulfil their rights as a human being.

#### Problem identification

Research shows that religious and cultural practices continue to enforce the patriarchal systems and the marginalisation of in the South African society (Maharaj, 2006). Even though gender-based violence cuts across racial lines and socio-economic statuses, impoverished women remain the most at risk to gender-based violence in South Africa (Maharaj, 2006).

The research project of the SBCWC conducted a project around the economic empowerment of clients at the centre in 2006; "Economic Empowerment of women survivors of gender-based violence" by Irma Marahaj. Key issues that were identified throughout this research report are as follows (Maharaj, 2006, P. 8):

- High levels of unemployment amongst black women in South Africa. Statistics South Africa (September 2001 and September 2005) state the rates of unemployment amongst black women in the Western Cape were 25.3% and 27.9% respectively and 33.9% and 39.9% during the same period in South Africa.
- Financially dependent on spouse or partner for income

- Low levels of education
- Lack of job skills
- High levels of gang-related crime and drug abuse in the surrounding areas of the SBCWC.

These are contributing factors to the high levels of gender-based violence [GBV] in South Africa and in the Western Cape specifically.

Research also suggests that survivors of GBV are at risk of psychological and emotional damage that often leads to an abuse of alcohol and drugs. Many contract STDs, including HIV/AIDS because they are not in a position (due to the factors mentioned above) to negotiate safe sex (Maharaj, 2006).

GBV is not an isolated issue, thus any successful prevention and intervention model's approach should include programmes that target the ecological levels of the individual, the family, the community and the society. The SBCWC explicitly looks at the individual and her family. Since it is a one-stop centre for gender-based violence, the on-site partners are able to provide services that cover all ecological aspects of gender-based violence. There are a few gaps, however, and this will be discussed under the approach section.

### Project design

The SBCWC is based on public-private partnership (PPP) principles between a government department and NGOs. The Department of Social Development [DSD] initiated and funded The DSD approached the Western Cape Network on Violence against Women [Network] to gather interest in initiating in starting a one-stop centre for gender-based violence. The DSD then approached the Salvation Army, which was running the Carehaven Shelter in Bridgetown, Athlone, who agreed to the collaboration with government. The Salvation Army along with government established the SBCWC in May 1999 in Manenberg, Athlone as a comprehensive service provider for survivors of gender-based violence and their children.

Political and logistical tensions arose in the early development stages of the SBCWC. There was an urgent meeting with partner organisations, Salvation Army management together with staff from the SBCWC to discuss and clarify the roles and responsibilities of major role-players. A task team (consisting of a representative from the Salvation Army, the SBCWC and the Department of Social Services [DSS]) was then given the responsibility to organise a separation from the Salvation Army. The separation was finalised in October 2000.

The DSS commissioned an external evaluation of the SBCWC for the three year period from 1 June 1999 to 31 2002 to assess the viability of a one-stop centre using a PPP approach (Maharaj, 2005). Recommendations from this evaluation included: "Increasing the number of on-site services, further developing existing programmes, improving the Centre's services and skills development programmes, and developing a shared service programme" (Els, 2002 in Maharaj, 2005, p. 24).

Following the evaluation, the SBCWC celebrated their first Annual General Meeting and their official launch of partnerships between in August 2002. The SBCWC became a beacon of empowerment for the women and their families.

### Targeting

The SBCWC draws most of its clients based from surrounding communities in Mitchell's Plain, Manenberg, and Heideveld which are predominantly Coloured areas. Between the operational years of 2001 and 2004, 64% of the SBCWC Shelter client base came from a Coloured residential area; 13.2% came from a Black residential area; 2.7% came from a White residential area; the remaining from mixed areas (Maharaj, 2005, p. 8) .

Gender-based violence and intimate femicide are more prevalent in Coloured areas within the Western Cape and within South Africa in general (Maharaj, 2005, p.9) as the table<sup>13</sup> below suggests. According to this table Coloured women experience intimate femicide more than six times the rate of White women and more than double that of African women in South Africa (Matthews et al 2004). Based on this the SBCWC is in a prime area to provide intervention and prevention of secondary trauma for South African women to prevent intimate femicide.

Rate of intimate femicide for women 14 years and older in South Africa

Race	Percentage Per 100,000
White	2.8
Coloured	18.3
Indian	7.5
African	8.9
Overall	8.8

In addition to the surrounding areas, the centre has an open door policy and serves any woman in need. In recent years there have been more women from the rural areas and trafficked victims that come to stay at the shelter (Cox, personal communication).

#### Approach

The SBCWC operates under a human rights banner; built on the principle that violence against women is a human rights violation. The SBCWC also provides a gender –sensitive holistic approach to prevention of violence against women: understanding that these violations impact the woman on various levels and it breaks down the lives of her children as well as creating discord within the community. The objectives of the centre state (Maharaj, 2005, p.17):

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<sup>13</sup> This table is based from a recent study (Matthew et al, 2004) by the Gender and Health Research Group of the Medical Research Council of South Africa [MRC] (Maharaj, 2005).

Developmental objective: We have established an integrated and comprehensive one-stop centre for women and children who are survivors of gender-based violence.

Immediate objectives are to:

1. Manage an effective and co-coordinated one-stop centre partnership that provides a comprehensive range of services for abused women and children
2. Establish, through research a best practice intervention model to challenge and end violence against women and children
3. Provide an effective community outreach to work to end violence against women and children through preventative and awareness programmes
4. Develop an effective networking relationship with other organisations, networks and tertiary institutions that advocate and seek an end to violence against women and children.
5. Promote research and advocacy around gender-based violence in order to influence policy makers and society in general.

Rosemarie Cox, the Shelter Manager, explains that, "Many organisations had an 'ad hoc' approach because there was a desperate need to help women whose lives were being threatened. Now, (years later) we know significantly more of how to best help such women" (personal communication). A survivor of domestic violence herself, while she was a resident of the shelter she began working for the SBCWC and became a primary informant of how to construct the second-stage housing project which began in December 2002. Cox also stated that it is important to have partners who have the same objectives to provide comprehensive service delivery (personal communication).

The Shelter embodies the holistic approach for intervention and secondary prevention for abused women and their children; "Since many residents come to our centre scarred, broken down and depressed, the shelter continues to provide a conduit through which abused and traumatized women and children could regain their confidence and reconstruct their futures" (Annual Review 2007, p.9).

The Shelter and the Second-State housing is the highlight of the SBCWC because the staff and the onsite partners are able to witness the emotional and spiritual growth of the women and their children over an extended period of time. Some of the comments from the women in the focus group illustrate the positive change in their lives:

June – [The shelter is] very empowering. I had time for me. I even got a job at the Network. I met others in the same/worse situation. [It is] the best place for any abusive woman. A place to decide what to do. Lot of skills opportunities. The 3 months is enough to find oneself.

Aila – It has helped me to build my self esteem. To be strong and stay positive. Counsellors play a big part. If it wasn't for the shelter I don't know what would happen to me and my children. They help me a lot. All of them play a big role in me and my children's lives.

Joann – I'm very happy with everything that is happening in the shelter. They help me with the abuse. I'm just happy they took me in.

Gelene – [The Shelter] give food, counselling and support me. The people in the Shelter are very good and support me and my child through the bad times.

Mercy – I am very happy now

There is no dispute that the SBCWC has provided positive social change for abused women and their children its years of operation. However, Anthony Sardien, Secretary of the Board, raised a few questions of concern along with comments from other board members about the present approach of the SBCWC that he thought should be considered for an effective future; they are as follows:

- Currently the approach is implemented through intervention. What are some of the paths that we can make to look at prevention using the source of the SBCWC?
- There is still a bureaucracy of care. How do we constitute that empowering process? Who owns the SBCWC?
- How do we connect the link between the security of the residents of the Shelter with the fact that the building should be well known in the community in order to raise awareness? In other words, how do we make the SBCWC well-known and yet safe and secret.
- What role should the SBCWC be playing in relation to broader public education and media education programmes regarding GBV amongst you, children and different classes of people?
- There is a gap in research and interventions in Shelters and their politics. There are far to few shelters in the country but simply increasing the shelter doesn't automatically change the situation
- How do we work with men and boys and their potentially positive role in combating GBV; while maintaining a safe space for women?

## Process

Throughout this report it has been established that SBCWC is based on multi-sectoral involvement, with a PPP approach to partnerships. A shared vision and strong collaboration and support amongst all role-players are requisites to deliver an effective, integrated service to women at risk and their children at any level of prevention and intervention.

Presently the SBCWC has 14 on-site partners (including Childline and SANCA) and 2 offsite partners with academic institutions, The African Gender Institute of the University of Cape Town and the University of the Western Cape Community Law Centre.

The weaknesses to this sort of process will be discussed further in the next section.

The SBCWC has the following criteria for participation in the partnership at the (Maharaj, 2005, p. 34):

- Commitment to building the vision of the one-stop centre partnership model;
- Direct contribution to be made to the Centre via the Board and partner membership;
- Provision of direct services for women and/or children;
- Services offered to complement those needed by survivors of gender-based violence;
- Active integration of the organizations services with those of the Centre and other partner organizations.

Government has shown its commitment to eradicating gender-based violence in various ways since the SBCWC's inception and separation from the Salvation Army. The Department of Social Development (Western Cape) funded the building of the centre and the Shelter. Government's role in the PPP with SBCWC has been both challenging and positive (Maharaj, 2005).

The SBCWC has a tried to maintain a concerted effort with working with its neighbours: the clinics, SAPS, schools and community organisations. Still, comments were made throughout the interviews that the relationships should be deepened for greater collaboration.

## Implementation

### Management

The management structure consists of a 'Board of Management', SBCWC Staff Members, Shelter Staff, and various partner organisations. Each partner organisation operates autonomously but is a part of the SBCWC development and contributes to the SBCWC in terms of services and financial contributions (i.e. paying rent).

The members of the Board consist of the Centre Director, Staff representative, partner representative and various other role-players. In previous years, each partner organisation had a member on the Board and now there is only one representative but it proved to present conflict of interests (Maharaj, personal communication). Some partners find this to be unrepresentative and as a result alter the structure of how the one-stop centre is managed;

"Generally the partnership works really well. But there shouldn't be an 'owner' of the partnership...we should coordinate. It used to be a family now money became an issue instead of the common goal" (Stemmet, personal communication<sup>14</sup>).

Most of the staff and board members are female, except for the Secretary on the Board and the Maintenance worker. This may be a result of the centre being for women and children. It has been a contested issue about the presence of men at

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<sup>14</sup> The Network has been having financial difficulties for the last three years and staff has been working for 60% of their normal salary for a year. Stemmet, at the time of the interview, had resigned because of the financial burden. She suggested that there should be allowances for partners that have financial difficulty and at present there were no policies that could assist with such circumstances.

this site (Cox, personal communication; Stemmet, personal communication; Maharaj, personal communication). There are ongoing discussions of how to rectify this.

The challenges the one-stop partnership involves issues<sup>15</sup> such as (Maharaj, 2005, p.34-35):

- Weaknesses in communication amongst partners. Insufficient consultation on the part of the Management of the SBCWC and other partners in relation to the daily running of the centre, which affected them directly;
- Slow implementation of **decisions taken at Board and partnership levels**;
- Slow formulation and implementation of joint counselling and training groups as well as joint community outreach programmes;
- Non-adherence to SBCWC ideology by some of the partners. Examples include a partner organisations [Rafiki and SANCA] changing their focus to include men in their programmes; faith-based organisation that stress the principle of 'abstinence'. It was also mentioned that other partners should play a role in deciding who become a new partner of the centre to ensure that there is a gender-sensitive compliance (Stemmet, personal communication).
- Other ways included lack of clear vision and defined roles for the partnership; inconsistency by the partnership in observing rules and regulations; and lack of clarity on what monies obtained from funding and partner contributions were to be used for.

#### Resources

The funding for the SBCWC arises from various national and international various sources, including: government departments (i.e. the DSD), the National Lottery Distribution Trust Fund, Anglo-American, Bergens Clinic Norway amongst many others (Annual Review, 2007, p. 13-14). There are also many individual donors and volunteers who work at the SBCWC.

With all this, there is still a limited supply of financial and human resources (Skorge, personal communication). Skorge states that 95% of the resources come from local funding, "we are the responsibility of South Africa. And fundraising can be used as awareness...it's a tool for advocacy" (personal communication).

#### Communication

Advocacy is one of the priority areas identified amongst staff for increased engagement between the community and the SBCWC (Annual Review, 2007, p. 3). Consequently, the media has been approached to broadcast campaigns and messages in the community. For example:

- The Open Day at the SBCWC on 1 August 2007 was broadcasted by Good Hope FM, and attended by the Premier of the Western Cape, Ebrahim Rasool
- The filming of documentaries on the SBCWC called 'Free Spirit' were shown on SABC1 and SABC3.

The SBCWC attends various marches and campaigns with their partner organisations and the annual '16 Days' Campaign. In 2001 the SBCWC participated in the 'South

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<sup>15</sup> Even though these challenges were written in a 2005 evaluation, some of them re-appeared throughout the interviews with staff, board members and partners for this report. This suggests similar continued challenges with partner organisations and should be heavily considered when replicating such a model.

African Clothesline Project on Robben Island.' The aim of this project was to raise public awareness about the endemic nature of gender-based violence as well as providing marginalised women a 'voice' by hanging out the dirty laundry. The SBCWC put these T-shirts all around their building during the time of this campaign [see photos attached].

Most of the women that 'walk in' the SBCWC find out through 'word-of-mouth.' The contact details and the hotline are also on the directory list of the local clinics and other shelters. Many times they are referred by SAPS.

The main motto of the SBCWC states "Violence ends here. One Stop." As the various comments from women in the focus groups illustrate the women and their children who have benefited from the SBCWC have internalised this motto.

### Capacity building

In 2007, staff members attended various workshops/courses on bereavement counselling, dealing with the media, information gathering for developmental research and group facilitation, in addition to self-development workshops (Annual Review, 2007).

The SBCWC emphasises skills development and capacity building amongst its staff and Shelter residents such as life skills development and economic development as tools for empowerment. At least three known staff members were abused women before they became Staff of the SBCWC or a partner organisation (Cox, personal communication).

### Monitoring and evaluation

The SBCWC has undergone various internal and external monitoring and evaluations that have been discussed throughout this report. Some of the suggestions from these reports include (Maharaj, 2005; Maharaj, 2006):

- Managing better relationships between partners. In addition to screening of prospective partners.
- Explore efficient and effective ways to disseminate information amongst partners.
- Establish working committees to coordinate joint fundraising ventures and team-building events.
- Address the gaps in services. When organisations leave the partnership, they take a critical service and at times this post is unfilled for significant amounts of time.
- Another gap is with the children that live at the Shelter: there is continuous family counselling, a crèche, and other activities for the children. Still, there was mention that programmes for the children of the Shelter should be developed and given priority (Stemmet, personal communication). For many of the women at the Shelter, it takes time for their children to adjust to a new environment. Some even go through taunting at their schools and find it hard to reintegrate into their communities. There is a stigma being a 'Shelter kid' (Cox, personal communication).
- Address the high turnover rate amongst staff, particularly amongst childcare programmes.

- An on-going monitoring and evaluation system for partner organisations. The researcher has begun this process but states that partner organisations are sometimes lax and reluctant in filling out tracking sheets and client-information; there is also a lack in technical skills to collect data (Maharaj, personal communication).

The SBCWC built in a research department for monitoring and evaluation in recent years, consequently there is a backlog of files that need to be sorted out. Still, there is a strong commitment to monitoring and evaluation quality assurance and to replicate such centres nationwide.

## Impact

It is generally difficult to quantify the impact of life-saving centres such as SBCWC. Still, for better programmes, effective replication and policy roll-out, the numbers are important. The SBCWC is in the process of creating a tracking system for ex-shelter residents, those clients who have used the economic empowerment projects and the legal aid from the SBCWC amongst other major projects to quantify service delivery at the centre (Maharaj, personal communication).

Responding to the concern over the lack of proper statistics on gender-based violence, the SBCWC keeps up-to-date records of how many women have stayed at the Shelter since 2001. According to research reports and the table below, approximately 981 women have come in and out of the Shelter between August 2001 and December 2007.

Saartjie Baartman Shelter residents 2003-2007<sup>16</sup>

Year	Total no of women	No of recorded trafficked women	Total no. Of children
2003	163	3 + possible 2 (see * below)	178
2004	156	7	164
2005	196	2	101
2006	122	1	95
2007	203	1	167
Please note: Approximately 3%-5% of shelter residents are not recorded. This happens when women come in late at night and leave early the next morning – before their details have been recorded in the intake register.			

The SBCWC has intervened and prevented secondary trauma (for periods of time spent at the Shelter) for approximately 1000 women. Between 2003 and 2007 alone, over 700 children have benefited from the SBCWC's vision to serve women and their children who have been abused and are at risk of female homicide.

For the children, staying at the Shelter, they witness a different mother; one who becomes empowered to make good and safe decisions for her life and theirs instead

<sup>16</sup> This table was included in this report, courtesy of Irma Maharaj, Researcher for SBCWC.

of one that was oppressed and battered—this is a kind of primary prevention that allows the child to see alternatives to violence.

There is a process of rehabilitation for women and their children who go through such traumatic events; the SBCWC affords a unique experience for each woman and her specific needs. A woman can feel safe and strong enough to leave the Shelter after 3 months and another woman can plead for an extension to Second-Stage housing because she may find difficulty in finding affordable housing. Consequently, the Shelter is part of forums discussing 'special needs housing' for such women (Cox, personal communication).

These numbers portray the quantitative impact at the individual and family ecological levels but as these women leave the safety net of the SBCWC they go back into their communities and the society with new understanding of their rights as human beings; this must have a profound effect.

#### Sustainability/ replication

This case study is worth considering and up-scaling in the context of this research because of the following reasons:

- It is an example of private-partner partnerships [PPP]: government, NGO and community partnerships.
- Intervenes at the ecological levels of the individual and the family by preventing secondary trauma.
- Participatory approach to social change where the needs of the 'client' informs the present and future objectives of the centre.
- Good example of key NGO on-site partnerships.
- It has been operating for 9 years.
- Focuses on a comprehensive holistic approach to the healing of survivors and their children; from the psychological to the economical
- The one-stop approach has been replicated in three other areas.

The Athlone House of Strength (AHOS): Opened in Paarl, Western Cape in 2003. The AHOS is a partnership between the Department of Social Services, the Athlone Institute Trust and its Athlone House of Strength. AHOS offers accommodation to “abandoned, abused and neglected children and women.” The AHOS then tries to reintegrate children with their families or places them with caring foster families in neighbouring communities.

[www.paarlpost.com/archive/121203/lifestyle.html#victims](http://www.paarlpost.com/archive/121203/lifestyle.html#victims)

Ikhaya Lethemba: This 24 hour centre for abused women was established in Gauteng March 2004. The centre is described as a “project” of the Gauteng Department of Safety and Liaison. It offers counselling services, life-skills programmes, legal advice as well as medical and psychological health services.

[www.joburg.org.za/2003/dec/dec11\\_abuse.stm](http://www.joburg.org.za/2003/dec/dec11_abuse.stm)

Leseding One-Stop Centre: Established in Mpumalanga in 2002 as a partnership between the Department of Social Services, the United Nations, the Australian Government and the Network on Violence against Women. It offers support to women survivors of violence.

[www.info.gov.za/speeches/2002/020318946a1006.htm](http://www.info.gov.za/speeches/2002/020318946a1006.htm)

One of the primary advantages in up-scaling this one-stop model is that it is cost-effective endeavour because of the inter-sectoral approach. Many NGOs are under-funded and are going through a resource crisis so developing a PPP with other organisations and government could enhance the roll-out process of such centres nationwide. It is important however to manage the challenges that were discussed throughout this report for the effectiveness of the centre on the lives of women and children who have been abused.

### CASE STUDY THREE

Name of project / campaign: Stepping Stones – EST

Location: International: (Medical Research Council Study in the Eastern Cape)

Ecological level: Men

#### Synopsis

Stepping Stones<sup>17</sup> [SS] is a programme for HIV prevention that aims to improve sexual health through building stronger, more gender-equitable relationships with better communication between partners. This programme is relevant to the mapping of gender-based violence prevention programmes in South Africa because it explicitly shows the interface of HIV/AIDS and gender based violence at the individual ecological level. For instance, it has been found that young men who perpetrate violence against women also engage in higher levels of risk behaviour than non-perpetrators; more severe violence is correlated with higher levels of risky behaviour (Dunkle et al, 2006). Thus any primary prevention strategy on gender based violence must also address HIV risk and misogynistic constructions of masculinity; SS proves to be such an integrated prevention programme (Jewkes et al, 2007).

SS was originally developed for use in Uganda and over the last decade has been used in over 40 countries, including South Africa, adapted for at least 17 settings, and translated into at least 13 languages. It is the second edition of the South African adaptation<sup>18</sup> (Jewkes, Nduna & Jama 2002) that was evaluated in the study Evaluation of Stepping Stones: A Gender Transformative HIV Prevention Intervention (2007) by the Gender and Health Research Unit of the Medical Research Council [MRC]. The evaluation of SS in the rural Eastern Cape had two main objectives: 1) to determine the impact of SS on new HIV infections and 2) to determine the impact on new genital herpes infection, sexual behaviour and male violence (Jewkes et al, 2007). This report specifically focuses on the second objective amongst the male participants of the study.

This study was of particular importance for the mapping of GBV programmes in South Africa because of SS's impact on the male participants. There is a lack of research on men's sexual risk taking behaviour and their use of violence (Jewkes et al, 2006a); there is even less research done on programmes that target men as perpetrators of gender based violence in order to impact their behaviour (Jewkes et al, 2007). This is what makes the study so pertinent; based on the study SS is a useful prevention intervention that has proven to be successful in changing men's behaviour.

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<sup>17</sup> The first edition of Stepping Stones was developed by Alice Welbourn from work in Uganda and published by Strategies for Hope.

<sup>18</sup> Rachel Jewkes, Director of the Gender and Health Unit at the Medical Research Council (MRC), adapted Stepping Stones in 1998 for South Africa by a partnership between the CERSA-Women's Health group of the MRC and the Planned Parenthood Association of South Africa (PPASA). In this adaptation, a session on gender-based violence was included (Jama, personal communication).

SS was used as an intervention to give men in the study (who disclosed themselves as perpetrators of violence with either an intimate or non-intimate partner) new ways of communicating that did not involve violence. It was also used as an intervention for men who did not report incidence of perpetration but were vulnerable because of their exposure to GBV in their community and the normalisation of violence (Jewkes et al, 2006a). The following text box is a quote from the policy brief that documented findings from the study:

The improved communication was coupled with a new realisation that violence against women was wrong. Some of the women had seen it as so normative before that they had not thought to act on it. Several of the men spoke of new awareness: 'I saw that thing that it is not a right thing. I mean when I beat a girl now you see at my age that means that I will beat my wife, if I continue beating girls this time, so I decided that I must stop it'" (Jewkes et al, 2007, p. 3).

This is a case study worth considering for up-scaling in South Africa for the following reasons:

- SS is an internationally implemented programme with proven and documented impact (Jewkes et al, 2007).
- It is presently being used and implemented by a number of organisations in South Africa.
- Its approach reaches across the ecological levels: Focusing on behavioural change of the individual, better relationships in the family through improved communication skills and awareness in the community and society at large.
- Finally, it can be adapted and has the ability to be replicated in a variety of contexts.

## Context

In a report entitled "'Love is a dangerous thing': micro-dynamics of violence in sexual relationships of young people in Umtata" (1998) Katherine Wood & Rachel Jewkes conducted 30 in-depth semi-structured interviews with young people between the ages of 16-26 years in Umtata, Eastern Cape. One of the key findings was the broader context of violence in the community:

- Physical violence between same-gender peers resulting out of intense competition for sexual partners.
- Sexual threat and bullying on the streets by gangs of tsotsis (unemployed school drop-out armed with knives and occasionally guns who smoke marijuana and drank alcohol
- Violence in the home by being beaten by parents as the normal form of punishment and even witnessing father beating mothers.
- Beating at circumcision school with sticks by their elders and this physical punishment is accepted as a necessary part of their transition to manhood. Also, even though corporal punishment was outlawed in 1994, it still continues in schools.

In this context, GBV is seen to be normalised. Violence appeared to be a result of female partners breaking certain rules of engagement (i.e. having other boyfriends or being unfaithful) or resisting male attempts to enforce these rules. Essentially the men felt that they had to enforce these rules of male sexual entitlement if they were ever challenged by their female partners.

In addition to other research projects that the MRC had carried out in previous years around GBV, the Eastern Cape had been chosen as the location because of its clear demarcation of towns which made it convenient for clustering (Jama, personal communication). The Eastern province has a rate of 25.5% unemployment, which is the same as the national average (Statistics South Africa, 2007). Lindiwe Farlane, one of the head facilitators of SS in the Eastern Cape study stated that during the community meetings to introduce the programme, the responses involved concerns of unemployment in the villages, stating that they had bigger issues than GBV. Her response to the community was that GBV is not an isolated issue and that it is critical to point out the link between poverty, unemployment, GBV and HIV. Unemployment or the lack of economic empowerment is seen as societal conditions that create vulnerability for women to become victims of GBV and men to become perpetrators (Dunkle et al, 2007).

The Eastern Cape was not chosen because it had a higher incidence of GBV amongst the young people who participated than any other part of the country. Nevertheless, the findings from the SS study and other research carried out by the MRC implies that GBV is a human rights violation and a developmental issue that must be targeted in South Africa (Jama, personal communication).

#### Problem identification

The Gender and Health Unit at the MRC has written research articles about sexual behaviour in South Africa, particularly in Cape Town and Umtata (region in the Eastern Cape)<sup>19</sup> which discusses issues of masculinity and femininity that contribute to the prevalence of GBV in the areas studied. For example, Wood and Jewkes (1998) state that constructions of femininity are due in part to their desirability to the opposite sex. Masculinity is constructed partially through men's ability to control others; this "weakens their position and makes them dependent on women submissively following the 'rules' or being effectively coerced by their strategies of control" (p. 24)... "with evaluations of self-worth and power so critically dependent on the actions of others, boys and girls were rendered inherently vulnerable" (p.38). Based on this, young men feel forced to use strategies of control which often include physical coercion, while using their vulnerability—" what will others think of me..."— to justify their behaviour (ibid).

This study amongst others helped the MRC identify ways in which SS as an intervention could impart new ways of communicating frustrations in relationships and safe ways of engaging in sexual relationships.

#### Project design

This section on project design briefly states the project design of the evaluation of SS conducted by the MRC and in more depth discusses the project design of SS as a programme of behavioural intervention.

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<sup>19</sup> Rachel Jewkes, along with other researchers, did extensive research on GBV in South Africa preceding the SS project in the Eastern Cape. Please see:  
<http://www.mrc.ac.za/gender/finallove.pdf> ;  
<http://www.mrc.ac.za/gender/violence.pdf> ;  
<http://www.mrc.ac.za/gender/sexviolence.pdf>

The study of SS had a specific design to measure quantitative and qualitative impact of SS on participants. The following text box explains specifics in the methodology used in the study (Jewkes, 2006a, p.3)

The study is cluster randomized-controlled trial (RCT) conducted in 70 villages in rural South Africa. A behavioural intervention, Stepping Stones, was implemented in 35 communities in two workshops of 20 men and 20 women in each community who met for 17 sessions (50 h) over a period of 3–12 weeks. Individuals the control arm communities attended a single session of about 3 h on HIV and safer sex. Impact assessment was conducted through two questionnaire and serological surveys at 12-month intervals. The primary outcome was HIV incidence and secondary measures included changes in knowledge, attitude and sexual behaviours. Qualitative research was also undertaken with 10 men and 10 women from two sites receiving the intervention (one rural and one urban) and five men and five women from one village in the control arm. They were interviewed individually three times prior to the workshops and then 9–12 months later.

SS uses participatory learning approaches, where the participant identifies the problems that she is facing and that she may feel needs to be addressed. SS is very much clients-based, which is what makes it so replicable; each community decides what is most important to discuss around these issues (Farlane, personal communication). In the thirteen sessions of the programmes, there are 3 peer group meetings and two community meetings, and an introduction to the course with the community; these are all significantly informative meetings. It also teaches the community to listen to itself; there is no better expert or background research that can tell the community what it is dealing with on a daily basis (Jama, personal communication; Farlane, personal communication).

Nwabisa Jama, from the MRC, explained that SS does not capture every nuance of GBV however important issues manifest, like transactional sex, when talking to participants about broader issues like in the 'sex and love' session [see text below]. It is therefore essential that the facilitator develop a relationship quick into the programme where participants feel free to share. As Lindiwe Farlane stated, 'language is critical'; as a facilitator you cannot use terms like 'transactional sex' when participants may refer to their partners as 'Minister of Finance' instead of an out-dated term like 'sugar daddy.'

Such participatory approaches are effective for lasting social change. Facilitators of the programme are there to bring out the issues that participants confront but may not know how to communicate about. Facilitators are vigorously trained in issues related to GBV, gender equality, HIV and other STDs so that they can be prepared for what surfaces in discussions.

### Key features of Stepping Stones

- Uses participatory learning approaches, including critical reflection, role play, drama
- Facilitated by project staff of the same sex and slightly older age than participants
- Delivered to groups over several weeks
- Sessions mainly held in schools
- Final meeting with whole community, including presenting a special request

### Thirteen 3 hour sessions and three peer group meetings:

- Listening & communication
- How we act and what shapes it
- Sex and love
- Peer group meeting
- Contraception and conception, menstruation
- Taking risks, sexual problems, unwanted pregnancy
- STDs and HIV
- Safer sex & condoms
- Gender-based violence
- Peer group meeting
- Motivations for sexual behaviour
- Peer group meeting
- Communication skills (2 sessions)
- Dealing with grief and loss
- Preparing for the future
- Final community meeting

Source: <http://www.mrc.ac.za/policybriefs/steppingstones.pdf> (downloaded, 20 Jan 2008)

## Targeting

The programme SS is designed to enable women, men and young people of all ages to explore their social, sexual and psychological needs, to analyse the communication blocks they face, and to practise different ways of addressing their relationships.

The study wanted to evaluate how successful the programme was in achieving behaviour change amongst the young people that participated. Within each village approximately 20 men and 20 women were recruited for the study between the ages of 16-23. Prior to the recruitment the MRC did community mobilisation. Facilitators went to community meetings and presented the objectives of SS. Schools in the community agreed to assist, and facilitators spoke with principals and 'Life-skills' teachers to discuss the benefits of SS. Students were then asked to volunteer by signing up after school and it was a first-serve basis.

This target market of high school learners is applicable for primary intervention. However, the study states that "the age of the first intimate partner rape...age ranged from 9 to 21 yrs with a mean of 16 years" (Jewkes et al, 2006, p. 2953). The findings support arguments that,

"Prevention of rape needs to start in childhood and in homes, with parenting that is non-violent and based on mutual respect. The young age of first rape perpetration suggest that specific rape prevention activities need to be introduced to boys in their early teens" (Jewkes et al, 2006, p. 2960).

Accordingly, high school is a suitable point of entry for primary prevention programmes on GBV but often it is too late; nevertheless it is never too late to prevent secondary incidence or perpetration. Researchers found it important for the study that participants be mature enough to discuss sexual behaviour, thus they would recommend 15 years or older (Jama, personal communication).

Still, SS is a programme that can be made relevant for children. It is very possible and important to have such programmes for children; ensuring that they are age-appropriate ways of discussing gender roles and sexual behaviour. Farlane stated that facilitators could be taught how to discuss abuse in a way that a child would understand, for example, "Have you ever been touched in a way that made you uncomfortable?" (personal communication). SS as an efficient and effective programme for children younger than 15 years-old has yet to be established and requires further research.

For purposes of this report, we wanted to see how effective SS was for the young men who participated in the programme; and it has been found to be a successful prevention model changing this particular target market's behaviour and awareness about gender-based violence.

## Approach

SS is based on several theories of behaviour change, including 'adult education theory,' which finds that people learn better if the learning is established from their vantage point (Jewkes et al, 2006, p.5). This explains why it is important to draw out what people know (during community meetings and the initial peer group meetings) before suggesting new knowledge or correcting perceptions. The approach of SS also employs Freire models of critical reflection and the use of theatre (role-playing new understandings of gender), in addition to techniques of assertiveness training (ibid). It is not a didactic or classroom process, and the facilitator is not the educator (Jama, personal communication). Generally, it is participatory methods and self-reflection that make this approach so effective. In order for there to be behaviour change, participants need to be the ones that point out where GBV and other interconnected issues manifest in their lives. Facilitators are then there to impart information that participants are encouraged to utilize from the first session. The programme being spread out between 6-14 weeks (6 being the minimum and 14 being the maximum) allows change to occur during the programme instead of a one-day workshop that brings short-lived behaviour change (Farlane, personal communication).

## Process

Successful implementation of SS would not have happened without the very active Community Advisory Board [CAB]; which involved partnerships and multi-sector involvement. The CAB had representatives from the Department of Health, the Department of Education, Mzimvubu Municipality (the district of one of the clusters), local traditional leaders, the National Association for People living with HIV/AIDS, the University of Transkei (UNITRA) and young people approximately the same age as study participants. Initially, researchers and facilitators met with CAB members fortnightly to gain greater familiarity with the study and after the study began they met bimonthly. Informational meetings were also held for other local stakeholders

including the Department of Health's District Managers for HIV/AIDS services, and the Department of Health and Department of Education of Eastern Cape Province. The findings on sexual behaviour and characteristics of the people who had HIV from the study were presented CAB members and local stakeholders at several meetings (Jewkes et al, 2006, p. 6). There were ample opportunities to discuss how to maintain behaviour change in the areas where the study took place. There has not been a follow up since the study ended but there is need for further research (Jama, personal communication).

## Implementation

This report is specifically discussing the evaluation/study of SS in the Eastern Cape thus the following paragraphs will outline how the management structure, resources, communication, capacity building, and monitoring and evaluation of the study itself instead SS as an intervention programme.

### Management

Planned Parenthood Association of South Africa Eastern Cape Branch [PPASA] was the partner in the study intervention. The PPASA did workshops with facilitators and were also in charge of payroll for facilitators while MRC conducted training with facilitators. The MRC had the primary managerial role for the study.

There was a balance in gender amongst facilitators since there was an almost even amount of men and women participants in the study, they would need same-sex facilitators. The head researchers from the MRC were all female; this proved to be challenging since the MRC was in charge of training and general management, some of the male facilitators felt isolated during training (Farlane, personal communication).

Facilitators were not asked to sign a "code of conduct," though it may not seem necessary, the lack of such a code or a written action plan revealed issues around compliance with gender-sensitive issues (Farlane, personal communication). As Farlane explained, facilitators would have disagreements amongst themselves (mostly the male facilitators versus their female counterparts) about defining sexual harassment and fraternising. There were contradictions in discussions amongst themselves with the training they received from the MRC. She also noted that since the peer group meetings were done with same-sex instructors, quality can be compromised and there were questions if the facilitators were teaching their own values. There were also contradictions amongst female facilitators who were in abusive relationships in their private lives but would then discuss the negative impact of such situations with the youngsters in the programme. Farlane recommended that there be a statement of compliance with the manual of SS in order to ensure integrity and true effectiveness of the programme; participants can feel out the authenticity of their facilitator. Imagine a young woman who is participating in the project being 'asked out' by a male facilitator—the programme is immediately compromised.

Still, Farlane assured that this lack of compliance was a minor occurrence and most of the facilitators had met the requirements of the SS manual and what it teaches in their private and public lives.

### Resources

Prior to the evaluation of the randomised trial of SS in the Eastern Cape by the MRC between 2002-2004, there was a pilot evaluation funded by the World Health Organisation (Jama, personal communication). Based on this pilot study and other research reports by the MRC, the study of SS became a pivotal research project. It was funded by the National Institute of Mental Health and the South African Medical Research Council. Other researchers' participation, like K. Dunkle was supported by funding from the Harry F. Guggenheim Foundation (Jewkes et al, 2007).

If local communities, NGOs or other organisations would like to implement SS as a prevention programme then the MRC would do the training and founding would have to be raised by the individual organisation; for instance Soul City is in the process of implementing SS and the MRC will conduct a training of trainers. (Jama, personal communication). The copyright for the South African edition of the SS manual is owned by the MRC and costs R100 per copy<sup>20</sup>.

#### Communication

The MRC marketed the study through the community and there was a process of gaining community support to undergo the intervention. The message sent was that being involved in such a study would have only positive effects on the community because they would have scientific information on the issues that their youth are facing in relation to HIV/AIDS and GBV.

The Chief if the area or Ward Counsellor was the first point of contact followed by the principal of the schools or nurses in the clinic. These community leaders would then convey messages about the study during monthly community meetings which included many parents and potential participants.

#### Capacity building

Since it was a study and not a programme there was a fixed period that facilitators were present in the communities. Consequently there were not opportunities for training and capacity building or even skills transfer—this was a documented limitation of doing such a study.

Nevertheless, the research highly recommends that capacity building be at the core of implementing this programme in any community. Parents, chiefs, teachers, and peers should be trained to continue the intervention amongst target groups in the community. This will ensure sustainability of behaviour change and embed new awareness around gender roles, GBV and HIV/AIDS.

#### Monitoring and evaluation

The study of SS as a behavioural intervention amongst young people in the Eastern Cape was a rigorous monitoring and evaluation of an intervention (SS) that has been used in many developing countries. The MRC research confirms that SS is a valuable behavioural intervention using HIV incidence as the primary outcome but it also demonstrated that SS changes young men's perceptions and behaviour in regard to GBV. Based on this study primarily, but on other studies conducted by the MRC, SS should be used as a part of a primary prevention model in South Africa to curb the

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<sup>20</sup> Please visit <http://www.mrc.ac.za/gender/stepping.htm> If you would further information about the Stepping Stones manual or Training the Trainer courses, contact: Rachel Jewkes or Mzikazi Nduna, Gender & Health , Medical Research Council, Private Bag x385, Pretoria, 0001 South Africa, Tel: +27 12 339-8526 / E-mail address: [rjewkes@mrc.ac.za](mailto:rjewkes@mrc.ac.za) [mnduna@mrc.ac.za](mailto:mnduna@mrc.ac.za) OR PPASA, P O Box 1008, Johannesburg, 2109 South Africa, Tel: +27 11 482-4601

prevalence and incidence of GBV. The following text box contains lessons learnt and recommendations for such a model based on the monitoring and evaluation of SS:

#### Key lessons

1. Rural African communities will support a research project of this nature if they feel it is addressing an issue they are concerned about and will be of value to them. Researchers must invest time in explaining the proposed study; building a strong Community Advisory Board with a range of stakeholders can be of great assistance.
2. Community mobilization must be viewed as ongoing process and not a once-off task. Resources for community mobilization should be adequate for the entire duration of the planned project, and allocated independently of fieldwork.
3. Local community politics may be complicated, and there may be many different interest groups with differing concerns and priorities with respect to the research. Establishing good relations with as many groups as possible takes time and is very important for success of the project.
4. It is important to understand how local communities view giving blood samples to researchers. The meanings attached to giving blood and the uses to which blood may be put should be investigated rather than assumed and communication should build on locally prevalent ideas around this. Some communities may feel more comfortable with smaller blood volumes or finger prick specimen collection.
5. Informed consent should be seen as a process to maximize freedom of choice around research participation and levels of commitment to the study.
6. Instruments, which have been validated in other settings, must have their validity established in the local settings. Cross-cultural validity should not be assumed.
7. Involving field workers in validating and translating instruments greatly increases their depth of understanding of the instrument and resultant data quality.
8. Projects of this nature in rural areas often employ many staff who have not worked in the formal sector before. Extra time needs to be provided for problem solving and team building with inexperienced staff.
9. All training in the project should be ongoing throughout the project including that of fieldworkers and intervention facilitators.
10. Rural youth may be highly mobile, especially if they have to travel for school. Arrangements for follow up should include ascertaining when youth will return home for interviews, using peers or other community members to help the team determine when young people return. More resources are needed to trace mobile populations but investment can result in high levels of retention in the study.

Source: "Table 4" p. 13 from Jewkes R, Nduna M, Levin J, Jama N, Dunkle K, Khuzwayo N, Koss M, Puren A, Wood K, Duvvury N. A cluster randomised controlled trial to determine the effectiveness of Stepping Stones in preventing HIV infections and promoting safer sexual behaviour amongst youth in the rural Eastern Cape, South Africa: trial design, methods and baseline findings. *Tropical Medicine and International Health* 2006; 11:3-16

#### Impact

There was a measurable impact of SS on sexual behaviour and violent practices amongst men in the study; based on two follow-up interviews of the prevention, one at 12 months and the other at 24 months after intervention (Jewkes et al, 2007, p. 2). Men reported fewer sexual partners between 12 months and 24 months after the SS intervention by 2.7% and 4.3% respectively. 4.3% were more likely to report correct condom use at last sex at 12 months. The proportion of men who disclosed perpetrating severe intimate partner violence was lower at 12 and 24 months (1% and 5% respectively) (ibid). Other evaluations of SS in other countries also show a reduction in male perpetration of intimate partner violence (Shaw, 2002; Wallace, 2006) which confirm the efficacy of SS.

MRC states that there is still a lot of statistical information to be deduced from the study about specifics in sexual behaviour change and violent practices and more evaluation should be conducted specifically with the men who disclosed that they perpetrate violence—whether with intimate or non-intimate partners to determine the quantitative effects of such interventions (Jama, personal communication).

What is even more thought provoking than the quantitative results are those that seem to be immeasurable at the individual ecological level: the attitudes and awareness of the male participants in the study:

“An 18 year old rural man explained to us how he could now discuss these issues with his father and his knowledge and confidence made him ‘appear important’ at home. Stepping Stones provided skills to deal with conflict constructively, as a 20 year old man explained: “if ever I was scolded at home, I used to become angry and unable to listen and walk away, but now I am able to sit down with my mother and tell her the problem that I am having and be able to sit down and talk about it nicely.” One of the participants said his mother was so pleased with the changes she saw in him that she began to encourage all the young men she knew to attend.

Many of the participants described how after Stepping Stones they had come to be advisors to others on a range of issues, particularly related to HIV, preventing pregnancy, avoiding the use of violence and reducing risk taking. They had new knowledge that they could share, their attitudes towards some areas of life had changed and they had confidence in their ideas and ability to communicate these. Many of the men told us how they now tried to defuse friends’ anger when they felt they have been slighted by others and wanted to resolve it with a fight.” (Jewkes, 2007, p. 3)

The above text-box illustrates the snow-ball affects of such an intervention in the community. These men became role models in their homes and in the communities; this is a source of primary prevention for the boys who look up to these young men. As aforementioned GBV is contextualized in a broader context of violence and male dominance; the quotes above state a new found respect for one’s mother and new ways of communicating feelings of frustration and hurt instead of resorting to violence.

#### Sustainability/replication

The potential to upscale and replicate the SS programme has been established throughout this report based on the rigorous level of evaluation done by the Gender and Health Unit at the MRC and based on the fact that SS is used throughout the developing world and can be made relevant to any context.

Though funding for implementing SS was not dealt with in this report since the funding was for the study of the SS, it is recommended that government become a strong financial support for instituting such life-changing programmes (Jama, personal communication).

Even after one has fundraised for the costs of an 8 week programme, what happens when the facilitators leave? As recommended by the MRC for this programme to be sustainable and to have long lasting effects beyond the end of the intervention or even up 24 months (the time of the last interview in the evaluation), the programme

must be embedded into the community (Jama, personal communication). Consequently, the study found that community mobilisation is the most critical factor for implementing and sustaining prevention and intervention programmes of this nature.

## SECTION TWO: COMMUNITY

The case studies in this section concern interventions at community level: through religious organisations; in schools; community mobilisation around children; and traditional leaders. The case studies are: Hope Worldwide Men as Partners (MAP) Programme; Girls Education Movement in South Africa; Isolabantwana – Eye of the child and Project Ndabezitha.

### CASE STUDY FOUR

Project Name: Hope Worldwide Men as Partners (MAP) Programme

Location: Gauteng

Ecological realm: Religion

### Synopsis

Hope Worldwide has been implementing the Men as Partners Programme since 2002. Working with individual men in community settings, the programme emphasises the link between gender violence and HIV and AIDS and promotes active male involvement in reducing both epidemics in South Africa.

### Context

The need for men's involvement in efforts to end gender violence is acknowledged the world over. In South Africa, where high levels of gender violence and HIV infection combine, work with men to reduce these epidemics has been on the increase. Organisations such as Hope Worldwide South Africa, Engender Health, Men for Change, ADAPT, Planned Parenthood Association of South Africa (PPASA), Sonke Justice and others are actively working with men to reduce the levels of HIV and gender violence in South Africa.

Several studies have been conducted which investigate men's attitudes towards gender violence including:

- a Johannesburg based study which found that out of 2059 men interviewed (2007 men responded to the question), "some 40 percent of men said they thought it was ok for a man to punish his wife in some form (by talking to her, beating her up, imposing financial punishment or through verbal abuse) (CIETAfrica, undated)
- a survey of 435 men in a township in Cape Town which showed that "more than one in five men... reported that they had either threatened to use force or used force to gain sexual access to a woman in their lifetime" (Kalichman et al 2007 in Ambe and Peacock, 2006);
- a survey with 1370 male volunteers recruited from 70 rural South African villages which indicated that "16.3 percent had raped a non-partner, or participated in a form of gang rape; 8.4 percent had been sexually violent towards an intimate partner; and 79.1 percent had done neither" (Jewkes et al 2006 in Ambe and Peacock, 2006)
- the National Gender Opinion Survey conducted by the Commission on Gender Equality in 2005 in which responses to the question: "Do you think there are circumstances where women invite rape" included: "Yes, there are circumstances such as the way they behave and what they wear. They wear mini-skirts and like to lean next to men and forget that men have feelings also and at the end you

end up tempted and sleep with her thereafter they call it rape (Male, peri-urban) (Julien and Majake, 2005).

A 2006 survey of 945 men in the greater Johannesburg explored men's perceptions of their own and government's response to violence against women. Of several strategies proposed to prevent violence, the most preferred strategies were:

- implementing programmes for school-aged boys in the schooling system (82 percent)
- talking to your son (64.4 percent)
- strongly enforcing existing laws on violence against women (62.8 percent)
- educating men about violence against women (63.4 percent) (Ambe and Peacock, 2006).

It is these attitudes and other social norms, which contribute to women's vulnerability to both violence and HIV infection. These social norms also impact negatively on men's health and their ability to resist dominant notions of what it means to be a man. Chenge (2005:115) writes that:

"Expectations that men are self-reliant, sexually experienced and more knowledgeable than women, inhibit men from seeking treatment, information about sex and protection against infections, and from discussing sexual health problems. Men fear that admitting their lack of knowledge will undermine their manhood".

As early as 1998, Engender Health and the Planned Parenthood Association of South Africa initiated the Men as Partners (MAP) Programme the purpose of which was to:

- "challenge the attitudes, values and behaviours of men that compromise their own health and safety as well as the health and safety of women and;
- to encourage men to become actively involved in preventing gender based violence as well as in HIV/AIDS related prevention, care and support activities" (Peacock, 2005).

Building on this early work, Engender Health subsequently collaborated with a number of partners to implement the Men as Partners Programme including, amongst others: multi-lateral bodies such as UNIFEM, UNICEF and the Global Coalition on Women and AIDS; government departments including the Departments of Social Development and Health and the South African National Defence Force; tertiary institutions; research focused institutions; and national NGOs such as Hope Worldwide.

This case study examines Hope Worldwide South Africa's implementation of the Men as Partner's Programme.

## Background

Hope Worldwide is a faith based international organisation whose vision is to bring hope and change the lives of the world's most poor, sick and suffering. According to its website ([www.hopewww.org](http://www.hopewww.org)) the organisation has been active in 63 countries, including South Africa.

Since 1991, Hope Worldwide South Africa has been involved in community-based HIV/AIDS care, support and prevention efforts, initially in Côte d'Ivoire, then South Africa, Nigeria and Kenya. Currently Hope Worldwide Africa has representation in 25

African countries, with over 12000 Hope Worldwide volunteers in more than 40 sub-Saharan cities from Freetown to Gaborone.

The South Africa programme began in 1994 in Soweto and expanded to offer services at over 30 sites. Working in partnership with in many organisations, Hope Worldwide takes a comprehensive, integrated, community-based approach to programming. Core competencies include HIV/AIDS prevention, community capacity development, and care and support services for adults and children.

Hope Worldwide began implementing the Men as Partners Programme in 2002 after being introduced to the programme by the PPASA and Engender Health. Willie Letswalo, one of two MAP National Coordinators at Hope Worldwide says:

“... my thinking is that until then, the focus at Hope Worldwide had been on HIV and AIDS. MAP was the missing link by bringing together HIV and AIDS and gender; bringing an analysis of how men and women interact. MAP challenged beliefs which oppress women and... ideas of what being a ‘real’ man is” (interview, 27 February 2008).

Phumlani Mngomezulu, also a MAP National coordinator at Hope Worldwide says that the main aim of the programme is to increase men's involvement in sexual and reproductive health to reduce the levels of HIV and gender based violence in South Africa (interview, 25 February 2008).

## Approach

The MAP programme historically consisted of workshops that explored gender roles. However, it has expanded and now broadly works to promote gender equality and reduce the spread and impact of HIV and AIDS. MAP employs the following strategies:

- workshops aimed at changing knowledge, attitudes, and behaviour
- mobilising men to take action in their own communities
- working with media to promote changes in social norms
- collaborating with other non-governmental organisations and grassroots community-based organisations to strengthen their ability to implement MAP
- advocating for increased governmental commitment to promoting positive male involvement (Peacock, 2005).

Hope Worldwide's implementation of MAP employs these strategies. Apart from NGOs such as Engender Health, Sonke Justice and Peacecorp, the organisation has also worked with the Departments of Health, Arts and Culture, and Social Development. Hope Worldwide also trains smaller community based organisations on how to use the MAP methodology so that the programme and its ideals takes root within communities.

Hope Worldwide also uses the MAP approach in its work with young people at schools through the Attitude and Behaviour Change for Young People/Men as Partners ABY-MAP programme. Recognising the need to also reach out and work with young men, Hope Worldwide decided to begin working in schools in collaboration with the Department of Education.

Hope Worldwide implements the MAP programme across South Africa. Currently there are 52 staff and peer educators (or field workers) working on the MAP programme including a national manager, assistant manager, two national coordinators, site coordinators and peer educators.

Peer educators make up the largest of the 52 MAP implementers: "Hope Worldwide has always works on the ground, in communities. We do the same with MAP. This is why we have many peer educators. The MAP objectives and approach fits glove in hand with the lifestyle promoted by Hope Worldwide [as a faith-based organisation]. MAP is about a way of living. It is about personal change" (interview with Willie Letswalo, 27 February 2008).

"I attended a workshop in which there was an activity looking at positive role models for me, and participants mentioned Mandela and people like that. The facilitator asked us to 'bring it home' and to think of role models in our own lives. And I couldn't find any in my life. I thought of my father, I thought of my uncle, I thought of the men around me, and I was blown away because I could not come up with a man as a positive role model. That challenged me a lot. It was very hard to think that I might be associated with the bad image that men have – as perpetrators and so on. I was really impacted by the bad image of men as the perpetrators of violence, men are the rapists. So I said, I want to change, I want to make a difference, I want to play a positive role in other young boys' lives".  
Sgidi Sibeko, MAP coordinator at Hope Worldwide (Engender Health, 2005 in Peacock, 2005)

## Implementation

### Step 1: Identification of key stakeholders

Once communities or implementation sites have been identified, a mapping exercise is undertaken to establish key partners to whom the programme will be introduced. The aim is to ensure that organisations and existing structures in communities will collaborate with and support the MAP team.

### Step 2: Recruitment

MAP workshops are conducted in a variety of settings, including prisons, in workplaces amongst other spaces and recruitment strategies vary. Hope Worldwide uses what Letswalo describes as 'street interventions' to recruit people to participate in the programme. Street interventions are strategies to 'woo' people to attend MAP workshops. Hope Worldwide staff go 'street to street and door to door', sharing information about sexually transmitted infections including HIV and informing them about the MAP workshop which will take place. The street interventions create the space for community members to begin to engage with Hope Worldwide staff and peer educators; community members ask questions and receive information about issues of concern.

Hope Worldwide also targets organised and existing structures such as youth groups, churches and social clubs, introducing MAP to them, getting buy in and organising MAP workshops with existing members.

### Step 3: MAP workshop

The workshops take place over a period of five days<sup>21</sup>, with between 20-30 participants. Each day focuses on a different theme:

Day 1: gender socialisation and power imbalances between men and women

Day 2: how gender impacts on sexuality, parenting and relationships between men and women

Day 3: how gender socialisation relates to health seeking behaviours and HIV transmission

Day 4: domestic and sexual violence

Day 5: how can men redefine masculinity and play an active role in their communities to address gender inequality, responsible fatherhood, HIV and AIDS and gender violence (Peacock, 2005; interview with Phumlani Mngomezulu, 25 February 2008).

### Step 4: Community Action Teams (CAT)

While the workshops are an important way of increasing men's engagement with sexual and reproductive health and efforts to reduce violence against women, research suggests that "positive change promoted by an intervention such as a workshop is likely to be eroded once individuals return to their families, communities and day to day lives. Sustained change, research suggests, is best promoted by a more ecological approach" (Peacock, 2005).

As a response to this, the MAP programme includes the establishment of Community Action Teams (CATs) which mobilise men in communities to take action at a local level. Hope Worldwide establishes Community Action Teams through the identification of potential peer educators during the workshop, including participants who express interest in continuing their involvement in the programme by becoming peer educators (Interview with Phumlani Mngomezulu, 25 February 2008). Peer educators then receive facilitation; counselling and other skills which allow them to implement the MAP programme. The CATs are significant for a number of reasons. Firstly they ensure that peer educators and others are located within communities allowing access to information and support beyond the workshops; secondly the 'each one teach one' approach allows for community members to see 'one of their own' become agents of change; and lastly members of the CATs are able to support each other. This helps 'sustain the change that was started during the workshops, and it shows other's that it is possible" (Interview with Phumlani Mngomezulu, 25 February 2008).

## Impact

Hope Worldwide has been implementing MAP since 2002. While this research was unable to access documentation regarding the exact numbers of people who have been through the programme, it is estimated that it is as many as 19 800<sup>22</sup>.

The programme is evaluated at every workshop by participants who complete pre- and post-workshop questionnaires. Both Letswalo and Mngomezulu mention the data

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<sup>21</sup> Content is based on the Guide for MAP Master Trainers and Educators (available from Hope Worldwide).

<sup>22</sup> Based on the following calculation by Willie Letswalo: 12 workshops a month x 25 participants a workshop x 11 months x 6 years.

from the questionnaires as an important source of information for the MAP programme<sup>23</sup>.

Three focus group discussions were held to gain insight into the impact Hope Worldwide's implementation of the MAP programme has had amongst beneficiaries: with peer educators, participants and stakeholders. The following section presents the key issues raised during the discussions.

#### Reasons for attending

All participants indicated that they heard of the MAP programme and workshop via word-of-mouth. Some became involved as a result of presentations that were made at various organisations. Many mentioned the desire to get more information about HIV and AIDS as a factor in their attendance and participation.

All peer educators were recruited during MAP workshops in their communities. While all peer educators spoke about wanting to 'give back to the community' as a primary motivation for working in the programme, another common reason was to have something to do while making 'ends meet'<sup>24</sup>. They also spoke about MAP helping them to focus:

"With the skills and knowing that right now I don't have money to further my studies I need something that would sustain me, ground me and keep me disciplined not to fall in the wrong ways. I needed something to keep me busy and focused. At that time MAP helped me ground myself. I know this is a positive thing I can do; so I continued to stay and make a difference" (Justice, peer educator).

#### Changing attitudes and behaviours

Participants of the MAP workshops felt that the interaction with other members of their community, which continued after the workshop allowed them to see that attitudes were indeed changing. As Tsepo says: "If you have attended, you understand the terms such as abuse, violence, coercion... they ring in my mind [when I am in certain situations]".

Japhta, a peer educator spoke about how this attitude shift was evident at a community level: "You would go to a support group or try to start one and the men would not be interested. Now they are attending, they are even coming to me to say 'we have a problem, we want to get together to talk about it, what must we do?'"

Edward, another peer educator commented: "You find that we have conducted workshops in a place a long time ago and we move, because of funding or what ever. You know that when you first went there, people that came were not too interested in participating. But now if we go back [we see] they are participating in other forums and projects in their communities. They believe that they have a role to play in their communities. When you go back you see changes like there is a youth desk, someone tells you before I was doing nothing now I'm doing something ... now

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<sup>23</sup> Questionnaires are available but have been excluded from this report due to space constraints

<sup>24</sup> Peer educators are given a stipend of sorts to cover their expenses. While this payment should not be construed as a formal 'salary' given the high levels of unemployment in communities which Hope Worldwide serves, this is a great incentive for many. One of the criticisms of the beneficiary group was around the financial constraints which prohibited them from becoming peer educators or members of the CATs.

I feel that I need to contribute to my community. This is what MAP does. Of course it won't happen after one workshop – but people learn that they can make change if they stand up”.

Participants also spoke about practicing safe sex and an increase in their knowledge about HIV and AIDS since their participation in the workshops. “I use a condom correctly and consistently,” said Thabo (workshop participant).

Participants of the stakeholder focus group discussed how MAP helped them to begin to understand stereotypes about lesbians and gay men. Given that hate crimes related to sexual orientation are perceived to be on the increase, that MAP is resulting in stereotypes being challenged, is very significant.

“I stopped [stereotyping] gays and lesbians. Through MAP I understood better. I realised that I was insensitive and said [inappropriate] comments. MAP helped me” (Siphiwe, stakeholder).

Responses from peers and family to their work

Almost all participants, in peer educators in particular, spoke about losing friends because of their work in the MAP programme. They spoke of feeling alienated from people whom they grew up with who had not attended the MAP workshops and therefore “could not understand” the changed attitudes of their former friends. They also mentioned some confusion amongst community members about what “Men as Partners” was:

“From the words ‘men as partners’ there was a perception that it was a gay movement. Why men? So people, [when they did not know what MAP was about] responded negatively” (Japhtha, peer educator)<sup>25</sup>.

“At first I got a negative response ... my friends were saying that with Men as Partners we are going with another man. Then I was also going to church, which I never did before. They were thinking that I was leaving them. But after time when I explain to them, even though it wasn't easy, they started to see. I was changing. But it was not easy. Some of them could not understand why I was being so different – some people even in my house, they didn't understand” (Ratanang, peer educator).

Training and skills transfer

As mentioned, Hope Worldwide emphasises the training of members of community structures and organisations to ensure that the MAP methodology and messages are spread. The discussion during the focus group of stakeholders shed light on the effectiveness of this approach.

Leroy works at the SAPS trauma office in Meadowlands where he regularly interacts with both victims and perpetrators of violence. “I apply MAP every day. After the training I attended I began to see my male clients [differently]. I began to encourage them to speak out as men. I also learned and understood more about domestic violence. The MAP workshop built my capacity to address these issues”.

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<sup>25</sup> Willie Letswalo also spoke about what he referred to as a ‘misunderstanding’: “Often when we would present MAP for the first time, people would ask us: ‘Men as partners in what?’... they thought that MAP was about gay men.

### Support for peer educators

While peer educators believed that MAP was effective, they also mentioned the need for continued support for them at a personal level, given the nature of their work. This is evident in the following quote:

“There was a guy who attended our workshops; he used to be the regular of the workshops about how can continue positively ... just last week he was arrested for allegedly raping a five-year-old child. I wonder are these people pretending or just acting for me because they say one thing in the workshop and then do something else outside. At times I am very discouraged and demoralised” (Justice, peer educator).

Peacock (2005) supports the need to provide support to peer educators and others implementing the MAP programme as “they need to process their own experiences with violence (Peacock, 2005). The following quote by Sgidi Sebeko, (then) of Hope Worldwide gives insight into the intensity of the training:

“This participant said that if he found a man raping a woman, he would kill him. I thought, let me probe around that issue and ask him ore what he means. And the guy said that his mother had been raped by a man who was considered a family friend. ‘And as a result I was conceived. I am a product of rape and from that day on my mum hated me’. One lady cried and another one said that a lady she lived with was raped on her way to work. And then she started crying. This gentleman stood up and left and the two ladies went outside as well. And then another participant said that a friend of hers was raped as well at a party at knifepoint by some guys. Now the mood changed. Unfortunately that day I was alone, I stopped the workshop briefly and went outside to counsel the participants there and some other participants who had been to our workshops before helped... ”(Peacock, 2005).

### Challenges

#### Working in communities

While building capacity amongst community based organisations and structures is a key strategy of the Hope Worldwide approach to implementing MAP, there has been some resistance in certain communities. Mngomezulu explains:

“Knowing Hope Worldwide as an organisation that is well resourced, there were some organisations, especially in Alexandra, that resisted working with us because they had a negative perception of us. It was like organisational competition. This made things difficult because our approach is not about saying ‘we know what you need and we will show you’, but rather one which is supportive of existing initiatives; which builds on what people already know; working towards a common cause.

What we did in Alexandra was then we approached the local government authority, working with them to build solidarity amongst organisations in the community. We focused on the issues, and not the organisations; training peer educators, developing CATs” (interview with Phumlani Mngomezulu, 22 February 2008).

While there are no formal partnerships with community organisations and structures, informal working relationships do exist. These relationships are strengthened by the fact that peer educators are known and live in the communities themselves. Examples of successful partnerships include working with SAPS in some parts of

Soweto whereby peer educators are invited to give presentations to police officers and community policing forums.

#### Conservatism and culture

The MAP approach is informed by a human rights approach, which underscores the rights to equality and dignity. Deep-rooted patriarchal and conservative attitudes – amongst men and women – require that peer educators are able to respond to attitudes that work against these ideals. The issue of marital rape is one such issue which Hope Worldwide (and other) MAP implementers confront during their work.

“When we start to talk about marital rape, it is very difficult. Many men do not even accept that this is possible [that a husband can rape his wife]. ‘She is my wife; it is part of her duties,’ they say. Also, when a woman gets married, she is told ‘we do not want returned soldiers.’ So even if her partner is abusive, it must be tolerated. The MAP manual provides peer educators with tools they can use to challenge the ‘cultural’ issues in society which oppress women.

Sometimes it is not even about culture, but about men not being willing to see women as equals,” (interview with Willie Letswalo, 25 February 2007).

There are also other cultural challenges as expressed in the following quote:

“I was once doing some training in a small rural village near Mthata in the Eastern Cape. One of the participants was an induna. After I introduced the process, he asked me: “Have you been to circumcision school?” I laughed. The induna was not happy and said that I was making a joke, and that if I was not going to respond then no one would participate. ‘We are not going to allow an nkwenkwe<sup>26</sup> to address us, it does not matter what his age is.

So the resistance is there, we find ways to work from where people are, so that we build knowledge and share information that helps shift attitudes. It may take a long time sometimes but there have been changes” (interview with Willie Letswalo, 24 February 2007).

#### Peer educators, CATs and dependency

The ‘each one teach one’ approach allows for a great diffusion of the MAP approach in communities. However, it requires commitment from peer educators and CAT members to ensure that this happens in a sustained way. Comments from participants in focus group discussions show that the stipend paid to peer educators serves as an incentive for participation. This is particularly so given the high levels of unemployment in South Africa.

Ideally, the CATs should run independently; forming organic partnerships with individuals and organisations to support the work of MAP. Both Letswalo and Mngomezulu spoke about how ‘dependency’ on Hope Worldwide for funds to carry out this work was a challenge. While the CATs are an important component of the MAP approach, it is important that innovative ways be found to support them, which do not necessarily require large-scale monetary investment.

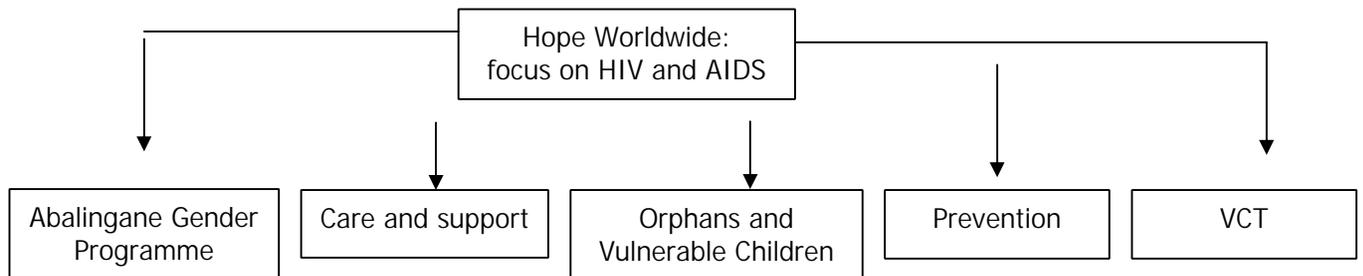
#### Integrating work with men using the MAP approach

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<sup>26</sup> A boy who has not been circumcised

As mentioned, Hope Worldwide programmatic areas are HIV/AIDS prevention, community capacity development, and care and support services for adults and children. The implementation of the MAP programme contributes towards the organisations' primary objective of preventing the spread of HIV and AIDS.

Hope Worldwide programmatic areas



Since Hope Worldwide began implementing the MAP programme in 2002, there has been increasing recognition of the need to involve men in all areas of the organisations' work, including care and support. At the same time, its work around men and gender has grown from strength to strength.

Today, Hope Worldwide's MAP programme has grown into the Abalingane Gender Programme, and has begun to integrate the principles MAP into all programmatic areas. Letswalo describes the 'package' of projects which are included in the Abalingane Gender Programme as the 'AGP toolbox'. This includes:

- the Men as Partners Programme
- Ubuntu Bamadoda – a mentoring programme
- the partner reduction programme – which discourages men from having multiple sexual partners
- the One Man Can Campaign (in which Hope Worldwide participates)
- a research project being undertaken in collaboration with the Medical Research Council, and
- a workplace project which offers services such as gender sensitivity training, amongst others to companies. To date Hope Worldwide has trained staff at South African Airways, the Department of Arts and Culture, Coca Cola, BIC, amongst others. Significantly, this training sometimes resulted in companies sponsoring the work of the Abalingane programme.

According to UNICEF, approximately 90 percent of AIDS care in Africa takes place in the home, undertaken primarily by women and girls; this situation also plays itself out in South Africa. In a study undertaken in Soweto in March 2003 which looked at MAPs role in increasing male involvement in care and support, many men "identified traditional gender roles and the fear of losing respect from their peers as significant deterrents to participating in care and support activities" (Peacock, 2005).

Responding to this, Hope Worldwide has begun integrating the principles of MAP into its care and support programme. Letswalo argues that it is essential that men become more involved in care and support: "We know that the majority of carers of those infected are women. But some men don't feel comfortable being taken care of

by women for example, when they need to be bathed. Feeling uncomfortable and anxious then affects their CD4 count and they feel worse. It is important that men can take care of other men" (interview, 25 February 2008).

## Replication

As mentioned above, Hope Worldwide is in the process of mainstreaming the MAP approach and principles into all its programmes. Consequently, the numbers of people who are exposed to MAPs principles will increase substantially.

The decision to establish MAP satellite offices and work with local peer educators is cost effective and ensures not only that there is a sustained 'MAP presence' in all communities where the programme has been implemented, but also that each MAP office has a 'local flavour' which responds to the specific needs of communities in which they are based.

The Hope Worldwide MAP model (satellite offices and peer educators) according to Mngomezulu ensures:

- that community members have access specifically to the MAP programme, but are able to find out more about Hope Worldwide's other focus areas
- that community members have access to peer educators who are from their communities, who are available to provide ongoing support and assistance<sup>27</sup>
- that the capacity of communities to respond to issues of gender violence and HIV and AIDS is increased
- relationships with community structures, government departments and other organisations are established and sustained

This community-based model lends itself strongly to replication and localisation. That the Hope Worldwide MAP project has been able to work with both government departments and the private sector in implementation is also significant as it shows the possibilities and benefits of active inter-sectoral and multi-stakeholder collaboration.

While this research did not establish the extent to which this approach is sustainable, anecdotal evidence suggests that the model is one which holds great potential for reducing gender violence as it focuses on long term individual behaviour change. The men as partners concept, if applied and sustained at a community level emphasises that violence against women is a concern for both men and women, and as such promotes collective responsibility and action.

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<sup>27</sup> During the focus group discussions peer educators spoke about the importance of being located within communities: "Sometimes people can come to my place at like 6pm to say 'I'm having a problem, can we talk about it please' or, 'Do you have any condoms?' They believed that given that the focus is on long term behaviour change, a consistent presence was important.

CASE STUDY FIVE:

Project name: The Girls Education Movement in South Africa

Location: National

Ecological realm: Individual: Children and youth

Context

Gender-based violence is a global problem that, among other impacts, limits the benefits of education, causes poor health and psychological trauma (Dobbert, 1975). School-related gender-based violence has particular consequences for both girls and boys who may be victims of verbal abuse, bullying, harassment and rape. School-related gender-based violence can be broadly clustered into two overlapping categories: explicit gender (sexual) violence, which includes sexual harassment, intimidation, abuse, assault and rape, and implicit gender violence, which includes corporal punishment, bullying, verbal and psychological abuse, teacher's unofficial use of students for free labour and other forms of aggressive or unauthorised behaviour that is violent (Akiba et al, 2002).<sup>28</sup>

School safety is a major education problem in South African secondary schools, and many students have reported feeling unsafe in the school environment (Human Rights Watch, 2001). A number of strategies have been used to reduce the risk of violence in South African schools including programmes that provide skills training and create activities for students after school. This includes the Safer Schools Project, a joint initiative by the Departments of Education, Social Development and the South African Police. Amongst other interventions, the Safer Schools Project has developed a range of materials for educators, learners and policy-makers to assist in their efforts to prevent gender violence in schools (Moolman and Tolmay, 2005).

This case study examines the effectiveness of the Girls' Education Movement (GEM), a school/community intervention model created to make schools safe environments conducive to children's learning, with a particular focus on the extent to which GEM is able to combat violence against girls in schools. The content of this case study is drawn from a study conducted in secondary schools South Africa in (June- July and September-October) 2007 through a series of observations, review of records, crime reports, school attendance records, programme materials and interviews of teachers, school administrators, and learners to assess the efficacy of the GEM initiative<sup>29</sup>.

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<sup>28</sup>(Akiba et al., 2002) conducted a study on school violence in 37 nations, based on TIMSS data. This report viewed school violence largely in terms of delinquency, youth crime and classroom disruption. Although figures on rape are provided, there was no attempt to distinguish sexual violence from other forms of school violence.

<sup>29</sup> The study was undertaken by Felicia Wilson as part of research towards a Dual PhD in Education Policy & Comparative and International Education at College of Education at Penn State University, State College, Pennsylvania. Thanks to Felicia Wilson for sharing the findings of the study. For more information on the full study contact Felicia Wilson at wilsonsparrow@verizon.net.

## Background

South Africa's transition to democracy has been accompanied by extremely high levels of both political violence and violent crime. Assault, rape and sexual violence are 'endemic' in South African schools (UNICEF, 2001). As levels of violence have increased in society; so have levels of school-related gender-based violence in schools. Fear of violence is pervasive and has had major impacts on the educational opportunities available to students, because of risks to their security and safety.

The Declaration on the Elimination of Violence Against Women, a UN General Assembly resolution passed in 1993, extends the definition of gender-based violence beyond physical or sexual violence. It encompasses equally insidious forms of violence against girls such as economically coerced sex, sexual harassment, demeaning language that undermines self-esteem, including assigning girls to perform domestic tasks at school while others study (UN General Assembly, 1993). Gender based violence therefore is a term that broadly incorporates behaviours that manifest as physical, sexual, or psychological damage to women or girls.

A study conducted by the South African Medical Research Council (MRC) (2003) for the Department of Health, entitled, The 1<sup>st</sup> National South African Youth Behaviour Survey provides statistical data of violence in schools. The landmark study established a baseline for future studies by providing information on the unsafe school environment. The study consisted of 23 schools in each province, which sampled 14,776 learners. The quantitative report revealed the following:

- 17 percent of students carried weapons,
- 41 percent of students were bullied,
- 14 percent belonged to gangs,
- 15 percent had been forced to have sex,
- 15 percent had been threatened or injured on school property,
- 19 percent were injured in fights and
- 32 percent felt unsafe at school (MRC, 2003).

Another study revealed that 50 percent of students had experienced violence either as victims or perpetrators<sup>30</sup>.

The statistical data provides valuable information on violence in South African schools. However, given that it is quantitative it is limited in giving contextual factors for violence in schools. The aim of this case study therefore is to examine the efficacy of the implementation of the Girls' Education Movement (GEM) and its impact on school safety in secondary schools in South Africa. To position the contextual experiences of girls' encounters with GBV incidents of violence that reflect student-to-student violence as well as teacher to student violence (recorded during the study) have been included.

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<sup>30</sup> Swart et al (2002) conducted a study on the prevalence of violence in teenage dating relationships.

## What is the Girls Education Movement?

GEM was launched in Uganda 2001 and is an African child-driven grassroots movement, through which students in schools and communities employ strategies to bring positive change in the lives of girls and boys (UNICEF, undated).

GEM aims to:

- give girls equal access to education
- improve the quality of education, especially in disadvantaged schools,
- make the school curriculum and school books gender responsive,
- create schools that are safe and secure for children, especially girls, work with boys as strategic partners,
- reduce gender based violence
- abolish harmful cultural practices such as early marriage for girls (UNICEF, undated)

## GEM in South Africa

Then Minister of Education, Kader Asmal, launched the South African chapter of GEM in Parliament in 2003. The United Nations Children's Fund (UNICEF) and the South African National Department of Education collaborated to institute GEM in all of the country's nine provinces. Although gender equity is a national priority, the Gender Equity Unit of the South African Department of Education, which is the lead implementer of the programme, did not have the resources or funds to roll out GEM in every province universally.

GEM has been rolled out in provinces over a period of three years, and has reached the goal of having programme sites in each of the nine provinces by 2006. Since 2003 the programme has been implemented in the provinces as follows; Eastern Cape, KwaZulu Natal, Limpopo, Mpumalanga, Free State, North West, Northern Cape, Western Cape, and Gauteng. The Department of Education and UNICEF have supported 164 primary schools and 53 secondary schools in establishing the GEM programme.

In July 2006 GEM and UNICEF received a donation of R4 million from Barclays Bank to support the GEM programme in Eastern Cape, Limpopo and KwaZulu-Natal. Barclays CEO David Roberts pledged the funds because he believed in the mission of empowering girls through life skills and other training to reduce their vulnerability to abuse, and promote higher achievement levels for girls in school (UNICEF, Media Centre 2006).

In South Africa, GEM forms part of a broader UNICEF and South African government 'Child Friendly School Plus Programme which encourages schools to become 'centres of care and support orphans and other vulnerable children' (UNICEF, undated).

## The GEM approach

The theoretical impetus of GEM is that culture is acquired through socialisation. GEM proposes that socialisation is inherited through cultural practices and beliefs that are

instituted in society and transferred into the school environment. GEM attempts to combat negative socialisation that results in violence and inequality.

It proposes that children's socialisation can be moulded in specific directions by encouraging explicit beliefs and attitudes as well as selectively providing alternative experiences for children in schools/communities. GEM recognises that children should be an active part of the educational agenda; considering the perspectives of children and recognising children as 'clients'.

This theoretical perspective places emphasis on children being primary contributors to solving conflict in the educational environment and community. Listening to children in concrete and effective ways places them at the centre of innovation in the context of school/community intervention. GEM encourages student participation and empowerment by giving children the opportunity to work together to find solutions to problems affecting their lives, the children become actors in the development of their schools and communities. The programme serves as a vehicle for women's empowerment within the confines of a patriarchal society to generate girls' confidence that they can acquire skills and be supported by peers and caring adults to gain control over their bodies and lives.

GEM views boys as a key proponent in dispelling inequality and violence in schools. As boys are often perpetrators of violence, it is through the educational and social transformation of values, cultural beliefs and prejudice that boys can become advocates for change, therefore creating a mind-shift in South African schools/communities. By listening to children and valuing their concerns in education programming and interventions, the conversations of practitioners, policy-makers and researchers can be well informed from a 'grounded' perspective. GEM professes that through the establishment of strong partnerships schools/communities can respond to three inter-related threats to education in South Africa: gender inequality, violence in schools and the impact of HIV and AIDS (UNICEF, 2001).

Who's best interest?

While talking to boys about incidents of violence against girls in schools, there was a level of insensitivity; some thought that the incidents of sexual harassment of girls merely as teasing. There were other boys who recognised the significance of the situation. However it appeared that the school principal, who attests to the importance of GEM in his school, had much to understand.

"Schools have become the easiest targets for gangsters, especially during exam time. There was a scenario where a 10<sup>th</sup> grade female learner was molested in the classroom while she was waiting to take an exam. She arrived early to school to study and a fellow learner accosted her in the classroom and forced her to touch his penis and lift her skirt. The girl was afraid to scream as she was told that she would be beaten if she yelled for help."

17-year-old male learner, school prefect

Fortunately another class mate arrived and stopped the male learner from going further. The incident was reported to the administration and the male student was suspended. The female learner and male learner both continued to take the exam the same day. When I questioned the administration about the incident, it was

stated that “such matters were better taken care of by the families than the police. The boy learner was extremely apologetic and that he would be dealt with at home”.

Gauteng

### How GEM works

The GEM approach supports partnerships, uses multiple strategies and links to various levels of interventions. The approach promotes system-wide changes at an individual and community level, while integrating gender components into existing educational programs.

The GEM programme is implemented in schools through school-based clubs. The clubs consist of students ages 7-19 and range in size. While some clubs are co-ed and others single sexed, all clubs include boys as ‘strategic partners’ in gender transformation (UNICEF, undated). In the schools in which it is functioning, GEM is a network for improving girl’s education with boys and adults as allies.

The learner led clubs equip children with skills and information to address issues of access to education, clean and safe school environments, the importance of good communication amongst peers, HIV prevention, equal opportunities in math and science, life-skills and the importance of personal development. This is done through youth leadership and community workshops. The workshops focus on enhancing learners’ abilities to be creative leaders who contribute to the development of their own schools and communities.

In primary schools, the GEM club’s are lead by the upper grade students and are actualised through drama, music and sporting events. At the secondary level, the clubs orchestrate activities that are more diverse. For example, some have produced community radio and TV programmes. GEM clubs have morphed into drama groups who perform skits on related school and society issues, to peer counselling groups that meet to discuss learners’ concerns about curriculum, violence, and traditional community practices. The participants of the GEM programme reinforce transformation by leading their own development and recruiting other students to participate.

Other examples of GEM activities include:

- Teams of girls and boys cleaning their school yard on a regular basis so an attractive learning environment is created for all
- A suggestion box at school in which children can anonymously report cases of sexual abuse (UNICEF, undated).

“These activities keep us busy with something positive, so we are not on the streets exposed to other harmful or negative things. Before GEM, I use to smoke and drink and make trouble in class. Now I understand that I have value and what I have as a woman is special. I feel empowered and can make choices for my future.”  
14-year-old female learner, Free State

## GEM and gender violence

Gender-based violence in schools compromises the learning environment and educational opportunities for girls. Girls are disproportionately the victims of physical and sexual abuse at school and experience rape, sexual assault, abuse, and sexual harassment at the hands of their male classmates and sometimes by their teachers.

“My teacher promised me a passing mark if I had sex with him. So when people asked about my studying, I (would) just say why should I study when all I have to do is lift my skirt.”

17-year-old female student, Western Cape

When speaking to learners about whether GEM had any direct influence on how they dealt with the issue of violence and sexual harassment, they mentioned that they were told to report any kind of problem to the life skills teacher or principal. When asked if they had encountered problems they stated that they knew of girls who had been sleeping with teachers or had been harassed. Girl learners also stated that they did not feel safe to report incidents because there was no protection.

Learners reported having knowledge of multiple cases of rape, assault, and sexual harassment of girls committed by teachers and male students, as well as theft and gang violence. The learners spoke of how girls were raped in school toilets, encountered abuse in empty classrooms and hallways, and even on the way to and from school. The study also revealed findings of sexual abuse through fondling and belligerent sexual advances, and being verbally put down at school.

Girls also mentioned other forms of violence including being required to provide cleaning and maintenance services for the school, while teachers and boys use the time for academic work or leisure. They also reported that they were sometimes made to sit at the back of classrooms and not called on to participate in classroom discussions.

GEM teaches girls that they have rights, encourages them to be active participants in class and urges them to speak up and defend their right to learn. Despite this however, the day-to-day experiences of girl learners reveals that their ability to apply the skills they gain through GEM is limited. The practical application of the skills acquired through participation in the GEM clubs and activities therefore depends on the tenacity of the teachers and learners.

### GEM at work in and out of school

A female learner aged 14 (grade 9) was forced into an arranged marriage for one month. After being locked in a room, forced to hide from visitors and forbidden to speak her 'husband' eventually allowed her to return to school. She immediately went to the Life Skills teacher and reported what had happened to her. The authorities were called and a case was filled against the aunt and the man. Apparently the uncle was not aware of the arrangement and wept bitterly when he heard the news. The case was heard in court; the man (husband) was charged with assault, and the learner was released back into the custody of her uncle.

During an interview with her once she was back in school and receiving some counselling, though still living with her uncle and aunt, she said:

"My uncle travelled abroad for a few months and my aunt arranged for me to be married to a complete stranger, a 43-year-old man living in a village 100 kilometres away. One day after school this man came to get me from school and told me to come with him; that he was my husband; and my aunt made all the arrangements. I try to tell him that I must go and get my things, because I was thinking it would give me time to run away, but he said no and forced me into the car. I was afraid and knew I had my rights. They taught me in GEM to speak out. Before GEM I would have been afraid and ashamed to tell what happened to me, but now I know it is not my fault, and I have my rights."

No other action or charges were filed against the aunt. When asked about the fact that the child was returned home, the Life Skills Coordinator responded: "Where else could she go, she wanted to return home. She has three years of schooling left, hopefully she will make it."

-14 year old female learner, Limpopo

### Challenges

The effectiveness of the programme was difficult to measure in the context of the schools visited. Many students, teachers and administrators had not heard of GEM. However, the real challenge of implementing GEM was changing the mindsets of the school community.

It is imperative that the GEM initiative be established based on the context of the socio-cultural environment in South African schools. School-related gender-based violence does not occur in isolation but is believed to be a result of contextual factors that are built on cultural beliefs and attitudes (Chisholm, 2003).

Although there are dynamic programmes active in South Africa, implementation is still impeded by the beliefs of parents and students that cultural and traditional beliefs and practices must not be tampered with. Parents were most reluctant to changing the roles and responsibilities of the girl-child. Many believed that the issues discussed and activities in GEM clubs would make their daughters disrespectful and disobedient. One parent argued that her daughter now refused to wash dishes and sweep because she attended GEM camp. She said that the daughter was now disrespectful and always speaking about her rights. The female learner simply stated that she had two older brothers who created the mess most of the time, but were

not compelled to clean up. This caused division in the household and the girl-child was prohibited from being a GEM club member.

Another challenge that GEM faces is the lack of funding. Schools are allocated little, if any, funds to support the programme. Often programme supplies are purchased out of the pockets of the teacher who serves as the GEM coordinator. Funds are also required for the girls' transportation when there are events or activities. There is also a need for supplies for crafts, artwork and other items used to promote GEM campaigns.

The threat of violence and concerns for safety also limit girls' participation in the GEM programme. If GEM clubs meet after school many girls (and their parents) do not think it is safe to travel alone after school. The consequence of this is that while clubs the numbers of girls participating fluctuates between three and 42, depending on the level of support at the local school.

"How can we make change without funding for our programmes? National [Department of Education] says that this is a mandate and going to be rolled out in every school in the country in the next few years. That is totally unrealistic when most of the gender units at the provincial level consist of one person. Secondly, National [Department of Education] does know what we are dealing with on the ground. The levels of violence are worst now and getting difficult to help students, especially those with no parents. How can you tell a girl who is hungry not to sell her body when she is desperate? When sometimes the teacher she is sleeping with is the bread and butter for her entire family."

Provincial Gender Specialist

### Replication

While it is clear that GEM has had impact of the lives of participants, much needs to be done before it becomes the grassroots movement that UNICEF and the South African National Department of Education, Gender Equity Unit would like to see take form. Provinces and local schools face many challenges in the replication of GEM. There is no standard "tool kit" for GEM and each club operates at a high level of autonomy. While this autonomy is beneficial to a certain degree as it allows for localisation of the GEM programme, some 'standardisation' of the way in which the programme operates would help guide GEM facilitators and ensure that activities contribute towards the overall objective of the programme. Currently, the effectiveness of clubs is highly dependent on the GEM coordinator at the school level and the mindset of the GEM student leader.

In order to ensure that the programme meets its full potential, the South African National Department of Education and UNICEF would need to undertake capacity building, training and allocate and distribute resources at the provincial and local school level. The potential that GEM holds will not be met unless implementation is supported by sufficient and appropriate funding. It is imperative that GEM be implemented effectively with consistency in a comprehensive. If GEM is to be replicated throughout South Africa it will need a sustainable force of supporters to create transformation.

CASE STUDY SIX:

Name of project/campaign: Isolabantwana – Eye of the child (EST)

Location: National (this research focused on Western Cape and Gauteng)

Ecological realm: Children and youth - Community

Synopsis

Isolabantwana (Eye on the Child) is a community based child protection programme that advocates the collaboration of communities and formal resources when protecting children against abuse, neglect and exploitation. The programme further seeks to educate and enlighten communities about various social problems.

Adult volunteers who have compassion for children are recruited, screened and trained to assist social workers in the prevention and management of child abuse. The end result being a 24 hour child abuse, community based service to vulnerable children and families by trained Child Welfare volunteers. Volunteers identify, support and counsel families and children at risk of abuse intervening when necessary by providing a safe environment for children.

Context

In 2002, the ground work in the realisation of the national replication of Isolabantwana was laid. At the time it was becoming increasingly evident that South Africa facing a national child abuse crisis and that CWSA and its member organisations needed to intervene. Statistical comparisons in data between 1997 – 1999 and 2000-2002 reflected an average increase of 78% in reports of physical and sexual abuse of children as well as child neglect. Added to the alarming rise in child abuse cases an overburdening of social work services was also noted. Social workers were reported to be managing caseloads of 100 to 500 children. It was evident that due to the lack of human resources, especially social workers, combined with the lack of financial resources a new innovative approach to deal with child abuse, exploitation and neglect was needed.

It was identified that Cape Town Child Welfare Society had developed the Isolabantwana model and have been implementing the programme in the Western Cape since 1997 with great success. This programme had proved to be a best practice model and it was agreed upon that it should be replicated nationally. In 2003, 15 pilot sites were identified and the programme was implemented in all provinces, through the financial support of the Department of Social Development. Due to the success of the piloting phase additional training of CWSA member organisations was under taken in 2004 leading to the national replication of the programme. To date 52 Isolabantwana sites have been established and are ensuring that vulnerable children receive protection and care.

## Problem identification

Initial statistical data obtained from CWSA member organisations reflected an alarm in increase in child abuse reports between 1997 and 2002. It was evident that with the high social worker caseloads which existed assistance would be required to meet the needs of the children being identified, hence Isolabantwana, Eye on the Child.

Since 2002, additional social problems such as the HIV/AIDS epidemic and high incidence of poverty have further impacted on the provision of protection services to children. Between 2004 and 2005 the total number of children dealt with by CWSA member organisations increased by 16%. This increase was reflected in a 33% increase in Children's Court Enquiries for children in need of care and protection. The increase in enquiries was due to an increase in reports of child neglect (35%), child abandonment (60%), orphaned children (35%) and HIV/AIDS related cases (45%). These statistics reflect the immense impact of poverty and HIV/AIDS of children.

Surprisingly, the number of new cases relating to child physical and sexual abuse decreased. In the light of national statistics for the same period, which reflect that at least a quarter of South Africa children will be abused before the age of 18 years, this decrease is alarming. When looking into the situation further, it is evident that child physical and sexual abuse has not decreased over the past years, but rather these matters have been marginalised due to the increase in child neglect, abandonment, orphaned and HIV/AIDS related cases.

Service organisations for children in urban areas are overburdened with statutory work, increased client loads, **and administrative** responsibilities linked to foster care as a care form for orphans. Further, the shortage of funds that beleaguers NPO's renders them hard pressed to employ professional staff to match either the organisation's or community's needs and inhibits our capacity to access additional communities to render services to vulnerable children.

To address these issues, and to unlock the doors to the early identification of vulnerable children, community based responses will be need, hence the roll-out of the Isolabantwana programme (or Safe Homes project).

## Project design

The programme is community based and child centred. It aims at equipping community volunteers through professionally developed training materials, trainings and ongoing workshops, to intervene with vulnerable children within their local community. Volunteers receive support and guidance through the strong infrastructure of The Welfare in South Africa and member organisations. Volunteers interact meaningfully with children and families in need, assisting them to develop strategies to resolve difficulties and improve of life. When necessary they are available to intervene when children are being placed in dangerous situations, being mandated by the court to remove children to places of safety when necessary. Volunteers receive both one on one and group supervision from professional social workers to aid them in their interventions. Social workers are also available to provide casework and statutory services when necessary.

To encourage a culture of respect for children's rights volunteers conduct community awareness raising activities. These activities are aimed at not only informing the community about the service and child abuse but fostering change in attitudes and behaviours towards children.

In summary, volunteers at community level are utilized, recruited, trained and are assigned 3 types of duties namely:

- Eyes, who are trained to be able to identify children who are vulnerable and in crisis situations and who reported to be abused, remove the children if necessary and place them with safety parents, who are trained in the Programme.
- Safety Parents mentioned above, open their houses for these children in a crisis for least 48 hours, until a Social Worker can intervene.
- Management Committee manages the Project with the assistance of the Social Worker at the Organisation, or Social Workers of the Department of Social Development.

These volunteers work as "Authorized Officers of the Court" and are granted authority by the Commissioner of Child Welfare, at the local Children's Court, to remove children from abusive situations, when necessary, until the case is referred to the social worker who will manage the case further. In some cases this principle will not be implemented. Trained volunteers also create awareness in communities, provide preventative and early intervention services for children and families at risk, and for the interim management of referred suspected cases of neglect and abuse under guidance of professional staff.

Objectives of the project are to

- To reduce the onus on social workers to singularly combat child abuse and neglect.
- To effect community involvement in the identification and care of vulnerable children
- To empower communities to take responsibility for child protection and the prevention of abuse.
- To provide a 24 hour child protection service and easy access to help for children in crisis.
- To sensitise and educate communities to children's rights
- To enhance co-ordination and implementation of all programmatic levels
- To provide relevant community based child protection services to children

Targeting

- CWSA's national and provincial professional personnel – management, social workers and community development workers
- CWSA member organisations
- The social work staff of member organisations
- Communities and community level volunteers
- Children and families

## Process

The Isolabantwana Programme was piloted nationally in 2003 through the assistance, support and guidance of the CWSA infrastructure. CWSA provincial offices identified pilot sites, approached possible CWSA member organisations and partners and formalised working relationships.

CWSA provincial staff together with identified pilot sites set about obtaining buy-in of communities and other stakeholders within the communities. Community leaders were approached and community meetings attended. Additional meetings were held with key community stakeholders such as SAPS, Department of Social Development and other child protection organisations. Negotiations were held with Commissioners of Child Welfare regarding the managing of volunteers to conduct removals of children to caregivers when deemed that the child is in need of immediate protection. Volunteers were trained and deployed within 15 communities by local CWSA member organisations. Within a six month period 1853 children at risk were identified of which only 286 resulted in formal Children's Court procedures. This is very positive in that it reflects that the programme provides effective early identification and intervention for vulnerable children resulting in fewer children being removed from their families and communities.

There was involvement of the Department of Justice and SAPS the model encourages partnerships and cooperation with communities and other role players. The project encouraged partnerships with

## Isolabantwana sites

There about 61 sites have been rolled out throughout the country with a spread across all 9 provinces.

## Approach

Isolabantwana takes a project management approach to a nationally implemented programme and this has proven successful. Training of trainers to provide necessary knowledge and skills needed to manage and implement the programme as well as capacitate community volunteers.

Two training manuals were developed that would be used nationally; one for training of trainers and the other for training volunteers. At the end of training workshops trainers are assessed to see if they are ready to go and implement what they have learnt.

## Implementation

### Management

Child Welfare South Africa entered into a formal partnership with Cape Town Child Welfare Society. It was agreed that CWSA could replicate the Isolabantwana programme nationally through the assistance and input of CTCWS. The key structure in the national replication of Isolabantwana was a national steering committee formed early in the project life cycle and which consisted of CWSA senior management and accountability. They provided overall coordination and responsibility for planning the programme, monitoring and attaining of objectives,

development and overview of budgets, tracking of financials, consultation and motivation of provincial and local level participation and ensuring replication of Isolabantwana remains on track.

There is utilisation of project teams to manage programmes processes and consisting of CWSA regional directors, provincial managers, area managers and member organisation social workers.

#### Resources

Funding was allocated for the national replication. In 2003/2004 the programme received money from the National Department for Social Development amounted to R1, 500, 000.00. Thereafter for a further two year period, financial allocations go incrementally towards the service delivery costs of affiliates and for community structures. However the programme is cost-effective and low budget.

Human resources gaps were experienced at all levels of the Child Welfare infrastructure during national replication that is local, provincial and national. The Director of National programmes managed and monitored the replication of the programme in addition to her normal workloads because of staff shortages.

#### Communication

There is effective communication amongst role players. Communities are informed about what is going on through attending meetings organised by the programme.

For example, when recruiting information is sent through networking meetings, local newspapers and other print media and local radio stations are used. Assistance is also sought from other community based programmes such as peer educators and home based care workers to disseminate information and encourage community members to volunteer.

#### Capacity Building

Training of Isolabantwana trainers ensures that there is a multiplier effect for this programme. These trainers then train local volunteers and the general community in identifying and dealing with children who have been abused or at risk of abuse. This is ensuring a way of facilitating a level of sustainability of the programme especially because it is national in its approach.

#### Monitoring and Evaluation

The programme is monitored and evaluated periodically. The methods used in 2003/2004 resulted in CWSA embarking on a process to transform all accountability documentation. With the technical assistance CWSA is active in upgrading and determining monitoring and evaluation tools for each of its national programmes.

However none of the outcomes or findings of the monitoring and evaluation of the programme over the years was made available to the researcher.

## Impact

Members of the task teams, who are volunteers, believe that this is a good project and would like to continue. The rate of abuse is reducing and volunteer resources are available and accessible. The volunteers actually see themselves as making a difference.

The national replication of Isolabantwana programme resulted in the establishment of a knowledge base and expertise that has since been shared by CWSA through deliver of papers in national and international spaces.

In 2003/2004 a research revealed that the programme as a child centred model in that the programmes primary purpose and achievement is to reach, serve and protect children as a way of primary (and secondary) violence prevention strategy. The report shows that Isolabantwana limits the number of children who are removed from parental care and this is achieved through timely interventions of the 'Eye' volunteers trained and supported by Child Welfare.

### Profile of one of the centres

Knysna Child Welfare Society launched this project for the protection of children for the first time in the Garden Route on 13th January 2004, in the disadvantaged community of Oupad, near Nekkie. The project focuses on the entire community's participation to eliminate child neglect and abuse in high-risk areas.

At the opening ceremony, project leader, social worker, Michelle Heynes together with Ronnie Davidson and Chris Muller, staff of Knysna Child Welfare, related the scheme to the spectators and invited people to tell their own stories.

The idea behind the "Eye on the Child" project is to solve the underlying problems that may lead to behavioural misconduct, by involving community volunteers who have been thoroughly screened and undergone a comprehensive training programme with the guidance of our qualified social workers.

They have attended lectures, passed tests and graduated with certificates to the position of volunteer, (the "eyes") after which they are able to ascertain which problems to look out for and are prepared to handle difficult situations.

Attention is also given to teaching children new skills and involving their parents in reporting difficulties within their families to the volunteers in their area who, if necessary, report back to Child Welfare.

Benjamin Sigcu, who was a street child himself and is being trained as a volunteer, has already done a lot to motivate children in his community. His home in Oupad is open to them all and he organises video evenings and football matches for the kids, after he comes home from work.

With more people like Benjamin and others in Oupad, who are proud to be part of the project, it is sure to have positive effects on the disadvantaged children in this area.

Resulting directly from this program we have had a number of "day care Mothers" Come forward who are currently looking after 67 children who previously had no Daily care whilst their parents were working.

Source: <http://www.childwelfareknysna.co.za/projects/eye.html>, last accessed 2008

## Sustainability and Replication

The human resources constraints could impact on Isolabantwana's processes to lose momentum after pilot sites are handed over to affiliates. Therefore there is need for dedicated national staff continuity and the development of ongoing and standardised training material.

Funding limitations also had a negative effect on the programme development at national level. At provincial level human resources gaps in terms of CWSA area managers saw communities that really need Isolabantwana having to wait until sponsorship could be located for the national rollout 2006/8.

## CASE STUDY SEVEN

Name of project / campaign: Project Ndabezitha- EST

Location: National

Ecological realm: Community, traditional authorities

### Synopsis

Project Ndabezitha was launched in July 2004 and forms part of the Domestic Violence division of the National Prosecuting Authority's Sexual Offences and Community Affairs Unit (NPA-SOCA). The word 'Ndabezitha' is a Zulu traditional greeting used to traditional leaders in recognition of the inherent honour and respect attributed to their social standing and position of authority.<sup>31</sup>

Project Ndabezitha is a national project which been rolled out in all provinces in the rural areas. The project acknowledges the specific experiences of rural women and the role of traditional leaders in addressing gender violence in their communities. It began after a realisation that interventions to prevent or respond to gender violence are minimal in rural areas especially in terms of public awareness, training and victim-support service provision.

There was need for an understanding of the concept of domestic violence by traditional leaders. Equally important was the need to create a referral system between them and prosecutors because in rural areas it is often traditional leaders who are the entry-point into the criminal justice system

According to the NPA SOCA-Unit , the fact that of the 834 traditional leaders nationwide only 74 have, through this programme, received skills training in domestic violence for the very first time in 2006 paints the disparity picture between rural areas and urban areas more blatantly.

Project Ndabezitha is being rolled out in phases. The first phase which has been completed entails conducting a Domestic Violence training of trainers on domestic violence using a Unit Standard manual. These trainers comprise selected traditional chiefs and prosecutors who will in turn train other leaders to facilitate sessions on domestic violence.

The second phase involves building capacity for traditional leadership and prosecutors to be able to conduct Victim Offender Mediation Services as a way of promoting secondary violence prevention through restorative justice. It targets first time offenders and puts them through a programme to prevent reoffending. Through this intensive skills programme, the traditional leaders will acquire knowledge and understanding as to who does what, when and how in the justice value chain when managing cases of domestic violence from the restorative justice perspective. It recognises the critical importance of harmonising the retributive justice system and restorative justice system.

The project is worth ensuring that it is sustainable in that it targets traditional leaders who are role models and respected in rural areas. It promotes community

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<sup>31</sup> Kambula, T. Project Charter: Draft For Capacitation & Victim Offender Mediation Services Project, Project Ndabezitha

participation and emphasises the complementarities of traditional and constitutional legal systems. The project is helping to deal with the operational problems experienced in the criminal justice system especially in dealing with domestic violence which is usually deemed as a private matter.

Similarities can be drawn between Project Ndabezitha with the Uganda's national campaign to combat HIV and AIDS in that political and community leadership were leading the campaign. In this case it the traditional leadership who will be trained to become champions for preventing violence in their communities. Communication for social change and capacity building are also common characteristics of the two interventions which make them sustainable.

## Context

Since attaining democracy South Africa has made great strides in putting in place internationally acclaimed institutional legislative mechanisms to fight domestic violence. For example the Domestic Violence Act (No. 116 of 1998) and the recently passed Sexual Offences Act have been put in place to bring justice to victims of domestic and sexual violence and that in a way the law acts as a deterrent to would be offenders. The Victims' Charter has also been introduced to ensure that all victims of crime including domestic violence do not experience secondary victimisation.

While recognising all these steps taken thus far in the intervention process, NPA was mindful of the fact that NOT all of these innovations have effectively reached the rural communities. In terms of public awareness, training and victim-support service provisions, the rural areas are still lagging behind. This situation becomes very difficult to ignore when it is greatly acknowledged that many socio-cultural practices do not recognise gender equality and thus continue to subject many of the rural women and children to gender-based violence. Of greater concern, are the shocking revelations reported in a recent research that 80% of rural women are victims of ongoing violence in their homes (Lillian Artz, 1999)<sup>32</sup>.

The glaring disparity that continues to exist both in the quantity and quality of service provision offered in urban and rural communities is still a matter of serious concern. Public education programmes in domestic violence are still very scanty in rural communities. As it is universally understood, until you teach the leader, all followers will continue to grope in darkness.

The South Africa country report to the Commission on the Status of Women (CSW) shows that not enough work is taking place with men in rural parts of the country or with traditional leaders. Much of the work taking place with men occurs in urban and peri-urban areas leaving rural areas where 40% of South Africans live. In these areas, traditional leaders play a particularly important role and oversee the traditional justice systems and structures which, in rural areas, continue to be used more regularly than the formal criminal justice system<sup>33</sup>.

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<sup>32</sup> Kambula, T. Project Charter: Draft for Capacitation & Victim Offender Mediation Services Project, Project Ndabezitha.

<sup>33</sup> Ambe, D. et al, (2007) 'South Africa Country Report to the UN CSW'

Research has shown that 60% of women turned to family members for assistance after the most serious incident of abuse. The focus group discussions revealed that efforts need to be made to help family members understand the dynamics of abuse and respond appropriately to survivors. 43% of women sought help from friends after abuse and only 20% sought help from a religious person after the most serious incident of abuse. The latter finding is supported by other research in which rural women interviewed in the Southern Cape felt that the church did play a positive role in their lives, but that it was not 'effective' in dealing with issues of violence against women. Church leaders did not generally refer to domestic violence as a 'social ill'.

This demonstrates the need for traditional leadership to be up to speed in understanding that domestic violence is a social ill and how to deal with it. They usually form the highest decision making authority in a family setting.

### Problem identification

A baseline study was conducted in rural communities on domestic violence to obtain baseline data on current attitudes and level of knowledge demonstrated by traditional leaders in implementation of the Domestic Violence Act, 1998 and Traditional Restorative Justice. The study also explored the current needs and expectations of the victims of domestic violence as they engage the services of traditional leaders.

According to the Programme Charter the data collected would be used to:

- Identify additional areas of training needs in domestic violence for traditional leaders and where necessary for prosecutors as well.
- Establish the best practice model to integrate the restorative justice philosophy with the retributive justice system in the multi-disciplinary management of domestic violence cases in rural communities.
- Explore and define ways of improving service delivery in the integrated management of domestic violence in rural communities, particularly between the NHTL, NPA and CS officials.

The main finding of the baseline study showed that the most urgent and pertinent issue was lack of training of traditional leadership in rural areas on gender based violence and in particular domestic violence because they were not well informed. There was a gap between traditional leadership who are the first point of entry to the justice system, and the prosecutors (Molaudi M. 2008)<sup>34</sup>.

It was also noted that women perceive things differently. Older men were likely to be have more traditional views and unlikely to make major shifts. Women are more receptive to change<sup>35</sup> (Edutel trainer, 2008).

### Project design

The rural communities were involved in coming up with project design and both women and men participated. A baseline study which informed the programme was

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<sup>34</sup> Molaudi, M. (2008) semi structured interview with researcher

<sup>35</sup> Edutel trainer, interview with researcher.

conducted as explained in the section above. Problem areas for each of the six provinces were identified and the programme tailored as such.

For example the name 'Ndabezitha' was not imposed but came out of group consultation discussion with the traditional leadership.

Experts from government and civil society were used in the design of the project. These were women and men who are experts in the field of gender violence and the justice system. Traditional leadership was also involved. Civil society organisations in the gender violence sector contributed during the development of the training manual used to train traditional leaders and prosecutors.

Training experts were also involved including the SAQA board in rating the manual. All those trained in Level Two and Three would obtain NQF 5 10 credits for each level providing an incentive for the traditional leadership and prosecutors to attend.

Strategies employed were mainly around training of trainers and capacity building on Domestic Violence including how to apply the Domestic Violence Act. The Project Charter for Capacity and Victim Offender Mediation for Programme Ndabezitha outlines the project design as follows:

This project exists within the context of the MoU for Ndabezitha, which provides a concrete basis for the development of this Charter. The project will be initially implemented over four years, but as part of the broader life-long programme. As the Lead Organization of Programme Ndabezitha, the NPA-SOCA unit is leading and guiding the initial implementation process for at least four years - with the financial assistance of DANIDA and other project Parties.

This Project will be accomplished in three main phases, which comprise of:  
Year One – Phase One: Development of a pool of Skills Facilitators and Assessors on Domestic Violence comprising traditional leaders and prosecutors.  
Year Two – Phase Two: Mass Domestic Violence Training by the trained Traditional Skills Facilitators & the Ndabezitha Imbizo Campaign (those trained in the first phase become facilitators and assessors)  
Year Three - Phase Three: Establishment of the Victim Offender Mediation Sites (VOMS) - based on Restorative Justice Principles

The goals of this project are to:

- ✓ Provide a domestic violence skills programme to the traditional leaders.
- ✓ Establish the multi-disciplinary management of domestic violence cases in the rural communities where traditional leaders are based.
- ✓ Create an environment where traditional leaders can effectively contribute to the reduction and prevention of domestic violence.
- ✓ Reduce and prevent secondary victimization within the justice system.
- ✓ Improve service delivery in victim-support services, court support and correctional services in rural communities.
- ✓ Improve referral system between the Parties and other stakeholders.
- ✓ Increase public awareness on domestic violence in rural communities where traditional leaders are based.

Project objectives are as follows

- ✓ Create a pool of registered Skills Facilitators and Assessors on domestic violence within the traditional leadership sector.
- ✓ Empower traditional leaders at large with appropriate skills required for the proper integrated management of domestic violence complaints in a manner that promotes restorative justice system.
- ✓ Raise public awareness on domestic violence within the rural communities where traditional leaders are based.
- ✓ Promote Restorative Justice principles with the aim of contributing to the reduction of the rates of offending and re-offending in domestic violence
- ✓ Encourage information sharing, coordination and support amongst the Parties and other relevant role-players.

Key activities are shown in the figure 2 below. These are:

Key activity one: Conduct baseline study in rural communities to get baseline data on domestic violence in these communities.

Key activity two, three and four: Conduct skills programme for aspirant Traditional Skills Facilitators and Assessors. A learning programme was developed that addressed the skills needs of the traditional leaders in the area of domestic violence must be developed. It must be a skills programme that is tailor-made to develop a capacity of SAQA registered skills facilitators and assessors, who will then train other traditional leaders in their respective provincial houses. This programme must comprise of, inter alia:

- Level 1: Domestic Violence Skills Course
- Level 2: Facilitate Learning Using A Variety of Given Methodologies: US # 117871- NQF Level 5; 10 credits
- Level 3: Conduct Outcomes-Based Assessments: US # 115753; NQF Level 5; 10 credits

A maximum of eighty (80) learners were targeted to go under training in this programme from all six provinces where traditional leaders are based. Overall 74 eventually attended the first phase of the course and will proceed to complete the rest of the levels.

## Key activities

Phase	Key Activity 1	Key Activity 2	Key Activity 3	Key Activity 4	Key Activity 5
Phase one: Development of a pool of Skills facilitators and assessors	Conduct baseline study in rural areas with specific emphasis on restorative justice	Level 1: Conduct Domestic Violence Skills course	Facilitate Learning course: US 117871	Assessor Course: US 115753	Evaluation
Phase two:	Develop guidelines for integrated management of DV cases, including Victim Offender Mediation services	Translate DV learning material into 5 indigenous languages	Conduct Mass DV skills training by Traditional skills facilitators	Conduct Imbizo campaign (by trained traditional leaders & prosecutors)	Evaluation
Phase three: Victim Offender Mediation Services	Conduct skills course: US 119506- Apply legal administration and ADR procedures in a paralegal context	Form partnerships with key role-players in Restorative Justice / ADR	Establish Victim Offender Mediation Sites (VOMS)	Pilot VOM sites- one in each of the 6 provinces	Evaluation and & roll out more VOMS as activity 6

## Targeting

The first phase of Project Ndabezitha targeted female and male traditional leaders and prosecutors who received skills training in domestic violence. Only 80 women and men were targeted to receive training out of the 834 traditional leaders. One had to have already been involved in GBV work or showed a passion to be involved to be selected into the programme. The Provincial Houses of Traditional leadership in the provinces identified the learners who would be the first to receive training based on the criteria and names were forwarded to the National Office. These together with prosecutors from the NPA would attend learning sessions which were based in each of the six provinces identified.

The next phase involves training of the same as victim-offender mediation. It will also emphasise targeting first time offenders to ensure that there is no repeat offence. So while this is not necessarily a primary prevention strategy there is intervention in the early stages of the domestic violence cycle (secondary prevention).

Upon requesting to have interviews women were reluctant to speak to the researcher and so only men were interviewed. The women wanted to seek permission from the authorities before they could speak despite that they were chiefs and could make decisions in their own right. One agreed to fax a profile. See Impact section below.

## Approach

The following approach was followed:

- Education and training to traditional leaders on the provisions of the Domestic Violence Act using the Integrated Training on Domestic Violence Standard Unit manual developed by the NPA.
- Encourages community responsibility and involvement in addressing gender violence
- Addresses operational problems at the court level resulting from magnitude of cases including delays etc

Both women and men attended the course as women are beginning to be actively involved in decision making processes. The approach is also holistic in that traditional leaders do not have to deal with the issues of gender violence in their communities alone. Hence the training includes a session on the referral mechanisms as well. For example the traditional leaders after passing a judgment they can refer the victim or survivor and the perpetrator to a counsellor to facilitate healing or court to obtain retributive justice. So it does not necessarily end there.

The project is sustainable in that it involves training of trainers within local communities so once the project takes root information will be passed on as more people also receive the training. The fact that they receive a certificate of competence and eventually SAQA rating guarantees quality in the programme material and the assessments of learners ensure that learners have grasped the concepts also ensures effective transfer of knowledge.

## Process

Partnerships have been formed between government departments that are the Department of Justice, Department of Social Development; traditional leadership and trainers who facilitate the courses. This is despite that initially it was difficult to penetrate the traditional system but now the barriers have been broken (Molaudi, M. (2008)<sup>36</sup>.

Traditional leaders have also formed partnerships with the prosecutors making the referral system between them more viable. Mutual understanding and trust has been established in the process.

## Implementation

### Management

Project Ndabezitha is a partnership between NPA- SOCA Unit working with the National House of Traditional Leaders (NHTL) and the Court Services (CS) of the Department of Justice and Constitutional Development. This partnership can be traced from the contractual agreement that these Parties, on the 15 July 2004, entered into under the leadership of the NPA-SOCA unit, by signing a Memorandum of Understanding (MoU) for Managing Domestic Violence in Rural Communities. The MoU clearly sets out a basis for which the Parties shall collectively conduct their engagements in all intervention initiatives relating to the integrated management of domestic violence cases in rural areas.

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<sup>36</sup> Molaudi, M. (2008) structured interview with researcher

The Ndabezitha board is the highest authority in the hierarchy of the Programme Ndabezitha governance structure which gives overall strategic direction to the programme.

#### Resources

The Department of Justice and Constitutional Development, the NPA and the NHTL currently depend largely on donor funding to make a significant contribution in the intervention process. DANIDA currently provides financial support in the realisation of this project. There is need to look at ways of continuing the project after the contract with DANIDA has lapsed.

NPA SOCA Unit has created a department dealing with Project Ndabezitha but more human resources are required given that the project is national in stature. Providing field officers to follow up and ensure that trained traditional leadership is passing on the knowledge to other potential facilitators within their communities and community members in general.

The NPA has put resources into the Project as well.

#### Communication

There is effective communication amongst the project stakeholders. All protocol is observed as the first point of contact with traditional leadership is with the National House of Traditional Leadership which then communicates with provinces.

#### Capacity Building

A greater component of Programme Ndabezitha involves capacity building as it is based on training and assessments to see if the learners have grasped the contents of the course. Traditional leaders and prosecutors receive training on Domestic Violence. This also facilitates for the two levels of justice delivery to understand each other's roles.

#### Monitoring and Evaluation

The programme is still in its infancy so not much information is available on monitoring and evaluation of the project. However the first evaluation of the project has just been completed and is being reviewed before it is released for the public so the researchers were unable to obtain information.

#### Impact

As mentioned above an evaluation of the project is currently underway. The results will be made available shortly. The major rationale of the interviews done in Durban during a training session was to assess whether the programme has benefited the target group.

Four traditional leaders were interviewed, all men as women were reluctant to talk.

The chiefs interviewed concurred that the programme had made a difference in their understanding of gender violence and in particular domestic violence. They acknowledged that the major problem they face is the under reporting of domestic violence cases for various reasons with the main one being that communities have normalised abuse within the home as a normal way of life.

Some of the responses on impact of the first phase of the training programme are highlighted before:

The programme is excellent because it is reminding us of things that we sometimes forget, like the values that have been lost. It has (also) shifted my mindset a lot. I understand the Domestic Violence Act better now especially the provisions that I was not aware of. For example I did not know that one can obtain a Protection Order (which prevents violence from reoccurring if order is upheld). The fact that there were going to be certificates issued made us happy. Project Ndabezitha will definitely have an impact on my community because if one has information they become equipped. Now we can spread the word that domestic violence is a crime and one can be reprimanded by the law. A lot of people in South Africa do not know about the Act and only become aware of it when they get into trouble. Now every committee meeting I hold I am going to tell them about the Act. When people come to me to report family matters I will be able to point them that it is wrong and that will lead to prevention (secondary prevention). Chief Tshabalala, Durban.

Levels of reporting of gender violence are low in my community despite the higher level of incidence. However the family or victim in which it is happening may not be aware that it is gender violence. This could be because culture makes it difficult for people to understand GBV bringing in the antagonism between customary law versus statutory law. For example if a husband demands his food to be served by wife and she responds by saying that she is tired it could cause friction and eventual abuse of the woman by the man. This is despite that everyone has rights including to feel tired. Project Ndabezitha encourages confidence as a traditional leader. I can now differentiate between customary law and statutory law as well as respect for women's rights. It was not clear to me that if you force your wife to do something it is actually abuse. Traditional leaders will now be able to go and teach traditional councillors hence a multiplier effect. Chief Mboneni Mjoli, Durban

The facilitator of the training session from Edutel, a full accredited service provider who got a contract through a bid to facilitate four of the groups in Durban, Nelspruit, Mabhato and East London was also interviewed to get his views on anticipated impact.

Learners were given tasks to carry out and assessed based on these. He was disappointed at the response to the portfolio of evidence which shows that the traditional leaders have gone out to communities to practice what they have learnt. Based on the trainings they are supposed to compile evidence of materials and sessions they held to be assessed as competent facilitators and assessors. Listening to some of the traditional leaders, they did not seem to understand that the training was only for them to benefit but that they impart to others in their communities to also become facilitators. He attributed this to the fact that maybe it was because it was first exposure.

He believes that with the knowledge they gained through training methods such as role playing that now it is the act of will that be an agent of change. If the traditional leaders do not go and apply what they learnt the attitudes and levels of domestic violence will not change but if they do change will certainly happen.

## Sustainability

The project has received funding from the Danish government. However moving forward government may have to put more financial and human resources to ensure that the gains made in this project so far are not lost. Its sustainability will also rely very much on the trained traditional leaders' will power to continue training other leaders in the community so there is a level of basing the outcomes on level of commitment and personalities.

One of the facilitators interviewed for this project indicated that government will need to send out field workers to all provinces

## Strategies

The methodology employed has been placed information and skills the hands of few people (74 out of 834 traditional leaders for example), so sustainability will depend on whether these people will impart the knowledge. It means there is only one person trained in the jurisdiction who in turn needs to train their subordinates. This is quite a sophisticated methodology which needs to be adapted for local communities. There are also few networks amongst role players such nurses/health, police, prosecutors, traditional leadership and so on so these need to work together to create a seamless system. This calls for a level of coordination as they seem to be working in parallel yet working towards the same goal and their work sometimes depends on each other because of the referral mechanisms. There will be need for real commitment and motivation to get enough people in the community to 'catch' the vision of really preventing gender based violence whether at primary or secondary level<sup>37</sup> (Edutel trainer, 2008).

It should be noted that in some areas some traditional leaders have done well and called meetings to explain to the communities.

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<sup>37</sup> XXX Edutel trainer (2008) interview with researcher

### SECTION THREE: THE BROADER SOCIETY

This section concerns interventions in the broader society: in the criminal justice system; the media and at the level of political leadership. The case studies involve NERINA -Stepping Stones; Ekurhuleni 365 Day Action Plan to End Gender Violence; Soul City Institute for Health and Development Communication (SC IHDC) and Gender Links, Making the media work for gender justice.

#### CASE STUDY EIGHT

Name of project / campaign: NERINA -Stepping Stones – a One Stop Youth Justice Centre- EST

Location: Eastern Cape, Port Elizabeth

Ecological realm: Criminal justice system

#### Synopsis

There are currently only three One-Stop Youth Justice Centres, nationwide. The concept of a One-Stop Youth Justice Centre was first launched as a pilot project in Port Elizabeth in August 1997, as a result of the work of the former Inter-Ministerial Committee [IMC] on Youth at Risk. Because of the success of the Centre in Port Elizabeth, the other two centres were rolled out in Bloemfontein (in Mangaung); Port Nolloth (in the Northern Cape). The Centre in Port Elizabeth was moved to a brand-new child-friendly building in May 2007 called the “Nerina One-Stop Child Justice Centre” [Nerina]. Since the centre was known as “Stepping Stones” for almost ten years, most people in the community still refer to it as “Stepping Stones.” For the purpose of this report the new name, Nerina, will be used to discuss the past and present state of the Centre.

Nerina emphasises the involvement of families of youth and significant others in service delivery. It attempts to ensure empowerment of their client system by utilising diversion programmes to avoid the criminal prosecution of young people.

Nerina has received both national and international acknowledgement for their contribution towards the transformation of the Child and Youth Care System in South Africa and has since its inception received the following awards:

- Nelson Mandela Make A Difference Award (1998)
- National Impumelelo Innovations Award (1999)
- Certification of Achievement from the CAPAM International Awards Programme (2000)

Nerina has also played a significant role in developing the Child Justice Bill.<sup>38</sup> The model of the centre has been replicated in two other One-Stop Centres as mentioned above.

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<sup>38</sup> Government is currently considering a draft law, the Child Justice Bill, to establish a whole new legal framework to deal with children who are in conflict with the law. The Bill provides a legal framework for the establishment of One-Stop centres in order to streamline the whole process from arrest to the formal court process when dealing with children in conflict with the law. See <http://www.info.gov.za/gazette/bills/2002/b49-02.pdf>

This case study is worth considering and up-scaling in the context of this research because of the following motivations:

- It is an example of multi-sectoral collaboration: government, NGO and community partnerships.
- Diversion programmes reduce the caseload of the formal justice system and respond to broader concerns related to the criminal justice system
- Involvement of families and communities
- Prevention of re-offending
- The Centre has been operating for over 10 years
- Focus on restorative justice
- It has been replicated in two other locations thus far.

## Context

The Policy document of the IMC states the objectives and framework for services of a One-Stop Youth Justice Centre. The background on the situation of children in South Africa has highlighted a legacy of discrimination, breakdown of family life and traditional values, lack of education, disempowerment of women, high levels of violence and an increase in the crime rate (1996, p. 7).

Marinda Burrell, a Chief Probation Supervisor at Nerina stated that over 70% of the children who come to the centre come from violent backgrounds. The police officer interviewed for this report asserts, "in most cases, there's a break-up in the family: father abusing mother, father abusing child...and a lot of drug abuse." The young men who participated in the focus group for this report confirm that their lives are constantly filled with crime in their families and communities:

Ray – "Murder. No peace there. I don't want to be there no more...I want to go back to school"

Bongani – "Drug-dealing. Not much violence but it comes from drug-dealing"

Anda – "Killing by knives or gun shot. Kids are used to selling drugs and to killing each other. Gangsters threaten kids..."

Johan – "Robbery. They know each other but they still rob you still"

Anda – "Living with grandparents. My mother is not working and she drinks almost everyday. No one is taking care of me. If I want to eat and I take it from the house, my uncles beat me up and tell me to get a job."

Ray – My father passed away when I was 8 years [old]. My mother drinks every weekend. It's not nice for my little brother to see this. His father smokes Mandrax in the yard and the smoke gets into my little brother's chest. Every time when I come home there's always fighting; my stepfather beats up my mother. When I try to stop it my mother takes his side. So I never stay at home. When I finished this case I ask these people [Nerina] can they send me away..."

The Correctional Services Amendment Act no 17 of 1994 amended section 29 of the Correctional Services Act so that children under 14 awaiting trial could not be held for longer than 24 hours, and those over 14 (but under 18) charged with serious offences could only be held for 48 hours. "The aim of the legislation was to ensure that in the majority of cases young people would be released into the care of their parents or guardians to await trial, and where this was not possible, they would be

held in Places of Safety” (Policy Document IMC-November 1996; p. 8). These Places of Safety immediately became overwhelmed and the existing crisis deepened (ibid).

A situational analysis, of state owned and run residential facilities ‘Places of Safety’, was undertaken by the IMC from May to September 1995. The situational analysis found that the majority of the young people were still awaiting trial; almost a third were placed in facilities in provinces other than the province in which they ordinarily lived; many of the young people were either awaiting designation to either a community based placement option (i.e. foster care) or other residential facilities or their families. In light of the crisis, the IMC was established to manage the process of crisis intervention and transformation of the Child and Youth Care system over a limited period. The IMC adopted a long-term vision and mission for this transformation:

Vision: Children and youth are a most treasured asset. They and their families are valued and capable and contribute to a caring and healthy society.  
Mission: To design and enable the implementation of an integrated child and youth care system based on a developmental and ecological perspective.

### Problem identification

Based on the Policy Document of the IMC (1996), some of the difficulties in the system that was found during group discussions or consultative meetings at national provincial level indicated that:

- The service system has been fragmented between and among Ministries, Departments and disciplines
- The community plays little or no part in decision-making either before or after placement
- The emphasis has been on statutory intervention rather than on prevention or early intervention
- Services are under-developed in rural areas
- The human resources are inadequate
- The financial support structure for the child and youth care system is experienced as being inappropriate and unequally distributed.

Consequently, IMC asserted a need for urgent transformation of the existing child and youth care system<sup>39</sup>. This transformation targeted all aspects of the ecological model from the individual to the societal contexts of youth at risk in South Africa; the policy states

“the key to transformation of child and youth care is to move away from a medical model which focuses on weaknesses, categorising, labelling, helping and curing towards a developmental and ecological perspective which focuses on reframing problems as strengths, on competency building, and residential environments which empower children, families and communities” (p. 17).

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<sup>39</sup> The IMC used the UN Convention on the Rights of the Child along with the UN Guidelines for Prevention of Juvenile Delinquency, the UN Rules for the Administration of Juvenile Justice and the UN Standard Minimum Rules for the Protection of Juveniles Deprived of their Liberty as international instruments for the foundation document of the One Stop Youth Justice Centre. The Organisation of African Unity Charter on the Rights of the Child, the South African Charter on the Rights of Children in Care, and the South African Children’s Charter as well as the South African Constitution were also fully considered in framing policy recommendations for the transformation of the child and youth care system for South Africa.

As mentioned in the synopsis of this report, the then Stepping Stones Youth Justice Centre was officially opened on the 15<sup>th</sup> of August 1997 as one of the pilot projects of the IMC.

### Project design

The IMC held consultative workshops at both national and provincial levels involving close to 500 people in 1996 to discuss the first draft of the situational analysis for comment. The sectors involved in the workshops were Welfare (now the Department of Social Development), Justice, Safety and Security, Correctional Services, Education, Health and Labour. There was also participation from NGOs and CBOs working with child and youth care issues as well as staff from private and government residential care facilities. The Policy Document IMC (November, 1996) was presented as interim policy recommendations.

Within this document states the framework of a One Stop Youth Justice Centre, which involves four levels of intervention:

Level 1: Prevention Services and Programmes

Level 2: Early Intervention Services and Programmes

Level 3: Statutory process

Level 4: The continuum of Care services to emotionally and/or behaviourally Troubled children and youth (and their families)

The continuum refers to a range of alternative care interventions which offer relevant programmes compatible with the varying degrees of the child's need for protection and/or containment, and for developmental and /or therapeutic programmes. The table below, taken from the Policy Document of the IMC (1996) indicates the roles of inter-sectoral role players at each level of the framework:

LEVEL	INTERVENTION	MULTI-DISCIPLINARY AND INTER-SECTORAL ROLE-PLAYERS
One	Prevention	Local governments, CBOs, NGOs, Churches, Youth Clubs, etc., Child and Family Welfare Agencies, Departments, Communities, families. Youth workers, social workers, health workers, teachers, probation officers, police personnel, community development workers, auxiliary workers etc.
Two	Early Intervention	CBOs, NGOs, Churches, Child and Family Welfare Agencies, Departments, Communities, families. Probation officers, social workers, police personnel, child and youth care workers, teachers, community development workers, youth workers.
Three	Statutory Process	Justice, Welfare, SAPS, NGOs, Child and Family Welfare Agencies Probation officers, lawyers, magistrates, social workers, police persons, child and youth care workers, psychologists etc.
Four	Continuum of Care Services	Welfare, Education, Health, Correctional Services, NGOs, Communities (foster parents), Families, CBOs, Child and Family Welfare Agencies. Child and youth care workers, social workers, teacher psychologists, occupational therapists, nurses, correctional services personnel etc.

The Nerina One Stop Youth Justice Centre offers young people in conflict with the law intervention from level 2 and onwards. This stage of early intervention is pivotal because young people can be diverted away from the criminal justice system. And since all of the major role players of this level are stationed at one site, it makes it more convenient for the child and his or her family but more importantly it ensures that no child misses the opportunity for diversion and reintegration into society as a responsible and law-abiding youth.

The primary strategies of the transformed justice system for children, which are illustrated at one stop justice centres such as Nerina, include the following:

- Active participation of young people and their families
- Reframing the negative experience of young people of being in conflict with the law and going through court processes as a learning experience and opportunity to make positive changes
- Pre-trial intervention strategies including diversion strategies where a child will be diverted away from formal criminal procedures, including the Responsible Living Programme, the Youth Offenders Scheme which is a life skills programme, the Victim Offender Mediation Programme and Family Group Conferences
- Post-sentence intervention strategies through which youth at risk are referred to as part of a sentence option including monitoring and supervision services, education and therapeutic services (which may include young people and their families), a parenting skills course and the Say-Stop programme (developed by NICRO)

## Targeting

The general target of a one-stop youth justice centre are children under the age of 17 who come into conflict with the law. Based on the ecological model, the aim of such projects start at the individual level however it does not stop or begin with the child. As discussed in this report, the reach of such centres extends across the spectrum from the individual to the society understanding its responsibilities to protect children at risk.

Prevention and early stage of prevention has always been the main priority of transforming the child care system in South Africa:

“the aim is to ensure that communities, families and groups of children and youth who are broadly identified as being vulnerable to risk factors such as poverty, drugs, violence and unemployment, receive services which strengthen existing capacity and develop new capacities that will promote resilience and increase their ability to benefit from developmental opportunities” (Policy document IMC November 2006, p. 20).

## Approach

Nerina follows a restorative justice approach. The following table shows the differences between the old and new system for the child justice system (Stepping Stones Youth Justice Report, 2003, p. 2:

Retributive Justice	Restorative Justice
Crime violates the State and its Laws	Crime violates people and relationships
Justice focuses on establishing guilt so that doses of "pain" can be measured out	Justice aims to identify needs and obligations
Justice is sought through conflict between adversaries in which the offender is pitted against the State	Justice encourages dialogue and mutual agreement
Rules and intentions outweighs outcomes, one side wins and the other loses	Victims and offenders are given central roles. Justice is measured by the extent to, which responsibilities are assumed, needs met and relationships healed.

The restorative justice approach guides all the implementation of the various stages of the justice system at Nerina; from when a child enters to when he or she leaves.

As aforementioned, a standardised multi-disciplinary assessment procedure for young people who com into conflict with the law has been developed to ensure that the correct referral of the young person to a diversion programme, to the care and protection system or the criminal justice system where appropriate. Diversion is essential to the youth justice system because it affords the youth an opportunity to repair the damage and be accountable for their actions rather than being labelled with a criminal record. Nerina also works with other NGOs that are off-site if the child and the family of the child needs deeper analysis or further assistance (i.e. Childline and SANCA)

A young person qualifies for a diversion programme if he/she is a first-time offender, aged between 13-17, is willing to take responsibility for what he/she has done, and has committed a 'petty' offence (i.e. shoplifting, damage to property, assault, dagga possession). Each young person will undergo a developmental assessment, followed by a recommendation from the probation officer of which programme (or set of) will suit the youth's needs. Between 15-20% of the young people that come to the centre are diverted, the other 80% do not qualify because they may not have the qualifying criteria stated above. Sometimes the children are sent to reform school and others that may be older than 15 years-old but are not in school are sent to a programme with the Department of Labour and put in a vocational skills learning environment (Heinrich, personal communication). It was not specified how many children were re-offenders in the 80% that did not qualify for diversion. This statistic is important because it may indicate that more children have been exposed to diversion because the re-offenders may have gone through a programme during the period of their first offence.

The diversion programmes implemented at Nerina, mostly provided by NICRO include 3 phases of programmes:

Phase	Name	Description	Duration
Entry Phase	Youth Empowerment Scheme [YES]	A life-skills training programme that involves the youth and their parents or guardian	Six weeks; once a week for 2 hours.
Entry Phase	Pre-trial Community Service [Pre-trial CSO]	The young person performs community service in lieu of prosecution at a non-profitable organisation	Between 30 -100 hours
Middle- Secondary	Family Group Conferencing [FGC]	Similar to victim offender mediation, but involves the family and friends of the young person in a process that aims to restore the harm done and prevent further re-offending	2-3 meetings with all parties involved
Middle	The Journey	An intensive and longer term programme that involves an outdoor experience for young people.	4-5 day camp
Middle	South African Young Sexual Offenders Project [SAYSTOP]	Has the purpose of seeking innovative and effective interventions to treat and manage young sex offenders involved in less serious sexual actions/offences. *This programme is in the process of being revamped to become more effective and holistic for young sexual offenders.	10 weeks
Final Phase	Monitoring and Evaluation	A one month follow up for individual and family services	1 meeting

After working for NICRO for 9 years and being based at the NERINA centre as a diversion officer, Heinrich expressed that throughout his extensive experience the diversion programmes are a critically successful and effective part of restorative justice (personal communication).

Diversion programmes encompasses the nuanced understanding of the life of youth at risk to become violent offenders. All of the young men who participated in the focus group for this report stated that the diversion programmes had very positive impact on their lives. The following text box states what was expressed about Nerina during the focus groups with the young men and their mothers.

Anda - "It helped me with 'life-skills,' crime awareness, and anger management."

Johan - "I don't want to do crime again"

Ray - "I learned how to make wooden things and they even taught us how to use computers"

Ray - "I took information back to friends. But the bigger ones said 'You are a baby now' but the younger ones listened...those that didn't listen [to me] are in prison now"

Johan- "I will never find a place like this ever. This is the best place"

Bongani - "It taught me how to stay away from doing crime. Even if my friends are doing something wrong. I just don't involve myself."

Johnny - "I want to go back camping" [referring to 'the Journey']

Mother of Johnny - "I am very happy with the centre. I received a lot of help for my son. After he attended the 'Journey' programme he was much calmer when he returned..."

Mother of Johan - "The Journey programme made a big impact on him. He hasn't committed [a crime] since"

**Nerina One Stop Youth Justice Centre** As holistic as the restorative justice approach is, there are gaps in a gendered understanding of youth at risk. When asked if the girl-child was understood differently than the boy-child as young offenders, Marinda Burrell, a Chief Probation Supervisor, stated that most (over 95%) of the young offenders are male and that all of the children are treated with respect and the environment at the centre is a welcoming and friendly for all children and their families (personal communication). Unfortunately records were not consistent enough when it came to gender disaggregated data of youth that come to the centre. Burrell suggests officers may not see the need to report whether the child was a male or female as a result of most of the youth that come to the centre are male (personal communication).

Unfortunately there are no female police officers on site at Nerina presently for various unclear reasons. Marinda Burrell states that this poses a great threat to girls that are temporarily detained, especially over night (personal communication). There was mention of an incident with a male police officer and a detained female, where he was the only officer on duty when she was brought in that night. The next morning when the female spoke to one of the probation officers, she was timid and mentioned that the police officer told her he would let her go if she would "give him something" she then stated that she did not give him something but was taunted throughout the night. The probation officer proceeded to report the police officer who was then disciplined; he has subsequently returned to the Centre. When the Inspector who was interviewed for this study was asked about any such incidents he refused from replying. He did however state that there needs to be on-going training for cops, which he received when the project began 10 years ago. The training

consisted of: Human Rights, Child Rights, Child Development, Gender training, and how to communicate with children. He did not know what postponed the training sessions. As a result of the lack of training, he mentioned that most of the cops do not understand how to deal with children and need to be “child-oriented” and to use minimal force (Inspector, personal communication).

## Process

Throughout this report it has been established that Nerina, and other one-stop youth justice centres were formed because of multi-sectoral involvement—driven by the government. In order to deliver an effective, integrate service to children and their families at any level of prevention and intervention there must be a shared vision and strong collaboration and support amongst all role-players (as indicated in the table illustrating the levels of intervention).

## Implementation

### Management

Nerina has a central management committee that consists of a representative from the three primary role players at the centre: Court Manager, Assistant Director of DSD, AND Police Captain. This management committee discusses the partnership and any challenges they face as permanent residents of Nerina. But each role player has their own management system and a clear line of responsibilities. The weaknesses in the management structure includes: the lack of women in highest managerial positions or holding a position central management committee and a lack of male social workers (Burrell, personal communication). There are also limitations to the central management committee; for instance in the case of the police officer that behaved inappropriately with a young female detainee he was disciplined internally and neither the DSD nor Justice could interfere with the procedures. Each role-player has its own sets of internal disciplinary codes and procedures. For the sake of the children at risk it is essential that there is a managing structure that can instil a ‘code of conduct’ and external disciplinary action amongst all role-players to ensure that Nerina really is a ‘place of safety.’

### Resources

Nerina One Stop Initially there was international donor funding for the pilot of the centre but now it is completely a government funded organisation. Each department pays its own staff and Justice has taken over the running costs of the new building. It was mentioned that this creates power struggles between the departments housed at the building. Still the funds are sustainable because the government budgets for all departments and NICRO is subsidised by DSD.

### Communication

When the pilot began there was a massive campaign with media coverage, flyers and radio air time. The general messages included that any child is welcome to the centre and that they would get a second chance through restorative justice. The campaigns encouraged community involvement and stressed the issues of empowerment, accountability and responsibility.

## Capacity building

The centre staff (including Justice, SAPS and Social Development Departments) has received numerous and intensive training courses designed to allow the staff to work effectively, placing emphasis on multi-disciplinary teamwork and an integrated approach.

Since last year there have been 26 new assistant social workers hired under the DSD. There are constant training and capacity building workshops that take place. It has been previously noted the lack of training the police officers are receiving. There seems to be a general lack of gender-aware training; this training could help facilitate diversion programmes (issues around gender roles and concepts of masculinity and this relates to violence amongst youth) and targeting the needs of the youth at risk, particularly the girl-child.

## Monitoring and evaluation

The Centre underwent a developmental quality assurance period before it was able to operate as a national and international learning centre in 2002. Some of the suggestions that came out of this report included: at least 1 social worker per every 5 children to ensure quality service and to prevent an overburden of cases for social workers. Based on the awards the centre has received since inception, it can be said that the centre has been monitored by third parties. However there is a need for comprehensive monitoring and evaluation with gender-disaggregated data. There is present ongoing research by a government-funded contractor evaluating the cases of re-offending youth.

## Impact

Responding to the concern over the lack of proper statistics on juvenile justice, the Centre keeps appropriate records. There were records of the children that have come to the centre since 1997 but because of the recent move, many of the records are in storage. They are presently converting a paper system to a more electronic tracking system.

During the period of 15 August 1997 to 31 Dec 2002, 17 867 children received services at the Centre (Stepping Stones Youth Justice Report, 2003). Approximately 265 young people are arrested each month, which would mean that since its inception up until last month, January 2008, approximately 34 000 young people have been given a second chance at Nerina One-Stop Child Justice Centre.

Benefits for the Broader Society (Stepping Stones Youth Justice Report, 2003, p. 7):

- Decrease crime amongst young people;
- The unique South African model contributes to the country being seen as leaders by other countries in the field of integrated youth Justice System for young people;
- A decrease in the number of young people that needs institutionalisation (cost effective) savings measure because through assessment it is ensured that young people that do not belong in prison, places of safety, children's homes, schools of industries and reformatory schools are not sent there;

- The involvements of the community and business in taking/sharing responsibility for youth, so that not all of the responsibility falls on the Government. There is more confidence in the Justice system as they are being utilised as parties of the problem-solving process;
- Inter-sectoral team approach and centralisation of services, cost effective, resources, equipment, building, and running cost are shared – cut out duplication of services;
- The responsibility of child rearing are given back to the parents;
- A culture where parents are again looked upon as primary care givers is encouraged. Where parents are absent, communities are encouraged and are already taking responsibility for some of these children;
- The rights of children is protected and carried out.

#### Sustainability/ replication

As discussed in the report, there is huge potential for up-scaling and replicating this project throughout the country. Two one-stop centres: Bloemfontein (in Mangaung); Port Nolloth (in the Northern Cape) have been up-scaled because of the success of Nerina. It is a cost effective endeavour because of the inter-sectoral approach as stated above; no one role player is burdened with the costs or responsibility of fund-raising. One of the primary things that are pending is the passing of the Child Justice Bill, which has been held up in Parliament. The other challenge is that stakeholders feel that the approach would not be able to be implemented in the rural areas because all the physical demarcation of services, they are far apart from each other (Burrell, personal communication). Still, so far the DSD has placed probation officers in all of the rural areas in the Eastern Cape. For any replication to occur there needs to be a commitment to the multi-sectoral approach with more input from the victims, families of victims, offenders and families of offenders.

## CASE STUDY NINE

Name of project: Soul City

Location: Western (Medical Research Council Study in the Eastern Cape)

Ecological level: Media (Popular Culture)

### Synopsis

Soul City Institute for Health and Development Communication (SC IHDC) is a social change project seeking to make an impact at the individual, community and socio-political level. It is an NGO established in 1992 with a view to promoting health from a holistic standpoint, based on advocacy through 'edutainment'<sup>40</sup>, which is a mixture of education and entertainment. The success in this approach lies in the fact that the mixed media used by SC IHDC is accessible at different levels, and powerfully persuasive as it is rooted in community experiences, as well as successfully responding to complex social and health issues. The information provided impacts on social norms, attitudes and practices, aimed at the individual, community and socio-political environment. Violence prevention and children's life skills development are some of the key areas of focus.

This case study will focus on SC IHDC's work in addressing violence against women, as well as establishing a dynamic children's empowerment initiative. Whilst their work in preventing violence against women could be classified as secondary in nature<sup>41</sup> (through the Soul City Series), the model can be used to develop a primary prevention strategy. The children's empowerment model, Soul Buddyz, has enormous potential to proactively prevent violence against women before it starts, in that it teaches children life skills, including positive role modelling and anti violence.

### SC IHDC Background

SC IHDC was established in 1992 just before democratic change in South Africa, and thus has a strong activist orientation. Its health promotion principles are guided by the World Health Organisation's Ottawa Charter<sup>42</sup>. The Charter points out that health results from an intersection of factors, including action across sectors, community action, advocacy for health, public policy, developing personal skills, and reorienting the health services to align with this approach. This thinking, adopted by SC IHDC, thus locates the social and health promotion of the individual within a community and broader society, thereby tackling structural barriers that impede health equity. The understanding is that 'poor health impedes development, and development is central to improving global health'. By extension, a focus on life skills and non violence become a seamless part of a health and social development strategy.

SC IHDC's vision is to make an improvement in people health and quality of life. The aim to do this through:-

- Harnessing the power of the mass media

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<sup>40</sup> Defined as 'the art of integrating social issues into popular and high quality entertainment formats, based on a thorough research process'

<sup>41</sup> Soul City Series 4 was, amongst other issues, aimed at ensuring that the Domestic Violence Act was enforced.

<sup>42</sup> Which points out the fundamental conditions and resources for health are peace, shelter, education, food, income, a stable eco system, sustainable resources, social justice and equity.

- Developing high quality education materials through thorough research and evaluation involving the communities we serve
- Ensure the sustainability of our efforts through sound business principles and practices, whilst remaining an organisation not for gain.
- Being strong advocates for health and development
- By measuring impact on Health and Development
- Striving for integrity, equity and respect for diversity
- Being committed to its staff and the communities its serves
- Valuing commitment and striving for excellence in all it does

In order to respond effectively to the above, SC IHDC has eight programme areas. The Soul City Series (1-8) is an entertaining drama that is broadcast on both television and radio and has reached more than 16 million South Africans, and has also been aired all over Africa, the Caribbean and South East Asia. The Series has tackled a number of key social development and health issues, including HIV and AIDS, hypertension, violence against women, and ensuring children's entitlement to social security. The Soul Buddyz series which is designed to promote the health and well being of children between 8 and 12 years old.

The advocacy programme runs simultaneously with and informs the Soul City Series. Examples of campaigns undertaken under the advocacy programme include the speedy and effective implementation of the Domestic Violence Act, a road safety campaign, and one for the promotion of schools as nodes of care for vulnerable children. The education, training and development programme, includes training media on various issue such as children's rights<sup>43</sup>. The Marketing and PR programme implements SC IHDC's marketing strategy aimed at generating audiences, profiling all the various products including ensuring that Soul City, for example, becomes a premier brand.

SC IHDC's three other areas of programmatic focus include a regional project, research and evaluations, as well as publications and materials. The regional programme is jointly implemented in partnership with other organizations such as the Red Cross (Namibia) and Action (Zimbabwe) is jointly implementing health communication programmes. Currently the regional programme covers 10 countries (including South Africa). The research and evaluation aspect of SC IHDC's work is key to the dynamism of the programme, and the several evaluations undertaken have informed and shaped programme direction over time. Since 1992 the organisation has produced several publications, most linked to the popular Soul Series and Soul Buddyz series.

### Approach and Project Design

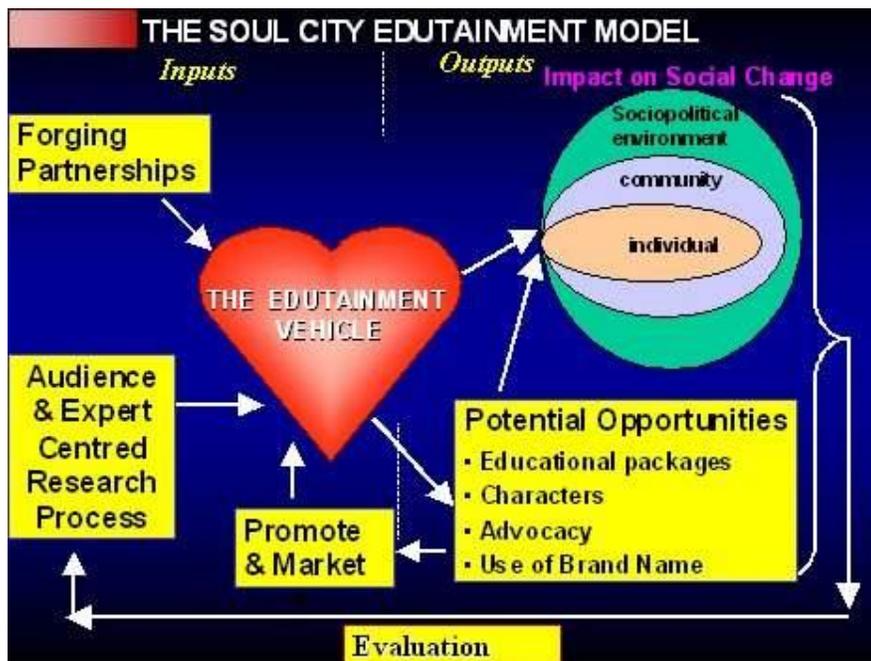
SC IHDC has a unique 'edutainment' model that it uses to inform its programming, as well as key principles that underpin their work. The key principles are:-

- Undertaking rigorous formative research – they ensure that all materials are thoroughly tested with communities so that 'the lived experiences and voices of the communities are captured'.

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<sup>43</sup> In 2000 SC IHD produced a resource for journalists titled 'Children's Rights and the Media' linked to the Soul Buddyz series

- Partnerships are an essential component of materials development and delivery, to ensure wider ownership. SC IHD also seeks to ensure, where possible, that the programmes are integrated into wider initiatives and strategies so that impact is maximised.
- Drama projects stories that provide positive models of behaviour, and gives a human face to complex issues such as HIV and AIDS
- Use media to access maximum audience – [particularly prime time television and radio
- Multi media works well as diverse audiences can access it
- Create an 'ongoing vehicle' which brings and maintains popularity over time. This also enables the project to deal with different issues over a period of time.
- Promoting and marketing the intervention over time in order to generate maximum audiences
- Branding all materials so that one core identity ties all the different media together
- These key principles are followed through in the Soul City 'edutainment' model outlined below:-



The model is made up of inputs and outputs. The inputs are made up of 'the edutainment vehicle', which uses the power of drama and using multimedia to reach a wide range of audiences. Further inputs include the formative research process (see annex 1 for full explanation of this process) for materials that are 'meaningful, effective and appropriate', forging partnerships, as well as promotion and marketing. In terms of outputs, SC IHDC aims to build on brand opportunities, produce interpersonal 'face to face' materials that end users can identify with and ensuring that it serves a variety of purposes, including linking literacy and health outcomes, and life skills for children. Other outputs include advocacy, awards, search for the star, actors as advocates, achieving the project's social change objectives, and evaluation.

Below is the formative research process, which is the cornerstone of the approach and design of all programme work<sup>44</sup>

Figure 1: Formative Research Process



This formative research process is central to the Soul City IHDC's methodology. It is what creates the difference between edutainment

and pure entertainment and is a hallmark of all quality edutainment projects. Experts are often out of touch with the very people they hope to communicate with. The Soul City IHDC's formative research process - outlined below -- combines the inputs from experts as well as the audience at large to develop material that is meaningful, effective and appropriate.

- Step one: Consulting widely with experts and key stakeholders on the topic issues. This includes government as well as civil society and (including non-governmental and community based organisations, activists and academics).
- Step two: Consulting audience members about what they know, their concerns, their attitudes to the issue and the barriers that exist to positive change.
- Step three: Role players and experts are brought together. They are presented with the findings from the first two steps. They then help define the issues to be included in the edutainment product and the way in which these issues will be dealt with.
- Step four: A message brief that defines these messages is produced. This forms the blueprint for the creative team (producers, directors and scriptwriters) to work off in developing the TV and radio dramas.
- Step five: The creative team use the message brief to integrate the issues into the entertainment vehicle. This is done in a creative workshop where the creative team is briefed and brainstorms how best to do this.
- Step six: A draft outline is produced. This is tested with the experts, role players and audience members. After this, full scripts are produced.
- Step seven: The scripts go through a writing and testing process until the issues are have been well integrated while ensuring the product maintains its entertainment value.
- Step eight: The material is produced, broadcast, printed and distributed.
- Step nine: The materials are evaluated. Lessons learned are integrated into future productions.

Process

<sup>44</sup> www.soulcity.org.za

Forging partnerships is an important aspect of SC IHDC's approach. An example is the partnership in 1999 with the National Network on Violence Against Women (NNVAW), which is a coalition of more than 1500 activists and community organisations that are both rural and urban based. The partnership was aimed at providing information on women's rights, to change social norms around gender violence, promote individual and community action against gender violence, advocate for a supportive legislative environment and development of materials for lay counsellors, police, the justice system and health workers<sup>45</sup>. An important aspect of the partnership was combining advocacy with training and support to survivors as well as audiences of the series by connecting them to a toll free helpline, which provided crisis counselling as well as referring people to community based support structures. Ongoing partnerships in support of the Soul City series are nine regional radio stations and the South African Broadcasting Corporation SABC, which is South Africa's most popular TV channel.

Soul Buddyz is designed and developed with the SABC Education, and has had support from several other agencies and institutions, including UNICEF, UNESCO and the department of Health. The partnership base also includes nine of South Africa's regional radio stations, as well as the Sunday Times, the Burger, the Sowetan and the Ilanga. A key aspect of the partnership process is that Soul Buddyz clubs are school based, and the schools are part of the community. The members of the Soul Buddyz clubs make an effort to conduct some community based activity, for example, maintaining a garden used to support members of the community feeling the impact, directly or indirectly, of HIV and AIDS. Soul Buddyz clubs also serve a point of reference and positive model of community building for other children, thereby creating a multiplier effect.

## Implementation

### Management

SC IHDC is led by a Chief Executive Officer and 8 senior officers who comprise the Executive Team. The Board meets 4 times a year. Senior Executives are mainly women and there are two men<sup>46</sup>. The organisation has a five year strategic plan which is closely followed, and is currently working on a new five year strategy which is almost complete. There are 60 employees working in the organisation, with a clear job description and graded according to the 'peromnees' system<sup>47</sup>. All staff have a development plan.

The role of partnerships in the management and implementation of programmes is 'taken very seriously'<sup>48</sup>. They enter into memoranda of understanding with partners in order to outline the parameters of the relationship. SC IHDC points out that the brand lends credibility to the work that partners do at community level.

### Resources

SC IHDC relies heavily on donor funding, and has a fairly big donor and sponsor portfolio. They also generate revenue from their products, such as the Soul City and Soul Buddyz series (from corporate and other commercial funding). Currently SC

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<sup>45</sup> Soul City (2001) Social Change the Soul City Communication Experience

<sup>46</sup> Equity report available.

<sup>47</sup> On line response on 3.03.08 by Sue Goldstein, SC IHDC

<sup>48</sup> *ibid*

IHDC has 21 funding partners<sup>49</sup>. According to Sue Goldstein (designation in the organisation to be confirmed), currently the organisation has funding to support its activities for the next 5 years.

### Communication

Because of their extensive use of media, SC IHDC considers careful messaging a key part of their strategy, being mindful that the media is influencing norms. The approach is to use the media 'in a positive way that raises debate'. Some of the key considerations are:-

- Community activism – messages should, as far as possible, be conveyed through community action.
- Gender sensitivity and the empowerment of women – taking into account gender issues, with a focus on the empowerment of women (e.g. Soul Series 4 focused on violence against women)
- Positive parenting – encouraging parents to communicate more positively and openly to their children
- Violence and guns - care is taken not to portray violence and guns as 'consequence free and glamorous'
- Racial stereotyping – there is a commitment to non racism, and there is cognisance of this in all work
- Victim blaming – positive role modelling is key, and avoidance of finger pointing and blaming of individuals in situations
- Avoid conveying messages through fear – messages that instil fear in audiences puts them off and is not constructive and engaging, so these are avoided
- Alcohol and cigarettes - avoiding glamourising drinking of alcohol and smoking of cigarettes, particularly by young people, and portraying positive images of young people enjoying life without them.

These aspects are key indicators in the design and delivery of any social mobilization processes, and particularly pertinent in violence prevention, using strategic media communications as the key vehicle to impact on norms, attitudes and practices.

### Capacity Building

Capacity building is done through direct training and provision of information on issues of focus during a particular series. SC IHDC has a clear vision as regards its capacity building programme:-

'To expand, deepen and sustain the impact of Soul City's mass media work through high quality training and materials thereby making an impact on skills and information at community level'

They realize this vision through 6 strategic objectives, which includes outreach training for 'hard-to-reach people', training and information provision at community level as a way of sustaining mass media impact, promoting the Soul City brand, and provide quality assurance for all training provided. They do this through working with 18 partner organisations that are based in the 9 provinces of South Africa. SC IHDC trains 3 to 4 trainers in these partner organisations on how to use Soul City materials, who in turn train their own communities. This is accompanied by the

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<sup>49</sup> [www.soulcity.org.za](http://www.soulcity.org.za)

provision of a budget for the partners to hold a certain number of training and education sessions in their communities. The portfolios of trainees who have benefited from SC IHDC partner training include faith based organisations, labour unions and community based organisations.

Based on a standardised pack of information, SC IHDC offers levels one up to four of accredited training on applying accurate information about HIV and AIDS information to everyday life. They also offer course for master trainers, and one on domestic violence.

### Monitoring and Evaluation (M and E) and Impact

M and E is an integral part of the work of SC IHDC. Every Soul City series is evaluated, and Soul Buddyz Clubs have also been evaluated. Soul Series 4, for example, was evaluated in 2001. It was a complex one methodologically, with an international advisory panel from USA, UK, Brazil, Kenya, Canada, Senegal and Denmark. It was also made up of a number of linked studies, used different research methods and was both qualitative and quantitative<sup>50</sup>. The evaluation reviewed who Soul City reached, its impact on society, community impact, increasing interpersonal communications about issues, how people have changed their behaviour, and the cost of positive behaviour associated with Soul City.

SC IHDC also conducts audience reception research to determine the audience's views on the impact of Soul City in various areas. For example, a Soul Series 4 multi media audience reception evaluation was conducted in 2000. The results are important indicators of the effectiveness of the approach to the Soul City series.

Soul Buddyz clubs were evaluated in 2005. The evaluation was in the form of a national survey of 1887 children between the ages of 8-15 years. A stratified multi stage sample was taken. The survey was in the form of a questionnaire which measured accurate knowledge of key issues such as HIV and AIDS and attitudes. Face to face interviews were done, based on a structured questionnaire in respondents' preferred language. The overall result of the evaluation was that the clubs had a positive impact on the children, school environment and the community. The adapted case study below was developed by the evaluators:-

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<sup>50</sup> The evaluation methodology and tools were not articulated in the report

## Impact of Soul Buddyz Club (A Rural Example)<sup>51</sup>

The primary school is situated in a village approximately 300km from Polokwane and the area is poverty stricken, with most school children without complete school uniforms and shoes. The school environment is in poor condition. Many of the village dwellers are subsistence farmers and a few work in a nearby town. The principal of the school felt that the School Buddyz Club came at the right time, in particular because HIV and ADS was affecting many parents and learners. Facilitators' feedback was that the initial training workshop was inspirational and informative, and an educator indicated that since the Soul Buddyz Club was established, 'the learners are better disciplined' (Soul City 2005, 36). The club was established in 2004.

The response from the club members was extremely positive, with responses such as 'if I have a problem I can raise it with other members', and 'Soul Buddyz Club teaches children to behave well and respect others'. One of the members also observed that the club is different because of the diverse range of issues being covered, such as safety, bullying, poems and discrimination. At the time the information on the club was gathered, none of the children had dropped out or resigned. There was a general positive feeling and enthusiasm, and the view that more clubs should be established.

A club committee was established comprising a chairperson, deputy chairperson, secretary and treasurer, and regular meetings were held, even in the absence of a facilitator. Both parents and educators knew about the club but also supported it and expressed their willingness to get more involved.

In terms of activities, the club members stayed behind every day to pick up litter at the school, and they would perform a drama to raise awareness about alcohol and drug abuse. Every Wednesday they were given a slot during devotion to address other students about drug abuse. Students were also encouraged to report abuse. A concrete example was when a female student was sexually abused. She informed Soul Buddyz, who later informed the principal. After investigation, the perpetrator was arrested and charged with rape. The Soul Buddyz also maintained a vegetable garden.

The stakeholders confirmed that the club had made a significant positive impact in the community. The sexual abuse incident, for example, had caught the attention of the community. At school the educators said that since the establishment of the club bullying had declined and discipline had improved. Amongst students themselves, it was noted that club members had developed a sense of community due to the fact that they worked together regularly, and talked about taking up challenges. The principal of the school had participated in some Soul Buddyz activities and felt greatly inspired.

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<sup>51</sup> Adapted from Soul Buddyz Club Evaluation Report 2005

### Campaign – Implementation of the Domestic Violence Act and Impact

In 1999 Soul City conducted a joint advocacy campaign to raise awareness of the Domestic Violence Act, and also ensure its speedy implementation. This was based on an understanding and appreciation of the human rights framework informing this issue, including the fact that it is a major barrier to social and economic development, and the need to address this in the context of South Africa, which has high levels of domestic violence. The Soul City 4 series dealt largely with this issue. Other issues covered were HIV and AIDS (including youth sexuality), small business and personal finance, as well as hypertension.

The Soul City 4 series consisted of a one hour 13 episode prime time drama on SABC 1, a 60 episode radio drama broadcast in nine different languages, and three 34 page booklets, with one million distributed through 10 partner newspapers and through partner organizations. In all this series reached more than 16.2 million youth and adult South African, through radio and television alone<sup>52</sup>, and was consistently rated amongst the top 3 television programmes in South Africa (adult and children audiences).

Soul City 4 was preceded by formative research, which revealed a gap in facilitating women abused in the domestic sphere to seek help and realize their rights. The Domestic Violence Act (DVA), a ground breaking piece of legislation was passed in 1998, and widened the opportunity by abused women to use the law to protect themselves. However, according to SC IHDC, 'there were unacceptable delays in the implementation of the new DVA'. This prompted the organisation, together with the National Network on Violence Against Women (NNVAW) to embark on an advocacy partnership that aimed to contribute towards closing this gap. The advocacy campaign used a range of tools, including lobbying, news media, and social mobilisation.

Soul City 4 provided information on the DVA to the general public through television and radio drama, as well as a booklet on Violence Against Women (one million copies distributed). In tandem with the drama, and capitalizing on the audience response to the dramas, NNVAW, embarked on a massive social mobilisation campaign which in turn pressurized government to speed up implementation of the DVA. NNVAW members were trained in advocacy skills and national and provincial advocacy activities were undertaken simultaneously with the broadcast of the Soul City 4 series.

Another dimension of the campaign involved the celebrity actors of the Soul City 4 series, who became advocates and spoke out on the issues at NNVAW public meetings and events. With regard to the engagement with the media, a resource booklet on Violence Against Women<sup>53</sup> was developed for journalists to enhance the quality and amount of coverage of the issues. SC IHDC produced a Media Contact Directory to assist NNVAW to generate media coverage on the issues. Recorded media contacts by Soul City and NNVAW amounted to at least 5140, and media monitoring revealed 4 361 articles and bulletins which appeared in 280 mainstream

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<sup>52</sup> Soul City (2000:5) Multi Media Audience Reception

<sup>53</sup> Produced in partnership with NNVAW, Institute for the Advancement of Journalism, and the Commission for Gender Equality.

print and electronic media throughout South Africa; of those 49% were about domestic violence, and overall 16% of coverage referred to Soul City or NNVAW<sup>54</sup>.

The reception report of the Soul City 4 series revealed positive audience reception consistently in terms of its educational value, constructive, pro-social depiction of events, continuity from series to series, messaging and scenario setting, depiction of alternatives, role modelling, and credibility.

Some of the feedback on impact was as follows:-

Females, Mamelodi, Gauteng – ‘so what it has shown us is that this girl was able to think for herself and decide that it’s her life. No one is going to decide for her, and nothing can buy her. Then if you are under that situation you can do something because you have seen what the girl did...’

Male, Lichtenburg Area, North West – ‘since I started watching Soul City I have since realised that I am an abuser, I did not think about it before but they have made me to see myself as an abuser. I have tried to change and its not that easy but at least because I have the picture of abuse in my mind whenever I think of doing it that comes to mind and I would stop that..’

Male, Mamelodi, Gauteng – ‘and again it builds you and when you see that violence it makes you to take stock and causes you to limit violence and stop abuse’

Female, Mameloi, Gauteng – ‘and again it gives you (a) picture from both sides, so you to choose yourself what is right and what is wrong. Meaning you are able to determine your own opinion from the scene you see from Soul City.’

In its Soul City 4 series evaluating the impact of Soul City’s Communications approach on social change<sup>55</sup>, and specifically with regard to the Domestic Violence Act campaign the following was noted:-

[Rural female] – ‘Soul City influenced us to organize the march, emotions were high..’

[Department of Welfare] – ‘Many Acts are passed but I think the Soul City series made it a real Act, people could see how it could actually be used, that there is really an Act like that, that we can use it, it is not distorted. I think that really helped’

[Department of Justice] – ‘..there was a lot of pressure because of the expectations of (the) members of public who wanted to make use of the provisions of the Act.’

### Soul Buddyz Series and Clubs

Soul Buddyz was created in 2002, and is a multimedia ‘edutainment’ vehicle developed for 8-12 year olds, and consists of a television drama, radio drama, a book for use in the Grade 7 life skills classroom, and a parenting booklet. It is a joint project of SC IHDC, SABC education and the Department of Education. The key motivation behind developing the series and clubs is that children’s world view,

<sup>54</sup> Soul City (2001: 10-11) Social Change the Soul City Communication Experience

<sup>55</sup> Soul City (2001:10-11) Social Change the Soul City Communication Experience

including attitudes and practices, are often formed during these formative years, and the impact of rapidly changing social political and other influences, including technology must be mediated through a positive learning and proactive cycle taking into account children's experiences. This is thus a critical vehicle and entry point for non violence education and positive modelling of gender sensitivity and empowerment.

SC IHDC, through Soul Buddyz, is guided by the principles of the International Convention on the Rights of the Child<sup>56</sup> (ICRC), which espouses international standards of health care, education and development for children. It reinforces the need to educate children to achieve their highest potential, preparing them for an active and positive adult life, and fostering respect for parents. This approach to addressing children's rights is also framed by the right guaranteed in the South African Constitution.

Soul Buddyz television is broadcast on SABC 1, and is a 26 part drama series and involves a diverse group of children dealing with everyday life, assisting each other and addressing community issues, whilst enjoying life. This is accompanied, in each episode, by comments of real children on the issues addressed. The radio intervention is a made up of 26 half hour programmes made up of 10 minute children's drama, 5 minutes of documentary information and 15 minutes of interactive talk hosted by a young person

The user friendly Grade 7 life skills Book and Soul Buddyz Parenting Book address a number of key issues for young children, linked to the Soul Buddyz series and focusing on more in depth information.

Soul Buddyz Clubs serve as platforms where South African children can learn and develop skills aimed at assisting them to address issues that affect them, their surrounding schools and the community. These clubs are conceptualized and designed to be hubs of activity that are 'interesting, exciting and fun' for children. By 2005 there were a total of 2080 clubs and facilitators established in primary schools and libraries in all provinces across the country, with 41 600 members<sup>57</sup>. Specific objectives of the Soul Buddyz Clubs are:-

- To sustain a vehicle through which children between the ages of 8-12 years can become accredited Buddyz members
- To use this vehicle to mobilise children to participate in taking responsible action to shape their lives and that of their community, now and in the future
- To create an environment for ongoing learning with peer and intergenerational support
- To create a forum where children's needs and voices can be heard
- To provide a positive alternative for young people
- To encourage young children to have fun and be creative
- To support young people as agents for change

In this way the clubs play a role in and promote:-

- children as proactive, valuable and productive members of the community

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<sup>56</sup> The South African government has ratified the ICRC

<sup>57</sup> Soul City (2005) Soul Buddyz Club Evaluation Report 2005

- non discrimination and gender sensitivity
- the best interests of all children
- respect for the right to life, survival and development
- alternative values to the dominant individual, consumerist set of values
- respect for the views of all children
- respect for, exploration and interaction with the environment
- problem solving, encouraging active learning

The Soul Buddyz Clubs are led by children, with frequent meetings and numerous activities being undertaken. These include debating issues arising from the monthly Soul Buddyz newsletter, conducting frequent meetings, undertaking projects addressing health and development issues such as environmental conservation and HIV and AIDS, conducting community research on issues that affect children, identifying and assisting vulnerable children, preparing and presenting dramas on pertinent issues in their community, and undertaking competitions.

In the 2005 evaluation of the Soul Buddyz Clubs, the evaluators, after engaging with the children in order to gauge the impact of the programme, particularly knowledge and attitudes towards HIV and AIDS, youth sexuality, environment, and substance misuse, noted that the clubs have had a positive impact. They have a wide reach, and children want to belong to the clubs, with those already belonging to the clubs having good information and knowledge on key issues affecting them and their community (HIV and AIDS), although 'large gaps' remain. However two key areas where more work was required, namely better administration of the clubs and gender equality, 'where Soul Buddyz seems to have had a negative impact'<sup>58</sup>.

An off shoot of the Soul Buddyz clubs is Soul Buddyz on the Move. It is a reality programme developed for children, and it is anchored by two Soul Buddyz actors and the content of the programme is investigated by ordinary children. Each week the crew travel around the country visiting the clubs that will host the show, and also identifying issues that are relevant to their communities.

### Sustainability/Replication

The children's empowerment model (Soul Buddyz) holds enormous potential to play a key role in primary violence prevention, through its focus on empowerment and addressing issues from children's standpoint. This allows positive modelling, and fostering a good parenting environment where issues of non violence can take centre stage. A combination of the different components of the vehicle also provides a good 'package' of interventions that can potentially have a long term impact and foster non violence, particularly gender based violence, in future generations.

Soul City 4 series had an impact that was felt in the broader society, on communities, increased interpersonal communication about issues, and changed

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<sup>58</sup> The evaluators asked the children to respond to a statement 'Boys and girls are not equal', and their findings were that less than 43.3% of respondents agreed with the statement, while 46.5% of the respondents disagreed. In the evaluators view 'starting Soul Buddyz clubs activities had a negative impact on this item'. Children who belonged to the Soul Buddyz clubs 'were 1.32 times more likely to agree' with the statement than those who did not belong. There is n evidence of this evidence having been triangulated with other evidence to give a better picture of why this conclusion was arrived at.

people's behaviour. In this case the violence prevention strategy was aimed at secondary prevention, however, it overlaps significantly with a primary prevention approach in its ability to model positive empowering behaviour from a gender perspective, and demonstrating the negative impact of GBV, thereby motivating non recurrence of violence.

Both the Soul City Series and Soul Buddyz are predominantly funded by donors, and also have the support of government through the public broadcaster (SABC). The potential for their replication lies in strategic partnerships with institutions and organisations that have a similar mandate, as a cost sharing measure and broadening ownership.

The SC IHDC approach to social change through strategic communication, underpinned by a sound philosophy and rigorous methodology, is a good model for building to creatively achieve multiple impact to reduce and eradicate violence at the individual, community and broader societal levels. The two distinct activities, namely the campaign on violence against women, and children's empowerment, can be designed and replicated nationally, based on a proven track record of success.

## CASE STUDY TEN

Name of project/ campaign: Making the media work for gender justice (review of strategies used by Gender Links)

Location: South Africa

Ecological level: Societal; Media

### Synopsis

This case study concerns the work done by Gender Links (GL) with the mainstream media in South Africa on improving the quantity and quality of coverage of gender violence over the last seven years. There are three legs to the work: mainstreaming gender into media coverage; mainstreaming media into gender activism; and building bridges between the two through the Opinion and Commentary service - notably the "I" stories in which survivors of gender violence tell their own stories.

Through its "Making IT work for Gender Justice" campaign, including the innovative cyber dialogues, GL has also used information technology to empower women, work more efficiently with the media, and broaden the reach of its work.

There is no doubt that there has been a marked improvement in media awareness and coverage of the issues during this period, particularly during the Sixteen Days of Activism. This in turn has helped to put gender violence squarely on the political agenda: when the media gets going, so do the politicians!

Although the media does not have a prevention agenda per se, heightened awareness of the issues is a prerequisite for all prevention strategies. It is no coincidence that in the Government Communication and Information Services (GCIS) survey of the Sixteen Days quoted elsewhere in this study, the vast majority of those interviewed said that they get their information from the mainstream media. As SABC reporter Sandy McCowen put it in an interview for this research, "the only way to deal with rape in this country is to get it out there."

Increased sensitivity by the media in way gender violence is reported reduces the secondary victimisation that can often occur through callous reporting. The "I" stories have helped to empower survivors of gender violence by giving them a direct voice. Participating in the "I" stories has also often given them the courage to leave abusive relationships.

Viewed in the context of the ecological model for ending gender violence, work with the mainstream media falls within the broad societal ambit. But in the way GL has designed its gender justice programme, work with the mainstream media feeds back to the individual level by empowering women to speak out in the matters that most concern them.

### Context

Sexist attitudes and stereotypes fuel gender violence and remain one of the major impediments to the achievement of gender equality. Mass media, which can either challenge or reinforce these stereotypes, plays a key role in shaping public attitudes.

The importance of the media in any societal campaign is underscored by GCIS monitoring statistics on where the public get their information from on the Sixteen

Days of Activism campaign. The 2007 monitoring report found that 81% of respondents got their information from TV; 46% from radio stations; 18% from newspapers and 12% “word of mouth”; that is from family members & friends. Only 1-2% of respondents sited magazines, pamphlets and outdoor media as their main source of information.

Yet the Global Media Monitoring Project, conducted before the Fourth World Conference on Women in Beijing in 1995, showed that women constituted 17 per cent of news sources, that is those whose views and voices are consulted and relayed in news reports. Five years later, that had increased by a mere one per cent to 18 per cent, and ten years later (in 2005) to 21 per cent.

In South Africa, women sources have increased from 19% in the 2003 Gender and Media Baseline Study (GMBS) conducted by GL and the Media Institute of Southern Africa (MISA) to 26% in the 2005 GMMP; still just half of the actual representation of women in society! Even more shocking, the GMBS found that while black women constitute 41% of the population, they only comprise 7% of news sources.

Formed in March 2001, GL began its work with a strong focus on “promoting gender equality in and through the media.” This work has two facets: research, training and advocacy for achieving greater gender sensitivity and balance within the media and in its editorial content; as well as strategic communication skills training for gender activists and women in decision-making to better access and influence media content.

Recognising that the media is often part of the problem yet has the potential to be part of the solution where gender violence is concerned, GL has throughout its existence had a strong focus on coverage of this particular topic.

### Problem identification

Through its monitoring, studies by the Media Monitoring Project (MMP) and work in the field GL identified the following as the key issues with regard to media coverage of gender violence:

Women’s voices are obscured: The GMBS showed that even on the subject of gender violence, men’s voices are more likely to be heard than women.

Stories are mostly told from a court perspective: Part of the reason for this is that the majority of GBV stories emanate from the courts. Court reporters are predominantly male and court processes are male dominated.

Stories are sensationalised: As the collage of GBV articles shows, stories on gender violence are often sensationalised and not told from a human rights perspective. They accentuate the bizarre, with little regard for women’s experiences. In addition to the collage in the graphic opposite, examples of headlines from a GL monitoring project on gender violence in 2004 include: “Henpecked hubby terrified of cops – so lies to cops”;



“Community hand over sex-bid man”; “Spouse-killer rewarded robbery with sex”; “Battered woman in coma, accused on bail”; “Wife bashers: try love and sex instead”.

Insensitive language is used: This above are compounded by insensitive language. For example a tabloid newspaper recently referred to the penis of an alleged rapist as the “spear of the nation” and justified this by saying this is township taal (language).

Exonerating the perpetrator: Perpetrators are often exonerated, and victims blamed. For example in femicide stories it is common to get headlines like “he loved her so much that he killed her”. It is common to find stories suggesting that women deserve to be beaten or killed because they have not performed their wifely duties.

Coverage is incident and not issue driven: Research by MMP shows that stories are often covered as an individual assault or rape case and not put in the context of gender based violence.

Key issues are not covered: For example the passing of the Sexual Offences Bill that took ten years often fell off the agenda. Such a topic, according to SABC reporter Sandy Mc Cowen, is not considered “sexy” by the media.

Link between GBV, HIV/AIDS not made: The MMP’s evaluation of media coverage of the Sixteen Days of Activism in 2005 found that only six out of the 47 media monitored made the link between violence against women and children and the spread of HIV/AIDS in their reporting.

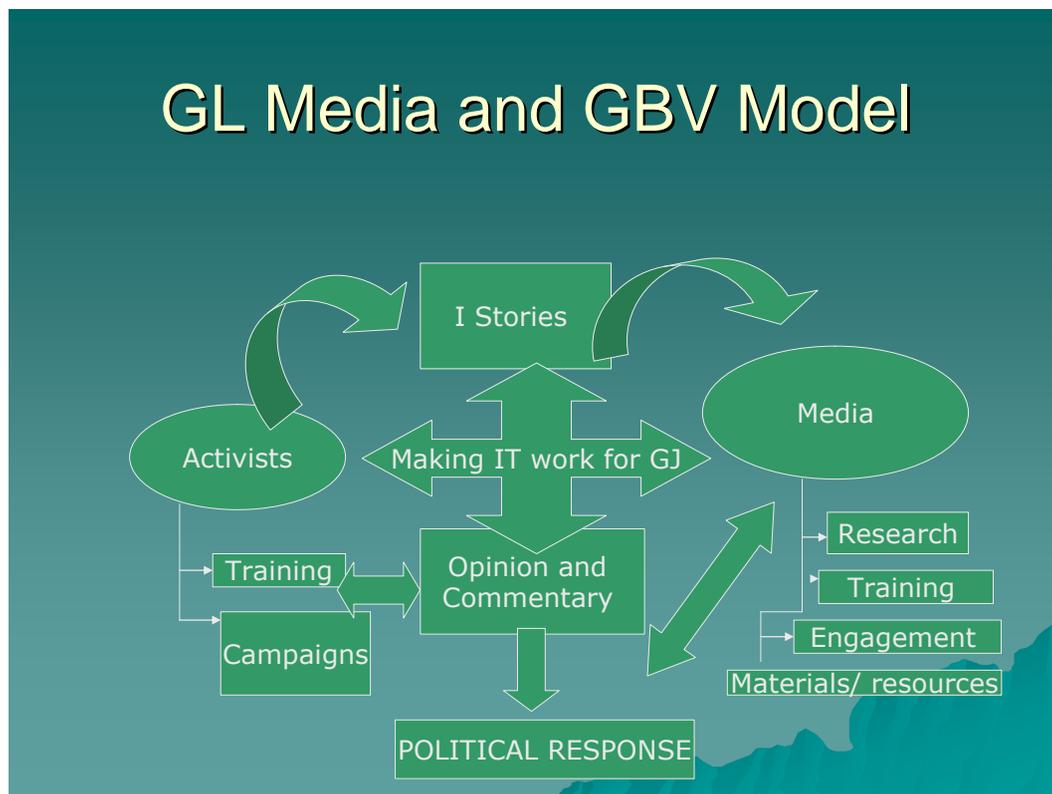
There are few stories on the work of activists and where to go for help: There are proportionately very few stories on the work of organisations that work to end gender violence and provide support to survivors of violence. These stories do not carry details on how the organisations can be accessed. Invariably survivors of gender violence say that they do not know where to go for help.

Insensitive coverage leads to secondary victimisation: Where GBV is reported the media often do not show due gender sensitivity and journalists still make mistakes by identifying the victims of gender based violence, without obtaining consent. According to MMP researcher Sandra Roberts this is because: “Some journalists do not follow the ethical code of conduct, while others simply do not know the law regarding the identification of victims.”

Pondering secondary victimisation in the newsroom  
Asked to comment on secondary victimisation in newsrooms, Deputy Managing Editor of the Sunday Times Susan Smuts noted:

“Several years ago a photographer took an inappropriate photograph of a young woman who had been ill-treated. The photograph was not published and, as far as I know, the photographer was disciplined. I think there is awareness of a responsibility to protect people from secondary victimisation. We have had sometimes heated discussion at Sunday Times about when a photograph should be allowed to show reality and when we should protect someone’s dignity. The awareness is definitely there and the debate is about the specifics of the case under consideration. We do not publish photographs that can identify children who have been abused or raped. Nor do we publish photographs of women who have raped unless they have given informed consent. Publishing photographs of HIV positive children is something that we also don’t do unless we and the parents or guardians are comfortable that there is a good reason for publishing such photographs.”

### Approach and Project Design



As illustrated in the graphic above, key elements of the GL strategy are as follows:

- Working directly with the mainstream media, through research, training, developing gender policies, continuous engagement, and providing useful links, contacts etc.

- Working with gender activists to develop strategic communication skills and package their issues more effectively to ensure media coverage.
- Providing bridging services between activists and the mainstream media through the Opinion and Commentary service, especially working with survivors of gender violence to tell their own stories, providing content that is often difficult for the media to access due to lack of trust, time and skills constraints.
- Using IT to maximise impact, build skills and capacity.
- Ensure through these campaigns and media publicity that politicians are put under the spotlight and make gender violence a political priority.

## Approach

GL's slogan is: "Don't get angry, get smart!" GL believes that it is not helpful to shout at the media. Activists need the media, as much as the media need activists. The GL approach is based on the communication for social change principles cited in introductory chapters. GL training is participatory and engaging. It is also based on practical application and ongoing engagement. GL views transformation as a process, not an event.

Another key element of the approach is several different types and layers of partnership; with media houses; media associations; NGOs and NGO networks; local government; GCIS; media training institutions and others. Commenting on the approach, Jeanette Minnie, an independent consultant who reviewed the programme for one of GL's donors in 2004 commented: "The philosophy of GL to work in partnership with and through other NGOs and groups - to function as a catalyst - is amply illustrated in the implementation of this project. Again, it is a hard route to follow."

## Targets

Key targets include:

- Media practitioners and consumers.
- Gender activists.
- Political leaders at local, provincial and national level.

## Implementation

### Management

GL is government by a Board. An Executive Committee oversees day to day operations in between annual board meetings. An Executive Director oversees the day to day operations and programmes of the organisation. The gender justice portfolio is overseen by a programme manager supervised by the Deputy Director.

### Key activities

#### Mainstreaming gender in the media

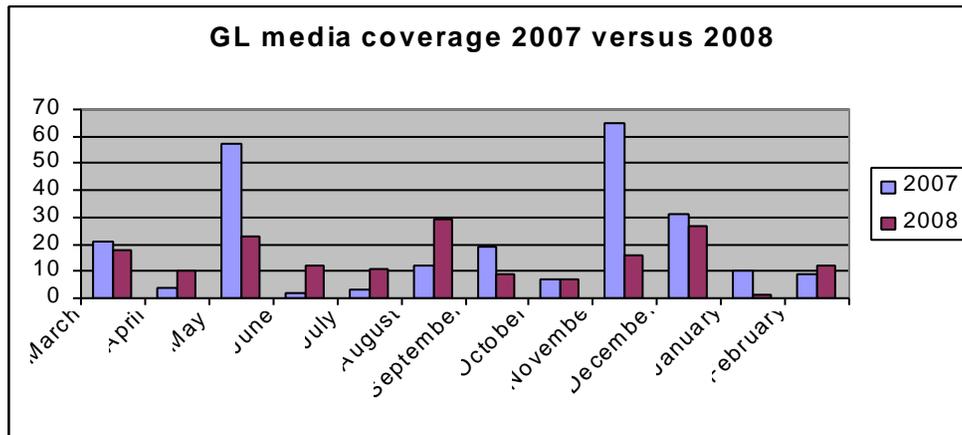
GL achieves this through:

- Conducting relevant research: As noted in the context section, GL and partner organisations conduct regular media monitoring. This is shared with media houses directly and through their representative bodies like the South

African National Editors Forum (SANEF). Facts and figures are a very persuasive way to make the case for change in newsrooms.

- Training: GL has trained at least 141 journalists on ethical coverage of gender violence and HIV and AIDS in all nine provinces (see capacity building). These one week workshops include producing a supplement and post training monitoring.
- Briefings and visits to newsrooms: GL reaches out to media, by paying visits to newsrooms and taking stock of any developments and or progress made in the field of gender justice. This is done especially during the Sixteen Days of Activism Campaign where GL is active in informing media houses what activities/events are going to take place during this time, helping journalists in finding story ideas and providing background information and sources to interview.
- Distributing information, e.g. press releases, fact sheets: To create more awareness among the public on gender inequality and gender based violence and to inform the media about new events, policies or laws in the field of gender, GL sends out press releases to mainstream media and provides fact sheets with background information on topical issues. The fact sheets are usually produced for the Sixteen Days of Activism Campaign and are based on different themes. While they can be downloaded for free from the GL website, some hard copies are made each year and handed out during events or presented to the media as part of a media package.
- Being available to comment during the Sixteen Days Campaign and beyond: Gender Links does not only reach out to media, but is often contacted by the media. As illustrated in the graph below based on GL's internal media logs for 2006/2007 and 2007/2008, during the year, but especially during the Sixteen Days of Activism campaign, GL is contacted by radio, television and newspapers, to provide background information, to explain policies, or to comment on the activities taking place. As former head of news at Kaya FM, now executive producer of Morning Live Portia Kobue commented: "For me GL gives me the bulk of my information, I have some contact with other NGO's, but GL is my link with them. If I want to speak to a man who was an abuser and changed I know GL can help me."





**Notes**

- The Sixteen Days of Activism is from November to December each year.
- The 365 Days of Action to End Gender Violence took place in May 2007
- Working with media organisations to develop gender policies: GL works with media organisations to cement gender awareness and sensitivity into institutional practice through developing gender policies. For instance at Kaya FM, a commercial radio station in South Africa that took part in one of the pilot projects, practical steps included rotating the gender 'beat', or area, of news coverage, so that each reporter had a chance to cover it. The idea was that in so doing, reporters would learn how to integrate gender issues into all their coverage. In addition, each reporter was required to contribute contact information for at least four women news sources, and to ensure that one out of every three sources for any story is a woman. Progress in all these areas was then reviewed at weekly editorial meetings. Gender is a standing item in editorial review meetings.

**Mainstreaming media in gender activism**

Activities include:

Applied training: GL has conducted strategic communication training for 292 NGOs in all nine provinces (see capacity building section) linked to the Sixteen Days of Activism campaigns. Participants plan and implement these campaigns and have used the training to come up with materials and slogans. In 2004, GL conducted a round of training on HIV and AIDS and Gender violence, culminating in the adoption of the Nisaa Institute for Women's development red and white ribbon campaign. NGOs chose to call the Sixteen Days the "Sixteen Days of Peace" campaign with the slogan: "Peace begins at home." Coordinated activities such as the cyber dialogues (see next section) have helped to facilitate more in-depth media coverage, as has focusing on pressing current issues.



Topical and targeted campaigns: The Pep Talk campaign is an example of a topical and targeted campaign that emerged from the strategic communication training. This arose from the observation that very few survivors of GBV are aware, and few health facilities are equipped to provide Post Exposure Prophylaxis (PEP) despite the high possibility of contracting HIV as a result of sexual assault. Amid the Sixteen Days of Activism on Gender Violence in 2004, 25 NGOs around the country launched a campaign that involved going out to hospitals to check if this treatment is available. These visits peaked on World AIDS day.

The NGOs also held community meetings on why it is important. Gender Links and the AIDS Law Project of the Centre for Applied Legal Studies coordinated this activist research project.

The campaign was closely linked to the “White and Red Ribbon” campaign. The two campaigns were jointly launched at the Johannesburg Civic Theatre with a play, questions and answers about the links between gender violence and HIV/AIDS. The two campaigns also had a strong focus on the Sexual Offences Bill (that at that time had not been passed). The campaign resulted in the treatment clause being reinstated (see impact).

Stretching the Sixteen Days to 365: In response to media criticism that NGOs only become active during the Sixteen Days of Activism, GL (in partnership with the National Prosecution Authority (NPA) and UNICEF) convened the 365 Days of Action to End Gender Violence campaign in May 2006 attended by 264 delegates and described in Chapter three of the study. This is an attempt to organise campaigns around a focused national action plan and use the Sixteen Days to monitor progress, rather than just to raise awareness.

Bridging services – the Commentary Service and I stories

Under the banner “fresh views on everyday news”, the GL Opinion and Commentary Service (GL Service) provides mainstream media with fresh views and voices on current affairs. The service has its roots in the Gender and Media Baseline Study (GMBS) which showed that women’s voices are grossly under-represented in the media, especially in opinion and commentary, and that coverage of gender issues constitutes a mere two percent of overall coverage.

The GL Service targets the opinion and commentary pages of mainstream newspapers, radio stations and wire services in Southern Africa, East Africa and globally through Gender Links’ partnership with the African Women and Child Feature Service in Nairobi, and Inter Press Service, a global development news agency.

It provides on average 10 articles each month from writers across Africa. The articles are placed in the mainstream media and uploaded to the Gender Links’ website. Anyone who is interested in contributing to the service or publishing any of the articles, contacts the GL editor. A lot of ready to use stories on GBV are distributed through the service with a special series being run during Sixteen Days of Activism.

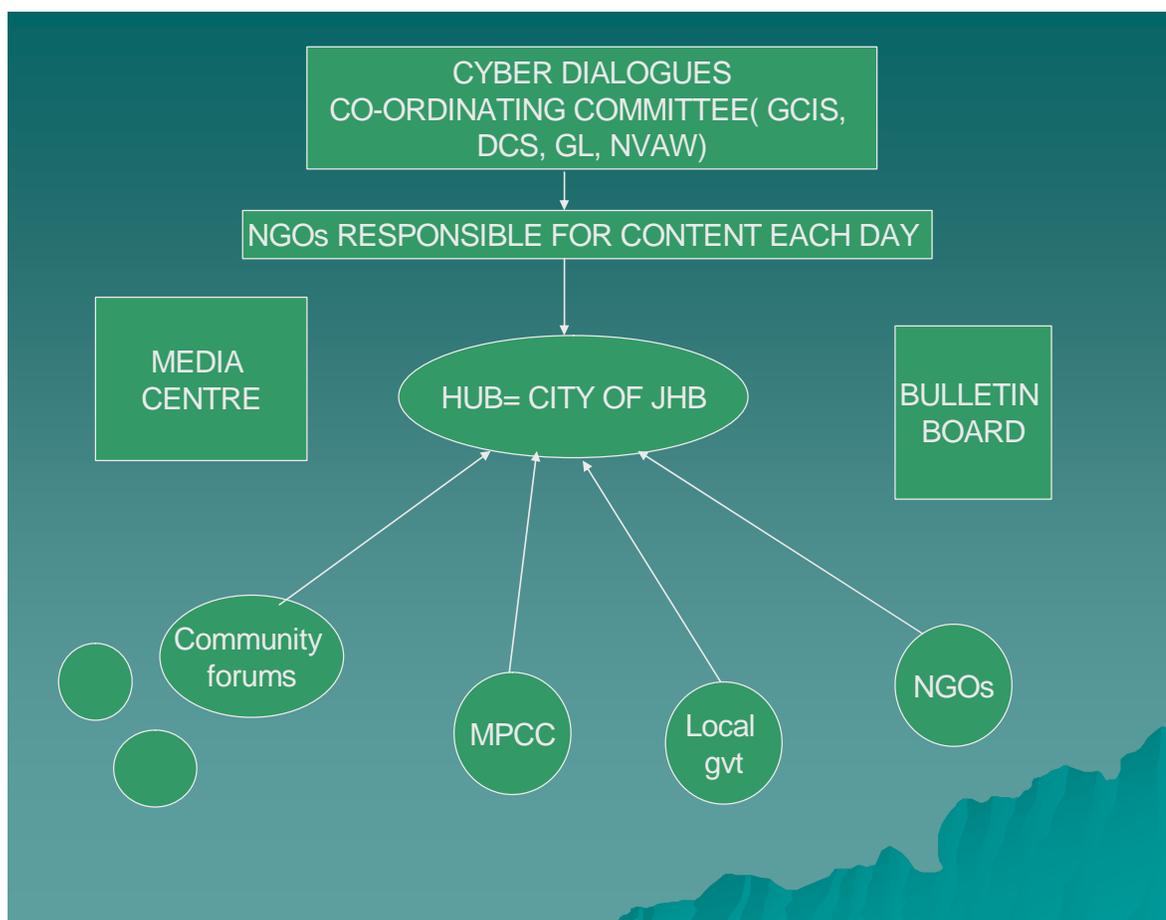
As part of this service, GL is committed to making sure that the voices of those most affected are heard through mainstream media and other opportunities to speak out. The ‘I’ Stories is a series of first hand accounts of gender violence from South Africa and across Southern Africa produced by the GL Opinion and Commentary Service for the Sixteen Days of Activism.

Each year, since 2004, these first hand accounts of gender violence are distributed to mainstream media and also published in a book the 'I' Stories. A range of issues pertaining to GBV are covered including which covers topics such as gender violence and the law; domestic work; children; HIV and AIDS and sexual orientation among other things.

The 'I' stories are produced in workshops co-facilitated with counsellors and in circumstances in which survivors are more at ease to speak out. Women who have been victims of abuse write their own stories which are then edited and they get a chance to verify them before they are published. In 2004 and 2007 GL worked together with NISAA Institute for Women Development (NISAA) while for the 2006 I stories, GL worked with People Opposing Women Abuse (POWA).

## Making IT work for Gender Justice

New information and communication technologies are often used in ways that add to the objectification and victimisation of women. But they can also be a powerful tool for social change. GL has a strong focus on using new information and communication technologies (ICTs) to maximum advantage in its work, and in empowering women to use these technologies.



Under the banner "Making IT work for gender justice" a consortium of NGOs, government and the private sector for the first time in 2004 launched an unprecedented cyber dialogue campaign as part of the Sixteen Days of Activism on Gender Violence. This was followed by training in all nine provinces linked to the actual conduct of the cyber dialogues during the Sixteen Days. In 2004 36 facilitators were trained in running cyber dialogues. The following year, 2005, 105 men and 255 women were given IT for Advocacy training with main focus on cyber dialogues from nine provinces.

During the cyber dialogues, groups around the country meet to discuss a pre-set theme on topics ranging from laws, services, the link between gender violence and HIV/AIDS the importance of women and men with experience of gender violence speaking out. The dialogues take place at a set time, usually between 13.00 and 14.00 during the Sixteen Days period. The chat room function of the website will then go live, allowing groups meeting in various parts of the country to raise their concerns with experts and decision-makers.

The model above shows how these dialogues were organised in 2005, with the City of Johannesburg serving as a central hub. A critical component of the cyber dialogues are the Government Information and Communication Services (GCIS) multi purpose centres, as well as the libraries and people centres run by local government that offer internet access to the public in remote parts of the country as part of the broader e-governance vision with which the campaign resonates.

### Capacity building

Described in a recent organisational evaluation as a “small organisation with large footprints”, capacity building is at the heart of GL’s work. The table below shows that over the seven years of this programme, GL has trained 617 participants from the media and NGOs in covering gender violence; strategic communications and IT for Advocacy. Of these, 33% are men and 67% women. The gender breakdown in the different areas of training is given in the table.

Province	GBV and media			Strat Comms			IT for Advocacy			Total		
	M	F	T	M	F	T	M	F	T	M	F	T
Eastern Cape	4	15	19	7	15	22	4	33	37	15	63	78
Free State	6	8	14	8	11	19	7	27	34	21	46	67
Gauteng	5	8	13	7	10	17	15	35	50	27	53	80
KwaZulu Natal	6	10	16	7	9	16	9	37	46	22	56	78
Limpopo	13	9	22	0	0	0	21	10	31	34	19	53
Mpumalanga	2	6	8	3	4	7	20	22	42	25	32	57
Northern Cape	4	5	9	0	0	0	0	26	26	4	31	35
North West	8	7	15	7	11	18	11	30	41	26	48	74
Western Cape	6	19	25	3	14	17	18	35	53	27	68	95
<b>Total</b>	<b>54</b>	<b>87</b>	<b>141</b>	<b>42</b>	<b>74</b>	<b>116</b>	<b>105</b>	<b>255</b>	<b>360</b>	<b>201</b>	<b>416</b>	<b>617</b>
%	38%	62%	100%	36%	64%	100%	29%	71%	100%	33%	67%	100%

The following comments from an evaluation of the programme by an independent consultant <sup>59</sup>summarise the achievements with regard to capacity building and ensuring a multiplier effect:

- The quality of the training offered, both in terms of the foundational training in gender issues, and in the development of media and communication skills, has been high.
- The design of the “Covering Gender Violence” training programme was well thought out and coherent. The various elements (introducing a common gender discourse, critically analysing media coverage from a gender point of view, teaching media and communication skills to NGO’s, teaching journalists to adopt a gender perspective in their reportage, sending participants out on field assignments to gather information for their media reports, assisting them in writing and producing their reports on computer and teaching them

<sup>59</sup> Jenette Minnie, Covering Gender Violence Evaluation, OSFSA, 2004

some internet skills) build logically on each other and culminate in the production of a workshop newsletter or newspaper supplement, and in the production of radio programmes. The aim of developing media and communication skills by producing gender-sensitive media coverage is achieved through this process and the participants indeed 'learn by doing'.

- The majority of participants, including those from NGO's that have been working in the field of gender violence, described the workshops as an 'eye opener' as they acquired a vast new body of learning and knowledge on this subject.
- The NGOs, who for the most part had almost no knowledge or participatory experience of the media, confirm that they now appreciate the role of the media much more and that they are able to more critically read, view and listen to the media from a gender point of view.
- Most journalists interviewed from the community radio and mainstream media, confirm that they were sensitised to gender issues and to issues around gender violence. The National Community Radio Forum says that over time it has realised that the value of its partnership with GL lies in the area of content development and creation. At the early stages of their relationship they regarded GL simply as a business partner that would provide them with income for airtime. That perception has now changed.
- The fact that Gender Links decided to cascade the workshops down to provincial level is an accomplishment in its own right. In terms of its original mandate from the birthing conference in Lesotho in 2000, it needed only to hold one national training course in South Africa. Instead it chose the hard route to offer the course in every province. The consistent criticism of almost all NGOs in South Africa is that training and development opportunities are largely confined to the cities of Johannesburg and Cape Town.
- The most significant impact of this project is the capacity building of other organisations to achieve a multiplier effect in which these organisations take forward a necessary cause – in this case combating gender violence.

## Resources

Almost all of GL's resources come from donor agencies. Most of the money is project based which provides challenges in sustaining some of the projects. The work cited in this case study was funded by the Open Society Foundation of South Africa (OSFSA); Aus Aid and Hivos.

## Communication

Gender Links maintains regular communication with stakeholders in the gender justice sector. This is achieved through its list serve which has over 3000 local, regional and international contacts from NGOs, government, UN agencies, private sector through which information is passed. Through this list serve GL sends updates on programmes, events including Sixteen Days activities, Press releases and so forth. The Gender Justice Barometer is also a key form of sending information out to stakeholders.

GL also maintains a media list and has direct contact with editors from various media houses through which vital information pertaining to events, press statements are passed as well as the Opinion and Commentary Service.

There is also an effort to maintain contact with women from the community who have participated in GL's events particularly 'I' stories, cyber dialogues, Take Back the Night and other Sixteen Days events.

### Monitoring and evaluation

GL has extensive internal planning, monitoring and evaluation tools for project deliverables. In 2005 GL produced a Gender Justice Barometer comparing commitments made by government during the 2004 cyber dialogues with actual delivery that year. GL follows up to gender justice campaigns in South Africa and the region through a monthly e-newsletter, the Gender Justice Barometer. This newsletter is distributed to over 3000 local, regional and international contacts on GL's list serve.

### Challenges

Key challenges may be summarised as:

- The media is a difficult partner to engage with; often busy, sometimes resistant to transformation and not always willing to engage with NGOs.
- Managing NGO partnerships is complex, time consuming and often not factored into project budgets.
- Willingness by both parties to engage during the Sixteen Days of activism is often not sustained throughout the year.

### Impact

The media does not necessarily perceive itself as having a mission to prevent gender violence. As Sunday Times Deputy Editor Susan Smuts put it: "I don't think we really do anything specifically to prevent gender violence except expose it when we can." However, she believes that, "activist organisations and media houses should focus on where we can work together, possibly plan campaigns together and keep talking."

It is against this background that the impact of GL's work with the mainstream media in the gender justice sector is assessed. The assessment is based on the premise that information is a prerequisite for knowledge and behaviour change and that participating in the creation of information that helps to solve problems can be personally empowering: for the media and survivors of GBV. Impact is assessed in terms of outputs, outreach and outcomes.

### Outputs

GL's main objective is to increase the quantity and quality of coverage by the mainstream media. Monitoring by GL and the MMP shows a considerable increase in the quantity of coverage on GBV, especially during the Sixteen Days of Activism. The following are some of the direct quantifiable outputs from GL's work:

- Media stories produced during the workshops (76), mainly by NGO participants, and the distribution of 10 000 copies of the Western Cape workshop supplement, 5000 copies of the Limpopo supplement and 2 000 copies of the KwaZulu-Natal supplement through various newspaper companies.

- A total of 72 stories of gender violence out of the 415 articles contributed by women and men from across Southern Africa to its Opinion and Commentary service during the period November 2003 to March 2008. Of these stories 38 originated from South Africa.
- 53 first hand accounts - 'I' stories – were produced as part of Sixteen Days series run every year since 2004. Of these articles 43 emanated from South Africa.

#### Outreach

The table below shows that the average use of each article produced by the service by the media has increased from year to year 2.6 in 2005/2006; 3% in 2006/2007 and 4.1% in 2007/2008.

#### Usage of the GL Opinion and Commentary Service

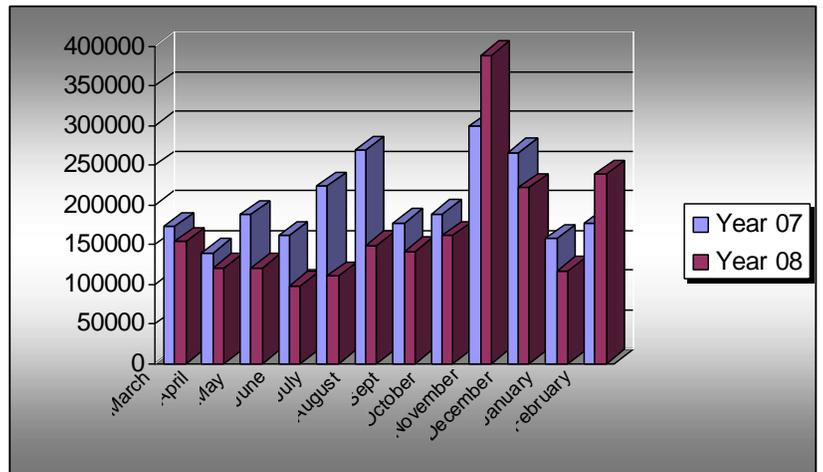
	2007/2008	2006/2007	2005/2006
Stories Produced	128	103	126
Average Use	4.1	3.0	2.6

The next table shows that since 2004, some 815 people have participated in the cyber dialogues. These provide a complete package for media during Sixteen Days. The organised face to face discussion held prior to the online dialogue and the IT based dialogue provides organised pool of sources from experts and ordinary people who participate. The dialogues are thematic so the issues are well articulated and provide a space where those most affected are free to articulate themselves through cyber space.

#### Cyber dialogue participants: 2004 - 2007

Year	M	F	U	Total
2004	68	171	-	239
2005	-	-	365	365
2006	98	79	-	177
2007	14	20	-	34
Total	180	270	365	815

GL website hits, as reflected in the adjoining graph, increase shoot of during the Sixteen Days of Activism. Website hits reached 299 257 in November 2007 compared to an annual average of 201 559. In 2008 website hits in 2008 increased to 389 239 compared to an annual monthly average of 168 415. This shows how IT can indeed be used to leverage gender justice campaigns.



## Outcomes

Empowering newsrooms: GL has made a difference through visiting newsrooms and interacting directly with journalists, as the box below demonstrates:

### Business Unusual at Kaya FM

"After receiving training from GL in 2003 following the briefing on the GMBS, Kaya FM decided to take a proactive stance. Portia Kobue, then news editor at the station suggested that they have a workshop to discuss the findings that showed women were under represented in the media and what Kaya FM could do about it. A workshop was held for the entire staff of Kaya FM, not only from the newsroom. From that workshop obviously the newsroom came out with a strategy as to how to have a true reflection of the demographics of this country in terms of gender and also how to engender our news, how to ensure our news is gender balanced, portrays women positively and how to make sure we are sensitive to gender issues like violence against women and rape. This intervention is important in a young democracy.

Ordinary person relies on us as public broadcasters to explain things to them, to tell them how these things are effecting their lives and to show them what their roles and responsibilities are in as far as in understanding all the changes that are happening in our country and to actually inform them so that they can make decisions and be empowered. Our media is still much more sensationalist.

After three years things changed. Even the male colleagues started to take the gender issues seriously. We even had a gender champion and twice this was a man" -

Qualitative difference in coverage, especially during the 16 Days of Activism: Monitoring by the MMP shows a qualitative improvement in coverage of GBV, especially during the Sixteen Days. During this period stories of gender based violence are now referred to as such and are more likely to be put in context. The average breakdown of sources for the Sixteen Days campaign is 46% women to 54% men. This represents a more than double increase in female sources since earlier in the year (MMP report 2006). Representatives of the different women's organisations, whose names you never see before, suddenly appear everywhere in the newspapers (Roberts, 2008). There has been an improvement in general coverage throughout the year, thanks to the Sixteen Days Campaign, which brought more awareness, but it is not enough. Creating awareness is invaluable in that more people starting to report cases (McCowen, 2008).

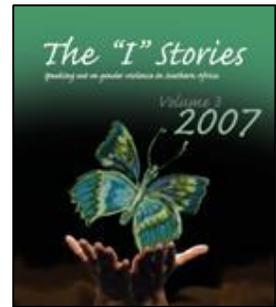
Monitoring by GL in 2004<sup>60</sup> showed that: victims are more likely to be portrayed as survivors; there is far more emphasis on first hand accounts; stories highlight the complexity of gender violence (including sexual assault by men on men); deficiencies in the criminal justice system are highlighted; and media see themselves as part of a

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<sup>60</sup> Mirror on the Media, Coverage of the Sixteen Days of Activism 2004, Gender Links.

wider campaign. For example, A story run by The Star, "If you strike a woman, you strike a rock..." provides an 'introduction' to the 16 Days of Activism on Gender Violence to readers. It makes that point that it is unrealistic to expect the campaign to end violence against women and children. The article raises critical issues for women experiencing gender violence e.g. attitudes by society, police and judiciary, the limited number of shelters available, the slow progress in the passing of the Sexual Offences Bill which allows for an expanded definition of rape.

Empowering women through finding their voice – The 'I' Stories  
Since 2004 to 2007 GL has worked with 46 women who have suffered abuse and six men who are ex-perpetrators of gender violence to write first hand accounts of their experiences. As mentioned above these are distributed to mainstream media through the service and are also published in a book – 'I' stories series each year.



Although there is no empirical evidence to show that the 'I' stories project prevents GBV, the stories create awareness and generate discussion, which may contribute to women leaving abusive relationships, greater incidences of reporting as well as greater sensitisation of men in their role to prevent violence. The I Stories also provide a way for the media to give a human face to gender violence.

#### Media coverage and reaction

Nicole Johnston, editor of the Reconstruct supplement in the Mail and Guardian, believes the I Stories work for journalists because "they are about real people." Johnston recalls, "In 2006 we published the two stories of the lesbian women. I believed they were really good and interesting. Too often NGO's want to write about policy, while readers are interested in real stories. The trick is to write about policies, by mixing it into a real personal story."

Just like I Story participant Martha Seloane, who received visits from women in her community seeking help after she had appeared on television, McCowen's news items also lead to reactions from the public. According to McCowen, "I have had many women phone me at SABC over the years asking for help. After listening to their story I would refer them to the right NGO's."

"The 'I' stories are awesome. I used them as a guideline and then did my own follow up... My boss used to think I had the most awesome ideas but in the meantime half of them came from the 'I' stories. I have won six awards in total, all were for my coverage on gender violence' (Sandy McCowen, 2008)<sup>61</sup>.

Susan Smuts, Deputy Managing Editor of the Sunday Times, also said. "The I Stories are amazing. The feedback I have received has been very positive. People recognise themselves and their family members and friends in the stories because they are about human beings. They make us see what the real impact of domestic violence is, in ways that statistics and analysis cannot do (not that there is not room for those types of stories too)."

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<sup>61</sup> Sandy McCowen is a beneficiary of GL's media training.

Readers and listeners respond

Maleshoane Dabile's I Story of her abusive relationship was published in 2006. After first being a victim and later a survivor of abuse, she now works as a councillor at POWA. Although it wasn't her participation in the I Stories that empowered her, as she had already left her husband and job to start over, writing and publishing her story made her more open-minded and understanding towards others.

After the publication of her I Story, Dabile gave a radio-interview, after which listeners could phone in and ask questions. Dabile recalls, "One man asked me why I had stayed in the relationship for so long. I didn't feel offended at all and explained how difficult it was to leave and that everyday I searched for a reason to stay, also for my children. He was sorry for me and was compassionate. Another man phoned in and said it was good we talked about it, because men also get a chance to learn and understand how abuse affects women. Other practical questions came from women, asking me how long I was in the relationship, how I got out etc."

Personal empowerment – the case of Sweetness Gwabe

For those who participate, follow up research shows that the process helps women participants to deal with the emotional aftermath of abuse. It helps them to move from being victims to becoming part of the campaign to end gender violence as the stories are an inspiration to other women who read the stories and who find themselves in abusive relationships to seek help. Writing is therapeutic. Sweetness Gwabe one of the participants in 2007 I stories workshop contended:

"When I was participating in the workshops at GL and told my story for the first time to for the first time to others it was then that I realised how much I was hurt. I started breaking down and crying in front of others, what I had never done before. It all came out. The interesting part of it was that when I read my own story, I asked myself 'how did I manage to stand all this nonsense for so long.' It shocked me to read my own story, especially because I started feeling guilty towards my children. That I have allowed them to undergo all of this and did not pull out of it long ago. At the time I stayed because I wanted to my children to have a father, because I wanted my children to have a father, because I had never known mine, but after reading my own story I felt responsible for their suffering."

"These stories are not for your comfort, but are told with the rawness and pain with which they have been experienced. They will shock and upset you... But they will also give you hope. Hope that women in our region are speaking out. Hope that many years too late politicians have recognised that women's rights are human rights. Hope that our best bet in getting action taken is by breaking the silence." Forward 'I' stories 2006, Volume 2

While Gwabe grew up in a well off, loving family, her self-esteem was gone by the time she finally, after years, left her abusive husband after another violent incident. Gwabe recalls, "While I was at the shelter I wrote a poem for a POWA (People Opposing Women Abuse) competition, and afterwards they asked me to participate in the 'I' Stories. They explained me what it was about and that the stories would be published. That time I was really afraid to be published and therefore I did not use my own name. When someone constantly tells you that you are worth nothing, you believe it and you just want to hide away. I also feared that my husband would hit back and publish against me and spread lies about me, because I know how he is."

Now, a few months down the line, she is happy and feeling confident with herself. "It has changed me tremendously. I realise who I am, a woman of multiple talents. I became myself and not what I have been told I am: useless. I am now a role model to my children. I walk in front of them and am confident, because I know that children who grow up in an abusive home often lack confidence. The way I feel now, I wish I had not hidden my name."

A lot has changed in the last months since Sweetness published her I Story. During her abusive marriage, Sweetness would sometimes run away, but it never solved anything. "I stayed at the Miriam Makeba orphanage from 2003 to 2005, while I was working there as a housemother. Then I went back to the house where my husband was staying. I needed to divorce him to really get away."

Since August 2006, she has been living with POWA, after a violent escalation.

"I didn't want to bother anybody else, so I separated myself from Makeba organisation and didn't ask help from relatives. After the publication of the I Stories I was interviewed by a television show Masekuleme (Lets Talk) during the 16 Days Campaign. They filmed me from behind (anonymously) but a social worker from Makeba home recognised me. Miriam Makeba found out and asked me to come back, which was now 2 weeks ago. Now she wants me to publish my poems and stories. I have written many for instance about Mandela and Apartheid. She also asked me to write and compose Xhosa songs for her. She realised that I am talented, but due to the abuse I was locked, but now she stimulates me to use my talents. It is frustrating when you know you are talented, but you can't do anything.

Miriam Makeba never knew about the abusive relationship and felt guilty. Even relatives felt guilty, that I had gone to POWA shelter and not to them, but I didn't want to bother anybody anymore. I gave Makeba my I Story and after she finished reading it she said to me: That is why I divorced 5 times, because I couldn't stand it any longer."

Although Sweetness did not tell anyone of her I Story, at the time of publication, she has now bought copies of the book to give to friend and relatives, including her children.

"When I distribute the I Stories book to them, it is not necessarily about my story, because all stories are effective. I am empowering my daughter and other women not to repeat my mistakes. When you are with your spouse and you read these stories you will be able to pinpoint some mistakes to your spouse. It is vital that your spouse must know your likes and dislikes. You mustn't compromise. A yes must be a yes and no must be a no. That is another thing that kills us women, we keep on compromising. When they read these stories, women will be empowered.

When I read other stories, I compare them and think my story wasn't as worse as theirs. I cried reading the other stories, they are too brutal, and thought I would not have allowed that to happen to me. But I realise if others read mine they might say the same. I keep on reading them, they never bore me."

## Role models

Another participant of 2004 Martha Seloane has become a role model. She says she is 'no longer a victim but a survivor'. At the time she was in an abusive relationship she was not working and fully dependent on her husband. Now she is divorced and works as a senior personal officer at the Department of Justice. After Seloane's I Story was published, during the 16 Days of Activism, she appeared on radio and 2 television shows. When friends and colleagues told her they had seen her on TV, she would initially joke, saying, "that wasn't me, but my sister." Soon women from her community would come to her house for help. Seloane recalls, "They explained about their abusive relationships, and that they didn't know where to go for help. They also wanted to leave and tell their story on radio or television, but didn't know how to approach this. I would refer them to Gender Links or Nisaa. Therefore I believe the I Stories are powerful, because they open up the eyes of women, who before not always realised they were in an abusive relationship or did not know where to get help."

## Replication

All the strategies in this case study can be replicated without much additional cost. They start with all gender activists "thinking media"; designing their campaigns and advocacy strategies with media in mind, taking the time to understand and work with the media. For the media, they involve being willing to engage and to be self-critical, examining institutional and editorial practices that make the media part of the problem rather than of the solution. The challenge is to ensure that the attention and interest is drawn from the Sixteen Days across the whole year. There is no doubt that such a sustained partnership and campaign would make a difference!

## CASE STUDY ELEVEN

Name of project: Ekurhuleni 365 Days of Action to End Gender Violence- POT

Location: Gauteng

Realm: Political leadership

### Synopsis

Ekurhuleni Metropolitan is one of the few local government authorities that have taken steps to localise the 365 National Action Plan to End Gender Violence by launching a local plan that is costed and resources have been committed to implement the plan.

In May 2006, at the 365 Days of Action to End Gender Violence Conference held in Kopanong, the delegation committed to a joint multi-sector national campaign for eradicating gender based violence. The National Action Plan to end gender violence was launched on 8 March, International Women's Day, 2007 by the Deputy President. The plan will be reviewed during 2008 and all succeeding Sixteen Day Campaigns, with plans for the forthcoming year presented every International Women's Day until such time that gender violence has ended. Hence, each year the Sixteen Day Campaign against gender violence will become a platform both to heighten awareness and take stock of gaps and achievements, to ensure sustained, measurable efforts to end gender violence.

The Ekurhuleni Metropolitan Municipality has committed to stretching the Sixteen Day campaign into a year long campaign launched in July 2007 through addressing all aspects of gender violence: prevention, response and support.

Its vision to see Ekurhuleni free from gender based violence where women, men, girls and boys can realize their full potential.

The mission is to devise a comprehensive and concerted plan for ending gender violence with measurable targets and indicators to which South Africans from all walks of life, in all spheres of government and at all levels of society can contribute.

This case study is viewed as promising because it is a tangible example of action at the local level with a budget allocated. Local government is strategic in the prevention of gender violence because it is the sphere of government that is closest to the people

### Project Design

The Ekurhuleni 365 Day Action Plan has a strong emphasis on prevention of gender violence though it has a focus on other areas of support and response as well. One of the pillars of the Action Plan is Prevention of gender based violence. Goals set out for the action plan include:

- To mount a sustained prevention and awareness campaign that extends the Sixteen Days of Activism into a year long campaign; involving women and men across the country; and has a measurable impact on attitudes and behaviour.
- To reduce cases of rape by seven to ten percent per annum in line with the SAPS target.

- To ensure that there is a significant reduction of domestic violence each year.
- To ensure comprehensive treatment and care for all survivors of gender violence, including the provision of Post Exposure Prophylaxis (PEP) to reduce the chances of HIV infection; treatment for the possibility of STD's and pregnancy as well as counselling.
- To provide support and empowerment for victims through victim empowerment programmes
- To ensure coordination and communication among those involved in the implementation of the plan including the establishment of appropriate institutional mechanisms
- To set targets and indicators that are regularly monitored, evaluated and reported on

### Objectives

- To raise public awareness in an effort to promote and protect the rights of women and children.
- Encourage women to continuously break the silence against all forms of abuse
- Partner with the Public and the Private Sector in the fight against gender based violence.

### Approach

Ekurhuleni recognised that the first entry point is to train local staff in gender mainstreaming. At the moment only the Municipality's Gender Committee attended a teambuilding course with the theme Engendering Gender. The aim was to create awareness on gender issues and begin to mainstream these in the organisation. The IDP was used as a tool to ensure gender is incorporated in all the activity plans and budgeted for at both strategic and operational levels.

This was then cascaded in all areas of work including the development of a local 365 Day action Plan to end gender violence. All departments: Health, Safety and Security, Social Development, and so on took part in developing the plan. Sector wide consultations were held.

### Implementation

#### Management

While the Executive Mayor has overall oversight of the Metro's affairs, the Deputy City Managers office oversees the implementation of the plan. Different departments execute different aspects of the plan depending on the issue. For example Department of Community Safety will work with communities and relevant stakeholders to ensure that community safety forums are in place.

#### Activities

Some of the activities that have been carried out include:

- Launching the 365 Day Action plan, costing it and allocating a budget.

- Structured programmes for the young South African Women in Development (Young Sawidians). These focussed on gender violence during the Sixteen Days of Activism in 2007
- Victim empowerment programmes have been conducted with the launch of the Victim's Charter taking place in the Metro.
- The constitution of Community Safety Forums which will seek to create safer neighbourhoods
- There will be school visits in April and May 2008 targeting girls from the age of 14 years to talk to them about peer pressure, esteem, promoting role models etc.
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### Monitoring and evaluation

The action plan is yet to be evaluated as it has only been in existence for eight months. However the Gender Committee is due to give their first reports on the activities they committed to carry out in the last reporting period.

### Impact

These are some of the examples of the programmes that have been executed. The impact is yet to be measured. The programme holds promise in that there is commitment by the Metro's leadership as shown by the resources committed. The challenge remains with all relevant stakeholders to carry out activities as planned and report on them timeously. The tendency is for gender issues especially gender violence to be treated as non mainstream issues and treated as such.

### Replication

There is high potential for replication of this model. SALGA Gauteng and SALGA North West have shown promise. SALGA Gauteng held the first ever local government 365 Day Action Plan Conference for the province in 2006. SALGA North West coordinated the drafting of a provincial 365 Day Action plan and District plans. However these remain shelved and there is need to ensure that the project is carried to completion.

Developing local action plans to end gender violence is a critical way of ensuring that the National 365 Day Plan is implemented and has a direct bearing on people.

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