

Vulnerability and Indigence Assessment in South Africa

*A Civil Society **Emergency** Response to COVID-19*



**A South African Women in Dialogue (SAWID)
Transdisciplinary Study**



Convened by Vuyo Mahlati | Foreword by Zanele Mbeki

Coordinator & Editor-in-Chief: Lulama Makhubela | Co-Editors: Maureen Tong and Pali Lehohla



FOREWORD

I am pleased that the South African Women In Dialogue (SAWID) Development Commission, as a civil society initiative, decided to undertake this transdisciplinary study on the sensitivity and response of state delivery systems to protect the vulnerable and indigent. The study follows the health emergency of the COVID-19 pandemic and the subsequent lockdown, which revealed many structural deficiencies in our state systems' ability to deliver with agility to vulnerable communities and the indigent, especially in a time of crisis.

At its inception in 2003, SAWID recognised that most women would not be able to take advantage of the state's many opportunities under the new democratic dispensation because most women were held back by poverty. The state's social protection strategy in policy documents includes the issuance of the National Identity Document (ID) for all; social housing and sanitation; free basic education; access to clean potable water; social income; energy; and road infrastructure. However, these services are not always accessed at the same time by all. A woman without an ID is excluded from the rest of the services offered. What holds most women back, especially those who live in under-resourced poor rural areas, is that they have access to less than five of these services at any one time. Thus, the opportunities offered by the state are out of reach for women's empowerment.

The first project undertaken by SAWID was Poverty Eradication, in the form of the Development Caravan to address some State weaknesses. SAWIDians recognised that it would have been impossible to focus exclusively on women's poverty. Women live in families and communities that suffer the same conditions. Hence SAWID's Development Caravan focuses on individuals, families and communities.

The authors of this report say 'the government's social protection strategies or income transfers are not adequate, and that income monitoring measurement protocols used to address the multidimensional nature of poverty are not sufficient.' They say 'a broader perspective needs to unpack the vulnerability and indigent challenges, focusing on strategic pathways to service delivery, understanding community organising and related poverty drivers during and after the COVID-19 pandemic.'

We live in a developmental state. A developmental state can deliver such services, as mentioned above. It must have both significant infrastructural power: the power to reach into society and deliver things and have significant authoritative power: the power to get individuals, groups and communities to obey commands willingly.

I learn from this study that for the protection of socio-economic rights, our government depends on:

1) The Cabinet Committee for Social Protection, Community and Human Development as one of the key structures; and for delivery of services government depends on the

2) Department of Social Development (DSD) as one of the key delivery departments with specific reference to social protection.

This study's scope was limited to the DSD as one of the delivery departments due to time and resource constraints. Another limitation is that this is a desktop study with no direct input from the Department of Social Development, which is the government's primary delivery machinery through the Cabinet Committee on Social Protection, Community and Human Development.

I would ask further questions about whether the DSD has significant infrastructural power to reach into society and deliver services or if it has the power to mobilise communities so that they willingly follow direction. I do not think so. That is why the authors of this report point out that the government's social protection strategies are inadequate. There is sufficient evidence in particular by the long queues of able-bodied citizens seeking food parcels during COVID-19 lockdown. Among those in the queues would be persons who trade in the informal sector because they were not designated as essential services or service providers in the microfinance sector. The envisaged broader longitudinal study must look into all these existing gaps and their severity.

In general, government social workers deliver services within offices and do not find vulnerable and indigent communities. Beneficiaries are obliged to go to government offices for services. The authoritative 'command' language for a developmental state is unfortunate. Social workers are trained to mobilise communities to co-own whatever service the government wishes to popularise. The fact that social workers are kept in offices and/or are absent in the communities obliges delivery, in the end, to be enforced through a commanding approach.

When it became obligatory to wear a mask in public places during Lockdown level 5, police were directed to apprehend those who leave their premises without wearing masks. The need to wear masks could have been socialised in communities by social workers or field workers.

We must interrogate the DSD's role as the main machinery for 'delivery' of social protection on behalf of the government. I acknowledge that other social service workers, such as Social Auxiliary Workers, Community Development Workers, and Youth Workers, are in the DSD's formal employ. The question is the efficiency of their training and deployment.

According to the United Nations, 'Social Protection' systems must have at least three pillars: (a) human services, (b) access to public services and (c) sustainable infrastructure.

According to this definition, the DSD (as a delivery system) must have sufficient Community Development Workers to reach out to communities who need their services. The Community Development Workers need accessible infrastructure such as roads and transport to be able to reach communities. Communities should be living in adequate housing surrounded by healthy sanitary conditions, having access to energy and potable water, and providing livelihoods for themselves and access to social income for the vulnerable and indigent.

The then Department of Social Welfare from the apartheid era was changed to become the Department of Social Development because the new democratic government did not wish to perpetuate a nanny state that continuously doles out largess. We already knew then that as the poor excluded black people, we have survival skills that have sustained us during years of exclusion from the apartheid grant system.

It seems that the DSD has not been sufficiently transformed into the machinery for a Developmental State obsessed with developing the skills of communities so that people can help themselves survive.

The 1994 government intended to develop productive people rather than maintain them as perpetual recipients of government grants. The Department of Social Development was meant to help people to become productive according to their capabilities. The National Development Plan also emphasises the notion of building the capabilities of people to provide for themselves.

SAWID's Asset Based Community Development (ABCD) approach recognises that each of inherent skills and capabilities to fend for ourselves in the form of social grants should only serve as a safety net. With the SAWID frame of mind, I would then address the adequacy of the delivery systems, which on the whole are not adequate nor agile in times of crisis. There is so much more that can be said. The need to transform the normal state towards agility for delivery for an emergency like the COVID-19 pandemic is crucial.

We also need to understand how the Cabinet Committee for Social Protection, Community, and Human Development operates and impacts the Department of Social Development policies. Therefore, we need to explore the extent and efficiency of NGOs' purchasing services model and support those providing services. The Department of Social Development acknowledges the importance of NGOs as partners in service delivery.

According to the United Nations, 'Social Protection' systems must ensure (1) access to public services; (2) sustainable infrastructure for gender equality; and (3) the empowerment of women and girls.

The Zenzele Development Programme of the Women's Development Banking Trust (WDB Trust) is a SAWID Development Caravan replicator. Zenzele aims to implement the three United Nations Social Protection requirements.

Firstly, Zenzele facilitates access to 18 dimensions of government services by reaching out to vulnerable, poor and indigent families by visiting them at their homes to ensure that they know the services and enable them to benefit.

Secondly, despite the absence of sustainable road infrastructure, adequate housing and potable water in deep rural areas, Zenzele Development Facilitators reach out to poor communities as barefoot service providers. They connect with the indigent families to ensure they are not left behind. They mobilise local business communities to provide adequate housing, build boreholes and transport food parcels for the local indigent families.

Thirdly, participating households are encouraged to have door-sized vegetable gardens to instil the psychology of self-reliance and food security. Family members are introduced to diverse training programmes, skills training and enterprise development as part of empowerment, especially for women and girls.

During COVID-19 level 5 lockdown conditions, Zenzele facilitators kept virtual contact with families for psycho-social stabilisation and counsel and referred them for GBV intervention where necessary. Therefore, the SAWID/Zenzele approach is closer to United Nations standards and norms than our government through the Department of Social Development.

Similarly, in the Early Child Development (ECD) sector, the Kago Ya Bana project implemented by the Hollard Foundation Trust illustrates the value of empowering women in poor municipalities to enable them to contribute towards the national goal of achieving universal access to quality ECD through sustaining this largely women-driven sector in our country. The Kago Ya Bana project leveraged its existing relationship with the government to draw attention to the day mothers' plight in the ECD sector during the COVID-19 hard lockdown.

The City of Ekurhuleni's Food Bank, which provided food parcels to 10% of identified targeted beneficiaries during the COVID-19 level 5 lockdown, is a model that could be emulated. It prioritised identifying distressed households, managing collections and distribution, and maintaining accurate records. The hashtags #COECares and #COEFood were used to make the programme known to those who need it. Field workers conducted household verification of applicants to ensure that they do indeed reside in the area.

The scope of the desktop research, while it was limited, gave us a glimpse across the case studies into what is possible when collaboration is maximised. Social protection of the vulnerable and indigent, especially for outreach during crisis times, requires a conversation and perchance a collaboration between communities; civil society; the Cabinet Committee on Social Protection; and the Department of Social Development.

I hope that this first phase of the study will reveal all the shortcomings to improve our delivery system for the social protection of all poor people, especially the vulnerable and indigent.



Ms Zanele Mbeki: Founder and Patron of SAWID

PREFACE

On behalf of the Board of Trustees, it gives me pleasure to present this seminal SAWID transdisciplinary study on ***Vulnerability and Indigence Assessment in South Africa: A Civil Society Emergency Response to COVID-19.***

Initiated and convened by the late **Dr Vuyo Mahlati**, this publication is the outcome of a six-month rapid desktop study. SAWID dedicates this work to Dr Vuyo Mahlati. From the first week of the country's shut down on level 5, Dr Mahlati raised her concern about the indigent people's plight in adversity and pleaded with Trustees to elevate issues of the poor, especially women. She was concerned that some families were already struggling with sustaining their families. Trustees affirmed the need for the study and supported SAWID and SAWIDians' initiative to assist the needy during the lockdown period. The study was initiated early enough to assist in re-imagining policies and approaches towards assisting the vulnerable in South Africa.

The voice of SAWID, in this study, is presented through case studies and critical discourse analysis of the impact of a significant health threat, the COVID-19 pandemic, on the lives of women and children in South Africa. The coronavirus pandemic's onset has highlighted a myriad of structural deficiencies in the South African Government's ability to serve vulnerable communities, especially in times of crisis. This publication is envisaged as the first phase of a broader longitudinal study to understand the existing gaps' extent and severity. The study seeks to pursue and unearth holistic solutions to poverty eradication through the social compact between civil society and government.

SAWID has over the 17 years of its existence recognised through its previous work, such as the Development Caravan and subsequently the Zenzele case study, that South Africa is grappling with poverty and inequality challenges and in implementing strategies for poverty eradication. The government's social protection strategies or income transfers are not adequate, and the income monitoring measurement protocols used to address the multidimensional nature of poverty are not sufficient. A broader perspective needs to unpack the vulnerability and indigent challenges, focusing on strategic pathways to service delivery, understanding community organising, and related poverty drivers during and after COVID-19.

This publication is a continuing commitment, conviction, and visionary leadership that Dr Vuyo Mahlati had as Chairperson of the SAWID Development Commission in the past 17 years. Her transitioning to the world yonder begins with realising the incredible power that women within the SAWID family have in contributing to research and community engagement regardless of institutional affiliation. SAWID's agency, in response to the plight of the vulnerable and indigent in our society, could not have been timely.

We are indebted to Prof Lulama Makhubela, who coordinated the study and edited the publication; Mpho Letlape, the Deputy Chairperson of the SAWID Trust and the head of Secretariat; and the team of SAWIDian writers and support staff who gave of their time, talent and treasure to see the study to its conclusion. All contributors are appropriately acknowledged in the publication.

I endorse this publication, fully aware of the ongoing challenges women and children face in these difficult times of the COVID-19 pandemic and its impact on our broader society, our SADC region, our African continent and the world. As SAWID, we are the ones we have been waiting for. In collaboration with UN Women and Gender Links as our key strategic partners, the 2030 Agenda for Sustainable Development that has the vision to leave no one behind, and the Agenda 2063: the Africa we want will be attainable in our lifetime.

Ms Thoko Mpumwana: Chairperson of SAWID Board of Trustees



IN MEMORIAM: A POSTHUMOUS DEDICATION BY DR GILIMAMBA MAHLATI

Dr Vuyokazi Mahlari, PhD, dedicated her life to the emancipation of women and children. One should trace her early work on disability in Cape Town's townships soon after graduating in Occupational Therapy. One would discover a common thread of evidence-based solutions to problems that face society. The pursuit for higher learning was in furtherance of this noble goal. Her country and indeed in particular women embraced her, and she found a home in SAWID. The plethora of studies and commissions she championed are common knowledge and were recognised by the Nelson Mandela University, honouring her with a further PhD.

Her presentations to International Organisations such as the United Nations and her nomination to be the first African woman to head the International Women's Forum are testimony of her international stature as a woman activist. Therefore, it is no surprise that when the COVID-19 pandemic reared its ugly head, her response was to study how this would affect women. This work was the last in her illustrious career, and indeed, a life cut too short. As a family, we are honoured to write a few words about this daughter of Africa, our mother and wife.



DR VUYOKAZI MAHLATI

SEPTEMBER 7, 1965 - OCTOBER 13, 2020

REFLECTIONS BY THE SECRETARIAT

On April 1 2020, Dr Vuyo Mahlati approached UN Women to support SAWID initially in making its vast network of Community-Based Organisations available to respond to members of our society most negatively impacted by the COVID-19 pandemic. Driven by her indomitable spirit of serving the vulnerable and the indigent, she acted. She further solicited help from the Solidarity Fund's humanitarian efforts, initiated by President Cyril Ramaphosa, the head of State of the Republic of South Africa. The intent was to help deliver food parcels to those in need as a relief intervention in response to the pandemic's twin-challenge: Public Health and the Economy.

It was soon realised that relief interventions on their own were not enough and that self-reliance enhancing approaches with vulnerability assessment and indigent strategies would need to become the focus. The need for relief programmes to be made more sustainable became apparent. Thus, this study was undertaken to determine and develop a vulnerability assessment tool and indigent strategies to address this emergency.

The SAWID secretariat was established to galvanise the research team, provide operational resources to the study convening committee, anchor its six Workstreams, and provide administrative and technical research support. The Secretariat also played a significant role in coordinating webinar meetings and dialogues between and across Workstreams, the board of trustees and the broader study Reference Group who served as a crucial think tank.

Several framing workshops and consultative meetings were held where sector experts were invited to share their data and recommendations. These experts were not limited to academics only but included practitioners and development activists. Also, the research work was carried out by SAWID volunteers who gave valuable advice in the early stages of the study and without whose selfless contribution, the study would not be possible.

We believe that this study will serve as a base for future projects, which holds a grand promise for SAWID's development and strengthening South Africa's civil society networks and collaboration. Beyond just having SAWID as a platform for dialogue, research and action learning, the study has the potential in strengthening research networks and collaboration with like-minded advocacy groups. We envisage that the knowledge products that have come out of this study and case studies cited are valuable lessons learnt on self-reliance approaches worth sharing within South Africa, the Regional Economic Communities in the African Continent and the African Diaspora.

The Secretariat will need further work to complement the convening committee, Workstreams, and development partners' efforts. Regrettably, because of the new COVID-19 variant, our country faces an unprecedented challenge that further perpetuates the feminisation of poverty and exacerbates the scourge of gender inequality. However, we remain determined that government will harness the civil society's organisational strength in mobilising communities in the fight against the pandemic and the associated health and economic ramifications affecting women and children in the main. We look closely into the study's recommendations as we start a new phase in the Development Commission's life specifically, and SAWID broadly, without the unquestionable visionary leadership of Dr Vuyo Mahlati. We salute you! Thank you for being the voice of the vulnerable and the indigent. Thank you for the selfless 17 years of organisational building. SAWID will never be the same without your critical voice on behalf of Africa's women and children. May your soul rest in power.

It would be remiss not to take this opportunity to thank the study sponsors for their unwavering commitment to pushing the SAWID agenda. On behalf of the SAWID Secretariat, I invite you to join us as we welcome this report. It has been made possible by the generous and committed support and resources of UN Women under Anne Githuku-Shongwe's leadership, the Multi-Country representative, and her dedicated team. We also acknowledge with gratitude the additional resources provided by Colleen Lowe Morna from the Gender Links Women's Voice and Leadership Networking Grant, funded by the Canadian government. Their support for this study, *Vulnerability and Indigence Assessment in South Africa: A Civil Society Emergency Response to COVID-19*, is in keeping with their tradition of evidence-based advocacy for generation equality. I thank you.

Ms Mpho Letlape: Head of Secretariat and Deputy Chair - SAWID Board of Trustees

PROLOGUE AND ACKNOWLEDGMENTS

This timely SAWID publication belongs to the vulnerable and indigent. It acknowledges the immense contribution that Dr Vuyo Mahlati made to SAWID since its inception 17 years ago. The publication is a culmination of six years of action research between 2009 and 2015 to test a family household entry model to target the indigent known as the Development Caravan, which was taken over by the WDB Trust and further strengthened and refined as the Zenzele Development Model.

Dr Vuyo Mahlati conceived the SAWID Transdisciplinary study on "*Vulnerability and Indigence Assessment in South Africa: A Civil Society Emergency Response to COVID-19*". She invited the core team to join the convening think tank that served as the link to the SAWID Board of Trustees¹ and to crystallise her thinking in conceptualising the study further. Vuyo's mission was clear. She needed concerned and committed South Africans with convictions on board, regardless of class, colour, creed and unconscious bias, to help SAWID set up a Transdisciplinary Study Group to respond to the crisis of food parcel distribution in South Africa. The request followed the participation of SAWID partnering NGOs as distributors through the Solidarity Fund, considering the depth of South Africa's problems, specifically in terms of poverty and inequality. The thrust of the study was to address three-pronged challenges: i) lack of a comprehensive Vulnerability Assessment and Indigent Strategy; ii) Lack of data on who needs support; and iii) Narrowly focussed Social Protection (cash grants) based on income/monetary poverty measures. The think tank was purposively selected key professionals such as Prof Pali Lehohla, the former Statistician-General, development practitioners and potential project sponsors and strategic partners. These included the UN Women, the Gender Links Women's Voice and Leadership programme, Food and Agriculture Organization (FAO) and the University of South Africa Women's Forum and the Women and Gender Studies activists under the current chairpersonship of Dr Sheila Kumalo. The brief was to unpack issues of multidimensional poverty that would significantly help the framing of the study.

The Study Reference Group members also included a group of ten from various backgrounds and professional orientation.² Similarly, the Chapter contributors were assembled from varied knowledge fields cutting across all science domains. Many others gave valuable insights, time and goodwill by being engaged through numerous webinars in the Six Workstreams that form Chapters of this publication, adhering to the lockdown rules. Each Workstream had an appointed chair to lead pertinent discussions in addressing key research questions of the study. All Workstream inputs shaped the final product. In all, there were close to thirty critical voices that shaped this study. Their contributions through webinars, workshops and dialogues are priceless. The study could not have come to fruition without the collective inputs of each one of them.

In the main, the study's Chapter contributors are African feminists, including the two men who understood the emergency and enormity of the COVID-19 pandemic using gender as an entry point. In this context, the framing of the study borrows from Sylvia Tamale's (2020) critical thinking when she reminds us that African feminists are keenly aware of knowledge production's political economy. She postulates that what we read in mainstream literature, whether history, law, science, religion, or culture, primarily reflects the world's Eurocentric male view. Such biases of knowledge exist despite claims of objective, value-free research. Indeed, the ghettoisation of Gender and Women Studies (GWS) in academic circles is emblematic of how hegemonic knowledge is produced, for whom and with what funding. Part of the African

¹ The current SAWID Board of Trustees comprises Ms Thoko Mpumwana (Chair); Ms Mpho Letlape (Deputy Chair); Ms Nontobeko Ndlazi; Rev Bafana Kumalo and Ms Criselda Kananda.

² The initial list that Dr Vuyo Mahlati compiled comprised SAWID Patron Ms Zanele Mbeki; Ambassador Sheila Sisulu [SAWIDian, Chancellor of Walter Sisulu University (WSU) and Former Deputy Executive Director of the World Food Programme]; Ms Mmabatho Ramagoshi [Advisor to the SAWID Trust, Advisor to the Minister of Women, Youth and People with Disabilities]; Prof Thuli Madonsela [SAWIDian, Chair on Social Justice, Stellenbosch University]; Prof Pali Lehohla [Global Consultant, Former Statistician General]; Prof Ruth Hall [PLAAS, University of Western Cape (UWC)]; Prof Vasu Reddy [Dean of Faculty of Humanities, University of Pretoria]; Prof Nokuthula Mazibuko [Head: Institute of Gender Studies at Unisa]; Ms Christina Nomdo [Children's Commissioner for Western Cape]; Ms Malaika Mahlatsi [Author, Researcher and Advisor to Mayor of Ekurhuleni].

decolonisation/decolonial project seeks to centre African people in academic research, considering the critical differentials based on gender and other intersecting parameters. Despite the strides made by feminist scholars, many in mainstream academia, even today, are yet to be convinced that feminist methodologies, approaches and analyses in research are part of legitimate scientific inquiry.³

This publication was executed with the above sentiments expressed by African feminists in mind. Much as the urgency of addressing the COVID-19 pandemic was the driving force behind the SAWID research project, the cadre of women and men led by Dr Vuyo Mahlati were acutely aware of the "large and weighty burden of filling the gaps in our knowledge base about women and gender relations" expressed by Josephine Ahikire, Jane Benette, and others. Sylvia Tamale further cautions that an Afro-feminist decolonial project must go beyond the GWS that focuses on elitist intellectualism by documenting non-academic and non-scholarly material. The aim is to erase the boundaries that separate and hierarchise knowledge. An integrated body of organic knowledge is crucial as "it captures the complexity of the historical process and social change, and it is from this that the people and movements can reflect and learn."⁴

In this context, writing for a development practitioner audience requires communication skills that have regrettably sometimes been abandoned in the jargon-filled world of development discourse. Coordinating this SAWID study was both a joyous experience and an awakening of blending academic and non-academic scholarly work. I am grateful that the contributors have not tried to write themselves into incomprehension by engaging in the fashionable conventions of highly convoluted yet obscure verbosity of all too much academic writing⁵. We appreciate some of our senior citizen activists who had to dust off their "typewriters" to contribute from a practitioner's reflections in Chapters Three and Five. The intergenerational team of 17 brought into the mix of years of practical experience of grassroots community mobilisation and a balanced blend of academic writers. The combination of both theory and real-life experiences by the 17 writers resembled each year of Vuyo's self-less contribution to the history and development of SAWID. The golden thread that runs through this publication, dedicated to Vuyo posthumously, is the pursuit of a better life for the marginalised women and children who bear the brunt of poverty and socio-economic exclusion, worsened by the ramification of the COVID-19 pandemic.

In keeping with the central message, our acknowledgements first go to the vulnerable and indigent communities in South Africa, the rest of the African Continent and the Diaspora. COVID-19 hit us all. Rich or poor. However, the plight of the poor, which was exacerbated by the pandemic, spurred the study convenors and Chapter authors to reflect on how the social compact between government and civil society can be strengthened to attain the 2030 Agenda for Sustainable Development (AfSD) vision: Leave no one behind and the Agenda 2063: the Africa we want aspiration.

This publication is the first volume of an anticipated longitudinal study. The Six Chapters comprising the publication content are among the three knowledge products' outcomes from this SAWID Study. Also, an Annotated Bibliography of COVID-19 resources reviewed in all Six Chapters is produced. We hope that this resource will contribute to the pursuit of meaningful research that will make a difference in the vulnerable and indigent lives, contributing to scholarship among academics and development practitioners alike. We anticipate that those African scholars throughout the continent and the Diaspora who are keenly interested in undertaking further research and adding critical debate, and contributing to the body of knowledge in the formulation of a Comprehensive Vulnerability Assessment Indigent Strategies will find it useful. Further, an Extended Executive Summary is available to those who might not have time, especially policymakers,

³See Ayesha Imam, Amina Mama and Fatou Sow (eds.), *Engendering the Social Sciences in the African Context*, COSDERIA, 2000) quoted in Tamale, S. (2000) *Decolonization and Afro-Feminism*. Ottawa: Daraja Press. 411p.

⁴ Sylvia Tamale and Jane Benette, 2011 ("Legal Voice: Challengers and Prospects in the Documentation of African Legal Feminism" *Feminist Africa* 15 (2011): 1-16 at p.2.

⁵ Adapted from Thembela Vokwana on her review of "Hear Our Voices: Race, Gender and the Status of Black South African Women in the Academy. Reitumetsi Obakeng Mabokela and Zine Magubane (Eds.). Pretoria; Unisa Press.

to rummage through the entire publication but who are interested in a high-level summary of this rapid desktop study outcome.

The voice of SAWID, in this study, is presented through case studies and critical discourse analysis of the impact of an ongoing health threat, in its new variant of the COVID-19 pandemic, on the lives of women and children.

From a study coordinator's perspective, the journey from inception to conclusion of this study has been an emotional roller-coaster. It has been both a joyful and painful personal experience of dealing with the sense of loss and death on the one hand. On the other hand, the process of losing one of our own has been a knee-jerk reaction that was sorely needed within SAWID to document our rich history and narrate our own story. SAWID lost one of its daughters. A sister. An academic. A business partner and a Development Commissioner Chair who was the glue that bound us together. We do not forget about others within the SAWID family and friends called to the world yonder. We also pay tribute to Dr Thandi Ndlovu, Mam Sizani Ngubane and Mpho Radebe, who blessed us with their generosity of spirit and gift of life. May their souls rest in peace and rise in glory, and the light perpetually shines upon them.

To you, Vuyokazi: Good morning, my dear sister - I consider you a spiritual sister. We have a strong feeling of missing you here. So, I want to express my deep feelings to you, as a fellow academic sister, development commissioner, for your contribution to SAWID, the South African nation, the African continent, the Diaspora and the world. We will never forget the generous contributions of your time, talent and treasure.

Till my death, I will remember you.

Lulama Makhubela

Development Commissioner

SAWID Study Coordinator

Editor-in-Chief and Contributor



I acknowledge the Founding Mother and Patron of SAWID, Ms Zanele Mbeki; Ms Thoko Mpumlwana, the Chairperson of the SAWID Board of Trustees and the entire membership of the SAWID Trust. Ms Mpho Letlape's outstanding leadership in heading the Secretariat team in times of crisis deserves an accolade. I am also indebted to Prof Pali Lehohla and Dr Maureen Tong and as co-editors. Their pair of eyes contributed to this final product. As an editorial team, we collectively acknowledge the incredible amount of work that has gone into putting this publication together. Special thanks go to Mathapelo Makhubela-Mhlari and Kefiloe Sethusha for the final touch in producing the report cover and graphics. Lindiwe Khoza's patience in the page numbering and layout cannot be thanked enough. Lastly, the report could not have happened without all the patriotic South Africans photographed below, who responded to the national call of duty.



Dr Vuyo Mahlali



Ms Phelisa Nkomo



Ms Pravienna Naidoo

First Row: Dr Vuyo Mahlali, Ms Phelisa Nkomo and Ms Pravienna Naidoo – Study Convenors



Dr Maureen Tong



Prof Pali Lehohla



Ms Mpho Letlape

Second Row: Dr Maureen Tong and Prof Pali Lehohla - Co-editors; and Ms Mpho Letlape - Head of Secretariat



Dr Sibusiso Mkwanzani



Ms Lebohlang Liepollo Pheko



Ms Joyce Siwani

Third Row: Dr Sibusiso Mkwanzani – (Workstream One: Chairperson); Ms Lebohlang Liepollo Pheko - (Workstream Two: Chairperson); and Ms Joyce Siwani – (Workstream Three: Contributor and Critical Reader)



Ms Madumezulu Silinda



Ms Daisy Mafubelu



Dr Ellen Kornegay



Dr Motlatjie Anne Letsebe

Fourth Row: Ms Madumezulu Silinda (Workstream Four: Chair and Contributor); Ms Daisy Mafubelu (Workstream Five: Chairperson); Dr Ellen Kornegay and Dr Motlatjie Anne Letsebe – Workstream Five Contributors.



Prof Edith Vries



Ms Maud Motanyane



Ms Janine Hicks

Fifth Row: Prof Edith Vries, Ms Maud Motanyane and Ms Janine Hicks – Critical Readers and External Reviewers



Ms Marthe Muller



Ms Lindiwe Khoza



Ms Lusanda Monale



Ms Thembelihle Tshabalala

Sixth Row: Ms Marthe Muller (Workstream 4 & 5 Secretariat Support); Ms Lindiwe Khoza (Workstream 2 & 3 Secretariat Support); Ms Lusanda Monale (Ref compiler; Annotated Bibliography Co- Compiler); and Ms Thembelihle Tshabalala (Annotated Bibliography Co- Compiler)



Ms Kefiloe Sethusha



Mr Sithembiso Ndlovu



Ms Mathapelo Makhubela- Mhlari

Seventh Row: Ms Kefiloe Sethusha (Graphic Designer – Layout); Mr Sithembiso Ndlovu (Acronyms & Glossary of Terms Compiler); and Ms Mathapelo Makhubela- Mhlari (Graphic Designer – Publication Cover)

LIST OF ACRONYMS / ABBREVIATIONS

AIDS	Acquired Immuno Deficiency Syndrome
APRM	African Peer Review Mechanism
ART	Antiretroviral Therapy
AU	African Union
BEE	Black Economic Empowerment
BRICS	Brazil, Russia, India, China, and South Africa
CBOs	Community-Based Organisations
CDGs	Care Dependency Grants
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CFS	Chronic Fatigue Syndrome
CoE	City of Ekurhuleni
COGTA	Department of Cooperative Governance and Traditional Affairs
CoJ	City of Johannesburg
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Persons with Disabilities
CSGs	Child Support Grants
CSR	Corporate Social Responsibility
CSW	Commission on the Status of Women
CYCW	Child and Youth Care Workers
DALRRD	Department of Agriculture, Land Reform and Rural Development
DAP	Di-Ammonium Phosphate
DBE	Department of Basic Education
DF	Development Facilitator
DFAT	Department of Foreign Affairs and Trade
DFID	Department for International Development
DGs	Disability Grants
DHEST	Department of Higher Education, Science and Technology
DOE	Department of Education
DOH	Department of Health
DRDLR	Department of Rural Development and Land Reform
DSD	Department of Social Development
DTIC	Department of Trade and Intellectual Capital
DTIC	Department of Trade, Industry and Competition
EC	European Commission
ECD	Early Childhood Development
EMPD	Ekurhuleni Metro Police Department
EPAs	Economic Partnership Agreements
EPO	Exclusive Provider Organisation
EPWP	Expanded Public Works Programme
ESP	Extended Support Package
EU	European Union
FAO	Food Agricultural Organization

FBOs	Faith-Based Organisations
FCGs	Foster Care Grants
FNS	Food Nutrition Services
G20	Group of 20
GA	Grants-in-Aid
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GHS	General Household Survey
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GSDRC	Governance, Social Development, Humanitarian, Conflict Partnership of Research Institutes, Think-tanks, and Consultancy Organisations
GWS	Gender and Women Studies
HFT	Hollard Foundation Trust
HIV	Human Immunodeficiency Virus
HLPE	High-Level Panel of Experts on Food Security and Nutrition
HRBA	Human Rights-Based Approach
IAEG	Inter-Agency Expert Group
IFPRI	International Food Policy Research Institute
IFSF	Integrated Food System Framework
ILM	Informal Labour Market
ILO	International Labour Organization
IMF	International Monetary Fund
IW	International Water
JSE	Johannesburg Stock Exchange
KYB	Kago Ya Bana
LGBTIQ+	Lesbian, Gay, Transgender, Intersex, Queer and others
LMICs	Low and Middle-Income Countries
LSM	Lifestyle Standard Measure
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MIP	Municipal Indigent Policy
MOU	Memorandum of Understanding
MPI	Multidimensional Poverty Indicator
MPPN	Multidimensional Poverty Peer Network
MRC	Medical Research Council
MTSF	Medium Term Strategic Framework
NAMC	National Agricultural Marketing Council
NCD	Non-Communicable Diseases
NDMA	National Disaster Management Act
NDP	National Development Plan
NEDLAC	National Economic, Development and Labour Council
NGO	Non-Governmental Organisation
NPO	Non-Profit Organisation
OAGs	Old-Age Grants
OPHI	Oxford Poverty and Human Development Initiative
PHC	Primary Health Care

PPEs	Personal Protection Equipments
RDP	Reconstruction and Development Programme
SADC	Southern Africa Development Community
SAPS	South African Police Service
SASSA	South African Social Security Agency
SAWID	South African Women in Dialogue
SBSA	Standard Bank of South Africa
SDGs	Sustainable Development Goals
SMME	Small Business and Small, Medium and Micro Enterprises
SOEs	State-owned Enterprises
SPCHD	Cabinet Committee for Social Protection, Community and Human Development
SRD	Social Relief of Distress
Stats SA	Statistics South Africa
TB	Tuberculosis
TRIMS	Trade-Related Investment Measures
TRIPS	Trade-Related Aspects of Intellectual Property Rights (TRIPS)
UIF	Unemployment Insurance Fund
UN	United Nations
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNSC	United Nations Statistical Commission
UNSDG	United Nations Sustainable Development Goals
WASH	Water, Sanitation, and Hygiene
WB	World Bank
WDB	Women's Development Bank
WFS	World Food Summit
WHO	World Health Organization
WTO	World Trade Organization
WVG	War Veterans Grant
YLL	Years of Life Lost
ZDM	Zenzele Delivery Model
ZDP	Zenzele Development Programme
ZDT	Zenzele Development Trust
ZMDT	Zanele Mbeki Development Trust

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GLOSSARY OF TERMS

Action Research: is a philosophy and methodology of research generally applied in the social sciences. It seeks transformative change through the simultaneous process of acting and doing research, which are linked together by critical reflection (Wikipedia).

African Femini-st (-sm): is a type of feminism innovated by African women that specifically address continental African women's conditions and needs (African women who reside on the African continent). African feminism includes many strains of its own, including motherism, femalism, snail-sense feminism, womanism/women palavering, nego-feminism, and African womanism (Wikipedia).

Assessment: The systematic process of documenting and using empirical data on the knowledge, skills, attitudes, and beliefs to refine programs and improve learning. Assessment data can be obtained from directly examining student work to assess learning outcomes or based on data from which one can make inferences about learning. Assessment is often used interchangeably with test, but not limited to tests. Assessment can focus on the individual learner, the learning community (class, workshop, or other organised groups of learners), a course, an academic program, the institution, or the educational system (also known as granularity) (Wikipedia).

Barefoot Librarians: "refers to librarians who would forsake the sophisticated comforts and greater emoluments of the urban centres in favour of a more rudimentary kind of practice in the rural areas and outlying islands" (The University of Chicago Press Journals, *The Barefoot Librarian: Library Developments in Southeast Asia with Special Reference to Malaysia*. D. E. K. Wijasuriya, Lim Huck-Tee, Radha Nadarajah).

Also, "referred to as 'barefoot librarianship' by Adolphe Amadi (1981), one concept envisions a librarian who is either (1) literate and has some initial and ongoing training in librarianship, perhaps in the form of an apprenticeship or (2) a professional librarian who has received a former education in the field and who chooses to work in a developing area (underwood, 2009). A barefoot librarian has also been described as one who is experienced or trained in traditional ways of knowing and communicating that are common to many rural communities but one that marries this knowledge with that of modern ICT that could be used to enhance these traditions (Onwubiko, 1996, Nyana, 2009). (KJ Strand, 2016)."

Critical Reflective Practice is a process of inquiry involving practitioners in discovering and researching the assumptions that frame how they work (Brookfield, S. 1998).

Design Thinking: refers to the cognitive strategic and practical processes by which design concepts (proposals for products, buildings, machines, communications, etc.) are developed. Many of the key concepts and aspects of design thinking have been identified through studies across different design domains, design cognition, and design activity in both laboratory and natural contexts. Design thinking is also associated with prescriptions for the innovation of products and services within business and social contexts. Some of these prescriptions have been criticised for oversimplifying the design process and trivialising the role of technical knowledge and skills (Wikipedia).

Development Caravan: the Development Caravan model, founded by South African Women in Dialogue, is a synchronised poverty eradication system for local communities in nodal areas to mobilise support and catalyse community self-organisation targeting families with a basket of services and stakeholder engagement. The Development Caravan presents a multidimensional view of poverty. It underscores the importance of civil society participation (amplifying poor people's voices) in policy formulation and implementation, capacity building and institutional strengthening. (South African Women in Dialogue, *the Development Caravan Model Booklet: 2012*)

Development Commission: a research and development division of the South African Women in Dialogue.

Food access: access by individuals to adequate resources (entitlements) for acquiring appropriate foods (FAO).

Food availability: the availability of sufficient quantities of appropriate quality food, supplied through domestic production or imports (including food aid) (FAO).

Food security: the availability at all times of adequate world food supplies of basic foodstuffs to sustain a steady expansion of food consumption and to offset fluctuations in production and prices (FAO).

Food systems: are the processes and activities involved in providing food for the people through various activities, from planting or growth to consumption, and the impact COVID-19 has on the system and how these affect the vulnerable groups. Food systems are also concerned with food security and nutrition. They are categorised into global, national, and local food systems, which COVID-19 has unique economic, environmental, and social impact due to halted or delayed production, increased unemployment, and limited access to the labor and food market (FAO, 2020; United Nations, 2020) for a nutritious diet.

Grassroot Workers: being, originating, or operating in or at the grassroots, i.e., *grassroots* organisation or *grassroots* political support. (Merriam Webster).

Grassroot Workers: the common or ordinary people, especially as contrasted with the leadership or elite of a political party, social organisation, etc.; the rank and file. The agricultural and rural areas of a country. The people inhabiting these areas, especially as a political, social, or economic group. The origin or basis of something; the basic or primary concept, rule, part, or the like. (Dictionary)

Indigent: refers to the most destitute populations highly characterised by a lack of and/or limited access to the most basic resources and necessities (goods and services) that define a normal life during the COVID-19 pandemic, South Africa. These resources often include but are not exhaustive of proper and basic sanitation, adequate water supply, electricity, housing, health care, food and clothing, and waste refusal in their households and communities (Department of Provincial and Local Government, 2005).

Methodology: refers to specific research techniques, processes, and a systematic plan detailing how the trans-disciplinary study on vulnerability assessment and indigent approached beyond COVID-19 research study will be carried out. The methodology includes the research approach, data collection, data analysis, and the theoretical and conceptual frameworks that underpin this research study and are central in responding to the research questions.

Poverty Line: is the minimum level of income deemed adequate in a particular country. The poverty line is usually calculated by finding the total cost of all the essential resources that an average human adult consumes in one year (Wikipedia).

Poverty Line: One deprivation alone may not represent poverty. The MPI requires a household to be deprived of multiple indicators at the same time. A person is multidimensionally poor if he or she is deprived of at least one-third of the weighted indicators.

Resilient: "Helping people, communities, countries, and global institutions prevent, anticipate, prepare for, cope with, and recover from shocks and not only bounce back to where they were before the shocks occurred but become even better-off." (IFPRI, 2015).

Social development: is "about improving every individual's wellbeing in society to reach their full potential. The success of a society is linked to the wellbeing of every citizen. Social development means investing in people. Their families will also do well and the whole of society will benefit" (Government of New Brunswick, Canada).

Social protection: is commonly understood as 'all public and private initiatives that provide income or consumption transfers to the poor, protect the vulnerable against livelihood risks and enhance the social status and rights of the marginalised; with the overall objective of reducing the economic and social vulnerability of poor, vulnerable and marginalised groups' (Devereux & Sabates-Wheeler, 2004: i)."

Social protection: "is concerned with protecting and helping those who are poor and vulnerable, such as children, women, older people, people living with disabilities, the displaced, the unemployed, and the sick. There are ongoing debates about which interventions constitute social protection, and which category they fit under, as social protection overlaps with a number of livelihoods, human capital and food security interventions (Harvey et al., 2007)."

Social protection: measures across the world straddle a broad spectrum of services and support, from what might be viewed as conservative and narrow to more liberal, even progressive, offerings.

Social protection: refers to various policies that aim to support risk management by providing short, medium, and long term solutions to address the economic, social, environmental, and health challenges facing the most vulnerable populations during the COVID-19 pandemic crisis in South Africa. Social protection necessitates effective intervention strategies that are pivotal in ensuring access to quality healthcare, food security, employee protection, social relief grants, and access to critical and necessary services for the most vulnerable populations due to COVID-19. (FAO, 2017; FAO, 2020; UNICEF, 2020).

Social protection: (at its most basic) is "concerned with preventing, managing, and overcoming situations that adversely affect people's wellbeing. Social protection consists of policies and program(me)s designed to reduce poverty and vulnerability by promoting efficient labour markets, sickness, disability, and old age (Wikipedia)."

Stability: to be food secure, a population, household, or individual must always have adequate food access. They should not be at risk of losing access to food due to sudden shocks (e.g., economic or climatic crisis) or cyclical events (e.g., seasonal food insecurity). Therefore, the concept of stability can refer to both the availability and access dimensions of food security (FAO).

Strategy: It is a general plan to achieve one or more long-term or overall goals under uncertainty conditions (Wikipedia).

Strategy: a strategy is a general plan or set of plans intended to achieve something, especially over a long period (Collins Dictionary)

Systems Thinking: is a holistic approach to analysis that focuses on how a system's constituent parts interrelate and how systems work over time within the context of larger systems. The systems thinking approach contrasts with traditional analysis, which studies systems by breaking them down into separate elements. Systems thinking can be used in any area of research (WhatIs.com)

Systems thinking: is the ability or skill to perform problem-solving in a complex system (Wikiversity).

Theory of Change is essentially a comprehensive description and illustration of how and why a desired change is expected to happen in a particular context. It is focussed on mapping out or "filling in" what has been described as the "missing middle" between what a program or change initiative does (its activities or interventions) and how these lead to desired goals being achieved. It does this by first identifying the desired long-term goals and then works back from these to identify all the conditions (outcomes) that must be in place (and how these related to one another causally) for the goals to occur (The Center for Theory of Change, Inc.)

Theory of Change: is a specific type of methodology for planning, participation, and evaluation that is used in companies, philanthropy, not-for-profit and government sectors to promote social change. Theory of Change defines long-term goals and then maps backwards to identify necessary preconditions. Theory of Change explains the process of change by outlining causal linkages in an initiative, i.e., its shorter-term, intermediate, and longer-term outcomes. The identified changes are mapped – as the "outcomes pathway" – showing each outcome in logical relationship to all the others and chronological flow. The links between outcomes are explained by "rationales" or statements of why one outcome is thought to be a prerequisite for another (Wikipedia).

Utility: safe and nutritious food that meets dietary needs, covering factors such as safe drinking water and adequate

sanitary facilities to avoid the spread of disease and awareness of food preparation and storage procedures.

Vulnerability: refers to the state of the possibility of being exposed to potential harm, particularly groups of people with heightened risk exposure to COVID-19. These groups include the individuals with comorbidities and ill-health, the elderly, homeless people, and other marginalised and poverty-stricken populations confronted with the inability to physically, psychologically, and economically manage during the COVID-19 pandemic crisis (Ahmad et al., 2020; Lancet Global Health, 2020).

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ENGENDERING THE COVID-19 PANDEMIC FROM A TRANSDISCIPLINARY APPROACH

LULAMA MAKHUBELA; PALI LEHOHLA; SIBUSISO MKWANANZI & INPUTS BY PHELISA NKOMO



"The Afro-feminist decolonial project must go beyond the (Gender and Women Studies) GWS that focuses on elitist intellectualism by documenting non-academic and non-scholarly material. The aim is to erase the boundaries that separate and hierarchise knowledge. An integrated body of organic knowledge is crucial as "it captures the complexity of the historical process and social change and it is from this that the people and movements can reflect and learn" - Sylvia Tamale¹

¹ Sylvia Tamale is a Ugandan academic and human rights activist. She was the first female dean in the Law Faculty at Makerere University, Uganda. The extract is taken from her latest book: Decolonization and Afro-Feminism

PREAMBLE

A deep appreciation informed the first task that SAWID embarked on in 2003, exploring the complexity of poverty on the one hand, and on the other, laying bare how impenetrable the design of social and economic policies was to women in particular. The policy design and interventions were eclectic and had limited effect as they lacked a unifying strategy and action plan. SAWID's focus on poverty eradication has expressed the disposition and choice of the theatre of action. The progressive application of the Development Caravan Model, formerly adopted in full for the 2009-2015 plan period, is a case in point. Almost two decades later, the display of discriminant policy effects on women SAWID immersed themselves in resolving is in full glare with the onslaught of the COVID-19 pandemic. SAWID's choice of the theatre of struggle as that of eradicating poverty is even more pressing. Accompanying this is the general eruption in the awareness that science and evidence are crucial in the management of development, and combining those with the choice of action makes for a significant but progressively sustainable impact. The choice of trade tools and stage of immersion by SAWID would not have been more appropriate for these times. What then is this idea whose time has so clearly come? Unveiling and acting upon it are so crucial that the report's task is articulated in Six Chapters.

ABSTRACT

The introductory Chapter gives the contextual background of the transdisciplinary study convened by SAWID in response to the COVID-19 emergency facing the vulnerable and indigent in South Africa. The Chapter highlights the stark adverse health challenge from a global and continental manifestation of the COVID-19 pandemic and provides a cursory dipstick into South Africa as a point of departure. Through a short synopsis, the Chapter presents the complex disposition of the research emanating from a predominate health challenge with associated higher morbidity and mortality levels, yet of humanitarian proportion. Additionally, this challenge has led to unprecedented geo-political and socio-economic dynamics rooted in a quandary of inequality and gendered vulnerability and communities' marginalisation. The Chapter further provides a brief landscape of what is prospected in the context of COVID-19, casting a gender lens to elicit the nature of disparities to be addressed. Through these, SAWID foregrounds the COVID-19 crisis through the Four Workstreams: Unpacking COVID-19; Social Protection; Food Crisis and Delivery Systems that comprised the core of the study. Underpinned by the Theory of Change, with eclectic approaches, borrowing from the Systems Thinking and Design Thinking methodologies, the Chapter gives a brief discussion of the study's theoretical framing. A discussion on the study method is followed by measures and tools and the instruments to address poverty and hunger, including the associated policy gaps. The study's organisation gives expression on each of the six Chapter's relevance of the overall goals aligned to the 2030 Agenda for Sustainable Development Goals (AfSD) and the Agenda 2063: the Africa we want. The Chapter concludes with limitations to the study.

INTRODUCTION

COVID-19 is a world crisis. On March 11 2020, the World Health Organization (WHO) branded the December 2019 outbreak of the Coronavirus (COVID-19) in Wuhan, China, as a pandemic. Recent pandemics (SARS 2003 and H1N1 2009) pale in comparison to the immediate and widespread devastation caused by COVID-19.

The year 2020 will be remembered for the loss of life and widespread economic disruption due to COVID-19, the disease caused by the novel Coronavirus. The pandemic decimated families, ravaged villages and communities, and exposed social safety nets' weaknesses in safeguarding communities and women. The pandemic's

opportunity cost is that women have been pushed back into an unpaid caregiving role and thus forgoing earning income. The pandemic has further exacerbated existing gender inequalities. This gap has thrown women in even more precarious conditions of decreased opportunities of access to critical services such as health, systems of access and information. In this context, the study examines the enduring impact of women's role in society and how the pandemic aggravated the social inequalities in which they are located.

The COVID-19 pandemic remains a health challenge of humanitarian proportion. Evidence of the devastating effects of COVID-19 continues globally across all sectors. The most obvious of these effects remain the decreased quality of life due to illness and a higher mortality rate. As of December 20 2020, globally, there had been 75,110,651 COVID-19 confirmed cases and 1,680,395 deaths reported to the World Health Organisation (WHO) (World Health Organisation, 2020). Oh et al. (2020) showed that the COVID-19 disease burden across 30 high incidence countries as of July 2020 accounted for over 4 million years of life lost (YLL) due to COVID-19. Figure 1 below shows that globally developed countries such as the United States of America (663), the United Kingdom (354) and France (202) consistently remain with some of the highest numbers of confirmed COVID-19 cases per million people. Although South Africa has had comparatively lower levels of COVID-19 than developed countries, as of December 18, it had the highest levels in Southern Africa at approximately 136 new confirmed COVID-19 cases per million people (Roser, Ritchie, Ortiz-Ospina, and Hasell, 2020).

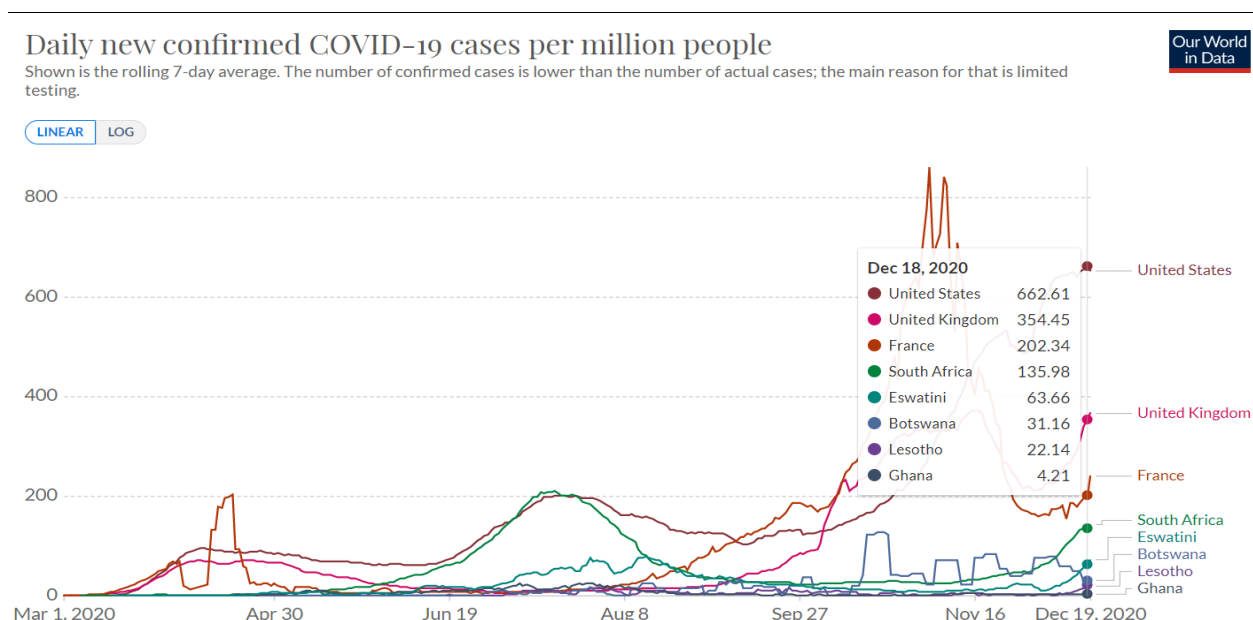


Figure 1: Daily new confirmed COVID-19 cases per million people, United States, United Kingdom, France, South Africa, Eswatini, Botswana, Lesotho, Ghana. Source: Johns Hopkins University CSSE COVID-19 Data

Despite medical advances, high levels of infection control, and public health developments, nothing seems to have prepared any country in the world for the COVID-19 disruption. Our caseload in South Africa increased to sit at the peak of just below 14000 new Coronavirus infections per day. In total, as a nation, we have witnessed more than 912000 positive cases and 24539 deaths as of December 19, as seen in Figure 2 (Department of Health, 2020). However, an enquiry conducted by the Medical Research Council (MRC) shows high levels of underreported deaths, with a calculated 42396 deaths that had not been correctly classified as due to COVID-19 (Medical Research Council, 2020).

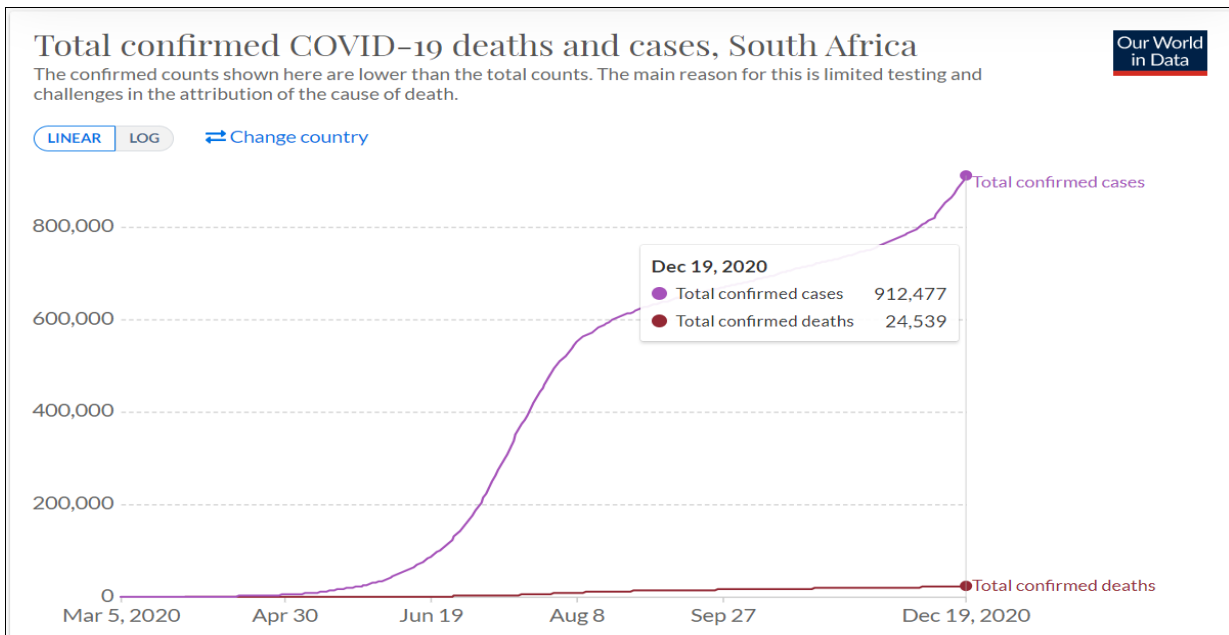


Figure 2: Total confirmed COVID-19 deaths and cases, South Africa. Source: Johns Hopkins University CSSE COVID-19 Data - <https://ourworldindata.org/mortality-risk-covid?country=~ZAF>

Differentials by gender for COVID-19-related indicators have been marked as well as changed over time nationally. The COVID-19 Sex-Disaggregated Data Tracker (2020) demonstrated that, on November 26, South African females comprised a higher percentage of the total confirmed cases and hospitalisations, while the percentage of deaths was almost equal to males. At the beginning of the pandemic, a higher burden (just over 60% of total cases) occurred among males in South Africa, but this altered at the beginning of April 2020, with females accounting for 55% of total cases by April 19 and 58% of total cases by the end of November 2020 (The COVID-19 Sex-Disaggregated Data Tracker, 2020). This spike is due to more COVID-19 cases among females in almost all age groups except individuals above 65. Additionally, as the pandemic progressed locally, the gender differential gap in mortality due to COVID-19 narrowed, with total deaths among females almost approximating males on November 26, as seen in Figure 3. Therefore, this study aligns with Hawkes' (2020) position that "The Pandemic has finally opened our eyes to the fact that health is not driven just by biology, but by the social environment in which we all find ourselves and gender is a major part of that."

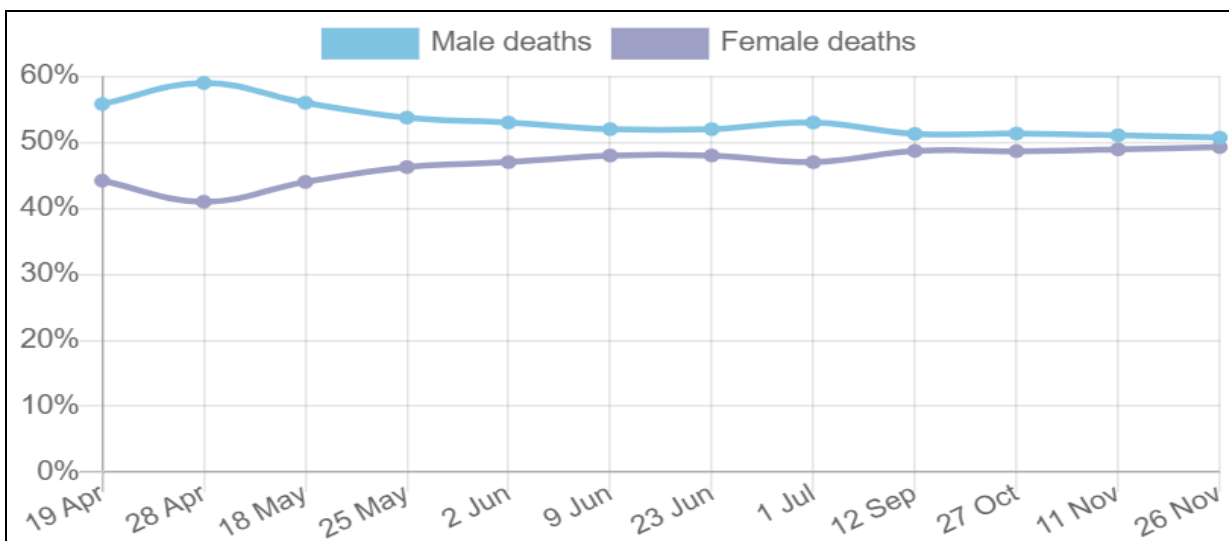


Figure 3: Gender Differences in Total deaths (% male/ female) due to COVID-19, South Africa Source: The COVID-19 Sex-Disaggregated Data Tracker, 2020 - <https://globalhealth5050.org/the-sex-gender-and-COVID-19-project/>

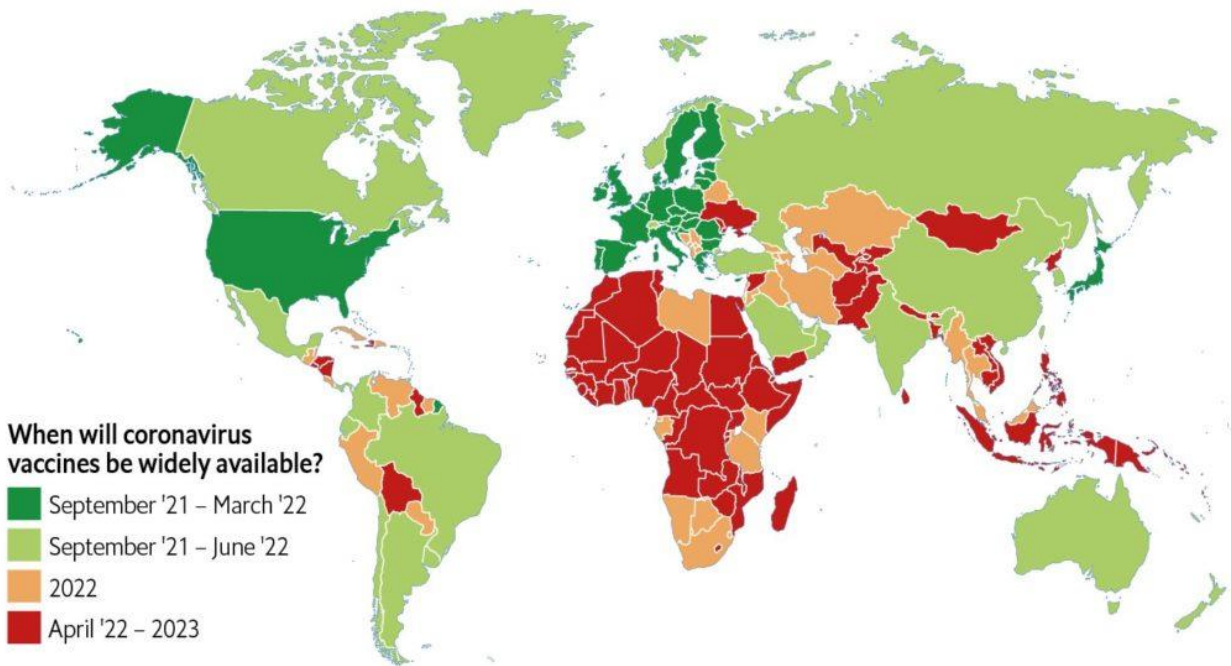
The effects of COVID-19 on the public health system, individual and collective levels of wellbeing and health remain to be seen. Nyasulu and Pandya (2020) suggested that the Coronavirus effects could mean elevated morbidity and mortality rates from preventable diseases if not adequately managed. This impact was said to be due to the COVID-19 pandemic depleting the health system's resources with negative consequences on functionality. Associated challenges expected were decreased levels of health-seeking behaviour, suspension of health services considered non-essential, workforce diversion and lower availability of consumables (Nyasulu and Pandya, 2020). Once a nation undergoes a COVID-19 outbreak, it can only respond in one of two ways: not putting in any measures, thus leaving the pandemic unchecked, would result in a large proportion of the population getting sick, with many related fatalities. However, the indirect effects that result from the alternative – viz. restriction measures that shut down public life – also lead to widespread suffering that includes lower production, higher unemployment (coupled with increasing rates of poverty), and possibly higher mortality from other causes (Roser, Ritchie, Ortiz-Ospina, and Hasell, 2020). Consequently, Nwosu and Oyenubi (2020) have shown disproportionately higher levels of poor health among the impoverished in South Africa due to COVID-19.

Over and above the health-related challenges, adverse consequences external to the health sector have been shown with increased unemployment, gender-based violence (GBV) and femicide, hunger, and other social and economic repercussions (Satgar, 2020; Sekyere et al., 2020). These socio-economic challenges and gender differentials in the COVID-19 related health indicators mentioned above necessitates that women's emphasis remains a priority to this study's inquiry. Additionally, the history of colonialism and apartheid has centred poverty to a larger extent among women (Hassim, 2003). Indeed, studies on the feminisation of poverty abound. Evidence-based research has shown that women bear the brunt of poverty and that the face of poverty is female (Mkwananzi, 2019; United Nations, 2015).

Additionally, the responsibility for nurturing children and care work continuously falls on women's shoulders in Africa (Nwosu and Ndinda, 2018). This status consistently means that women are responsible for more dependents' feeding, provision, and general monetary care. Further, it is exacerbated by the high levels of single motherhood nationally. In 2018 approximately 38% (six million) of South African households were female-headed (Kamer, 2020). While the study investigated phenomena affecting South African society, the research stance took a gendered-lens perspective. Interestingly, although the government created a means of compensation for those who lost formal employment and formal business income streams during the pandemic, no compensation was suggested for women who would have to take up higher care work levels. Therefore, this transdisciplinary study positions women and children-related issues as an entry point.

More recently, the inequality linked to access and rollout of the COVID-19 vaccination has come into play. The Economist Intelligence Unit (2020) has emphasised that although priority groups (such as healthcare workers) may be vaccinated sooner, the global rollout of coronavirus vaccinations to the general populace would occur in developed nations before middle and low-income countries, as seen in Figure 4 below. Such distribution based on a country's wealth status would further marginalise developing countries, causing increased strain among the vulnerable and indigent within these contexts.

Rich countries will get access to coronavirus vaccines earlier than others



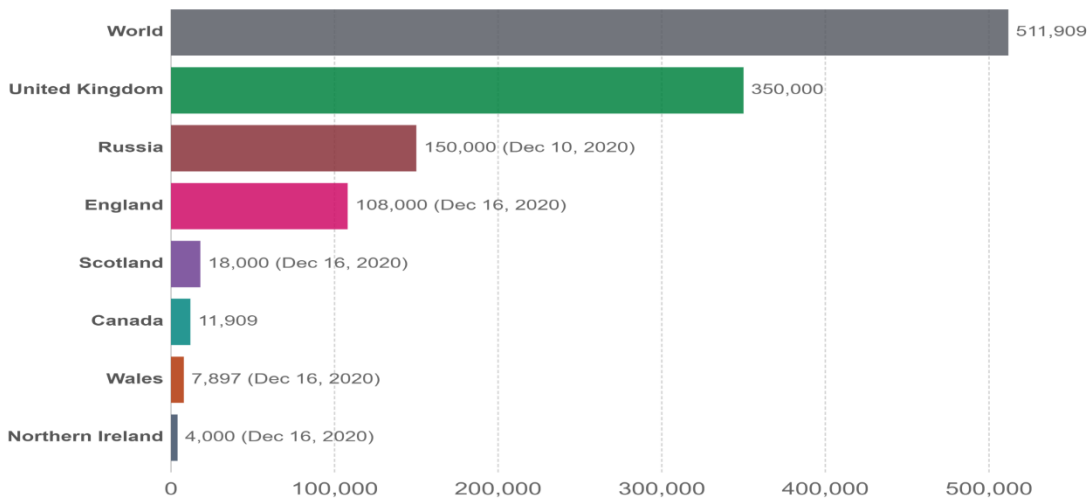
Source: The Economist Intelligence Unit.

Figure 4: Envisaged distribution of COVID-19 vaccination to general populations of nations, globally

This inward-looking nationalism has led to the COVAX global initiative that aims to ensure equitable distribution of the coronavirus vaccines led by the WHO, the Coalition for Epidemic Preparedness Innovations and the Gavi vaccine alliance (Lawler, 2020). South Africa, Botswana and Namibia have registered their interest in this initiative, and most African countries have been classified to receive subsidised access to vaccinations. However, as seen in Figure 5, the entire 500,000+ vaccination doses administered already globally as of December 19, 2020, were not in developing nations (Roser, Ritchie, Ortiz-Ospina, and Hasell, 2020).

Number of COVID-19 vaccination doses administered

Shown is the total number of COVID-19 vaccinations administered. This is counted as a single vaccination dose, and does not measure the number of people vaccinated against the disease (which usually requires two doses).



Source: Official data collated by Our World in Data

OurWorldInData.org/coronavirus • CC BY

Figure 5: Frequency of COVID-19 vaccination doses administered, globally

The COVID-19 pandemic has exacerbated the stark health, social, economic, and other inequalities in less than twelve months, proving the need to focus on the indigent and vulnerable populations' needs and plight. Therefore this study argues that despite historic strides, the COVID-19 pandemic has threatened the attainment of "leaving no one behind", the vision of the 2030 Agenda for Sustainable Development (AfSD) (Nhamo, Chikodzi, Kunene, Mashula, 2020). Therefore, it would be beneficial to describe and hone into the sustainable development goals of this study.

COVID-19 AND SUSTAINABLE DEVELOPMENT GOALS

The Sustainable Development Goals (SDGs), otherwise known as the Global Goals, are a universal call to action to end poverty, protect the planet and ensure that all people enjoy peace and prosperity. These 17 Goals build on the Millennium Development Goals successes while including new areas such as climate change, economic inequality, innovation, sustainable consumption, peace and justice, among other priorities. The relevant SDGs that anchor this study are shown in Figure 6 below and encompass SDG 1 of no poverty, SDG 2 related to eradicating hunger, SDG 3 to ensure good health and wellbeing, and SDG 5 of gender equality.



Figure 6: Main SDGs that anchor the Study (Source: Sustainable Development Goals. 2020)

The novel Coronavirus has highlighted the multifactorial approach required in addressing crises, particularly those of global proportion. Consequently, the United Nations has proposed a holistic approach for the development response to COVID-19, as shown in Figure 7. This approach acknowledges that the priority during the COVID-19 crisis is to protect health services and systems to maintain health.



Figure 7: UN Development Response to COVID-19
Source: A UN framework for the immediate socio-economic response to COVID-19. 2020.

Nevertheless, other important elements are required for a comprehensively appropriate response to be effected. These factors include protecting people by providing basic services and social protection, the shielding of jobs and businesses for economic recovery to be possible, multilateral collaboration and macroeconomic reactions, and the building of community resilience and social cohesion. This recommended approach responded to the likely threats at various society's levels with appropriate suggestions and adaptable recommendations for various contexts. However, whether this UN framework was utilised optimally in South Africa's response to the COVID-19 pandemic remains to be seen.

GEO-POLITICAL AND SOCIO-ECONOMIC IMPACT OF COVID-19

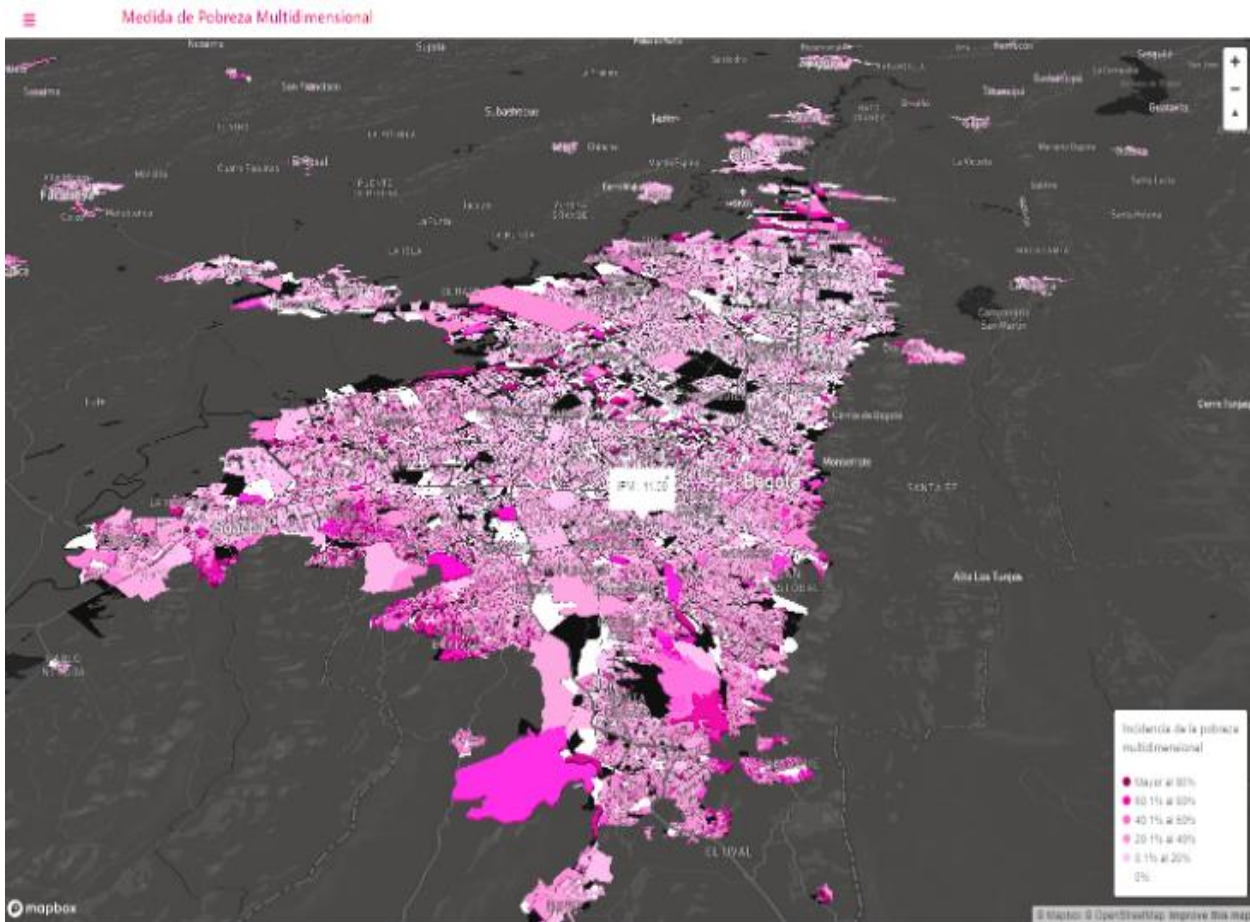
Global context

The United Nations baseline projections regarding the impact of COVID-19 in May 2020 suggested that global output would decline by 4.2 per cent, and the number of people in extreme poverty at the global level would increase by 34.3 million in 2020. In this calamitous situation, Africa will account for about 56 per cent of the increase (United Nations, 2020d). Given the relatively low anticipated decline in global output, this estimate should be considered a lower bound. The baseline projections by the International Food Policy Research Institute suggest that global output will decline by 5 per cent and that extreme global poverty will increase by about 140 million people, with Africa accounting for about 80 million and South Asia for 42 million (Laborde, Martin and Vos, 2020).

An estimate by the World Bank indicates that the number of people in extreme poverty in the baseline scenario will increase by 71 million in 2020, with the poverty rate increasing from 8.2 per cent in 2019 to 8.8 per cent in 2020. Furthermore, the study suggests that, in the downside scenario, global poverty will increase by 100 million in 2020 (World Bank, n/d). Moreover, another recent study suggests that the new poor associated with the pandemic have different roles or characteristics from the chronic poor. For example, they are more likely to be urban dwellers and are also likely to own more basic assets and better access to household infrastructure (Nguyen et al., 2020). These poverty data estimations are worrisome because they indicate that the pandemic will make it even more challenging for the global community to meet or achieve Sustainable Goal 1.

THE WEEK Magazine (2020) reports that according to the Oxford Poverty and Human Development Initiative (OPHI) (THE WEEK, 2020), 1.3 billion people are living in poverty globally, which is 22% of the world's population. Sub-Saharan Africa is home to 84% of the world's poor. Half of the poor have not turned 18 years of age, whilst 107 million are 60 years and older and thus vulnerable to COVID-19. Although global poverty has been reduced, this reflects the efforts of largely only one country. India moved 273 million out of poverty in ten years.

Lehohla (2020) SAGE observes that in Colombia, the Colombian National Statistics Office (DANE), the Ministry of Planning and the analytics team at the Institute for Technological Evaluation in Health developed a Vulnerability Index for COVID-19. Using the enumeration area data, based on the recently completed Census of 2018, they have understood the progression of COVID-19. Figure 1 on the next page shows how Colombia could track and address COVID-19 impacts at a low-level of geography. StatsSA has just released a Vulnerability Dashboard in December, applying a similar approach. We discuss this when we focus on South Africa.



Map 1: Bogota city level map of multidimensional poverty -Source Oviedo, J. 2020 and Vargas, L. Dimensions

Another dimension that has been worrisome with the onset of the pandemic has been an escalation of gender-based violence (GBV) and femicide. Responses to this have been varied. Some countries have increased funding for gender-based violence services, whilst others have adopted some of their police and judicial procedures. For instance, Argentina, Canada and Colombia, have adapted their judicial services to take hearings remotely. On the other hand, some European countries have opted to provide direct financial support to domestic violence victims (United Nations Sustainable Development Group, 2020).

Globally, there are around 8 million to 10 million formal SMEs fully or partially owned by women, which correspond to approximately one-third of all formal SMEs (International Finance Corporation, 2014). Apart from their sectoral characteristics, several factors explain the vulnerability of microenterprises and SMEs. Compared with large firms, small businesses have fewer resources and lower capacity to cope with abrupt economic shocks. Such small firms normally do not have diversified businesses, markets, suppliers and external sources to leverage in the face of a crisis

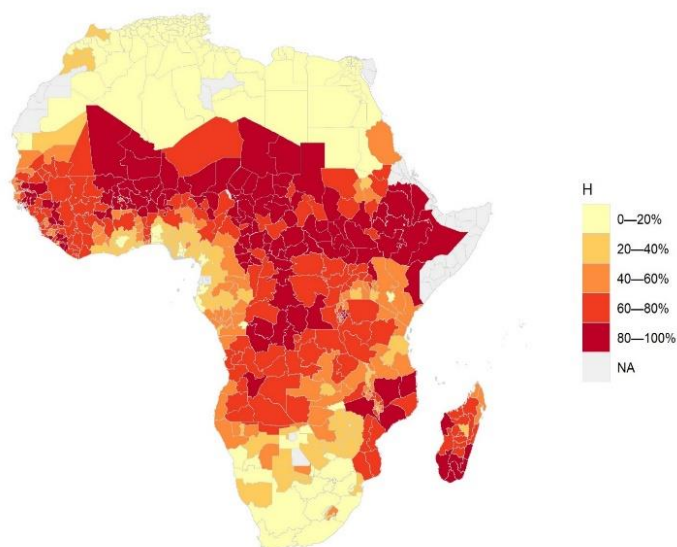
While the pandemic has impacted all SMEs, women-led SMEs have reported higher rates of layoffs. If women cannot access financial resources, they are disadvantaged in recovering during this period and pursuing economic opportunities. One of the well-known facts is that women's entrepreneurship is largely skewed towards smaller businesses, thus operating in lower value-added sectors. In addition, they operate more home-based businesses than do men.

Research indicates that few countries have explicitly addressed the many specific hurdles that women face. However, many countries provide support to more women-intensive sectors, such as informal workers; microenterprises and small and medium-sized enterprises (SMEs), operating either in specific sectors or across the board; and tourism (UNDP, 2020).

Each country is grappling with what type of lockdown policy is socially and economically optimal and desirable. How to soften the lockdown on different social and economic activity agents, the working poor, women in the informal sector, and women without an income to apply personal safety nets and mitigate the attendant health and economic shocks remain. The answer to this question depends on the economic-epidemiological environment's three key thrusts: (i) Can infections be identified? (ii) Is social distancing voluntary? Moreover, (iii) Are there economic complementarities associated with economic activity?

African context

The Multidimensional Poverty Index (MPI) report released by the Oxford Poverty and Human Development Initiative (OPHI) and the United Nations Development Programme (UNDP) in 2020 covers 48 countries and 1.25 billion people in Africa. *Understanding Poverty in Africa* uses ten indicators across three dimensions of education, health and living standards. The report shows that Africa has high levels of poverty. Half of Africa's population is represented by approximately 600 million people that are classified as MPI poor.



Map 2: MPI in Africa

The report further provides a breakdown of these levels of poverty by where they are concentrated. It reveals that across the 597 subnational regions for which data exists, Wadi Fira in Chad has the highest level of poverty, and in this place, 99% of the population is poor.

Across Africa, there are 35 regions where 90% or more people are MPI poor and 116 regions where 80% or more are poor. Over 220 million poor people live in these regions of high concentration of poverty, accounting for more than a third of Africa's poor.

Another comprehensive survey that covered 54 countries in Africa and took stock of the impact of the pandemic on SMEs indicated that four-fifth of respondents were significantly affected and that the

rate of capacity utilisation ranged from 30 to 40 per cent for small businesses, compared with 50 to 60 per cent for large enterprises (Economic Commission for Africa and International Economics Consulting, 2020).

To underscore the above assertion, in its annual macroeconomic outlook, the African Development Bank (AfDB) highlighted that South Africa's GDP growth has deteriorated since the global financial crisis to an average of 1.1%. This slow growth is due to the lack of structural reforms in the economy, unreliable energy supply, and industrial output decline. The net impact of these is the shrinking labour market, amongst others. Following a record unemployment rate of 30% and an economic contraction of 1.4% in the fourth quarter of 2019, the outlook for growth remains uncertain and highly vulnerable to a combination of the COVID-19 pandemic and other factors related to electricity supply constraints and financial crisis within major state-owned enterprises. After 0.2% growth

in 2019, the lowest rate in a decade, real GDP is projected to contract by 6.3% in 2020 in the baseline scenario and 10.5% in the worst-case one.

South African context

On 5 March 2020, South Africa confirmed its first case of COVID-19 in one of the metropolitan cities. According to the Department of health, by 25 May, 23,615 declared positive cases with 11,217 active cases, 11,917 recoveries, and 481 deaths. In May already, the government had projected that the infection rate would reach the peak by September. From a clinical perspective, regarding the state of preparedness to address the pandemic, the 2019 Global Health Security Index ranked South Africa 34th among 195 countries worldwide and at the top of African countries. Its score of 54.8 is well above the African average of 31.1 and the global average of 40.2. As a women's organisation, SAWID is keen to see the instrument used to measure health sector preparedness because it suggests the contrary. A correlation between the index's outcome, quality of healthcare and loss of lives needs to be probed further.

The COVID-19 health crisis struck the South African shores when the country was already in the middle of a deep and obdurate economic crisis. A reoccurrence of the pre-Coronavirus South African economy is not an appropriate option for the working class and women. Government policy now is confronted with the dual test of efficiently responding to the COVID-19 emergency while addressing the persistent crisis of a sluggish economy, high unemployment, poverty and inequality. These are conditions that have blighted at least half of the population for years.

Stats SA announced a COVID-19 Vulnerability Dashboard in the most recent report of the COVID-19 pandemic in South Africa (Stats SA, 2020). They applied the Alkire-Foster method of Multidimensional Poverty Measurement on Census 2011 data to derive indicators of vulnerability. They selected a set of indicators associated with COVID-19 infections. These are crowding, access to water, vehicle availability, employment, and household members' age. The score is a product of two independent representations of headcount and intensity. They have generated nine provincial dashboards accessible at place name as well as at municipality level.

PROBLEM STATEMENT

From the first week of the country's shutdown on level 5, Dr Vuyo Mahlati raised her concern about the indigent people's plight in their diversity and pleaded with Trustees to elevate issues of the poor, especially women. She was concerned that some families were already struggling with sustaining their families. Trustees affirmed the study's need and supported the SAWIDians' initiative to assist the needy during the lockdown period and post COVID-19. The study was initiated early enough to assist in re-imagining policies and approaches towards assisting the vulnerable in South Africa.

The COVID-19 pandemic has exposed deep and long-standing inequities which hitherto have not been addressed. The government must ensure that those who historically have been left behind in policy design and implementation and deprived of their human agency include themselves perforce in the considerations around COVID-19. As the patron of SAWID put it at its inception in 2003, "SAWID recognised that most women would not be able to take advantage of the state's many opportunities under the new democratic dispensation because they were held back by poverty. While the state's social protection strategy in policy documents includes the issuance of the National Identity Document for all, social housing and sanitation, free basic education, access to clean potable water, social income, energy and road infrastructure; these services are not always accessed at the same time by all. A woman without an ID is excluded from the rest of the services offered. What keeps most women, especially those who live in under-resourced rural

areas poor, is that they have access to less than five of these services at any one time. Thus, the opportunities offered by the state for their empowerment are out of reach."

It took the COVID-19 pandemic to dramatically expose how the opaque nature of social and economic policies and the inaccessible spaces are designed that the SAWID patron spoke of two decades ago. Women are lead agents and should be granted the space as an act of virtue. They should claim the space for themselves to access as a right and guarantee to eliminate the opaque and inaccessible design of policies. They have a legitimate claim to this for ensuring that they do not become victims of the disproportionate impact that COVID-19 unleashes on them. In this regard, a symphony of ideas comes to bear. The eleven principles of the United Nations Committee of Experts on Public Administration (UN-CEPA), UN Economic and Social Council Official Records (2020) reflected below are very appropriate to consider as enjoining the framework.

Effectiveness	Accountable	Inclusiveness
Competence	Integrity	Leaving no one behind
Sound Policy Making	Transparency	Non-discrimination
Collaboration	Independent Oversight	Participation
		Subsidiarity
		Intergenerational equity

Table 1: Eleven principles of UN-CEPA; UN Economic and Social Council Official Records (2020)

However, these principles, important as they are, require, in particular, the presence of those most affected by the absence of their application. This framework is where SAWID can anchor its action research as an important institutionalising agency for the change required. Therefore, women's agency should be central to decision-making on post-COVID-19 socio-economic interventions. These are not limited to, but include decisions on resources allocated to support the mechanisms for coping with, recovering from, and surviving the pandemic.

To answer Dr Mahlati's call, SAWID understands that an idea whose time has come can neither be postponed nor left to die. The choice of poverty eradication as SAWID's main purpose and the formal adoption of the Development Caravan Learning Model between 2009-2015 is the strategy through which SAWID intends to revive its transformational agenda. Central to this is the adherence to science as an important advocate in women's struggles. Thus, in its arsenal of action research tools, SAWID has enlisted the Critical Reflective Model approach to enhance the Development Caravan Learning Model. This approach will deepen the immersion of SAWID in the stadia of women's struggles, especially as it is emboldened in the context of COVID-19. It is important to note that governments have also now woken up to science's importance in development work. SAWID stands ready to deepen the required evidence and science behind their action research in this context.

OVERARCHING RESEARCH PROBLEM: WHAT IS THE CRISIS IN SOUTH AFRICA?

The gender-social and economic justice nexus is very pronounced in South Africa by its disproportionate impact on women. This report explores how this manifests itself in South Africa and what possibilities and avenues are available for women's agency to change this stubborn imbalance. Enhancing human agency's voice and contribution and especially that of women in decision-making processes, should play a positive role in safeguarding women's interest and ensuring the challenges they face are addressed effectively. In this context, the COVID-19 pandemic creates an economic and social renewal opportunity that promises women are not left behind in designing a new normal. The assertion does not underestimate the steep humanitarian crisis that dates back two decades ago that South Africa is facing. Our diagnosis of the crises is that it intersects social, economic

and humanitarian crisis. For the last decade, South Africa has been facing a youth unemployment crisis of 70%, which has led to increased social instability as evidenced by violent crime and social incoherency.

Research shows that there has been a decline in wage earnings and the gender wage gap in the South African labour market, underpinned by slugging GDP output and a decline in industrial output over the years. Even though the inflation rate has remained at 4% year on year at the macroeconomic level, South Africa has been experiencing a sharp decline in export revenues due to other structural constraints. Several sectors have been shrinking their industrial output at the microeconomic level and shedding jobs due to poor economic coordination governance architecture. This part of the document starts with a broad overview of the health and economic situation and tackles the challenges from a gender lens.

What do we learn from the evidence?

Data from Statistics South Africa shows that whilst the first fifteen years of post-apartheid South Africa witnessed rapid gains in pushing back frontiers of poverty, the last ten witnessed the unbundling of these gains. The onset of COVID-19 just exacerbated the worsening situation that had emerged. As an unequal society, South Africa joins the scourge of inequality that has plagued the global community. This spectre has subjected those who have survived on meagre resources or shoe-string budget and scrambling for resources to survive into an even more precarious economic position.

The country is expected to enter a fiscal crisis. This crisis is driven by pre-existing budgetary pressures that emerge from high debt levels and increased contingent liabilities due to state-owned enterprises and low revenue collection. The latter is caused by the closure of the economy due to the pandemic.

In this regard, the South African Revenue Service (SARS) has estimated a revenue loss of ZAR285 billion (\$15 billion) in 2020 because of the economic situation. However, South Africa's current account deficit is expected to widen only moderately to 3.5% of GDP in 2020 in the baseline scenario and 3.9% in the worst case, thanks to its position as a net capital exporter. The downward trend projected for the 2020 net flows of foreign direct investment amid COVID-19 will be offset by significant income generated by outward foreign direct investment stocks (\$218 billion), which by December 2019 was 42% more than the inward foreign direct investment stocks (\$153 billion).

South Africa joined the set of countries that implemented maximum lockdown without delay. The consequences to the economy were severe and immediate. The second-round effects such as observed employment, income and livelihoods exposed the glaring class and racial divisions. Wage differentiation based on gender showed the most deplorable inequities. The Global Wage Report published by the International Labour Organisation (ILO) in November 2020 sheds light on the spread of these consequences. Their estimates reveal that without the payment of wage subsidies during the pandemic, workers would have lost 6.5 per cent of their total wage bill between the first and second quarters of 2020. For women, the total wage bill would have declined by 8.1 per cent, compared to a decline of 5.4 per cent for men. Such a discrepancy was mainly caused by reduced working hours, more than by the number of layoffs. The wage bill losses resulting from the drop in working hours were 6.9 per cent for women than 4.7 per cent for men.

The above sentiments are underscored by Credit Suisse's "Global Wealth Report". According to them, nearly 7 out of every 10 South Africans (nearly all black and disproportionately female) own wealth less than R117,000.2. However, a few South Africans estimated at ten per cent amassed large amounts of assets. According to Oxfam, these ten per cent of South Africans own 90% of the wealth; whilst the remaining 90% of the population only has 10% of the country's wealth (OXFAM-ZA inequality report-2020). The inequality report has emphasised that labour market inequalities are key drivers of wealth and income inequality in South Africa. Wage inequality accounts for between 80% and 90% of overall inequality. The labour market determines who does or does not

get a job, who earns more or who earns less for the work they do, what kind of work is or is not paid for, and in which kind of work labour rights will or will not be respected. Black women's position remains a glowing and important measure of labour market inequality and the resulting social inequality in South Africa.

The immense impact of COVID-19 on working-class communities, rural women, blue-collar workers is devastating. Low-income urban consumers and small retailers have been particularly affected, given that 90 per cent of them depend on these communities. Middle-income and higher-income households that buy fresh food from supermarkets and grocery stores have been less affected, as these remained open. In addition, many small transporters that link producers and consumers have been highly affected by the restrictions.

Gender dynamics of poverty and economic exclusion

Given the situation, South Africa cannot delay implementing socio-economic support programmes until the virus is contained. Among the informal sector workers in South Africa, the pandemic will negatively impact 49.8 per cent of this sector. They will not conform to social distancing and stay-at-home orders without severe consequences for their lives and livelihoods. Many household earners would be forced to choose between the virus and putting food on the table. Additionally, almost 60% of South African women work in the informal sector, with no social protection for the sector. Female-headed households are particularly at risk.

Thus, the pandemic's economic and social effects prove to excessively affect women and risk retrogressing decades of headway on gender equality and women's empowerment. While men reportedly have a higher fatality rate, women and girls are affected by the associated economic and social crises. Women are more likely to be misplaced in the labour market than men because their participation in the job market is frequently in the form of temporary, uneven or part-time employment (Durant and Coke- Hamilton, 2020).

Given the nature of work, women are often less eligible than men for social protection, as eligibility frequently depends upon formal employment, type of work and sectorial location. Most South African women work in precarious working conditions or informal sectors, although the sector employs more men than women. However, the global picture masks disparities across countries. In Africa, for example, around 90 per cent of women are in informal employment, compared with around 83 per cent of men (ILO, 2018b). As a result, women are often not entitled to social safety nets, such as health insurance, paid sick leave and maternity leave, pensions and unemployment benefits. According to recent data, the income of women working in the informal economy fell by around 60 per cent during the first months of the pandemic (UN Women 2020b). In South Africa, Domestic Workers are eligible for certain social protection benefits depending on whether their employers have registered them with the Unemployment Insurance Fund (UIF).

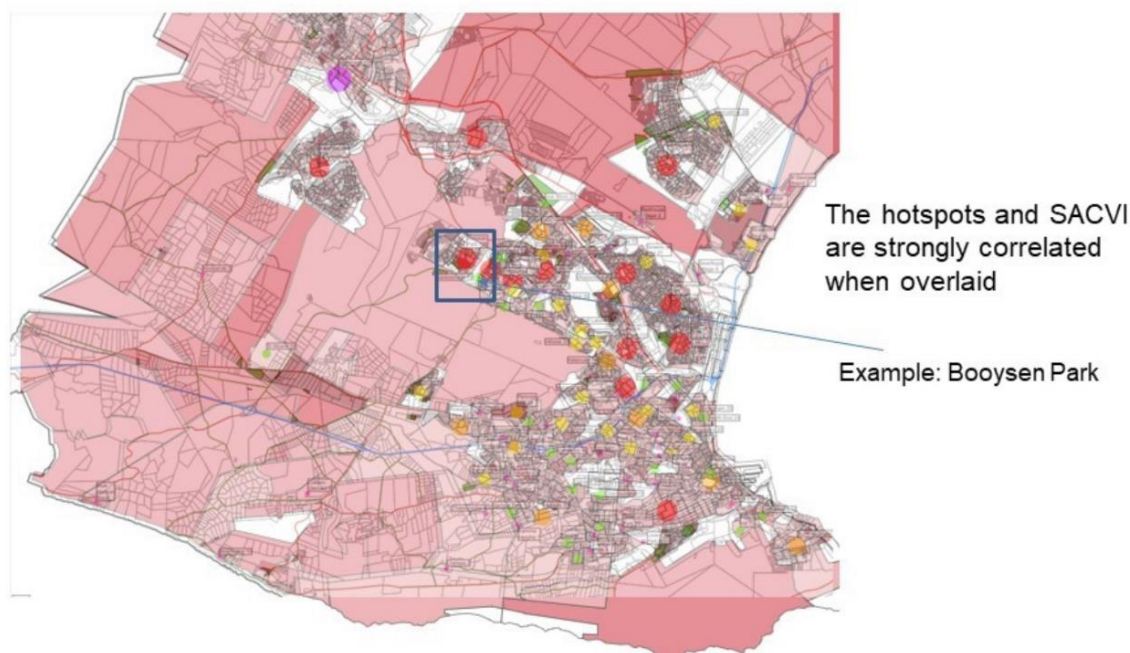
Data shows that women-dominated sectors are proving to be the most affected by the pandemic. Over the years, there has been a phenomenon of replacing women with men in economic sectors, traditionally recruiting women, e.g., cleaning and restaurant services. Social distancing and travel restriction measures have led to many businesses' shutting, resulting in severe economic effects, particularly in the services sector, given that women make up some 55 per cent of employment in this sector. Research by TIPS shows that women have been more adversely affected. Moreover, women-dominated services sectors, such as tourism, airline and hospitality, are among those most severely affected.

Women who run micro and small businesses have no credit access even though this is of paramount importance as an economic enabler for survival. However, women entrepreneurs are often discriminated against when attempting to access credit. Without open and favourable lines of credit, many women entrepreneurs are forced to close their businesses.

Most of the measures to control the spread of the pandemic, such as quarantines and closures of schools and day-care facilities and the provision of basic health care at home, have increased the already substantial burden of unpaid work borne by women. As a result, some women have been forced to leave the labour market or opt for less stable employment forms when balancing paid and unpaid work has proven unfeasible. As such, restrictions on movement and isolation, coupled with the financial stress that families and individuals are experiencing, have exacerbated domestic violence. South Africa has seen increased gender-based violence at the household level. Other forms of violence South Africa has seen against women are violence against healthcare workers and migrants and xenophobia-related violence.

Like its counterpart DANE in Colombia, Statistics South Africa (Mapping vulnerability to COVID-19, 2020) produced a vulnerability map based on observed variables from Census 2011. The product is called The South African COVID-19 Vulnerability Index (Vindex). Whilst the data is ten years old, it remains relevant. This lag-time is because demographic shifts are slow. Indicators selected for the index's computation are employment status, access to media, access to water, access to sanitation, overcrowding, multigenerational household, elderly, chronic medication and access to a private vehicle. Applying the Alkire-Foster Method for measuring multidimensional poverty, StatsSA generated a vulnerability map against which progression and evolution of COVID-19 can be understood. Below is a map of Booyesen's Park in Port Elizabeth. The map reflects the extent of vulnerability of citizens to the COVID-19 spread. The current COVID-19 prevalence figures are shown in bubbles and confirm that the COVID-19 is most prevalent where these vulnerability conditions are most pronounced.

Index and the 2nd wave...



Map 3: Identification of COVID-19 Hotspots; Source: Statistics South Africa

South Africa's COVID-19 Policy responses

South Africa declared a national state of disaster on 15 March. The main emergency measures concerned banning travel, shutting down land ports and seaports, and encouraging social distancing. South Africa has been under one of the strictest lockdowns globally since 26 March, including a ban on alcohol and cigarette sales. The authorities allocated ZAR30 billion (\$1.6 billion) to a special National Disaster Benefit Fund and a Solidarity Fund to pool funds from government, businesses, and private individuals. The Reserve Bank has reduced the key repo interest rate by 250 basis points cumulatively from 6.25% to 3.75% to stimulate credit to the economy.

Commercial banks are exempt from the Competition Act provisions to develop common debt relief approaches and other necessary measures. The government is implementing a COVID-19 pandemic stimulus package of ZAR500 billion (\$26.3 billion) equivalent to 10% of GDP, distributed as a loan guarantee scheme (40%); job protection and worker income (28%), tax relief (14%); social grants (1%); COVID-19 health-related services (4%), and municipality emergency services (4%). On 5 May 2020, the National Treasury Strategy 2020–2025 presented plans for the first time to mobilise \$10 billion from multilateral development banks to support the economy.

Price ceilings have been introduced on many essential items, and regulations are in place to prohibit unjustified price hikes. Several price gouging complaints have been lodged, and the police have been asked to investigate cases across the country. The government also promised to develop a safety net to support workers in the informal sector. This intervention has not yet been confirmed, leaving millions of informal workers and households without income until they return to work. The government did make existing social grants available a few days earlier than usual to alleviate congestion and maintain social distancing during the collection of grants by recipients. This measure also provided recipients an extended period to access their funds. On 3 April, the government relaxed restrictions on informal food vendors, providing the poor with a means to access food. Incremental lifts to the lockdown are being announced each week which could see some workers returning to work.

COVID-19 Loan Guarantee scheme in South Africa (SMME)

Microenterprises and SMEs constitute the backbone and engine of development and growth of any economy. They account for over two-thirds of employment globally and 80 to 90 per cent of employment in low-income countries (ILO, 2020a). They are also among the most vulnerable groups to pandemic-related shocks for several reasons.

The National Treasury, in partnership with the South African Banking Association and the South African Reserve Bank, has established a credit scheme that seeks to provide a safety net to business and the UIF grant that sought to assist businesses to keep afloat during the various levels of lockdown. The difference between the two schemes is that one is distributed through the banking system using risk profile as the basis for funding, while the other is bureaucratically driven, with tax registration being the primary requirement for qualification.

COVID-19 related woes for the South African economy, Sekyere et al. (2020) lists aggravated poverty levels for the self-employed and informal sectors and high borrowing costs. Amongst other sectors, a Deloitte report highlighted the automotive sector in South Africa. They stress that demand suppression will be catastrophic for production and employees who will lose out on salaries (Davies & Vincent, 2020). Similarly, a Trade and Industrial Policy Strategies (TIPS) report pointed out that the automotive sector faces huge financial losses, liquidity pressure, and looming retrenchments (Barnes, 2020).

What are the economic implications of these measures on the poor and most vulnerable?

The economic impact for the poor and most vulnerable is devastating. A team of researchers predict that the extreme poverty rate among vulnerable households will almost triple. They estimate that the social assistance measures announced by the government will still leave 45 per cent of South African workers without relief. The latest Quarterly Labour Force Survey found close to 3 million people were working in the informal sector, or around 18 per cent of total employment. This informal workforce is often the only income source for many more households, ensuring that they stay above poverty.

The current crisis worsens existing inequalities and creates new ones. The lockdown, however, excludes informal food vendors as essential services. Researchers at the Institute for Poverty, Land and Agrarian Studies (PLAAS) tell us that up to 70 per cent of households in townships usually source food from informal vendors. The current crisis is likely to exacerbate informal vendors' situation and access to affordable food in townships.

The authors further detail the effects on small-scale farmers and fishers, increased risks for farmworkers, and food aid exclusion. For many households, access to an income means access to food. There have been food protests and looting in parts of the country as desperation grows and the lockdown continues. The severity of racial exclusion has been gradually loosened in the later apartheid years, not least because the economy became increasingly constrained by skilled labour shortages. An incremental lifting of the colour bar in the labour market allowed a historically disadvantaged middle class to emerge even before apartheid ended slowly. However, exclusion remains entrenched to this day: historically, disadvantaged South Africans hold fewer assets, have fewer skills, and are still more unemployed.

South African government budgets have been constrained due to market liberalisation policies and the reduction of public revenue. Besides, targeted public expenditure has been cut to keep budget deficits in check. Income distribution has diminished while economic insecurity has increased, particularly for the economically marginalised, including women. The macroeconomic architecture of the economy is based on the premise of the "trickle-down" effects of growth. The South African economy has not sustained growth rates, reduced poverty, decreased unemployment, or improved most women's life outcomes. In many instances, inequalities have become worse. Growth does not automatically trickle down to economically vulnerable households; the working poor and household income do not automatically trickle down to women.

Over and over, South Africans talk about Economic Growth as a proxy for Economic Development. Economic Growth is the positive change in the country's real output in a particular period measured by GDP or GNP. Economic Development involves a rise in production level in an economy, technological advancement, and improved living standards.

South Africa, through its macroeconomic policies, can play a central role in reducing these inequalities. Gender-responsive budgets are a useful starting point to a feminist approach to policymaking. These recognise that expenditure and taxation policies have different implications for women and men and differentially affect their ability to contribute to the market and the care households and communities. These implications can be revealed through gender-disaggregated incidence analysis of public expenditure and taxation and income transfers. The economic policy should also appreciate that the fourth industrial revolution runs the risk of displacing women from existing work opportunities and further marginalising workers across the spectrum. The distinction between feminist policymaking and gendered policymaking is important because gendered or mainstream approaches assume that the frame is non-negotiable and that women's interests are addendums to main, male-defined State priorities and resources. A feminist analysis suggests that the policymaking model needs to shift and centralise women as assessment units for budget allocation, state planning, and primary expenditure.

Neoclassical economics has become entrenched in government policy and accepted as an omnipotent school of thought. According to French Postmodern philosopher Michel Foucault, the notion of power "is a regime's truth that pervades society and is constituted through accepted forms of knowledge, scientific understanding, and truth. And that power is everywhere" (wisefamousquotes.com). This notion is evident within our macroeconomic framework that is heavily informed by problematic Western knowledge forms. Neoclassical economics' guiding neoliberal principles pertain to restricted government expenditure. The policy advocates for a tighter fiscal stance, and its public services and budgetary reform and restructuring segments carry a similar theme of austerity measures. This economic policy formulation has relegated black women to a passive citizenry whose lives have been minimised to fit existing policies with little to no consideration of black women's appalling conditions. The government then has a substantial role in ensuring that black women are granted their just financial agency and economic liberation to increase their bargaining power. A majority of them currently reside in townships and rural areas resulting from the apartheid spatial planning and are subject to class stratification.

STUDY OBJECTIVE

This transdisciplinary study aims to outline the COVID-19 Civil Society's response and make a critical assessment of appropriate policy implications, given the nature of multiple crises South Africa is facing. SAWID intends to use this critical assessment as part of a body of advocacy tools not only for specific public policy interventions but for all development policies generally. Furthermore, of the eleven UN-CEPA Principles, SAWID mentions accountability, transparency and inclusion as core in policy decision-making as we believe that these will influence the credibility and outputs of these policy interventions.

Why a Transdisciplinary Study?

The recent realisation locally and globally of the limitations and fragmented disciplinary methods in solving complex problems has increased transdisciplinary research. Trans has several meanings. It refers to that across the disciplines, between the disciplines, beyond and outside all disciplines. It traverses all possible disciplines. To traverse means to crisscross, zigzag, and move laterally from side to side (Nègre, 1999; Nicolescu, 1997).

Transdisciplinary research aims to understand the present world, in all its complexities, instead of focusing on one part of it (Nicolescu, 1997). Indeed, transdisciplinary research is being conceptualised as both: (a) a specific kind of interdisciplinary research involving scientific and non-scientific sources or practice; and, more excitingly, (b) a new form of learning and problem-solving involving cooperation among different parts of society, including academia and the civil society, in order to meet the complex challenges of society.

Through mutual learning, all participants' knowledge is enhanced, and this new learning is used to collectively devise solutions to intricate societal problems that are interwoven (Regeer, 2002). Out of the dialogue between academia and other parts of society, new results and new interactions are produced, offering a new vision of nature and reality (Nègre, 1999). McGregor (2004) explains that creating a Transdisciplinary Knowledge Base is a new kind of knowledge that complements traditional, mono-disciplinary knowledge. A new intellectual space is formed. Therein resides a gradual cross-fertilisation resulting from the convergence of different paths in the spirit of conviviality and celebration (Lattanzi, 1998). This type of knowledge is globally open and entails both a new vision and lived experiences. It is also a way of self-transformation oriented toward the self, the unity of all knowledge, and creating a new art of living (Nicolescu, 1997).

STUDY METHOD

The first part of the report elaborated on the nature of the COVID-19 challenge which is not only faced by South Africa but by the continent and the world. Its magnitude as a challenge is unprecedented. Responses by way of plans and interventions to COVID-19 thus far are varied and it might be too early to infer the full impact of the pandemic as well as the interventions made and proposed. What has accompanied the pandemic, is the advancement of the practice of research and science. The next part of this Chapter discusses why research is important and how it proposes to deploy an arsenal of intellectual tools and science and research informed practices to address the pandemic specifically but more generally to institutionalize systems thinking as sine qua non for sustainable development. SAWID adopts a transdisciplinary study method to address this complexity.

Box 1: Study Approach

This transdisciplinary study is the outcome of a six-month rapid desktop study. The methodological procedures were eclectic as the inquiry line took both the form of content analysis and Webinar discussions with policy formulators and gender activists.

An analysis of the content review of the current state of policies and programmes for effective social protection, food security and service delivery systems while proposing ways to improve these areas going forward was done by a team of 17 researchers. The analysis was to ensure that government and affiliated stakeholders can enhance the mammoth efforts already conducted.

Overall, the study adopts a rapid desktop review of pertinent literature as it interrogates previous studies, reports and policy briefs using an eclectic framework. It combines the Social Theory paradigm's critical discourse and a blend of Systems and Design Thinking approaches with the gender lens. Additionally, numerous methodological approaches highlighted various phenomena throughout this report which are unpacked to a certain extent below.

The voice of SAWID, in this study, is presented through case studies and critical discourse analysis of available information sources with a focus on the impact of a significant health threat, the COVID-19 pandemic, on the lives of women and children in South Africa. The coronavirus pandemic's onset has highlighted a myriad of structural deficiencies in the South African government's ability to serve vulnerable communities, especially in times of crisis. This study is framed as the first phase of a broader longitudinal study to understand the existing gaps' extent and severity. The study seeks to pursue and unearth holistic solutions to poverty eradication through the social compact between civil society and government.

The most significant leverage of SAWID is its distinctness and credibility as an accepted women's movement with a dependable and trustworthy history. In 2006, SAWID piloted a psycho-social, family-based poverty eradication model called the Development Caravan.² This model significantly enhances vulnerable and indigent families based on the Chilean social work model principles for poverty eradication. The Development Caravan approach aimed to overcome the most conspicuous remnants of apartheid being family dissolution and poverty. Specifically, the model entails working at the family and community levels to ensure productive self-reliance and resilience

² (see Annexure 2 for a full description of the Development Caravan Project).

through a comprehensive psycho-social approach that includes dialogue, personal and social healing, and casework (Genderlinks, 2020).

Despite its past success in other indigent contexts, the Caravan project was not well received at higher government levels at its inception in South Africa. Therefore, SAWID decided to revisit the Development Caravan strategy's principles to confront the emerging challenges presented by COVID-19. Specifically, utilising lessons learnt from the Development Caravan project's indigent strategies for the vulnerable in poverty-stricken communities of KZN and Limpopo may prove useful in addressing the current COVID-19 food crisis. Additionally, it was recognised that a research approach would be valuable.

The SAWID Development Caravan project has become more relevant now than before, as the COVID-19 crisis exposed underlying problems in communities and created an opportunity for its principles to be tested. Evidence suggests that communities' vulnerability has shifted over time to include new groups, including the unemployed, children and the elderly. To this end, the Development Caravan project's experiences may be an appropriate advocacy tool needed to influence change in society. This approach may address the urgent need to place women and children at the core of immobilising vulnerability and indigence in South Africa.

South Africa continues to grapple with poverty and inequality in the absence of a clear poverty eradication strategy. Social protection through income transfers that the government currently implements is not adequate. Furthermore, the income monitoring measurement protocols used to address the multidimensional nature of poverty are insufficient. Even social protection for workers in the form of the basic income grant, currently under review by the National Economic Development and Labour Council (NEDLAC) and the ANC, does not provide adequate solutions to the poverty predicament. SAWID recognises these challenges and presents them as the problem that this study wishes to address. A broader perspective that focuses on strategic provisions is required to unpack vulnerability and indigent problems. In addition, there remains a need to understand how to organise communities, and the significant drivers of poverty, particularly between 1994 and 2020 in the South African context.

The Socio-economic effects of the COVID-19 pandemic and the impact on the lives of vulnerable and indigent individuals have revealed gaps in the government's implementation of relief initiatives to communities. This assertion is particularly true concerning the recent distribution of food parcels to the poor. The absence of indigent lists to inform aid delivery led to various management inconsistencies in deciding who recipients should be. Due to the strain of the imposed lockdown and its negative economic consequences, several indigent categories have emerged, weighing heavily on relief exercises' effectiveness.

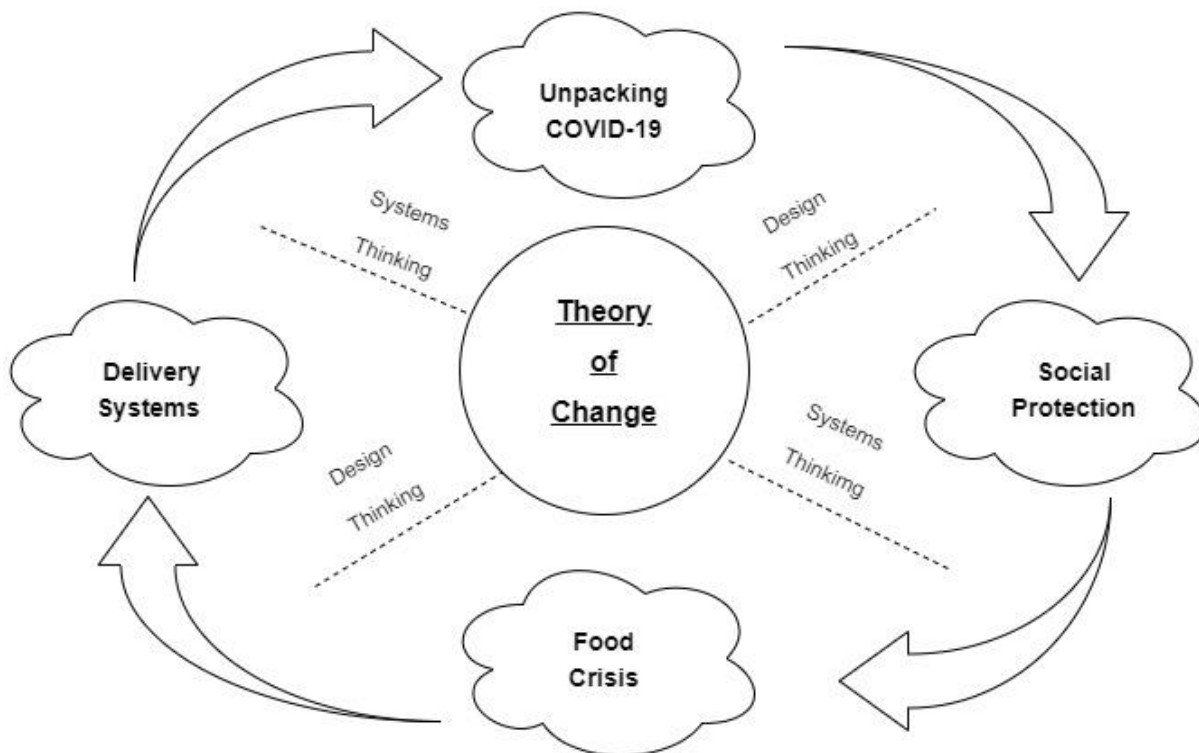
The intention of the SAWID Development Caravan project's proposed interventions was to address these issues highlighted above. However, the current COVID-19 crisis has exposed glaring gaps in policy, which this study aims to fill while advocating for systemic change. Within the social context, the extent to which the NPO/ NGO sector is under-resourced and the need to position women on the ground to assist communities is explored in this research. Therefore, the research is significant because its results work towards policy solutions for the vulnerable and indigent. Further, discussions on the COVID-19 crisis have also revealed that sustainable systems are equally essential to provide vulnerability pathways, referred to as the multidimensional response to poverty. Consequently, this cohesive, transdisciplinary research will help unpack the alignment needed to match short-term relief with long-term sustainability regarding the twin-challenges of vulnerability and indigent strategies.

The desktop content analysis review presented is not exhaustive. It gives a brushstroke of critical evaluation of available resources at the time of undertaking the study. It further gives a snap review of the research on COVID-19 and its impact on women regardless of geographical boundaries. The literature review identified the research objectives and research questions in each of the four core Workstreams, as presented in this publication. Due to

this study's scope and practical considerations, only secondary sources, including peer-reviewed academic journals, books, and COVID-19 gender-focussed opinion pieces on the internet, were included in the review. Sources were restricted to those in English.

THEORETICAL FRAMING OF THE STUDY

In line with the nature of this rapid desktop study, the framing of the research is eclectic. The study's theoretical framing locates the need for a critical reflexive model, the need to do things differently, with empathy and adherence to Section 27 of the Human Rights enshrined in South Africa's Constitution³. To that end, this transdisciplinary study is framed and underpinned by an eclectic approach. It is anchored in the Theory of Change and draws strengths from design thinking and Systems Thinking approaches with the gender lens as an entry-point at the critical discourse centre (See Figure 8 designed by the authors). In this context, eclecticism means that the researcher draws from different philosophical sources and reconstructs a theoretical position to explain the study's approach.



Figure

8: Study Framework – Critical Reflective Model

Systems Thinking requires a shift in mindset. Meadows (2015) "A system is a set of related components in a particular environment to perform whatever functions are required to achieve the systems' objective"⁴. System Thinking's fundamental concepts are interconnectedness, synthesis, emergence, feedback loops, causality, and

³ The Right of Access to Health Care, Food, Water and Social Security are Human Rights enshrined in (Section 27) of the Constitution of the Republic of South Africa, 1996.

⁴ See Acarglu, L. 2017. Tools for Systems Thinkers: the 6 Fundamental Concepts of Systems Thinking

systems mapping. All these are tools required by the state functionaries to design service provision for the vulnerable and the indigent. On the other hand, Design thinking refers to the cognitive, strategic and practical processes by which concepts are developed (Wikipedia). Design Thinking builds people's capacity to innovate by having them adopt and practice certain mindsets: the three core design thinking principles, or the 3E's: empathy, expansive thinking, experimentation. (Wikipedia). Those in the forefront of service provision in South Africa need to understand the Theory of Change, Systems Thinking and Design Thinking principles to effect the necessary changes to address the emergency of COVID-19 health challenges and the concomitant spillover socio-economic conditions of the poor, in particular.

Critical Reflexive Model to structure the emergency intervention

The COVID-19 emergency interventions to address the problem statement is borrowed from a conceptual framework based on a **Critical Reflexive Model** within a narrative approach (Gilbert & Sliep, 2009; Sliep, 2016; Sliep & Norton, 2016). As an overall process, this model and approach are part of a Critical Theory of Change developed over time and evolved to consider multi-disciplinary and multi-level applications where reflexivity and context are central. It is based on the model developers' participatory action research and used in various interventions within an African setting such as the SAWID Development Caravan, as evidenced through the Zenzele, Kago Ya Bana (KYB) ECD Model and Ekurhuleni Food Bank case studies discussed in Chapter Five. In respect of this intervention, the aim is to bring about change in critical consciousness and how power operates within gender discourses so that it becomes possible to work towards an equal future that strengthens both women and men.

Following a narrative approach within this framework involves sharing stories so that participants can link new understandings to their own lived experiences. Stories are considered tools that enable participants to understand better their lives and lived-in contexts, including the discourses that dominate them. This understanding helps individuals and groups to develop a better sense of control and positioning that opens up possibilities for them to create new and preferred stories that interrupt harmful discourses. It is also a strength-based approach that is aimed at building positive self- and social-awareness and agency. Through their own and other stories, participants are invited to remember their abilities and build on their resources and values. Thus, the invitation makes positive and proactive choices in their lives and the lives of others. Sharing stories is a social and relational process that facilitates better connection with others and overall social wellbeing.

The Critical Reflexive Model, which forms the basis of this methodology, acts as both a framework for intervention planning and assessment; and sets out the process for participants to become more reflexive, develop responsible agency and move towards a more empowered position. The model takes a holistic ecological approach and uses life stories to create meaning and identity. This focus means that there is a move away from the more individualistic approaches of Western theories. Attention is paid to the values and contributions made by our indigenous knowledge systems. Reflexivity here is understood as a process of self-and group- appraisal. When we can better understand our positioning and think critically about power's role in our contexts, we can develop our agency and move towards more transformative outcomes. Being reflexive in this process means that participants explore their past and present (historically, culturally, and politically) to open future possibilities. People's and communities' automatic assumptions and intentions are challenged to make space for alternative and multiple viewpoints.

Critical reflexivity is viewed as a dynamic and relational process. Central to this process is the facilitation of a safe space in which dialogue is encouraged. All voices can be heard, especially those that have been marginalised. The model encourages a space to reflect, share stories, and build relationships with others. The model also consists of four interactive loops that focus on: power, values informing identity, agency linked to responsibility, and accountable performance. Participants are invited through various experiential and dialogical exercises to

explore these aspects and their impact on their lives. Power is considered here in a Foucauldian sense, not only as harmful and repressive but also as positive and productive in certain circumstances. The challenge then is to map and understand the power (and the dominant discourses) to be negotiated – once we know how power works, we can better respond to it. Through deconstructing their stories, participants are better placed to shift power, to interrupt harmful discourses (for example, discriminatory gender or cultural norms), and move towards a position of agency and performance. In focusing on identity and values, participants can better position themselves in the dominant story, strengthen their values, and build a positive identity based on social thinking. When this is done in a group setting, social voice and agency are encouraged and developed, helping social and cultural practices. Agency here is considered in terms of Bandura's (2001) views of agency as emergent, with people developing the ability to make choices when their sense of control and self-efficacy is developed.

Further, there is a recognition that agency can be acquired in different ways – personally, by proxy, or collectively (Bandura, 2011), which opens different pathways for groups to strategise together for transformative action. The fourth aspect – accountable performance – considers action in terms of the collective and challenges participants to consider moving forward to be responsible to others and the community. Therefore, participants are encouraged to challenge negative discourses and harmful practices in ways tied to their identity and values and are responsible rather than destructive.

Therefore, the intervention process is participative and dialogical, narrative, and strength-based. It focuses on building on participant capacities, protective social and cultural values and considers the social-ecological context. It should be facilitated in a way that stays close to the stories of participants.

Data Analysis

Data analysis occurred as an ongoing task, and this process will continue going forward. SAWID Workstreams used qualitative secondary data analysis techniques based on a Theory of Change Methodology. Workstreams designed Data Reporting Tools with support from the Secretariat. Due to the study's nature being secondary research, data reporting tools such as robot dashboards, auto-populated charts and tables, and calculation of data elements were not present in this study. However, thematic analysis was utilised across the study.

Study Measures and Tools

To investigate vulnerability and indigence, we focussed on the multiple deprivation indices of poverty to measure it holistically. According to Statistics South Africa (2014):

Multidimensional poverty is made up of several factors that amount to a poor person's experience of deprivation – these can include poor health, lack of education, inadequate living standards, lack of income, disempowerment, lack of decent work and threat from violence.

This study investigated the multiple facets of vulnerability and indigence to capture poverty's complexity by considering the above definition. Unpacking this complexity would help understand the far-reaching ripple effects of poverty and ensure that recommendations towards policy and remedial programmes are more comprehensive and developmental in building towards a sustainable future. Additionally, this contextual approach allowed the study's approach to be grounded in the current South African environment and ensure that it could broadly address specific home-based problems.

Instruments to Address Hunger and Poverty

Hunger and poverty are materially objective conditions that need to be described not through proxies that obfuscate and conceal but by addressing them as Amartya Sen intimates that human lives are battered and diminished in all kinds of different ways. The first task... is to acknowledge that deprivations of very different kinds have to be accommodated within a general overarching framework."⁵

The National Development Plan (NDP) of South Africa identifies the triple challenge we face: poverty, inequality, and unemployment. Agenda 2030 of the Sustainable Development Goals (SDGs) in goal 1.2.2 defined as "Proportion of men, women and children of all ages living in poverty in all its dimensions *according to national definitions*" and Agenda 2063, the Africa we want, also deliberate on the question of poverty and hunger. COVID-19 has not made life lighter, but rather it has revealed the urgency required to address these historical inequities that received exhortations.

The Inter-Agency Expert Group (IAEG) on Sustainable Development Goals consists of members of the United Nations Statistical Commission (UNSC) and national statistics offices who set the agenda and criteria for indicators that can be admitted to measuring SDGs. Three tiers are defined for indicators. Tier I consists of established methods for measurement and data availability to track the goals and targets. Tier II indicators are those where methods are established, but there is no data and Tier III are those indicators where neither data nor methods exist.

Poverty and hunger are scourges set in motion by multiple factors, and a multidimensional approach is required to address these. In this regard, the science of the Alkire-Foster method to measure poverty multidimensionally is a clear candidate. Under this methodology, more than 76 countries participate as the Multidimensional Poverty Peer Network (MPPN). The drive to formalise the measurement of poverty was given a significant boost by the Alkire-Foster method. Professor Sabina Alkire, the winner of the 2019 Boris Mintz Institute award, is the director of the Oxford Poverty and Human Development Initiative (OPHI). Over the last ten years, OPHI pushed the limits of science in measuring poverty multidimensionally. This cutting-edge methodology caught the attention of most Latin American governments who started using this multidimensional poverty index in their policy design, planning, programme execution and impact assessment. The methodology has now been adopted to measure sustainable development goal (SDG) 1.2.2. Therefore, it is highly desirable to adopt this approach in the measurement of poverty. Why is this methodology not only a philosophical description of the world and perhaps not useless? We learn from Latin America, where SAWID's Founder and Patron persistently sought key lessons. This affirms what the Latin American Presidents said about the techniques and their value. Like Head of Nuclear Medicine Prof Mike Machaba, Sathekge's dictum "see it and treat it", the MPI is action-oriented.

Because the 2015 MPI showed big mismatches between policy objectives and allocations, then-President Solis issued a Presidential Decree that MPI must be part of allocation formulae in the future. By that decree, Solis sent a clear message of what Costa Ricans treasured. Subsequently, the 2017-2019 budgets reflected the MPI. The magnitude of the MPI reduced more rapidly, confirming that what gets measured gets done. Central to his efforts at building peace, the Laurette President Santos of Columbia used the MPI as a central tool to reach agreements on the peace roadmap with rebels who were characterised by what Sen said human lives are battered and diminished in all kinds of different ways and in order to establish a movement to progress against poverty the MPI is an important instrument. Peace was secured in Columbia, and the war ended. Thus, understanding marginalisation and placing this at the centre of policy is crucial. At the 2019 UN General Assembly, Rosemarie

⁵ [www.who.int/violence_injury_prevention/violence/...](http://www.who.int/violence_injury_prevention/violence/)

Edillon shared how the Philippines' trial MPI showed that education contributed to poverty. "MPI results," she explained, "sent ripple effects to the public education sector. Consequently, there is now a call for greater budget allocation." Ms Zanele Mbeki asserted on DSTV recently that "the centre of development for this country should have been the poor rural women."⁶

Under the dark cloud of COVID-19, recently, the MPPN convened to discuss progress on reportage of indicator 1.2.2. Furthermore, a sample of countries made presentations. Ghana Statistical Service has recently launched its MPI in July this year and discussed its journey towards building an MPI and to what use they are putting the MPI. Ghana notes that 45.6 per cent of its population is multidimensionally poor. The indicators that contribute most to Ghana's multidimensional poverty are lack of health insurance coverage, undernutrition, school lag, and household members without any educational qualification. By region, the highest multidimensional poverty in the Maldives of 0.239 is found in the Central Region. The drivers of poverty are deprivations of schooling, access to the internet and access to safe drinking water. In South Africa, the limited years of schooling the population are exposed to and high unemployment levels contribute to almost two-thirds of poverty drivers.

What is important is that the Oxford Poverty and Human Development Index has spawned an MPI for business, wherein business measures the multidimensionally poor in their employ. This approach's results are very promising and hold hope for lasting social compacts driven by a substantive solidarity pact with sustainable solutions. Again, Costa Rica led the way in as far as how this can be applied. The discussions with South Africa's business, notably the Johannesburg Stock Exchange and Standard Bank of South Africa, hold promise.

The Organisation of the study

The research study is presented in Six Chapters. Chapter One gives context and background to the study's transdisciplinary nature in response to the COVID-19 pandemic. It foregrounds how a health crisis aggravated the socio-economic difficulties that South Africa continues to face.

Chapter Two uses a feminist approach to unpack the socio-economic effects of COVID-19 in light of systems in place before and since the onset of the pandemic. Thus, the Chapter is linked to sustainable goals 3, 5, 8 and 10, as seen in Figure 9 through relating to ensuring health, gender equality and economic growth while seeing the need to reduce inequality. These systems are critiqued using the gendered lens to recommend areas that need further development to be better suited for women who constitute the vulnerable and indigent communities. The Chapter answers the fundamental questions: What is the impact of COVID-19 cash transfers on South African women? What are the macro and microeconomic effects of COVID-19 on South African women? Finally, the Chapter gives a pictorial overview to contrast gendered economic interventions and feminist economics in addressing COVID-19 in the South African context.

⁶ DSTV Exclusive interview on Sunday 23 August 2020 with Ms Zanele Mbeki

UNPACKING COVID-19

Goal 3: Ensure healthy lives and promote well-being for all at all ages.

Goal 5: Achieve gender equality and empower all women and girls.

Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

Goal 10: Reduce inequality within and among countries.



Figure 9: COVID-19 related SDGs (Source: Sustainable Development Goals. 2020)

Chapter Three seeks to establish whether the basket of social protection measures provided by the state has reached the vulnerable and indigent in South Africa and, if so, to what extent that has happened. The policies reviewed are not only related to social policy but also include those that cover basic services. Thus, the Chapter is linked to sustainable development goals 1, 2, 6, 8 and 10, as seen in Figure 10 as it touches on ending poverty and hunger while ensuring sustained water management, economic growth and inequality reduction. An analysis of whether these social protection measures result in self-reliance and sustainability instead of dependability is conducted with a specific emphasis on the pandemic's effect on these measures. The relevance of current social protection measures for women and children are also assessed critically to establish their effectiveness during and beyond the COVID-19 pandemic in South Africa.

SOCIAL PROTECTION

Goal 1: End poverty in all its forms everywhere

Goal 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture.

Goal 6: Ensure availability and sustainable management of water and sanitation for all.

Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

Goal 10: Reduce inequality within and among countries.



Figure 10: SDGs on social protection (Source: Sustainable Development Goals. 2020)

Chapter Four interrogates the current structure of South Africa's food system. In particular, it aims to identify the elements that compromise the national food system, whether the national policy framework has enabled an effective response to COVID-19 regarding food security and what is needed to make South Africa's food security

policy framework more resilient? Consequently, the Chapter tackles sustainable goals 2, 12 and 15 seen in Figure 10, as it is concerned with ending hunger, ensuring sustainability in consumption and production, and sustainable land use. Finally, the Chapter recommends a new framework to ensure food security with the specific catering for indigent and vulnerable groups.

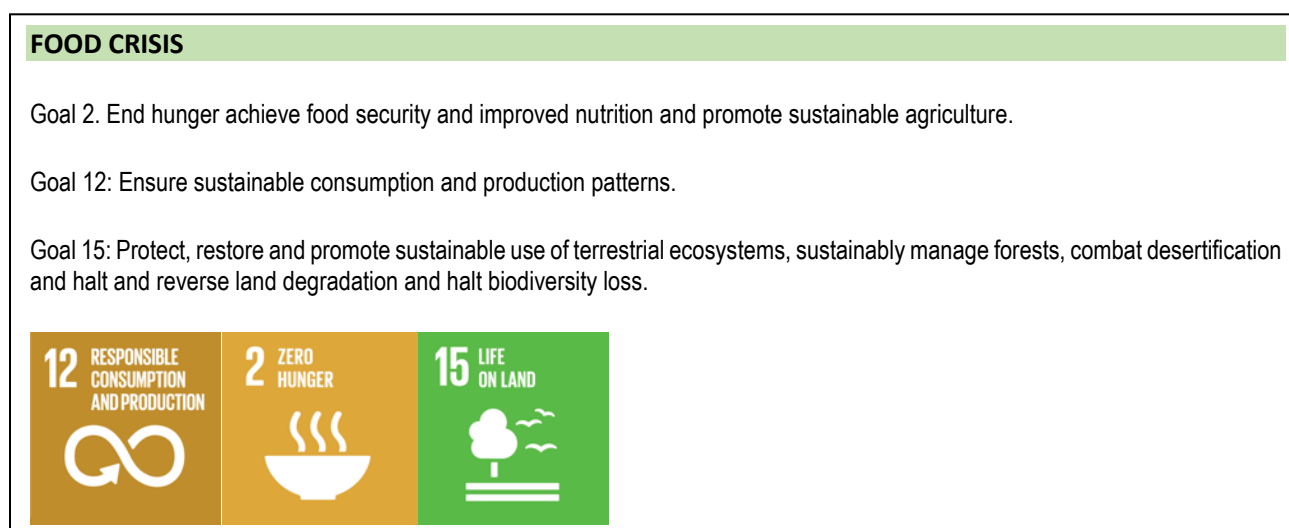


Figure 11: SDGs on food crisis (Source: Sustainable Development Goals. 2020)

Chapter Five examines current service delivery systems to determine their driving factors and future potential. The main research question is, does the government have efficient delivery systems to deliver services under emergency and disaster conditions in the context of the COVID-19 pandemic, within the Disaster Management Act No 57 of 2002? The Chapter addresses this research question by describing current delivery systems, showing their effectiveness and expounding how the Disaster Management Act provided relief for poor groups. Specific measures intended for COVID-19 and whether these were accessible or not to the vulnerable are discussed as various hindrances experienced during this process. Thus as seen in Figure 11, the Chapter speaks to sustainable development goals 9 (sustainable industrialisation and innovation), 16 (promoting peace, inclusivity and justice for sustainable development) and 17 (global partnership). Finally, the Chapter used the case study method to acknowledge NGOs and civil society as an extension of the government. Case study analysis signalled that the social contract between government and society requires reinforcement through partnerships between civil society and the state.

Chapter Six gives a synthesis of all Chapters in the Report. The Chapter provides study recommendations and policy implications across all the themes discussed in the various Chapters and identifies possible future research.

DELIVERY SYSTEMS

Goal 9: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation.

Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

Goal 17: Strengthen the means of implementation and revitalize the global partnership for sustainable development



Figure 12: SDGs on the delivery systems (Source: Sustainable Development Goals. 2020)

Limitations of the Study

First, the study was initiated by the Convening Committee and the Reference Group (RG), consisting of professionals with expertise in research methodology and trans-disciplinary knowledge. The combined group was formed to drive the study and direct the content of the Workstreams. It was envisaged that the RG would have consisted of highly skilled individuals, predominantly women rooted in community development and academia, drawn from different professions that will give credibility to the various Workstream processes. The Convening Committee was to participate in the RG discussions. Due to lockdown restrictions and logistical challenges, there was minimal interaction between the two groups. The study was conducted exclusively through virtual interaction and telephonic information exchanges.

Secondly, it was also envisaged that the five Workstreams, comprising researchers and practitioners, would focus on the study's particular aspects, producing papers for further discussion during the study. It took some time to get the initial seed funding and put the planned study management structure. Effectively, the study began full-swing in mid-September. Sadly, the chair of the convening committee took ill and subsequently passed on. Her passing left a void in crystallising the initial ideas in directing the study in the manner in which she had envisaged. The "stop and think process", which was envisaged in the study's conceptualising stage through papers' production, never materialised.

Third, there were challenges in "crowding-in" researchers and students to assist in the study from the University of South Africa (Unisa). The Memorandum of Understanding (MoU) between Unisa and its long-standing partnership with SAWID was not renewed when undertaking the study.

In light of the above limitations, the study concludes that although much research has been conducted towards indigent and vulnerable communities' emancipation, further work is still needed to ensure complete and sustainable self-reliance and empowerment among vulnerable populations in South Africa. This study is phase 1 of research that encompassed a desktop critical discourse analysis of previous literature and formed the beginning stages of an empirical longitudinal study envisioned to take this work forward.

CHAPTER SUMMARY

This Chapter presented a synthesis of the research problem by identifying COVID-19 as a health challenge with major disruptions in people's socio-economic lives across the globe. It contextualised the problem by demonstrating the multidimensional and intersectional nature of vulnerability and indigence in South Africa. It highlights the complexity of barriers confronting women due to the "siloism" in the formulation of policies and strategies affecting the vulnerable and the indigent in South Africa.

From the meta-analysis provided, it is evident that ongoing research continues to recognise the need for scholarly attention infused by "grassroots activism" by those who bear the brunt of poverty and marginalisation. It has demonstrated no monolithic way of addressing the research problem due to the multidimensional nature and the intersectionality of research study constructs. SAWID, in this present study, fully comprehends that as a significant civil society formation, it needs to mediate the political landscape by resolving the competing views of structure-agency and macro-micro perspectives in service delivery. There is the intersectionality of unpacking research problems due to the multidimensional lens require sharpening the analysis. The next three Chapters attempt to do that, while the last Chapter gives recommendations and policy implications towards a capable state service delivery model to protect the vulnerable and indigent.

2

UNPACKING COVID-19 IN THE CONTEXT OF STATE ECONOMIC AND SOCIAL BENEFIT INTERVENTIONS

LEBOHANG LIEPOLLO PHEKO & INPUTS BY LUSANDA MONALE



“Feminist constructions of thought have always drawn from the ground, from the experience of struggles and local initiatives. What is needed is to consolidate the revelations from these efforts into a strong, globally affirmed theory” - Devaki Jain⁷

⁷ Devaki Jain is an international friend of SAWID. She is the Founder and Former Director of the Institute of Social Studies Trust New Delhi, India. She was previously a lecturer at the University of Delhi, member of the South Commission (chaired by Julius Nyerere), a founding member of Development Alternatives with Women for a New Era (DAWN), and member of the Advisory Council of the intergovernmental NAM (Non-aligned Institute for the Empowerment of Women (NIEW) in Kuala Lumpur.

ABSTRACT

This Workstream is primarily concerned with examining the socio-economic policy solutions presented to the indigent during the COVID-19 pandemic. It provides a deeper feminist analysis of the cash transfer system as a potential safety net and refers to the inequality in delivering healthcare services in South Africa as starkly exposed during COVID-19. This Workstream further examines the effectiveness of labour market interventions, perceived as economic stabilisers, situating this within the context of fiscal and monetary policy. There is a need for a clearer understanding of a gender-specific bailout, definitions of new forms of economic recovery, an effective interface between the political economy, and human well-being when structuring COVID-19 relief packages, particularly those that are adequate for women.

FRAMING CONTEXT

This research responds to the ongoing coronavirus pandemic and its socio-economic ramifications. Issues of precarity and social exclusion are not new and have been deepened by COVID-19, the loss of work and the changing ways social provisioning is being allocated. While most countries globally have provided social assistance, barely 12 % of this has a gendered intent. Far from being a transient moment, COVID-19 is a seismic shift that requires a fundamental shift away from the corporatist, handout approach to social provision. Rather than the six to twelve months stop-gap measure that most governments are treating COVID-19 budgets as the manifestation of the ongoing neglect and disenfranchisement of millions of women worldwide requires a permanent response. This response requires a fundamental shift from the notion that an inclusive social provision is an act of charity and state largesse. Rather, it is the fulfilment of a social compact to ensure human dignity and intergenerational health and well-being across all dimensions of life. This much-needed compact requires that governments and social partners correct their policy lenses and anchor them in feminist-centred economic and social priorities. The prevalent gender-mainstreamed approach has not necessarily shifted the distribution and allocation of resources, power and opportunities to women and sometimes maintains the idea that women are adjacent to, and not at the core of, broader state priorities.

RESEARCH QUESTIONS

For this Chapter, three pertinent questions arise in unpacking COVID-19: What is the impact of COVID-19 cash transfers on South African women? What are the macro and microeconomic impacts of COVID-19 on South African women drawing brief lessons from cross-regional contexts? Moreover, what are the contrast between gendered economic interventions and the impact of feminist economics in addressing COVID-19?

METHODOLOGY

A rapid review of grey and academic literature reviews highlighted critical gaps in the literature on the COVID-19 crisis and women's economic status, including employment, social benefits, macro and fiscal policy, and gendered economic interventions.

Discourse analysis to explore the economic impact of COVID-19 on South African women drew from global examples like Brazil, Russia, India, China, and South Africa (BRICS), Group of 20 (G20), European Union (EU) and countries like Ethiopia, the USA, India, among others.

PROBLEM STATEMENT

The South African unemployment rate is dire, indicating that over 42% of the potential working population is unemployed. The working population is also deeply impoverished, with 54% of full-time employees characterised as the working poor since they earn less than the working-poor line of R4,125 a month.

The current economic distress brought on by the pandemic is not a brand-new crisis. It is an amplification of what was already a reality for many South Africans. Indeed, it deepens economic insecurity worldwide: globally, over 60% of workers are in “non-standard” employment – that means it is precarious, short-term or informal.

Macro-Economic Analysis (Fiscal and Monetary Policy)

The shock waves caused by the COVID-19 pandemic continue to reverberate across economies. Some of the impacts are diminished employment opportunities, huge job losses, and gender skewed unemployment, particularly because these shocks' impact is usually the most severe. The United Nations (UN, 2020) has affirmed gendered dimensions of the economic weaknesses. A recent report states that:

‘nearly 60% of women around the world work in insecure informal employment, earn on average 16% less than their male colleagues due to the gendered wage gap and are 25% more likely to live in poverty when compared to men. On average, compared to their male counterparts, women earn less, save less, and hold less secure jobs as they are more likely to be employed in the informal sector’ (UN, 2020).

The recent experience of the 2014–2016 Ebola outbreak in West Africa illustrated that women were particularly affected by the increase in unemployment and subsequent income loss. Korkoyah and Wreh (2015) reported that women's lower levels of education and limited marketable skills meant that:

‘The majority of women were self-employed, engaged in petty trade (42.6 percent) and food processing (19.3 percent), while men engaged in higher income, waged employment in jobs such as skilled labourers or teachers’ (p. xiii).’

The UN (2020) anticipates that the profound impact of COVID - 19 across the global economy will negatively affect women to a greater extent due to their reduced capacity to absorb economic shocks, reduced access to social protection, and their over-representation as breadwinners in a single-parent household.

The coronavirus pandemic has been described as a natural disaster. However, in truth, it is the inevitable result of policy and fiscal choices that have created and maintained hierarchies between women and men, between the working class, the middle and privileged class, urban and rural communities, between agriculture and nature and the human world which are all subordinated to *profit*. The COVID-19 pandemic bears witness to the unsustainable and inequitable food ecology, particularly because it is disruptive to the ecosystem and susceptible to new and emerging health and economic pandemics. The planetary disruption calls for new forms of being that will sustain life forms and social, political, health and economic relationality beyond this ‘force majeure’.

The increase of financial globalisation has foregrounded the dangerously imbalanced power relations between government authority and often corporate, non-state actors. There are consequences to the existing hierarchy between international currencies. It intensifies the unequal relationship in global monetary circulation, especially between the global South and global North. In addition, global market forces often disregard political borders. This inequality poses a challenge for the monetary sovereignty of contemporary African governments. In addition, the notion of what comprises a sovereign state is a central plank in rebuilding national economies. The arrival of the COVID-19 pandemic has been unparalleled, yet its impact on global financial markets has not been evenly experienced in foreign exchange. The US dollar and the British pound remain buoyant despite the pandemic's inept handling in both countries.

Global lending institutions and multi-national corporations must declare a force majeure considering the unanticipated and exceptional circumstance that the world is faced with due to the coronavirus pandemic. It is improbable that states will fulfil debt payments or meet the obligations of trade and investment agreements. Indebtedness deeply inhibits local production of essential health infrastructure, including health equipment, medication, provision and protection of health and auxiliary workers, and other necessary inputs to address the pandemic. Structural Adjustment and new austerities are embodied by the *World Trade Organisation* (WTO), the International Monetary Fund (IMF), the World Bank and the Economic Partnership Agreements (EPAs), Trade-Related Aspects of Intellectual Property Rights (TRIPS) and Trade-Related Investment Measures (TRIMS).

Karl Marx offered the theories on credit as a central utility of capitalist accumulation. Previous financial crises have proved how resilient the financial markets and globalisation are in reconfiguring themselves. This pattern is largely due to traditional bailouts. The orthodox components include the value transfer from a government subsidy, an implicit guaranty prompted by financial failure, or a value transfer resulting from new legislation passed in response to financial distress. The government's value transfer is not defined as a bailout if equitable, market value insurance premium was pre-assessed, and there is a substantial probability of cost recovery for the full value of the industry's assistance. The ongoing cash drains that many non-profitable State-Owned Enterprises and Corporates have enjoyed from states are essentially gifts from taxpayers packaged as loans. There is a distinction between cash rescues arising from insurance paid for either ex-ante or ex-post ante and incidents where taxpayers carry the costs. A bailout, while the former is not. The Ex-ante is a projected forecast, and the ex-post ante is based on the actual results. The Wall Street style bailouts' determinants result from predatory market speculation, reckless capital movement, and untaxed corporate profits. Feminist analysis decried the 2008 global financial crash and bailout, and this pandemic strengthens those concerns.

Debt is being used as a tool for recolonisation and controlling access to resources. Country sovereignty and policy self-determination are undermined. The WTO, IMF and the World Bank have institutionalised extracting wealth from the Global South through debt. Previous experiences with financialising illustrate that this dominance has led to the structural transformation of practices within these actors and entrenched Anglo-American countries' hegemony over the Global South. It has further led to the transformation of domestic political economies, related economic geographies, and entrenched austerity and debt and aid conditionalities.

Northern, patriarchal, neoliberal theories about economic management are that state intervention in the economy distorts these supposedly perfectly functioning markets, particularly by interfering with prices and supply and demand. The theory is no longer about managing markets but one that has governed all aspects of life. It insists that the production and provision of all goods and services are best left to the private sector market forces' where supply supposedly responds to demand, and prices are set by 'neutral' market mechanisms rather than corrupt and wasteful political and populist biases.

The intensification of work with resulting pressures on women's bodies takes place in the context of class, gender, race, and other intersectional markers, which mediate access to paid work and income.

Social Protection (Cash grants during the COVID-19 pandemic)

Many communities were experiencing economic distress as normative life before the coronavirus outbreak. The pandemic is an opportunity to provide an economically secure future for the broad populace. South Africa aspires to give people money in response to the economic crisis caused by the coronavirus pandemic. While the amounts and details of the grants have varied, governments worldwide have all made it clear that such payments are a short-term emergency response to an exceptional situation. However, the economic flux caused by COVID-19 is not as exceptional as it seems, and, in all probability, the reasons for guaranteeing economic security are valid even without a global pandemic.

The government has decided to substantially bolster the social security net, directing R50 billion to those most acutely affected by the crisis for six months, starting in April 2020. This mechanism of distribution is increasing the current child support grant. In addition, pensions and disability grants will be increased. However, the greatest alteration to the current grant scheme is the initiation of a special “COVID-19 Social Relief of Distress grant” payable to working-age adults who are currently unemployed and do not receive any other social grant or unemployment insurance for the six months.

The new COVID-19 grant is for the first-time unemployed working-age adults included in the social grant system. Since 1994, the South African government has resisted adding this category, claiming that this breeds dependency. The resistance and ambivalence towards extending broad social protection remains. South Africa’s treasury has made it clear that the new direct cash transfers are exceptional and temporary. Finance minister Tito Mboweni has reiterated that the additional grants are not permanent. Government anxiety that people will expect the additional grants to remain in place and become “agitated” when the grants are taken away – is palpable.

Many governments use social protection programmes to respond to the economic crisis and health risk induced by COVID-19. As of April 2020, 133 countries had adapted or introduced 564 social protection initiatives, according to the World Bank. While there has been greater attention given to rapid assistance interventions, gender considerations have very regrettably not been the front and centre of these efforts. A rapid assessment of initial COVID-19 social protection responses indicates that only 11% show some (albeit limited) gender-sensitivity.

It is not surprising that most existing social protection programmes globally, including low and middle-income countries (LMICs), are either gender-blind, neutral at best or even gender hostile. The COVID-19 crisis can potentially widen gender inequalities, including loss of livelihoods, reproductive health risks, the disproportionate burden of care, and violence against women and children. Social protection that does not take gender into account can reinforce these inequalities.

Although broad guidelines for COVID-19 social protection responses are available, are governments willing to substantially address gender inequalities and resulting social inequity? The design of gender-sensitive programming is rarely straightforward. Available evidence indicates that basic design and implementation adaptations can facilitate gender-sensitive programming. While there is a uniform ‘one-size’ approach, a new brief summarised below, prepared by a consortium led by the International Food Policy Research Institute, provides consideration in five areas.

Adapting existing schemes and selecting the types of social protection

Adjusting pre-existing social provisions to be pandemic-proof is a good first step for governments, although these adaptations can have gender positive or negative implications. Easing on existing conditions (e.g., linked to

schooling, work, health) can concurrently diminish the viral spread, benefit women who are almost entirely fulfilling social reproductive functions, be mobility-hampered, or may not have access to social and information networks.

Cash benefits, including e-payments, are widely recommended; some studies suggest that direct cash can enhance household economic security and emotional well-being. These benefit women, especially when women administer the funds, potentially reducing intimate partner violence. The logistics of safely administering supplementary in-kind transfers, such as toiletries, sanitary towels and food, are vital because women and their children are usually the first to reduce food consumption as a response to food insecurity. Women are primarily responsible for chores such as daily shopping, which potentially exposes them to infection. In-kind transfers are a useful innovation where mobility is restricted, markets are limited, food prices increase, or COVID-19 restrictions cause supplier closures.

In South Africa, parallel or informal economy worker organisations have been in dialogue with the government regarding the right to work instead of social protection measures per se. Nonetheless, this approach carries important lessons when reflecting on the mechanisms for dialogue and worker participation to facilitate and safeguard the needs of parallel (informal) workers' social protection needs. Additionally, it is just as important to consider that the spaces utilised by informal workers to dialogue with the government around the right to work are also useful to engage the government around 1) the implementation of emergency social protection measures in response to the crisis and 2) the development of sustainable, affordable and appropriate social protection legislation, policy and infrastructure geared towards the needs and specific context of the informal economy. Utilising government dialogue regarding the right to work has helped improve many informal economy workers' food security. In South Africa, informal economy worker organisations have successfully used pre-existing dialogue space with the government to advocate for the right of spaza shops and informal food traders to work during the lockdown.

The initial regulations introduced at the onset of South Africa's lockdown laid out a broad spectrum of limitations that explicitly prohibited informal workers across various sectors from operating. Many of these workers are women. The prohibitively long queues outside retail food shops quickly illustrated the food security crisis's depth during the corona pandemic. Thus, the informal economy worker organisations chose to intervene.

Access to food and income is part of social support and an integral coping mechanism during a crisis (Saltzman, Hansel, & Bordnick, 2020). Notwithstanding, the attempts to minimise the spread of COVID 19 through social distancing can further impact social support by hampering the capacity to move and to access food. (Saltzman et al., 2020).

Targeted disbursements

The mechanisms for targeting households and individuals for assistance are key considerations. While maintaining the original individual-level targeting of existing programmes could be more straightforward, it can further exclude the most financially excluded and precarious populations. An example of this precarity is that unemployment insurance normally excludes informal workers, including most women who are situated in an informal economy. While universal household-level transfers can potentially support a broader spectrum of financially vulnerable communities, the households' "named recipient" is often gendered, diminishing women's access. Whilst evidence is mixed, some work from Low- and Middle-Income Countries (LMICs) suggests that designating women as recipients can improve women's empowerment. This evidence endorses considering women as named recipients while recognising that the especially difficult periods of the COVID - 19 crisis, such as lockdowns, may intensify household tensions.

Thus, where current analysis confirms that targeting women is practical, there seems to be a case to be made for continuing beyond the COVID-19 crisis. In environments where targeting women have been deemed unattainable in social norms, this presents operational difficulties. However, IFPRI research does not recommend overtly challenging norms during a period of particularly high pressure, such as the Coronavirus pandemic. All the same, minor adjustments in operationalizing targeting, such as allowing several household members to transact, safeguarding information channels to reach both the women and men in households, and constantly enforcing the view that social benefits are intended for the household, not just the 'head of household' can shift gendered power relations and support gender equity.

Frequency and levels of benefit

The disbursement of COVID 19 related benefits should be fast and given in large tranches to enable faster and sufficient disbursement. The swift transaction will avoid overburdened supply chains. Furthermore, this minimises the health risks that arise with frequent contact at payment dispersal points. Whereas qualitative studies suggest that while women can still maintain control of smaller transfers, larger studies have found that bigger lump-sum cash transfers result in higher benefits for households and women. There are very few studies that suggest that there are adverse consequences when bigger disbursements are made to women.

Benefit and assistance programmes must be provided adequately for the duration of the COVID-19 economic crisis. This shift requires a policy and attitudinal pivot to understand that supports rendered throughout this time might be welfarist charity, including for households with children, elderly or sick members to minimise the disproportionate burden of care on women. A higher proportion of female-headed households coming out of poverty may seem materially wealthier using a direct per-capita poverty measure. They are often still in difficult circumstances due to gendered social discrimination and gendered access to services.

Delivery mechanisms and operation features

Many benefit distribution programmes use the most logistically efficient delivery methods and operational features during emergency conditions such as COVID-19. These sometimes have gendered impacts, including access and the safety of those delivery points. Some ways to address this include user-friendly grievance mechanisms and feminist aligned implementation, and strongly gender-conscious process management and staffing. In addition, the distribution methods for social benefits and information need to be more easily and safely accessible to women. In response to this, though e-payments may not be an option for many settings, this might be a useful longer-term government strategy and potentially increase financial inclusion, particularly for women whose inclusion rates are still far below par.

These interventions should take cognisance that women still have limited access to mobile phones or the data to access information and some of their programmes. In addition to phone access, women often have lower literacy, lower ability to pay for services, and multiple constraints on their time, so mobile phone-based tools must be augmented by terrestrial platforms like radio, internet and television. Some argue that women's groups or other peer support groups can be utilised more efficiently to communicate and deliver essential services, but there is still the danger of governments reneging or outsourcing their social compact to communities.

Complementary programming

Complementary programming is crucial during COVID-19, including food and nutrition, and encompasses access to food gardens, particularly when food markets and other supply mechanisms may be unavailable. Others include water and sanitation and maternal health, such as antenatal care. Simultaneously, facilities are overburdened and are a potential infection risk, while there is an ongoing need for sexual and reproductive health, including

family planning and menstrual hygiene management, parenting and learning for families. Schools remain closed or risk being closed again due to spikes in the numbers of people infected. Importantly, mental health is compromised for both families and individuals, resulting from loss of access to income, social networks, church, school friends, leisure venues, among others. The increase in intimate partner violence, domestic violence, child abuse and violence against women requires fast, confidential and integrated violence-related services.

It is rare for these services to be readily available, affordable and easy to access at the best of times. The limitations of these social service imperatives deepen during the time of the pandemic. Various social protection platforms can partner to produce public information campaigns through Love Life, ChildLine and Soul City.

Arguably, South Africa needs more than emergency provisions such as a short-term new social grant or a basic emergency income. Instead, it may require a permanent form of social security, a universal basic income that every citizen receives, reimbursed through taxes from people who do not require it. Other forms of basic income grants are a possibility, particularly given that campaigns to this effect have been in place for over twenty years and because work does not provide economic security for every worker.

In a country like South Africa, finding economic security through wage labour was never the solution to precarity and the spectre of poverty. South Africa's economic structure does not have guaranteed employment and income security for African workers, particularly African women. This moment is crucial for the government to shift away from the welfarist, charity approaches of social benefits rather than an appreciation of the deep structural crevices that dispose of Black bodies. Arguably, Building Back Better should not be re-interpreted as a return to 'Business as Usual' since the status quo has been the locus of intergenerational poverty, anguish and enduring economic distress, particularly because income and economic insecurity are the norm, not an exception.

Indigent and economically disenfranchised people and the most vulnerable understand that the economic insecurity they face is not a state of exception. It is the default. This situation is unlikely to end after the easing of the lockdown. The necessity of providing economic security beyond the labour market remains a political imperative, and the pandemic provides an urgent catalyst towards this.

Gender Mainstreaming vs Feminist Economics

COVID-19 has illustrated that women are the most likely to experience job and income loss, precarious health and well-being, made more acute with the restrictions of coping mechanisms in the parallel horizon economies. The absence of women's voices in the resolution to the crisis is unsurprising and deeply worrying. Male-centric decisions are pervasive and dominant in determining crisis resolution and are gender blind and even gender hostile. This disquiet necessitates an increase in women's participation in decision making to enable our realities and contexts to be central in any measures to address the impacts of COVID-19. Economic, social, financial, labour, industrial, ecological, health, infrastructural, agricultural, and various other crises have been converging at this moment, and nearly all of them pre-date the arrival of the coronavirus.

The feminist alternative on bailouts for a just recovery starts from the premise that investment in households, human wellbeing, rights and freedoms and equitable distribution of production is based on successful and sustainable economies. Public policy and public resources should prioritise social outcomes and social reproduction, eliminate all forms of structural discrimination, exclusion and domination and secure the health of the planet and humanity. Wealth is created through our collective unpaid and paid labour, while inequality is driven by the inequitable and unjust distribution of labour products.

States must acknowledge the need for a re-alignment of effort towards macro-economic and fiscal responses that address the multiple socio-economic impacts of the COVID-pandemic.

Bailouts as a response to economic crises are typically mechanisms that states can use to deploy their considerable monetary and fiscal power to mobilise resources that rescue sectors of the economy or the economy from collapse.

While economic recessions are a manifestation of socio-economic crisis, they also illustrate systemic failings in economic distribution and resilience. The Coronavirus pandemic has shifted the balance between state and market and exposed the fallacy of market orthodox and toxic economics. The current crisis is once more illustrating that contemporary capitalism is fundamentally opposed to relational, equitable, distributional forms of economics. In this most critical moment, one of the most tangible impacts of this distributional crisis is the dysfunctional public health system which is caving inwards after decades of disinvestment.

COVID-19 is the latest of many systemic crises that have deep roots in the toxic paradigm of financialised capitalism that has been rescued and bailed out. It came at a time that corporate bailouts were increasingly deemed not justifiable. While the opportunity to learn from the Great Crisis of 2007–9 was lost as financialised market capitalism quickly reconstituted, the financial meltdown ended the 1990s “golden era” of finance and signalled low growth for many Western economies, but excessive growth in markets such as the BRICS.

Bailouts have not previously attempted to rethink broken economic models of infinite capitalist growth but to rescue them. Feminist de-growth and wellbeing economics are radical, transformative ideas towards a fundamental reimagining of sustained economic change built on mutual benefit, human solidarity, and the commons as imagined by feminist activism. Degrowth does not primarily pursue traditional growth indices and capital accumulation but is aligned with a feminist economics praxis of relational economics. The only necessary bailout is an excavation of relational economics that enable thriving communities, equitably distribute human needs and maintain ecological balance. Such a bailout must be centred on collectivism and democratised, bottom-up power.

Amartya Sen’s work on capabilities, freedom, and identity is a useful interface between political economy and social analyses of wellbeing economics. Current work on the concept of human wellbeing resonates well with feminist frameworks and consider human wellbeing as:

‘A wellbeing economy also recognises that the economy is embedded in society and the rest of nature as an integrated, interdependent system. The economy is a means to an end, not an end. It is an economy which regenerates nature, an economy where collaboration trumps competition, an economy where activities and what organisations do is purposeful, not simply just to make money “ (Sen, 2003).

Role of Gender-Responsive Budgeting as a Monitoring Tool

Gendered gaps are pervasive across most countries’ social and development dimensions, including health, employment, education, entrepreneurship, overall life opportunities and life outcomes. Gender budgeting was one method conceptualised for governments to embed gender equity through the budget process. Countries like South Africa could embed government agencies’ budgets with contingency allocations to face unexpected situations. Among the most sensitive to gender, dimensions include health, labour, education, housing and social development. New budgetary programmes could be created under the finance ministry, while spending can be executed by various ministries and entities and accounted for under the budgetary code reported by the budget ministry.

It is crucial to enhance corporate social responsibility initiatives in developing countries and launch a “Gender Friendly Finance Fund.” As much as is possible, in funding decisions, the government must consider the additional complications COVID-19 has caused and the impact women are facing. They should consider the longer-term

economic impact COVID-19 will have on women's economic empowerment and target resources, ensuring they do not fall further behind. Accordingly, some scholars argue that the government can enable and model any new macro-economic measures through a gendered frame. Many research findings suggest that economic recovery measures should include women-owned small and medium businesses and provide technical and informational support to easily access this assistance. It should ensure the availability of sex-disaggregated data, including differing infection rates, differential economic impacts, and differential care burden.

A focus on the gender-responsiveness and human-dignity integration of economic and social policies and plans globally and nationally would also apply lessons learned from the Ebola epidemic, wherein many instances of gendered recovery plans and analysis were absent. For example, a seminal World Bank report on Ebola's economic impacts failed to discuss the epidemic's gendered economic impacts. Consequently, men's income reverted to pre-outbreak levels much more quickly than women's income following the outbreak. Most regrettably, many women did not fully recover economically after the outbreak during the same period. Examples of good practice experience arising from non-state actors' efforts -including NGOs - during the Ebola recovery efforts in Sierra Leone also illustrated that recovery outcomes were more effective when interventions did not address immediate needs or structural inequities but rather addressed both. This approach exemplifies the strong value of incorporating non-state actors, particularly women's organisations, to combat the shocks and recovery from the COVID-19 pandemic.

The COVID-19 Tracker is a free-to-use website that tracks health indicators, risk behaviours, food security, income levels, work and job security, personal safety concerns, and access to government and community support using sex-disaggregated data. The tracking mechanism is currently operational across Zambia, Kenya, Uganda, Nigeria, Rwanda and South Africa, and the first set of data was published in May 2020 with several ensuing updates since.

Insights from the first waves of data indicate that the COVID-19 crisis showed further reduction of women's capacity to absorb these extraordinary shocks. The Rwandan scenario indicates that 86% of women polled, compared to 73% of men, stated that they would not be able to mobilise emergency funds within seven days during the coronavirus crisis. Similar trends are observed in South Africa, Uganda, Kenya and Nigeria. Men lean on diverse strategies to cope in times of financial shocks, including their saving, fixed income, sale of assets or by seeking more income-generating work to augment earnings. Women in equivalent scenarios have access to fewer revenue channels and are more likely to depend on gifts from stokvel style savings groups, loans, employers, and money lenders who are often unregulated. This option results in increased financial vulnerability, particularly because loved ones and friends are often susceptible to the pandemic's financial vagaries.

Women are struggling with earning income, meeting household expenses and loan repayments, which intensifies their vulnerability. For women to increase their earning power, the tracker indicates that this requires them to take on more work and broaden their income net. This option is often impossible due to access to safe transport, lack of childcare or subsidised early learning centres, or difficult household power relations, which may curtail their opportunities for activities outside the home. Analysis of economic sectors by gender shows that women are over-represented in the goods and services sector, which are more affected by lockdowns. Of those that borrowed, a higher proportion of women reported not being able to pay off the debt than men due to loss of income – their own or that of another family member and prioritising expenses for essential goods and other debts.

With limited economic participation, compromised income, the inability to raise emergency funds, and heavy dependence on loans from family and friends, the emerging COVID-19 Tracker indicate that the pandemic is disproportionately reducing women's financial resilience.

LITERATURE REVIEW

Understanding the negative economic effects resulting from COVID-19 also requires a background context of the economic conduits through which the shocks are carried to the economy. Scholars Carlsson-Szlezak et al. (2020a) and Carlsson-Szlezak et al. (2020b) have suggested three distributional pathways. These are direct impact, which results from a reduction of consumption in both goods and services. Protracted periods of the coronavirus pandemic and the accompanying social distancing measures will diminish consumer appetite to spend, unsurprising given the gloomy economic projections. In addition, fears about social distancing and the dangers of contracting coronavirus, in addition to reduced spending power, compound the uncertainty. The second impact centres on the indirect effect that flows through financial market shocks due to the effects accompanying the non-financial elements of an economy known as the real economy.

In this scenario, household wealth will probably decrease, whilst savings increase and consumer spending will decline further. The last comprises supply-side disruptions. While the coronavirus pandemic slows or stops production, the impact on supply chains, labour demand, and employment could result in protracted intervals of retrenchments and escalating unemployment. Baldwin (2020) discusses the expectation shock by which economic agents adopt a “wait-and-see” attitude. Gourinchas (2020, p. 33) briefly articulates the impact on the economy, saying:

A modern economy is a complex web of interconnected parties: employees, firms, suppliers, consumers, and financial intermediaries (Gourinchas, 2020).

One hundred and fifty-seven papers offering empirical evidence on gender and COVID-19 in low- and middle-income countries is excellent, given that these papers date back only to the past six months and require available data on a pandemic that we are still actively working to understand. Nevertheless, out of 65 papers, only 14 articles are from the African continent, with 41% originating from China. The skewed geographic and geo-political representation gives a perverse picture.

Furthermore, peer-reviewed publications were almost exclusively limited to health rather than economic or social outcomes, likely due to the greater rapidity of medicine and public health publications relative to the social sciences, encompassing economics.

Findings from previous reviews give the following key insights supported across multiple studies and national settings:

- i. That mental health effects are much more severe for women living through the pandemic than for men, and these findings traverse state boundaries, including less affected nations like Turkey and Egypt. In addition, these findings are also applicable to health workers in COVID-19 affected clinics.
- ii. Globally, the COVID-19 lockdown has resulted in increased GBV and violence against women. This assertion is supported by India, Argentina, and Peru's research, which illustrates the huge spike in GBV helpline centres' calls.
- iii. Women are more likely than men to experience job loss because of the pandemic, a finding seen in Ethiopia and across Asia, particularly in informal sectors.
- iv. Women have less capacity to withstand the pandemic's consequences due to low access to savings and loans, as seen in India. There has been greater economic loss and food insecurity in female-headed households relative to male-headed households after the pandemic.
- v. A recent study of 194 countries has illustrated that women's leadership is essential and, unsurprisingly, contributes to pandemic management.

This research highlights the imperative of including mental health and domestic violence supports as integral to designing appropriate health responses for COVID-19. These need to be gender-specific and insightful enough to reflect economic policies that can reduce the pandemic's financial trauma. Women's thought and political, economic, and community leadership are necessary beyond the coronavirus pandemic management.

While recessions typically affect men more than women, many studies provide suggestive evidence that COVID-19 has a disproportionate impact on women's socioeconomic outcomes (Adams-Prassl et al. (2020), Forsythe (2020), Yassenov (2020)). Alon et al. (2020) argue that women's employment is concentrated in the health care and education sectors. Moreover, the closure of schools and day-care centres led to increased childcare needs, which would have a negative impact on working mothers and/or single mothers. Béland et al. (2020a) analyse the domestic violence aspect of COVID-19 in Canada. The authors find that work arrangements such as remote work are not increasing women's perceived impacts of COVID-19 on family stress and domestic violence levels. Instead, women's concerns regarding their inability to meet financial obligations due to COVID-19 contributed to a significant increase in reported family stress and domestic violence. They also suggest that women's concerns about maintaining social ties are positively associated with domestic violence and family stress from confinement.

The role of regional and multilateral structures in combating COVID-19

Most countries initial reaction to the COVID-19 pandemic was instinctive, looking inwards to control the virus's spread. As part of the knee-jerk reactions, borders began to close. Supply chains have been disrupted, and regional and international economic activity began to fall. As the spread of the virus started to deepen, the tireless unilateral responses and interventions dwindled, and it dawned that a stronger, collaborative effort to curb the unforeseen consequences of the pandemic was urgently required to curb the emerging socio-economic challenges. Many believe that the COVID crisis has presented the world with an opportunity to revert to why certain regional structures were created. Amongst the many, multilateralism and solidarity have been the backbone for maintaining economic stability for decades.

One of the biggest economic recovery deals was recently agreed upon in the European Union. The €750 billion economic stimulus package would be raised from the capital markets by the EU's Executive EU Commission and distributed to the hardest-hit states like Spain and Italy, who have not recovered even from the effects of the Eurozone financial crisis. However, the discussions were marred by the differing views of four countries like the Netherlands, Austria, Denmark and Sweden over what strings to attach for countries that the fund would benefit. The proposed and now approved deal encompasses a €390 billion to be dealt in the form of grants, and another €360 billion be distributed in loans, repayable by the member states, which is a lower figure than the initial €500-billion grant envisaged before the agreement. This package is additional an amount of €540 billion that has already been approved as part of the EU's stimulus. The total agreed spending would be €1.8 trillion by 2027.

The EU deal gives the 27 member countries space to agree on governance principles guiding the block, including matters of democratic standards and law rule. It is stated (The Brussels Times: 2020) that the EU has also introduced mechanisms to protect the final beneficiaries of the funding, like civil society organisations, to ensure that they are not punished for the indiscretions of their governments. However, its awareness regarding the importance of the role played by women's organisations at all levels has not been well documented. Regardless of its geographical area, such an extensive relief intervention will not be effective if it does not address and correct the existing exclusion of women in government planning architecture. There is an urgent need for a reorientation to actively involve women in rebuilding conversations and bringing together a wide range of stakeholders and voices to these decision-making platforms. The women's organisations and think tanks must play a key role in raising awareness of a gender-sensitive strategic planning approach.

Away from Europe, South Africa's first response to the pandemic was to allocate resources for food parcels for poor and retrenched workers. Subsequently, the country allocated R500 billion, meant as a quick response to curb the spread of the virus and a vehicle to relieve economic distress caused by the pandemic. The fund consisted of money allocated to the 2020-21 budget across departments but reprioritised for emergency relief. However, the Auditor General's report (2020: 7) identified weak controls in government that became susceptible to corruption. Therefore, the thinking of any measurement of the impact of the relief fund on the poor and vulnerable, mainly women and children, would be an embarrassing and impossible exercise. At the same time, within the BRICS countries themselves, Nilsen and Von Holdt (2020) reveal that some emergency responses systematically disregarded the needs of the most vulnerable, some were initially indifferent to the pandemic, and some had an overburdened welfare system that could not adequately reach the most vulnerable groups.

As part of its response, the New Development Bank within BRICS has allocated \$10 billion towards its member countries' emergency assistance programme to finance health, social relief, and economic recovery. The programme is designed to, among others, promote access to credit by small and medium-sized companies and initiate infrastructure projects to facilitate economic activity and job creation. There is no clear articulation of how the women-dominated sectors like informal and cross-border traders, who had very little or no gains during the lockdowns, would be integrated into such programmes. Like any other crisis, COVID-19 has affected men and women, rich and poor, and adults and children differently. Since the coronavirus pandemic ramifications vary across people, measures towards the recovery from this crisis should also be focussed on each section of society distinctively (Khatun: 2020).

Without a doubt, job losses weigh more on women than men, and those who are still economically active remain strongly concentrated in the informal sector, with no medical and inadequate social security (Trivelli: 2020). In many cases, women who remain in formal employment are health care industry workers, with only a few in leadership roles. They are standing on the front lines of the pandemic, but their voices are almost invisible in ongoing discussions on COVID-19 response efforts (Soeripto: 2020). It cannot be an oversight that, despite the opportunities presented in these interventions, there are still no guarantees that the benefits will be equitably distributed. For a significant rebuilding of society, the pandemic has created an opportunity for policymakers worldwide to allow women to redirect the agenda on gender empowerment and gender equality in recovery planning.

Existing Gaps

- i. The challenges of unpaid labour and disproportionate increases in domestic labour burdens for women under lockdown and social distancing circumstances is becoming well-documented. It is less clear whether more traditional and restrictive gender norms are potentially increasing due to the current situation.
- ii. The impact of COVID-19 on women's employment in the formal sector is clear, but the interaction between the formal and informal economy has not been examined in detail. Research is needed to assess if growth in the informal sector occurs as women potentially lose jobs in the formal sector.
- iii. This report does not focus on informal employment, micro-entrepreneurs or migrant workers. Research is needed in these areas of work as they are all significant and highly gendered issues in IW project countries and issues closely related to formal employment participation.
- iv. Will COVID-19 mean that women entrepreneurs lose business or pivot into new areas? How flexible and adaptable are they, and what support is needed?
- v. Much can be gained from identifying and communicating good business responses. Will, the value of diversity and gender-sensitive policies, be diminished, or will they be improved? What is happening in IW partner organisations?

- vi. Gender division of labour in the home.
- vii. Has the introduction of working from home for men (in some areas) provided an opportunity for norms to be re-set, and will businesses respond with increased willingness to allow working from home in the future. Would women and men desire that?
- viii. Gender disaggregated data is widely acknowledged as needed, but exactly what data is needed in each country, and how can comparability be ensured?
- ix. Small Business and Small, Medium and Micro Enterprises (SMME) support for women require far greater gendered nuance.

Substantive Findings

This Chapter emphasises the imperative of data collection of the gendered social shocks that women experience and further examines how the pandemic has increased their susceptibility to the COVID-19 pandemic. The research recognises the needs to strengthen the economic negotiating power of women. Further, the research illustrates that social protection is not a transitional mechanism but that states need to embed protections into policy planning and state funding. In addition, lump-sum cash transfers made to women can significantly enhance their health and well-being and overall household economies and outcomes. Random or knee jerk state interventions are not as useful as long-term attempts to reconfigure the economic structure. This economic structure includes a feminist lens to economic and social policy planning that rebuilds a social compact state provisioning.

Significant contributions to addressing vulnerability

- i. It also provides an opportunity to delink basic livelihood from wage labour and begin to develop policies that deliver an economically secure future for all.
- ii. The Southern Africa Social Policy Research Institute estimates that providing a basic income of R561 – the food poverty line – to everyone who does not receive a grant (about 33 million people aged 18 to 60) would cost R18.6 billion per month.
- iii. The South African Reserve Bank, which has foreign exchange reserves worth R800 billion, could fund a basic income for six months. While the mantra of international COVID-19 stimulus packages is to have “timely, targeted and temporary measures” for three to nine months, it would be difficult to withdraw such a benefit in the South African context of high poverty levels inequality.
- iv. Taxes on wealth, land and financial transactions.
- v. The multiplier (or secondary) impact of the new spending would generate a higher rate of Gross Domestic Product (GDP) growth and new tax revenue sources that would offset a significant portion of the costs.

The COVID-19 crisis seems to be the turning point for the return of State planning. This capacity is crucial to coordinate the development process and the liberation of human society that the world is currently confronting. Building Back Better cannot be another co-optation by globalised corporate and Western interests. Global and Global South Feminism offer engagement tools to rethink states, economies, markets and ecologies.

The politics of wellbeing economics and degrowth are useful in this rethinking. There seems to be no other option but to promote State planning's resurgence anchored in feminist, relational re-imagining confronted with the current pandemic's immense impact. We must not, however, be naïve nor underestimate the determination of Western neoliberal governance.

3

SOCIAL PROTECTION APPROACHES AND STRATEGIES FOR THE VULNERABLE AND INDIGENT IN SOUTH AFRICA BEYOND COVID-19

PRAVIENNA NAIDOO, JOYCE SIWISA & LULAMA MAKHUBELA



“Addressing Gender discrimination – especially in the context of poverty alleviation – is crucial since it manifests as structural poverty of women. It is often rooted in the existing social institution or value system, which is slow to change. The social institution determines who has access to and control over natural and financial resources, assets, means of production, education and training, employment, and income opportunities, as well as entitlements to social protection”. – Naoko Otobe⁸

⁸ Naoko Otobe is a Senior Gender and Employment Specialist, ILO, Geneva, Switzerland. She is a strong advocate of promoting Social justice for the working poor, particularly women in developing countries

ABSTRACT

This Chapter problematises the concept of Social Protection and how the government and society can utilise its application to enhance levels of human dignity and livelihoods of poor and vulnerable people that have been severely affected by the COVID-19 pandemic. The Chapter's central thesis foregrounds the realities of social inequity and government management of the broader national economy's vulnerabilities.

Further, the Chapter seeks to define the critical problem and secondary manifestations of problems and current approaches and strategies that can be considered to lessen vulnerability among women and children.

CONTEXTUAL BACKGROUND

In South Africa, "women, persons with disabilities, orphans, and older persons are considered vulnerable as they tend to be at higher risk of social exclusion and marginalisation" (City of Cape Town, 2013). The Bill of Rights in our country's Constitution declares that "the state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth" (the Constitution of the Republic of South Africa Act, 1996). Despite this, there is varied and abundant evidence of exclusion and marginalisation of the poor and vulnerable by government, institutions, organisations and individuals.

There is a significant number of indigent individuals and households in our country who 'lack' the necessities of life. Anyone who has no access to basic goods and services such as "sufficient water, basic sanitation, refuse removal, environmental health, basic energy, health care, housing, food, and clothing to survive is considered 'indigent'" (City of Tshwane, date unknown).

In 2001, South Africa adopted the Municipal Indigent Policy to ensure access to such services as water and electricity to poor households "for free or at substantially subsidised rates" (South African Department of Cooperative Governance and Traditional Affairs, 2019). In 2017, 257 municipalities registered 3,51 million indigent households; that is, "1 in every 5 of the country's 16,2 million households" (South African Department of Provincial and Local Government, 2001).

The plight of the vulnerable and indigent in South Africa has always been dire; they frequently face risks and hardships. The COVID-19 pandemic has significantly exacerbated their difficulties, plunging innumerable vulnerable and indigent people and households into deeper poverty and despair. More people experience reduced income, job loss, the death of a loved one, including breadwinners, and the risk of contracting the coronavirus. Women and girls are particularly hard hit as the rate of gender-based violence is reportedly escalating during the pandemic. Additionally, South Africans who would previously not have been deemed vulnerable or indigent have either lost or are at risk of losing their livelihoods require some social protection, perhaps for the first time in their lives.

Cracks in the public and other services have been laid bare. More innovative, coordinated and sustainable strategies that transcend the "business as usual paradigm" of service delivery and relief are required to address the crisis of need among the poor and vulnerable. Today's social protection choices regarding this crisis will have a long-term bearing on our aspirations for all who live in this country.

PROBLEM STATEMENT

Despite the human rights obligations and the social protection system in South Africa with an extensive and advanced enabling legislative environment, the indigent and vulnerable in society live in dire conditions with little and sometimes no relief in sight. Government-sponsored social protection programmes and provisions are insufficient or non-existent across all government spheres. Civil society organisations (particularly community- and faith-based organisations) strive to close gaps in services provided to vulnerable individuals and groups but are also fraught with challenges of their own.

COVID-19 has compounded the vulnerable and indigent plight, causing adversity to millions more who lay outside of this ring of misery. Rampant corruption and looting, ageing infrastructure and equipment, insufficient and poorly trained personnel, and disjointed systems and processes have exposed some policy shortcomings and implementation irregularities, thus hindering efforts to meet the needs aspirations of the weakest in our society. The most severely affected grassroots communities lack voice and agency to exercise their rights to adequate basic service and thereby give expression to a desire for a better life for themselves and their families.

RESEARCH QUESTIONS

The overarching question foregrounds the research questions: if the basket of social protection measures provided by the state has actually reached the vulnerable and indigent in South Africa, to what extent has that happened?

Two questions that follow are:

- i. Where it has, has it enabled self-reliance and sustainability amongst recipients rather than entrench dependability on diminishing state resources, and
- ii. What is the impact of the COVID-19 pandemic on the vulnerable and indigent in social protection?

There are clusters of secondary questions relating to legislative frameworks and implementation strategies in operation; some speak to social frameworks underpinning self-reliance and find expression in various public/private and civil society partnerships that include academia. Of equal importance is the grassroots cluster with an insurance orientation in the main, like burial societies and some stokvels. What is their role in the overall scheme of social protection? The government cluster focuses on the nature and extent of the government basket across its three-spheres – national, provincial and local government.

These questions examine, in part, the extent to which the approaches facilitate individuals' movement from dependence on one or other grant to sustainable means of livelihood to underpin self-reliance. The overarching question hinges on the availability of substantive evidence that women and children reap benefits that positively impact their lives.

METHODOLOGY

Legislative provision and civil society engagements are examined with international guidance and practice to answer the primary and ancillary questions. This rapid desktop exercise will guide further research that determines responses from beneficiaries.

CONCEPTUAL FRAMING OF SOCIAL PROTECTION

Social protection means different things to different people. For this Chapter, it is vital to extrapolate a few of these definitions to give an operational definition within the broader conceptual understanding of this more extensive study. Social protection measures across the world straddle a broad spectrum of services and support, from what might be viewed as conservative and narrow to more liberal, even progressive offerings. The GSDRC (governance, social development, humanitarian, conflict partnership of research institutes, think-tanks, and consultancy organisations) topic guide on social protection provides several concepts and definitions postured by different researchers (Arnold, C. et al., 2015). "Social protection is concerned with protecting and helping those who are poor and vulnerable, such as children, women, older people, people living with disabilities, the displaced, the unemployed, and the sick. There are ongoing debates about which interventions constitute social protection, and which category they fit under, as social protection overlaps with a number of livelihoods, human capital and food security interventions (Harvey et al., 2007)."

"Social protection is commonly understood as 'all public and private initiatives that provide income or consumption transfers to the poor, protect the vulnerable against livelihood risks and enhance the social status and rights of the marginalised; with the overall objective of reducing the economic and social vulnerability of poor, vulnerable and marginalised groups' (Devereux & Sabates-Wheeler, 2004: i)."

"Social protection is usually provided by the state; it is theoretically conceived as part of the 'state-citizen contract, in which states and citizens have rights and responsibilities to each other (Harvey et al., 2007)."

It is also "concerned with preventing, managing and overcoming situations that adversely affect people's wellbeing. Social protection consists of policies and programmes designed to reduce poverty and vulnerability by promoting efficient labour and old age" (Wikipedia, 2020).

Global Perspectives on Social Protection

Global perspectives of social protection share a common point of departure: to reduce vulnerability, poverty and the effects of shocks on primarily national economic systems and climate change.

The International Labour Organization (ILO) sees social protection as a human right, focusing on employment and decent work for informal and formally employed workers. ILO encourages what it terms "Social Protection floors which it defines as "nationally- defined sets of basic social security guarantees which secure protection aimed at preventing or alleviating poverty, vulnerability and social exclusion." Stated differently, this means that the state has a composite minimum of social protection products packaged for vulnerable and poverty-stricken people (Arnold, C. et al., 2015). The World Bank links social protection to labour and jobs, harmonised and coordinated systems to manage risk and volatility, alleviate chronic poverty, and build human capital (Arnold, C. et al., 2015). The European Commission (EC) and the Department of Foreign Affairs and Trade (DFAT) of Australia integrate the dimension of development into their stance that goes beyond poverty and vulnerability reduction to inclusive and sustainable development to advance equity and efficiency in the provision while supporting social inclusion and cohesion (Arnold, C. et al., 2015). Social justice issues are an important element of the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ) of the German government (Arnold, C. et al., 2015).

The central feature of social protection among the international organisations cited above is reducing poverty and vulnerability and enhancing self-reliance opportunities among beneficiaries. To that end, the operational definition of social protection in this study uses the GSDRC perspective that states that South Africa "recognises social protection as a human right and an entitlement against low standards of living" (Arnold, C. et al., 2015).

Why Social Protection Matters?

Social protection programmes are critical in "reducing poverty and vulnerability, building human capital, empowering women and girls, improving livelihoods, and responding to economic and other shocks" (Arnold, C. et al., 2015). Social protection is also critical for long term development that allows people to permanently escape the poverty cycle by improving inclusive growth opportunities, developing human capital, equity, and social stability. Social protection programmes can also be transformative by supporting equity, empowerment, and human rights.

Conceptual Approaches to and Functions of Social Protection

Social protection primarily seeks to reduce the vulnerability of the poor through four categories of interventions: protective, preventive, promotional and transformative (Devereux and Sabates-Wheeler, 2004).

First, protective measures are narrowly targeted 'safety net' instruments to provide relief from poverty and deprivation. They include targeted resource transfers for the disabled, single parents, the elderly poor, financed mainly through the tax base and social services for the poor and special-needs groups such as orphans, abandoned children, refugees, and internally displaced persons.

Second, preventive measures deal directly with poverty alleviation to avert deprivation. They include social insurance for 'economically vulnerable groups' that are people who have fallen or might fall into poverty and may require support to manage their livelihood shocks. Like 'social safety nets', social insurance programmes include formalised systems of pensions, health insurance, maternity benefits, and unemployment benefits; these are often financed between employers, employees, and the state. Informal preventive mechanisms include savings clubs (stokvels) and funeral societies.

Third, Promotional measures such as microfinance and school feeding schemes seek to enhance real incomes and capabilities through various livelihood-enhancing programmes for households and individuals. The primary objective here is income stabilisation.

Fourth, Transformative measures like collective action for workers' rights or upholding human rights for minority groups address social equity and exclusion concerns. These measures include changing regulatory frameworks and budgetary allocations to protect socially vulnerable groups like people with disabilities and domestic violence victims against discrimination and abuse; sensitisation campaigns ('HIV/AIDS anti-stigma campaign') to transform public attitudes, which enhance social equity.

More recently, the fifth category of social protection interventions with a development slant has emerged. This emerging developmental social protection model gaining ground in South Africa is geared towards eradicating poverty and reducing inequality (National Planning Commission in the Presidency, 2012), extending far beyond the vulnerable's traditional 'safety nets'.

Developmental measures can help compensate for market failure, counter social discrimination, and contribute to broader economic growth goals, poverty reduction, and social justice (Ravallion, 2002; Norton et al., 2001; Cook et al., 2003). "If social protection measures are indeed able to generate these wider impacts along with fulfilling their primary objective of providing poor people with the capacity to manage risk and vulnerability, this would alter the debate around its affordability in poor countries" (Kabeer, 2009).

Social development is "about improving the wellbeing of every individual in society so they can reach their full potential. The success of a society is linked to the wellbeing of each citizen. Social development means investing

in people. Their families will also do well, and the whole of society will benefit" (New Brunswick Canada Economic and Social Inclusion Corporation, Date unknown).

There could be some overlap between two or more of these approaches or categories; for example, the South African Expanded Public Works Programme (EPWP) aims to transfer short-term cash while building good long-term infrastructure. For instance, crop diversification is a preventive measure to reduce future risk, with promotional aspects of social protection where a broader crop portfolio could facilitate a competitive market advantage. Another example may be where cash transfers allow families to send their children to school and provide better nutrition.

It is crucial to consider the intended beneficiaries of the four different categories of measures under social protection, with beneficiaries constituting three main groups: the chronically poor, the economically vulnerable, and the socially marginalised.

An Approach to the Informal Labour Market

There is an urgent need to locate the fast-growing informal labour markets in one or other of the above approaches. Current approaches to the delivery of social protection facilities exclude the informal employee-traders and their assistants. This gap is vast and affects millions of individuals and families, mainly in developing countries in such continents as Africa, India, and Latin America.

The migration to urban areas for job-hunting compounds as many lacks the legal documentation to render them eligible even for the most menial jobs. Some of the migrant populations constitute refugees with no shelter, recognised documentation and sources of livelihood. Their statelessness sometimes denies them access to services or even some charity organisations working with the vulnerable and poor. Lockdowns forced these categories of families into deeper poverty, and there were close to no national strategies for them.

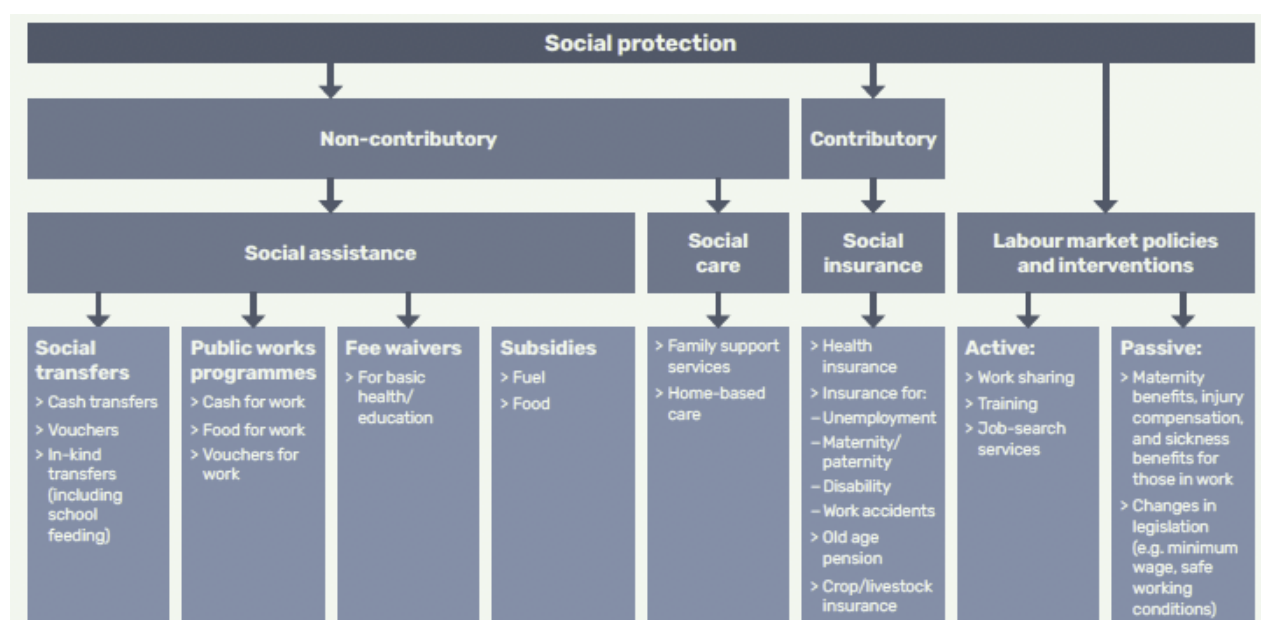


Figure 13: Taxonomy of social protection instruments (Carter et al. 2019. Source: O'Brein et al. 2018.)

Critical Issues and Debates in Social Protection

Social protection is a critical element of development in countries worldwide, evolving over the last two decades as a crucial intervention in fighting poverty and social vulnerability. Many critical issues and the subsequent debate about social protection arise from questions relating to financial constraints and sustainability, political barriers, implementation strategies and labour market linkages. (Institute of Development Studies, 2016).

Political leverage

Much attention has been focussed on technical debates regarding design and implementation interventions that are the most cost-effective and efficient. There is far less debate on creating political leverage and mobilising political will before anything else. For example, neoliberals argue for narrow support to specific target groups, while social democratic parties insist on more universal redistributive systems.

Human rights considerations should be the basis of the political debate in South Africa. Civil society, the donor community, and other international stakeholders also have a critical role in determining whether – and how – governments design and implement social protection systems as part of the global community.

Fiscal affordability

Efforts to assess social protection and fiscal policies are gaining popularity. Assessing social protection distributions' impact must be weighed against the progressions of a country's tax system. Further, nationally comprehensive systems need a solid domestic resource base to be sustainable, particularly in Africa, where donor funding underpinned pilot and national interventions until recently. Fiscal affordability remains a significant barrier, especially in low-income countries with deep poverty, where intense vulnerability is high and the tax basis is thin.

Targeting

The condition of limited financial resources generates much debate around targeting, raising the question of whether limited resources should cover everyone or only the most vulnerable; and how to do this. One view is that universal coverage is more effective in reducing poverty and that targeted coverage requires costly administrative and other expenses and comes with exclusion errors. The other view is that despite the high additional costs, targeted coverage is cheaper and more affordable. This debate, fuelled by ideological considerations, is more a political than an affordability issue, where the trade-off is invariably highly content-specific.

The Informal labour market

The creation of labour market linkages and ways to expand coverage to people in the informal sector remains a critical social protection challenge. Many low - and middle-income countries are ill-equipped to meet informal labourers' needs even though they constitute a significant portion of the labour force. Expanding coverage to informal labourers is critical. Social security provisions rarely cover informal, mobile, and migrant workers. Migrants are especially vulnerable because they lack legal documentation or citizenship status.

Beyond the material impact

Returns-on-investment in social protection has yielded extensive and substantial evidence on the impacts that are being felt over the last ten years, mainly through increased incomes. The prevalence and severity of poverty

have been reduced and living conditions like shelter and access to adequate clothing has improved; on the whole greater access to education and health services has been possible.

The stimulation of local markets and decreased inequality has also had positive effects on the broader economy. There is less evidence available regarding social and behavioural changes. Further investigation is needed on social protection's positive effects on social cohesion, intra-household dynamics, and psychosocial factors.

More work on integrating and optimising the support package is needed, drawing on lessons where social protection has graduated some people from extreme poverty, and they have built more resilient livelihoods to combat economic shocks and natural disasters. More significant effort is needed to understand how to maximise and leverage asset packages' interconnectedness, financial inclusion, and behaviour change.

“Sensitive” Social Protection

More is required to make social protection design and implementation truly 'sensitive' to vulnerable groups' needs. There are two aspects to 'sensitive' social protection: Maximising impacts, such as providing transfers to children or making women the primary beneficiaries of cash transfers and minimising adverse consequences by considering social protection programmes and their intended outcomes. For instance, given that women are caregivers, they often miss out on opportunities to participate in paid work when they must take children for health check-ups as a requirement for conditional cash transfers to children.

Likewise, public works or cash-for-work interventions providing meaningful income for households may exclude women's participation because of their care burden, adversely affecting children where they must care for siblings while their mothers go out to work. In these and similar instances, greater understanding and improved practices are critical while simultaneously improving social protection's positive impacts and reducing their adverse outcomes.

Systems-building

The global Agenda 2030 compels international agencies, donors, and states to position national systems-building centrally in future social protection strategies. This shift is significant from fragmented approaches characterised by short-term pilot projects and poor intergovernmental coordination to more integrated and efficient systems more readily attainable in middle-income countries with more sophisticated governance structures and more widely available financial and human resources.

Social protection, viewed as a horizontal phenomenon rather than a vertical silo, can generate and leverage powerful synergies if linked directly to social sectors such as education and health and economic sectors such as agriculture and labour.

Social protection requires enabling legislative frameworks and institutionalisation to be a comprehensive and cohesive system, requiring horizontal and vertical coordination mechanisms, thereby increasing the chance of more tangible impact.

Low and middle-income countries have made much progress towards adopting a systemic approach to their national social protection strategies and policies. There is greater scope for harmonisation in low-income countries to move beyond short-term programmes and cover more citizens in their interventions.

Social Protection Policy Objectives and Impact

Social protection can have many objectives and impacts. Developing countries have used social protection to reduce poverty and vulnerability and to promote human development. It is easy to see social protection evidence: food security, access to services, gender equality, state-building, and social transformation. There is, however, less evidence for sustainable exit or graduation from poverty or better jobs as these are longer-term developmental impacts.

There is ample evidence that cash transfers have had positive effects on poverty, inequality, and vulnerability. However, several Latin America and sub-Saharan Africa studies indicate that the impact is not substantial enough to affect aggregate poverty levels. The one exception to this has been Zambia's child grant with the evidence to prove that it has had a significant impact in reducing the poverty gap in that country (Institute of Development Studies, 2016).

There is also evidence that safety net programmes across Africa can effectively reduce inequity and alleviate extreme poverty if the programmes are well-targeted and customised to local contexts. Social assistance programmes result in better outcomes for children and youth in low-income households, testifying to their beneficial effect on pro-poor growth. The combination of old-age pensions, child support grants, and disability grants in South Africa has had significant positive impacts on income inequality (Institute of Development Studies, 2016).

Cash transfers have had a positive impact on child labour in Latin America generally, but with insignificant impacts on child labour use in Africa. Substantial evidence is required to measure the impact of social protection on household resilience. Social assistance programmes in Africa have positively impacted asset accumulation (livestock ownership) and a weaker impact on monetary saving (Institute of Development Studies, 2016).

Social protection and cash transfers improve children's schooling with increased enrolment and attendance, better grade progression, and decreased dropout rates, all of which help break the cycle of intergenerational poverty. There is less evidence on the impact of longer-term learning and cognitive development outcomes. School feeding is particularly useful in improving school participation and learning, especially in areas where there are high food insecurity and low school participation.

Conditional programmes on attendance at health services to improve health directly and supplemented income (and consumption) indirectly improve health. Cash transfers and social health insurance also have a positive effect on health. Conditional cash transfers have a positive impact on reproductive and maternal health and the weight of new babies.

People's nutritional status can improve in several ways through social protection because of their improved economic status. More money increases people's chances of more nutritious diets, healthcare, education, water, sanitation, and hygiene. However, the evidence for how social protection impacts nutrition is mixed, and more research needs to be done on this.

A review of 31 studies revealed that cash transfers could reduce women's physical abuse by male partners, while non-physical abuse does not improve significantly. Women's decision-making power is increased with more women delaying marriage. Cash transfers also reduce the likelihood of women having multiple sexual partners and increase their use of contraception. There is no evidence of cash transfers having a positive effect on the number of men with multiple sexual partners (Institute of Development Studies, 2016).

Social protection provides greater income security and reduces poverty, thereby reducing social exclusion. Social protection can also strengthen the social contract between citizens and their government. Notwithstanding, for social protection to be truly transformative, it must address poverty and inequality's structural causes.

Social protection promotes economic growth directly and indirectly. There is concrete evidence on the positive impacts of social protection on individual and household level growths (micro), community or local, regional level growth (meso), and national level growth (macro). While labour market regulation raised the minimum wage in Ghana, Kenya, Malawi, and South Africa, there has been a minimal negative impact or no measurable negative impact in this regard (Institute of Development Studies, 2016).

Meeting the Needs and Challenges of Vulnerable Groups

As the global lead agency on children's protection and rights, the United Nations Children's Fund (UNICEF) is evident in the role and impact of social protection on children. "Children are more vulnerable to malnutrition, disease and abuse than adults, and are overrepresented among the poor." (UNICEF & World Bank, 2016). "There is a window of opportunity for investing in children, with diminishing rates of return, the older they get." (UNICEF, 2012). "The purpose of social protection targeted at children is to help meet their basic needs, build their human capital, overcome barriers to access services, and strengthen families' capacity to care for children." (UNICEF, 2019a). Only 35% of the world's children receive social protection benefits, with more significant regional variation; for instance, 87% of children in Europe and Central Asia receive benefits, while only 16% of children in Africa are covered (ILO-UNICEF, 2019: 2).

The benefits of social protection on children are many and diverse. Various social assistance programmes directly bear child poverty since they improve household economic security and increase food security. Social protection can reduce cost-related barriers to the child and maternal health services: such as transport, user fees, and maintenance.

In South Africa, the child support grant had a significant impact on HIV prevention amongst adolescents; Kenya's cash transfer for orphans and vulnerable children had a similar outcome. UNICEF cautions that while social protection and cash transfer programmes should be extended to address child poverty, this should not be at the expense of good quality services.

While women need social protection for various reasons linked to their vulnerability and social roles, they are rarely covered. Their 'unrecognised' work at home and their diminished status in the workplace means they rarely participate in contributory social protection schemes and cannot benefit from them. Maternity benefits for women across the world are a critical challenge; with only 15.8% of mothers in Africa being recipients (ILO-UNICEF, 2019: 2)

Achieving gender equality through social protection is receiving increasing policy commitment. For the first time in 2018, the UN Commission on the Status of Women (CSW) discussed social protection about intimate partner violence. There is evidence that social protection can improve gender equality and reduce violence against women; and that cash transfers have a positive impact on the education and employment of women and girls and their decision-making power and choices (ILO-UNICEF, 2019: 2).

Older people lack access to regular income, work and health care. They depend on other people in the household because of declining physical and mental capacities and no income or work. They require healthcare services and domestic help. Women generally outlive men, and widowhood may increase their vulnerabilities. There is little to no social protection for older people in low-income countries. Social protection is mainly through old-age pensions, and with older women, in particular, caring for grandchildren, they may receive child benefits.

People with disabilities make up 15% of the world's population, and they live mainly in low and middle-income countries. They require social protection because they have many challenges, from employment to education, health care to access to shelter. It is challenging for people with disabilities to escape from poverty; they require comprehensive strategies to facilitate their rights and proper participation in the workplace and society beyond their social protection needs (ILO-UNICEF, 2019).

A Human Rights Approach to Social Protection

Social protection systems must be rooted in human rights (United Nations Research Institute for Social Development, 2016) for them to be transformative. A human rights-based approach (HRBA) must promote and protect human rights (in all respects) in principle and practice. All plans, policies, and programmes must be premised on the system of rights and corresponding obligations. This approach allows those who are the rights holders, especially the most marginalised, to participate fully in policy formulation; and hold those who are accountable to act in the interests of the rights holders.

Social Protection Human Rights provides an HRBA framework for policymakers and practitioners. The framework suggests building social protection programmes around human rights principles based on international human rights instruments. The human rights principles are articulated in one or other form in the Bill of Rights of the Constitution of the Republic of South Africa, one of the country's primary human rights instruments.

An HRBA consists of several essential attributes. Firstly, the main objective should be to fulfil human rights in all planning and operations. Secondly, rightsholders are identified, together with their entitlements. Thirdly, duty bearers support and advance the capacities of rights holders to entrench their rights; and fourthly, international human rights treaties must always guide all policies and programming.

Against this HRBA background to social protection policies, planning, and programming, it is imperative to factor a gender lens to these undertakings deliberately. While men and women, and boys and girls make up the world's poor and vulnerable, it is safe to say that women and girls are more vulnerable than men and boys. For this and other reasons (including the care burden of women and girls), all social protection systems and measures must consider women and girls' peculiar rights and needs.

Social Protection in International Agreements and Commitments

There is a range of rights-based international agreements and commitment that impact social protection to hold signatory states accountable (Carter et al., 2019). As a signatory to the international agreements and commitment listed below, it is imperative for South Africa to factor such into its social protection approaches and strategies.

A condensed version of these agreements and commitments follow:

i. Universal Declaration of Human Rights, 1948

Article 22: "Every member of society has the right to social security and is entitled to realisation through national effort and international co-operation based on national resources and their organisation recognising their economic, social and cultural rights as indispensable for their dignity and the free development of their personality."

Article 23: "Every employee has the right to just and favourable remuneration ensuring for himself and his family an existence worthy of human dignity, and supplemented, if necessary, by other means of social protection."

Article 25 "Motherhood and childhood are entitled to special care and assistance. All children, born in or out of wedlock, shall enjoy the same social protection."

ii. **International Covenant on Economic, Social and Cultural Rights, 1966**

Article 9: 'The States Parties to the present Covenant recognise the right of everyone to social security, including social insurance.' This article means access to social insurance schemes, where beneficiaries are requested to contribute financially if possible and social assistance schemes exist for beneficiaries without contributory obligations. This second option is a typical taxation-funded measure designed to transfer resources to groups deemed eligible due to vulnerability or deprivation' (Sepúlveda & Nyst, 2012: 20).

Other Relevant International Human Rights Instruments

- iii. Convention on the Elimination of All Forms of Discrimination against Women (adopted 1979) (CEDAW) – requires governments to introduce social benefits during maternity leave (Article 11) and ensure rural women receive social protection (Article 14).
- iv. Convention on the Rights of the Child (adopted 1989) (CRC) – recognises every child's right to an adequate living standard for physical, mental, spiritual, moral and social development (Article 27).
- v. Convention on the Rights of Persons with Disabilities (adopted 2006) (CRPD) – requires States to recognise persons with disabilities' right to social protection without discrimination based on ability (Article 28).
- vi. Convention relating to the Status of Refugees (adopted 1951) - requires States to provide refugees and nationals the same treatment concerning (for example): elementary education (Article 22); rationing where it exists (Article 20); and public relief and assistance (Article 23), among other provisions. Moreover, social protection systems can contribute to the realisation of other economic, social and cultural rights, including the right to education, health and an adequate standard of living (food, clothing and housing) (Sepúlveda and Nyst, 2012: 23).

Millennium Development Goals (MDGs), 2000

The eight Millennium goals formulated in 2000 set out to create an enabling environment for the development and social protection of the world's peoples that would be reviewed periodically at the global platform. One of the key goals was the development of a global partnership for development. Other principal goals encourage states to eradicate poverty, promote gender equality, strive for universal access to primary school education for children and combat HIV/AIDS, malaria and other diseases. Signatories also committed to ensuring environmental sustainability. (van Ginneken, 2011).

In 2015 a second Millennium Summit sat to review states' achievements in executing the Millennium Goals of 2000. This exercise gave birth to Agenda 2030, which is made up primarily of the 17 Sustainable Development Goals (SDGs) that focussed on, among other things, the broader implementation of at least eight social protection SDGs. Among the eight is poverty eradication together with building the resilience of the poor and vulnerable (SDG 1), reduced inequalities (SDG 10), especially gender equality (SDG 5), ending hunger by promoting food security (SDG 2), quality education (SDG 4) and strengthening national endeavours to deal with climate change (SDG13) (Carter et al., 2019).

For countries to come anywhere nearer to attaining even one of these goals, they need coordinated systems, a strong political will and visionary leadership. Resource bases and allocations would be of secondary consideration in this regard.

The South African Basket of Social Protection Measures

To answer the question regarding what comprises the South African "Basket of Social Protection Measures" and if it has had a noticeable impact on the lives of the poor and vulnerable, an examination of the significant relief measures are provided as per the allocated government department hereinunder.

All government budget allocations flow from the Treasury to the respective departments. Each national government branch is responsible for the legislative frameworks that legitimise operations and decisions on budgetary allocations to provincial departments. In general, provincial governments are responsible for the allocation and implementation of the basket of services. Execution at the local government level is guided mainly by the Municipal Indigent Policy of 2001.

A breakdown of some pieces of state machinery with regards to social protection services follows:

Department of Social Development

The central government distributor of social protection measures is the Department of Social Development (DSD) which has outsourced much of its national grants implementation budget to the South African Social Security Agency (SASSA). For instance, SASSA manages the distribution of an ensemble of grants, including child support grants, foster care grants, disability grants, care dependency grants, and old age grants.

Most of these grants are cash transferred directly to the recipient of adult age or a duty-bearer for minors. Child support grants are made to the child's primary caregiver. Old age grants are cash transfers made to the older person directly. Eligibility for these grants is based first on one being a country citizen with the relevant means of identity. The applicant must then satisfy a means test that is periodically reviewed.

As of 2019/2020, nearly one in every three South Africans, which is about 18 million citizens, receive one or other state grant. This grant is equivalent to 3.4% of the country's Gross National Product (Kohler and Borat, 2020). DSD has statutory obligations to childcare at the provincial level, programmes dealing with the scourge of drug abuse and services that address gender-based violence (GBV) and femicide. The Gauteng office has a dedicated line for GBV and femicide and shelters as temporary safety places for abused women.

DSD services at the local government level tend to be ward-based. For instance, the City of Johannesburg's Social Development department uses a ward-based approach for much of its service delivery strategies, e.g., there are ward committees that are meant deal to with aspects of substance abuse. (Source: former manager in the CoJ Department of Social Development). DSD also drives its awareness campaigns through its provincial offices in collaboration with relevant non-governmental organisations, including national coverage. The more widely known annual DSD campaigns are the "Child Protection Week" in May and the "16-Days of Activism for No Violence against Women and Children" that usually starts 16 days before the International Human Rights Day on 10 December. It is part of an annual UN drive. (www.gov.za/16 Days of Activism 2020)

The DSD, together with the Department of Basic Education (DBE), is also responsible for subsidising registered early childhood development (ECD) services where young children are cared for and fed by several hundred thousand ECD practitioners in South Africa in registered and unregistered ECD sites.

Department of Basic Education

Basic education is a public social good distributed through provincial Departments of Education. It comprises, in the main, learning and teaching activities.

School feeding schemes were introduced mainly in low-income neighbourhoods to combat child hunger and improve learner capacity. These schemes are an in-kind resource that is managed at the school level by the School Governing Council. A second in-kind school transfer component is fee waivers, rendering education free for the greatest number of children, including undocumented children of migrants and refugees.

The National School Nutrition Programme, managed by the School Governing Bodies, is operative in Quintile 1 and 2 schools. (www.gov.za/faq/education)

School fees waivers are either full fee waiver, a partial one or conditional depending on the child's family circumstances. ([www. Section 27.org/uploads2017/02/ Chapter 7](http://www.Section27.org/uploads2017/02/Chapter7))

Department of Cooperative Governance and Traditional Affairs

The Municipal Indigent Policy of 2001 is an implementation framework in the Department of Cooperative Governance and Traditional Affairs (COGTA). COGTA oversees the regulatory frameworks of municipal governance and implementation. The Municipal Indigent Policy enables municipalities to offer free basic services such as water sanitation and, in some instances, waste management. Another of these services is electricity. ([https://www.cogta.gov.za/index.php/2019/05/11do you qualify for free basic services/](https://www.cogta.gov.za/index.php/2019/05/11do-you-qualify-for-free-basic-services/))

Large municipalities have their package of social protection measures that supply services to customers.

The City of Johannesburg has an Extended Support Package (ESP) for its indigent and aged, based on the socio-economical set of customer circumstances. Many municipalities default on a constitutional obligation to provide a catalogue of free basic services, and citizens generally lack technical and other means to hold them accountable, much to their detriment.

At worst, when the municipality has no funds to implement this responsibility, it is then placed under administration to, among other things, facilitate the restoration of access to free basic services.

Department of Health

The White Paper for the Transformation of the Health System of 1997 and the National Health Act of 2003 have located primary health care (PHC) at the centre of the transformation of the overall health system of South Africa.

PHC is provided through a nurse-based, doctor supported provincial/municipality infrastructure of over 3500 clinics and community health centres. It is free at the point of use. The funding for this health resource is tax-based. (Primary Health Care Systems (PRIMASYS), Case Study from South Africa, abridged version. Geneva: World Health Organization; 2017. Licence: CC BY-NC-SA 3. IGO). Other significant stakeholders offering health services are the traditional health practitioners and private health care facilities whose services are fee-based. The private health service is insurance-based, serving only 16% of the population but consumes a high volume of national health resources. Tens of thousands of volunteers constitute a critical layer of volunteers in communities, where they care for the ageing, frail, and sick. The Department is hard at work to redress all forms of resources in the sector and improve its operating systems to make quality health provision accessible to all, as reflected in the White Paper on National Health Insurance for South Africa of 2015.

South Africa carries a formidable burden of disease that is borne by the poor. It ranks among the top five countries globally with the highest incidence of the Human Immunodeficiency Virus (HIV) and tuberculosis (TB) and a growing incidence of non-communicable diseases. HIV has had devastating effects nationally, such as shortening

the life expectancy index. However, access to antiretroviral therapy (ART) to more than 3 million patients has improved HIV/AIDS patients' survival and reduced mother-to-child transmission.

One of the health system's enterprising features is communities' participation through health committees at the hospital/ regional clinics. However, they are largely ineffective for various reasons, including little regard for hospital management committees. (Public Health Act Chapter 8: Governance of Hospitals)

Department of Labour

Different forms of insurance cover characterise the social protection measures of the Department of Labour. The Unemployment Insurance Fund (UIF) falls within this bucket. Typically, employees contribute a percentage of their regular wages/salaries to this fund against which they can claim during challenging joblessness, including maternity leave. The employer augments this. The joint contribution is made regularly. The period of access by the claimant is decided at a regulatory platform. (Unemployment Insurance Act 4 of 2002)

State-Owned Enterprises

Part of State-owned Enterprises (SOEs) ' operational mandate is the social responsibility that seeks to support the multiple drives to uplift society.

For example, Eskom's social upliftment mandate has a thrust on poverty alleviation through its tariff system with a level designed for the poor and a different one for middle-income customers. It also offers bursaries for tertiary education students whom it then employs at the end of their studies. Into this educational paradigm, Eskom runs a series of learnerships through which candidates acquire knowledge and skills to help them set up their businesses. To extend technical capacity, Eskom also trains cadet contractor suppliers (in conversation with a former employee of Eskom).

South African Police Service and the Department of Justice

The South African Police Service (SAPS), the Department of Justice and Constitutional Development, and DSD are jointly responsible for offering social protective services to abused women and children. SAPS arrest the perpetrators who are tried and convicted by the Department of Justice and Constitutional Development. DSD offers temporary shelter and other services like counselling to victims of crime and abuse.

Policy on Violence against women and children resides with the Ministry of Women, Youth and People with Disabilities in the Presidency. SAPS are responsible for arresting perpetrators and handing them over to the Department of Justice and Constitutional Development, which exercises prosecutory responsibility for those arrested.

The Social Protection Community and Human Development Cluster

Government ministries with interfacing programmes are organised into clusters to drive intergovernmental coordination and resource management to maximise impact. The Ministries mentioned above, and others such as the Ministries of Health, Employment and Labour, Human Settlements, Water and Sanitation, and Agriculture Land Reform and Rural Development, constitute the Social Protection Community and Human Development Cluster.

Clusters help with government planning, decision making and service delivery. Useful examples at the implementation level are the DBE and DSD, who share the responsibility of ensuring early childhood education.

The Departments of Correctional Services, Basic Education, Higher Education and Science and Innovation jointly responsible for providing education in correctional centres. (<https://www.gov.za/faq/guide/what-are-government-clusters-and-which-are-they>)

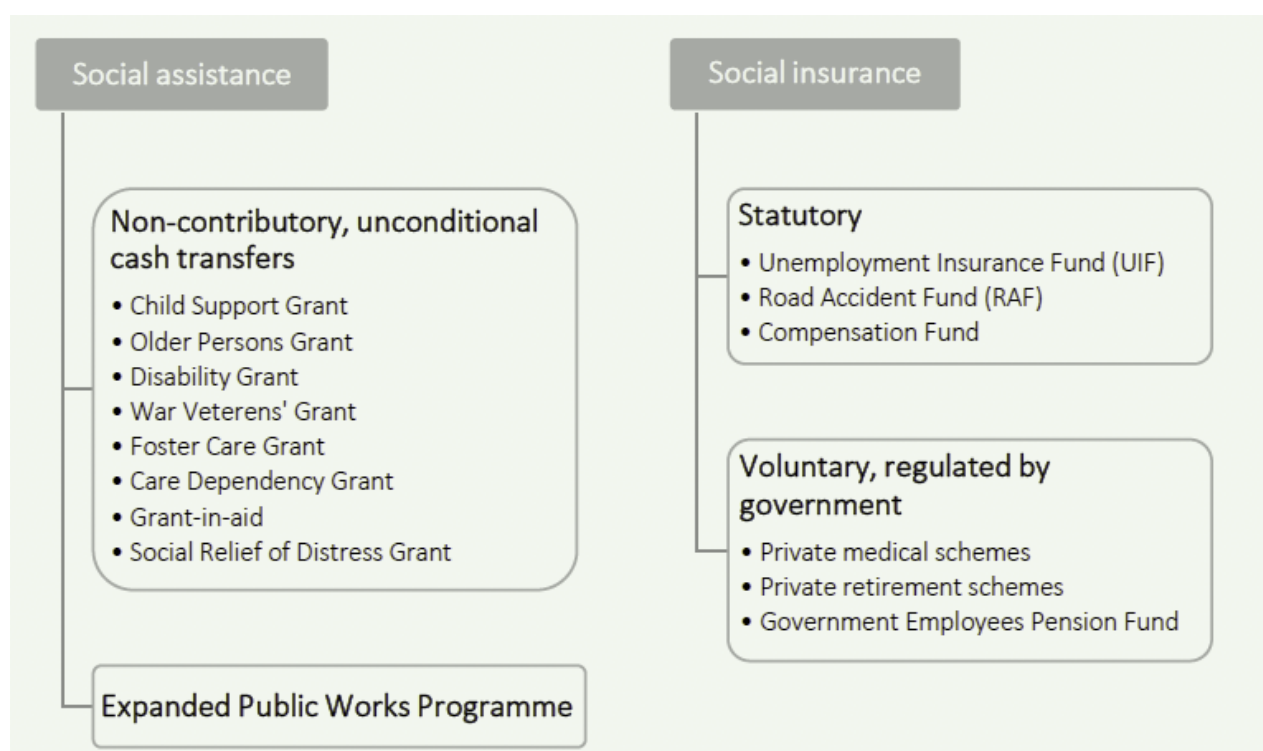


Figure 14: The South African social protection system (Kohler and Borat. Source: National Treasury. 2020.)

	2009/10			2019/20			Growth in recipients (2009/10 - 2019/20) (%)
	Monthly amount (nominal Rands)	Thousands	% of total	Monthly amount (nominal Rands)	Thousands	% of total	
Child Support Grant	240	9 381	68.08	440	12 777	71.00	36.20
Older Persons Grant*	1 010	2 491	18.08	1 860	3 655	20.31	46.73
Disability Grant	1 010	1 299	9.43	1 860	1 058	5.88	-18.55
Foster Care Grant	680	489	3.55	1 040	350	1.94	-28.43
Care Dependency Grant	1 010	119	0.86	1 860	155	0.86	30.25
Total		13 779	100.00		17 996	100.00	30.60

Table 2: Number of grants distributed by grant type, 2009/10 versus 2019/20 (Kohler and Borat. Source: National Treasury. 2020.)

Who is Not Covered by this Net of Social Protection Services?

There is a fair number of deserving South Africans who are not recipients of any of the above services because of a lack of identity documents. This group comprises mainly adults who have not been able to present the required documents to prove that they are bona fide citizens and thus receive identity documents. The affected

children are those born out of maternity care facilities, and their parents have not registered their birth with the local chief.

The next category is the refugees who do not qualify. Children of refugees have the right to access primary education and primary health services (gained from experience working on orphaned children's project in Acornhoek, Bushbuckridge).

COVID-19 and Social Protection

The countless deaths from COVID-19 and severe illnesses in instances caused widespread devastation. Families lost loved ones, some of whom were breadwinners; many a child was left orphaned. Livelihoods were lost in the trail of job losses and salary cuts.

Frontline workers in the medical field died as they were doing their best to save the lives of those who came in droves to receive medical help. The isolation that came with social distancing led to many mental health challenges such as depression in homes and communities.

COVID-19 has shaken the social fabric of society. Existing inequalities have deepened, with the poorest and most vulnerable communities being the hardest hit. Social protection systems worldwide have collapsed; attempts to sustain support to existing beneficiaries are taxing, and efforts to expand services to new incumbents constitute a significant challenge. It remains to be seen how wide and deep the effects will be.

The global village has been severely ravaged as big and small economies were shredded by the effects of shrinking currencies, employment opportunities and international trade almost grounded, affecting the flow of international financial exchanges as experienced by many of the leading Stock Exchanges.

In all this death and devastation, one thing became clear like no time before - governments and government systems were not ready for the crisis and consequences of COVID-19. The poor were further impoverished; the vulnerable more at risk, and people who were always secure no longer were. Existing discrimination and stigma were further entrenched; women and girls again, it is women and children bearing the brunt of violence in their homes and the streets. To truly appreciate the impact of the havoc and devastation the pandemic is wreaking on the most vulnerable, in September 2020, Save the Children International released the findings of a research study they conducted with 13,500 children and 31,500 caregivers in 46 countries (Save the Children International, 2020).

The study revealed "the hidden impacts of pandemic response measures which are impacting children's health, nutrition, education, learning, protection, wellbeing, family finances and poverty. For the most marginalised and deprived children, those impacts have the potential to be life-altering and potentially devastating" (Save the Children International, 2020).

There is a need to determine and undertake a country-specific study of the impact of COVID on women and children in South Africa as the country prepares to create a post-COVID socio-economic order. President Cyril Ramaphosa has made a clarion call for "a new social compact among all role-players – business, labour, community and government – to restructure the economy and achieve inclusive growth" (Ramaphosa, 2020).

The UN Secretary-General, Antonio Guterres, when delivering the 18th Nelson Mandela Annual Lecture in July 2020, talked about "Tackling the Inequality Pandemic: A New Social Contract for a New Era." Here he refers to the various layers of inequality in the world and our societies that the pandemic is exposing and exacerbating (Gutterres, 2020). The Secretary-General said that:

"The response to the pandemic, and to the widespread discontent that preceded it, must be based on a New Social Contract and a New Global Deal that create equal opportunities for all and respect the rights and freedoms of all. A New Social Contract within societies will enable young people to live in dignity, will ensure women have the same prospects and opportunities as men and will protect the sick, the vulnerable, and minorities of all kinds. Education and digital technology must be two great enablers and equalisers." (Gutierrez, 2020).

Guidance for Creating a New Paradigm for the Delivery of Social Protection Services

i. Human Rights Platform

The imperative that should drive a new socio-economic, social order is to pursue justice and equality in principle and practice in distributing national tangible and intangible social protection commodities. All plans, policies and programmes must be embedded in the national system of rights and corresponding obligations/responsibilities. Such will afford those needing social protection services a vehicle of the agency to have the freedom to state their case without fear or prejudice. There needs to be a system of accountability by the duty-bearers.

ii. Human Rights-Based Approach

A Human Rights-Based Approach acknowledges a discrepancy in services delivery to various potential beneficiaries of women and girls, men and boys. It also considers the genesis of vulnerability by including gender perspectives; the dynamics of discrimination and inequality. How universal are social protection measures? What are the standards of accessibility, adaptability and acceptability? Do they serve the needs for dignity and autonomy? Is there respect for privacy? What of transparency and access to information, accountability mechanisms and effective remedies? Are beneficiaries able to engage institutional processes in a meaningful way? How effective are the channels of institutional communication? How adequate are the benefits?

The above list covers many of the main components of a strategy that is sensitive to human rights. That said, we must be cognisant that South Africa remains a largely patriarchal society laced with traditional practices that affect women and children negatively. Building the new social order must consider the need to uphold human rights for women and children. Some of the delivery failures in this arena stem from the lack of coordination. There is a need to harmonise systems as well as maintaining meaningful relations with civil society organisations. Protecting the national purse against corrupt and unscrupulous officials in public and private spheres of delivery should broaden social protection services' reach.

The Bill of Rights in the South African Constitution is the first reference for undertaking this assignment. It is upon it that the enabling legislation, policies and frameworks are articulated. Alongside the Bill of Rights are our obligations to continental and international agreements and commitments. These lay a solid foundation for designing the eventual trade tools to practice just and equitable social protection models.

There are a couple of questions that need answering in constructing new models. Who must be covered? What is the rationale for that? What are the broad features of the implementation strategy? How will the resources for execution be galvanised?

The next area of examination is the construction of the terms of reference of the broad social protection model. Stated differently, what should be the critical considerations that must characterise the model? One of the critical considerations is building social compacts with civil society and other stakeholders like trade unions and academia. Using lessons learned from the National Economic, Development and Labour Council (NEDLAC) would be critical to this exercise.

CONCLUSION

There is extensive evidence-based and enabling policies in place, while transformative policy changes such as the National Health Insurance (NHI) is being finalised. There is also underway the policy shift to make ECD universal. Just these two would make a dramatic impact on the landscape of social protection in South Africa.

Robust, visionary and ethical leadership and inspired political will; amenable bureaucratic machinery; and a commitment to clean governance are more than likely to define a social protection order that is just, equitable, and extensive.

4

THE PERFORMANCE OF THE SOUTH AFRICAN FOOD SYSTEM IN THE CONTEXT OF THE VULNERABLE, POOR AND INDIGENT: A FRAMEWORK FOR ANALYSIS

MADUMEZULU GIRLIE SILINDA; TSAKANI NGOMANE & SIFISO NTOMBELA



“Economic Stimulus must be devised not only to address the immediate economic dire straits but also to encompass longer-term measures to ensure that women’s self-sufficiency and prosperity do not remain mere aspirations”- Navi Pillay⁹

⁹ Judge Navi Pillay, a South African jurist, was the United Nations High Commissioner for Human Rights

ABSTRACT

The coronavirus pandemic's onset has highlighted a myriad of structural deficiencies in the Government of South Africa's ability to serve vulnerable and indigent communities, especially in crisis times. This Chapter focuses on South Africa's food system's performance in catering for the vulnerable and indigent. It is part of a broader, transdisciplinary study better to understand the existing gaps' extent and severity. In looking at the health and socio-economic effects, the Chapter argues that the current food system structure not only does not prioritise the vulnerable but excludes them completely and thereby exacerbates their condition during times of crisis.

The purpose of this Chapter is to stimulate a broader way of thinking among policymakers, researchers and captains of industry. It presents an analytical framework that will enable decision-makers to explore alternative avenues that may yield more positive agricultural and food practices. The Chapter also maps the food system and existing policies to assess their comprehensiveness, integratedness and responsiveness. The Chapter proposes an inclusive framework that regards the vulnerable, poor and indigent as beneficiaries and consumers who should be active participants in the production, processing, and distribution of food in South Africa.

PROBLEM STATEMENT

The challenge of food access and affordability is a function of the food system's structural and design faults. The South African centralised food processing and distribution system favours large food conglomerates. According to Statistics South Africa (StatsSA), there are 40,122 commercial farmers, but large farms make up only 6.5% of all farms, yet they are responsible for 67% of total agricultural income. Multiple concentration levels also exist in processing and retail spaces. The four biggest agri-processing firms are responsible for 96% of food manufacturing value, and the four supermarkets oversee 90% of food retailing. This centralised food system affects both consumers and farmers.

Poverty and hunger are closely related. A major contributor to household food insecurity is insufficient income which inhibits the ability to purchase food. Hunger reduces labour productivity, disease resistance and educational achievements.

Evidence shows that broad-based agricultural development is an effective means to reduce poverty and accelerate economic growth. This pathway would require increasing incomes for producers and farm workers and creating demand for non-tradable goods, services, and local products. This indirect effect on demand and the associated employment creation in the off-farm sector of rural areas and market towns are the main contributing factors to reducing rural poverty. Furthermore, evidence also shows that agricultural growth can reduce urban poverty more rapidly than urban development. This reduction is largely because of the consequent decrease in urban food costs and lower in-migration rates from rural areas. Thus, we conclude that it is essential to accelerate agricultural growth if poverty is to decline rapidly.

While overall agricultural growth is undoubtedly an effective engine for both economic development and poverty reduction, the form that this growth takes has a bearing on its effectiveness in reducing rural and urban poverty. Rising household productivity and labour-intensive small farms will stimulate demand for local goods and services and can be expected to have a broader effect on poverty reduction. Therefore, the challenge is twofold: to identify specific agricultural and rural development needs and opportunities; and focus investment in areas where the greatest impact on food insecurity and poverty is achievable. Analysing food systems to understand local factors and linkages can facilitate the identification and resource allocation process.

METHODOLOGY

The High-Level Panel of Experts on Food Security and Nutrition (HLPE) Report on Food Nutrition Service (FNS) released by the UN Committee on World Food Security (CFS) in March 2020 sends three key messages to the coalition of the concerned about the elimination of hunger:

- i. There is an urgent need to strengthen conceptual thinking around FSN to prioritise the Right to Food and adopt a food systems analytical and policy framework.
- ii. Monitoring reports on SDG Agenda 2030 targets, especially Goal 2, reveal that food systems face a range of challenges and some opportunities linked to major trends in food systems change drivers.
- iii. Policies, approaches, and actions for FNS will require critical policy shifts and support for enabling conditions that will uphold all dimensions.

Key to all of this is a basic understanding of the complex, interrelated aspects of food systems and policies, similarly, with the actions necessary to uphold the right to food as fundamental and inseparable from social justice. In addition to the radical transformation required to deliver SDG 2 by 2030, the report speaks of acceleration in implementing policies and innovative solutions to ensure global food security for future generations. This action calls for stronger coordination and collaboration to ensure all governments fulfil their sovereign responsibilities to feed their people.

Accordingly, this study attempts to answer the question: How is the current food system impacting the poor and vulnerable's food security? This analysis will apply an Integrated Food System Framework (IFSF), assessing the food distribution structure, identifying constraints and investment opportunities. It is imperative to build a consensus on the definitions of the concepts and terms. It will further enable the allocation of roles and responsibilities in the food system chain.

The food system mapping delineates an enabling environment, including critical factors, trends and operating activities. This mapping exercise will be an invaluable conceptual tool to help understand the system in its current state, identifying policy issues that may hinder or enhance the system's functioning and information providers (e.g., market info, quality standards) needed for more informed decision making. This knowledge is key in determining avenues and opportunities for realistic action, lobbying and policy development.

Given this Chapter's context, the primary research questions include: What is the current South African food system structure? What are the elements that currently compromise the food system? Has the South African policy framework enabled an effective response to COVID-19? Furthermore, what is needed to make South Africa's Food Security policy framework more resilient?

CONTEXTUAL ANALYSIS: THE SOUTH AFRICAN FOOD SYSTEM

Overarching Policy Mandates

The proposed framework seeks to analyse South Africa's food system's performance related to the vulnerable, poor, and indigent and hopes to influence policy at the highest government levels ultimately. In a recent webinar on South Africa's food security (13 October 2020), the current Minister of Social Development, Ms Lindiwe Zulu, confirmed that the country has adequate food supply and production capacity. It is the distribution of food that is inefficient and not socially equitable.

Every citizen's right to access sufficient food and water and for children's right to basic nutrition is enshrined in South Africa's constitution (1996). Section 27 of the Bill of Rights reads: "Everyone has the right to have access to...sufficient food and water...and social security, including, if they are unable to support themselves and their dependents, appropriate social assistance. The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of each of these rights".

The National Development Plan (NDP) Vision 2030 operationalises the legal right, with a section devoted to nutrition actions, emphasising the importance of interventions for access to nutrition and providing safety nets for the poor. South Africa's food security consists of four main strategies: (a) ensuring access to food; (b) improved nutrition security, (c) improved food production capacity of households and poorly resourced farmers; and (d) developing market channels for food. The Presidency commissioned the development of the integrated National Food and Nutrition Security Plan 2018-2023. The plan envisions optimal food security and enhanced nutritional status for all South Africans. Its mission is to significantly improve food security and reduce malnutrition in all its forms to give South Africans opportunities to lead productive and healthy lives.

Poor dietary diversity is an important contributor to malnutrition in South Africa. No single food or food group contains all the required nutrients for optimal health. Therefore, a sufficiently diverse diet reflects nutrient adequacy. The typically monotonous South African diet consisting mainly of starches is a factor of food insecurity and a contributor to stunted growth.

The efficacy of nutrition programmes in reducing malnutrition in South Africa since the 1960s has been unsatisfactory. The focus is more on providing food to the needy, excluding the underlying causes of malnutrition. Historically, nutrition programmes do not pay attention to related issues such as illness, poor household access to food, inadequate maternal care and childcare, poor access to health services, poor energy reliability, and an unhealthy environment with limited access to clean water and sanitation. Conditions of poor hygiene and nutrition can lead to frequent infections and the impairment of children's nutritional status. Infant and child malnutrition contributes to increased morbidity and mortality, impaired intellectual development, suboptimal adult work capacity, and even increased risk of disease in adulthood.

Agricultural Production context

South Africa's agricultural sector consists of a large commercial sector and marginal smallholders. This duality plays itself out across the food system, with the commercial farmers owning vast amounts of land and the smallholders having an average of 2,5 ha each. The commercial sector is catered for by the banking industry with access to finance, advisory services and technical training, while smallholder farmers struggle to access such services. The commercial sector is well integrated into value chains, while smallholders struggle to find markets for their produce.

WATER-FOOD-ENERGY NEXUS

Our view is that there is a clear link between children's diets and clean water, which we wish to make prominent through the framework. According to the National Water and Sanitation Master Plan 2018, access to water and sanitation is considered a prerequisite for realising several other human rights, like the rights to life, dignity, health, food, an adequate standard of living and education. Evidence links various forms of malnutrition with environmental conditions: lack of access to water, sanitation, and hygiene (referred to as WASH) contributes to poor child health, nutritional status, and physical growth (Momborg et al., 2020).

Generally, the water-food link has many facets (Gulati et al., 2013), including water pricing (demand outstripping supply) and water shortage. Therefore, understanding and managing the food security nexus will be even more pressing in the future, given that South Africa's water and energy prices are expected to continue to escalate. Compounding this is the expected huge increase in capacity to meet the growing electricity and transport demands, coupled with high and volatile oil prices. The costs of energy and water add strain on already compromised household budgets. Passing all these costs to the consumer will negatively impact food security, making it necessary to rethink current water and energy policies and advance inter-sectoral and/or multidisciplinary stakeholder response models and frameworks post the coronavirus pandemic.

Energy is required for food preparation (cooking) and storage (refrigeration) to ensure that food remains nutritious and safe to consume. Many of the most nutrient-dense foods, such as dairy, meat, fruit, and vegetables, ideal for children, are highly perishable. The national energy system's unreliable electricity supply (rolling load shedding and load reduction) leads to disruption in the food chain. Many poor households turn to alternative energy sources, including gas paraffin or coal and eat foods that do not require cooking. The subsequent lack of dietary diversity has a negative effect on the quality of nutritional consumed by the average South African.

Also, there is the aspect of price inflation. According to Stats SA, fossil fuels' cost determines the currency's strength and international market trends. Between 2007 and 2019, electricity tariffs in South Africa have risen by 446%, while inflation was limited to 98%. With current projections, by 2021, electricity costs will have increased by 520% from 2007.

Water is necessary for food preparation, sanitation of hands and washing of dishes, among other things. Water tariffs have also increased more than food inflation (by 9.9% and 10.3% in 2020). These increases do not keep pace with wage increases, typically set in tandem with consumer inflation rates. Food inflation has been relatively low over the past few years. Since most households' budgets are fixed, fuel and water increases compete for fixed household budgets, often compromising food choices.

Although the South African Government and municipalities have made great strides in rolling out water provision to households since 1994, water is not available in all homes. Many informal settlements rely on drinking water from water tankers, rainwater storage, community taps, and boreholes. Water quality is also a concern when it comes to safe food preparation.

South Africa is one of the most water-scarce countries in the Southern Africa Development Community (SADC) region as it lies within a drought belt. This is coupled with an economy largely dependent on climate-sensitive sectors. Potential climate changes may significantly impact society and the economy (UNDP, 2020). Rainfall patterns fluctuate with a mean rainfall of only 464 mm than a world average of 857 mm (ibid). Increases in temperature and reductions in rainfall threaten the productivity of key sectors of the economy, potentially impacting livelihoods. This situation poses a greater challenge for rural communities and farm households dependent on consistent rainfall for their livelihoods. The global threat of climate change only intensifies the shrinking of already limited arable land and increases agricultural unpredictability. It will also exacerbate the depletion of water resources, contributing to an increase in droughts' frequency. The coronavirus pandemic has magnified all the risks.

Soils

While a third of South Africa receives sufficient rain for crop production, only a third of this area (approximately 12% of the country) has fertile soil. Most of this land is marginal for crop production, and less than 3% of South Africa is high-potential land (high and moderate areas on the map). A characteristic of most South African soils is that they are extremely vulnerable to degradation and have low recovery potential. Thus, even minor mistakes

in land management can be devastating, with little chance of recovery. Twenty-five per cent of South Africa's soils is highly susceptible to wind erosion. These include the North West and the Free State's sandy soils - the areas that produce 75% of the country's maize (Du Plessis,n.d).

Policy reforms

Since 1995 South Africa has introduced many policies to bring about equality along with social and economic changes. The Department of Agriculture, Land Reform and Rural Development focussed on bringing fundamental structural reforms that would result in an efficient marketing system that is open, competitive, and market-oriented. The Department promulgated the Marketing of Agricultural Products Act of 1996, which deregulated the agricultural marketing system resulted in the demise of the marketing boards. The phasing out of import and export restrictions and tariff schedule liberalisation also came into effect. As part of reducing inequalities in land ownership patterns in the country, the Department published a White Paper on Land Policy in 1997, giving birth to the land reform programme with three pillars of addressing land inequality: - restitution, redistribution and tenure security.

The Land Reform Programme has helped to reduce social tensions in certain areas and redressed previous wrongs. However, progress has been slow, and projects have shown a 90% failure rate, reducing agricultural output in certain areas. Uncertainty around land tenure has also proven to be a disincentive to farm responsibly (MEGA Report, 2009).

The policy changes have brought both incentives in some areas and disincentives in others. Taking away state support to farmers has caused many farmers to fail to compete with their international counterparts, particularly in the wheat, sugar, and poultry industries. However, policy reforms and market deregulations have improved production efficiency, stimulated exports in the fruits, wine, and wool industries. Despite the mixed results for individual industries, the overall agricultural output has nearly doubled since the policy changes in 1997. The biggest challenges are that this growth has been exclusive, disadvantaging smallholder and vulnerable farmers while benefiting the large-scale commercial farmers and generally shedding jobs in the agricultural sector, thus perpetuating inequality and food insecurity for the country's poor households.

The government has introduced additional programmes in response to emerging challenges relating to non-responsiveness to the small-scale farmers' needs. Amongst the many programmes were: Fetsa Tlala, aimed at massive production of staple foods on fallow land that has the potential for agricultural production; Lima/Letsema, aimed at supporting sustainable agriculture and promoting rural development for smallholder producers; and LandCare to address land degradation in communal areas.

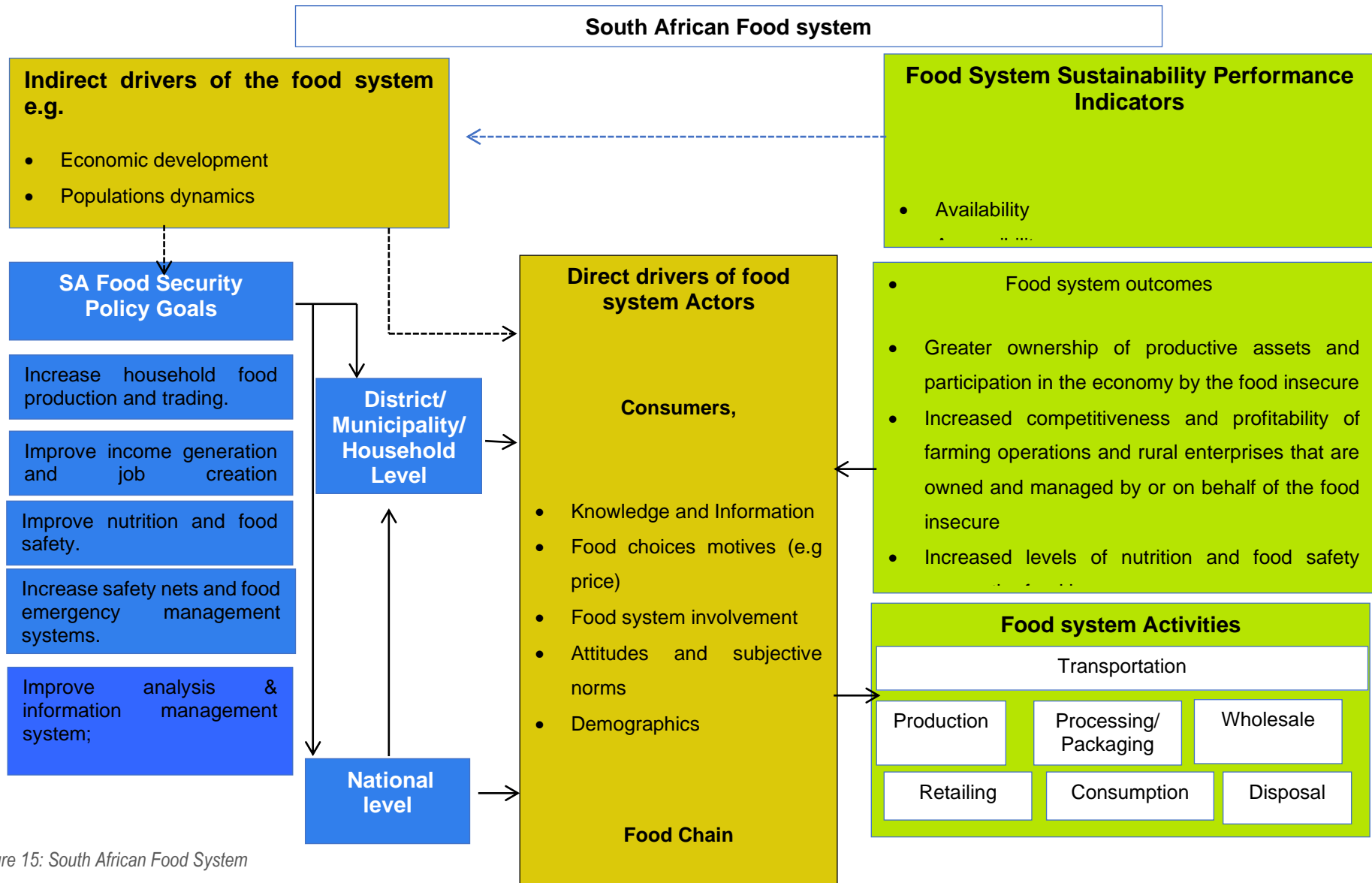


Figure 15: South African Food System

CONCEPTUAL FRAMEWORK CONCEPTUAL FRAMEWORK

Food systems encompass the full range of role-players and their interlinked value-adding activities. Such activities include the production, aggregation, processing, distribution, consumption, and disposal of food products that originate from agriculture, forestry or fisheries, and parts of the broader economic, societal, and natural environments (FAO, 2020). A sustainable food system delivers food security and nutrition for all, now and in the future.

Food security

The World Food Summit defined food security as “the availability at all times of adequate world food supplies of basic foodstuffs to sustain a steady expansion of food consumption and to offset fluctuations in production and prices” (World Food Summit, 1996). According to the South African Food Security Policy (2013), a comprehensive Food and Nutrition Security and Vulnerability analysis will require data to monitor each of the five dimensions:

- i. Food availability - the availability of sufficient quantities of appropriate quality food supplied through domestic production or imports (including food aid).
- ii. Food access - access by individuals to adequate resources (entitlements) for acquiring appropriate foods for a nutritious diet.
- iii. Utility - safe and nutritious food that meets dietary needs, covering factors such as safe drinking water and adequate sanitary facilities to avoid the spread of disease and awareness of food preparation and storage procedures.
- iv. Stability - to be food secure, a population, household, or individual must always have adequate food access. They should not be at risk of losing access to food due to sudden shocks (e.g., economic or climatic crisis) or cyclical events (e.g., seasonal food insecurity). Therefore, the concept of stability can refer to both the availability and access dimensions of food security.
- v. Resilience - "Helping people, communities, countries, and global institutions prevent, anticipate, prepare for, cope with, and recover from shocks and not only bounce back to where they were before the shocks occurred but become even better-off." (IFPRI, 2015).

In the context of this study, resilience means the ability to bridge the gap between short-term relief and long-term development goals, a systems way of thinking, and integration of multidisciplinary approaches to benefit vulnerable, poor, and indigent people. A food system would be considered resilient when it is: (a) Self-sustaining; (b) Ensures availability, accessibility, utility, and stability; and (c) Able to protect the vulnerable and the poor.

Categories and Characteristics of the Indigent, Poor and Vulnerable

Category	Characteristics	Monthly Income
Farmworkers	Majority of women and youth working on farms Outside UIF/Tax system No formal contracts Compliance on wage payments not normally enforced	R 2,988.80

Micro-Entrepreneurs	Limited access to microfinance/negligible market/uncompetitive	R 1,600 ¹⁵
Missing middle	Jobless	R 350
Elderly, children, people with disabilities, the sick	High need for costly medication and costly food, eroding the grant income Food insecure, the food parcels last them two weeks The voucher system benefited large formal food chains	R 1,250

Table 3: Categories and characteristics of the vulnerable, poor, and indigent

COVID -19: THE ECONOMIC & SOCIAL IMPACT ON THE VULNERABLE, POOR, AND INDIGENT

The global effect of COVID-19 is unprecedented, and there are still many unknowns. It affects all sectors and socio-economic strata in society, with the most affected being the poorest and vulnerable segments. The jobless (majority youth), women, children, the elderly, farmworkers, and micro-entrepreneurs suffer the most.

In addition to the devastating loss of life, there has been a significant economic impact with massive job losses and people subsequently drowning further into poverty. A notable consequence is the inability of many to access and purchase affordable food. School closures have resulted in the loss of school meals for millions of children. The country saw a collapse in local markets/vendors. The economic shocks and resulting food insecurity compromised the diversity and quality of food. Deprivation of calories or essential nutrients can erode physical and mental health, cause aggression, anxiety, cognitive problems, and higher hospitalisation risks due to poor general health.

Disruptions to farm labours' movement, growers, and supplies to grow food have revealed deep fractures in the country's food supply chains. Food prices are rising daily, while millions of people are pushed deeper into extreme poverty and food insecurity. The increased transport, energy, and inputs costs continue to put pressure on production costs. According to the Competition Commission Report, rising prices are a bigger burden for the poor, who spend about 30% of their income on food, where more affluent shoppers spend about 7%. Another critical factor that adds to high costs in rural communities is travel time to buy food. While availability and food prices play a big role in food security, unemployment exacerbates the situation.

Other concerns worth mentioning are the dominance of large value-chains at the expense of small chains. According to the Competition Tribunal Report, four big bread and milling companies collectively hold between 50% and 60% of the country's domestic bread market share. Premier Foods owns the Blue Ribbon bread label; Pioneer Foods produces Sasko bread; Foodcorp produces Sunbake, and Tiger Brands has the Albany bread range. Their businesses are also vertically integrated – they mill their wheat from which they bake their bread products, where "wheat flour represents approximately 41% of the cost per loaf of bread" (Competition Tribunal SA, 2010).

¹⁵ Woodward D.P et al. 2011: The viability of informal micro-entreprises in South Africa.: <https://www.researchgate.net/publication/227361597>

In another report, the Competition Commission gazetted an intent to research two issues: First, supermarkets' arrival in a community leads to a drop-off in trade for informal markets and independent shop owners, decreasing the number of informal shops. This disruption impacts "employment, income levels and the spread of ownership in the sector." Second, exclusivity clauses in leases signed between supermarket chains, shopping malls, and financing companies can restrict landlords from renting shop space in malls to other businesses, particularly independent businesses specialising in foodstuff. The impact on small businesses and the type of foods available to customers is grave. (Government Gazette, 12 June 2015)

Without strong social protection measures, sustainable economic stimulus packages, and inter-sectoral collaborations, the public health impacts of food insecurity may be far more significant than the pandemic itself. The most affected being the poor, vulnerable, and indigent who must scramble to cope with the pandemic. Most of these people live in rural areas without access to healthcare, depending on farmers' remittances. Those in urban areas live in congested settlements, with little food and an increased risk of contamination. Their coping mechanism would include depleting their household savings, borrowing to buy food, reducing food consumption, selling productive assets, and dependence on NGO's, among others.

Even before COVID-19, Stats SA's General Household Survey (GHS) revealed that persons vulnerable to hunger exceeded 13% of the population under the 5th administration of our not so young democracy. More than 22% of households reported inadequate access to food. The South African Demographic Health Survey in 2016 estimated stunting levels to be 27% among children under 5. Evaluations of Nutrition interventions conducted by the Department of Planning, Monitoring and Evaluation (DPME) revealed the same.

COVID-19 AND THE FOOD SYSTEMS

COVID-19 had limited disruptions on agricultural production because of protective COVID-19 regulations that cushioned the sector. Good weather experienced in most production areas also increased the resilience of the agricultural sector. However, the pandemic impacted agricultural demand by the closure of informal trading and tourism (downstream linkages) and input supply (upstream linkages). The COVID-19 pandemic, coupled with exchange devaluation, impacted prices and the supply availability of agricultural inputs such as fertilisers, farm equipment and seeds. According to the National Agricultural Marketing Council (NAMC), from April 2019 to April 2020, the international price (Rand terms) of Urea and Di-Ammonium Phosphate (DAP) increased by 22.6% (from R3,256.80/ton to R992.55/ton) and 4.9% (from R5,451.60/ton to R5,719.56/ton), respectively. During the same period, the R/\$ exchange rate depreciated by 31.1% (from R/\$14.16 to R/\$18.57).

On the demand side, hospitality, fast-food outlets, and informal traders' closure during the lockdown affected food demand. An estimated 40% of vegetable products are traded through these markets. Their closure affected the country's commercial and emerging farmers. Domestic sales have been affected, and the region's demand has somewhat cushioned farmers' incomes from a deep decline, particularly those producing maize and other grains.

During April 2020, the estimated nominal cost of the NAMC's 28-item urban food basket amounted to R908.62 compared to the R895.18 reported during March 2020, resulting in a monthly percentage increase of 1.5%. Compared to April 2019, an annual (y-o-y) percentage increase of 3.3% was reported, which could be attributed to COVID-19's impact. Figure 2 illustrates the estimated average nominal cost growth of the specific food groups within the NAMC's 28-item food basket, comparing the periods April 2020 (estimate) vs April 2019 (y-o-y) and April 2020* (estimate) vs March 2020 (m-o-m). In this 28-item food basket, categories experiencing the highest annual inflation include oils & fats and dairy & eggs. When considering the estimated monthly contributors' sunflower oil (750ml) reported the highest monthly increase of 31%, followed by eggs (1.5 dozen) with a rise of 24.5% (m-o-m).

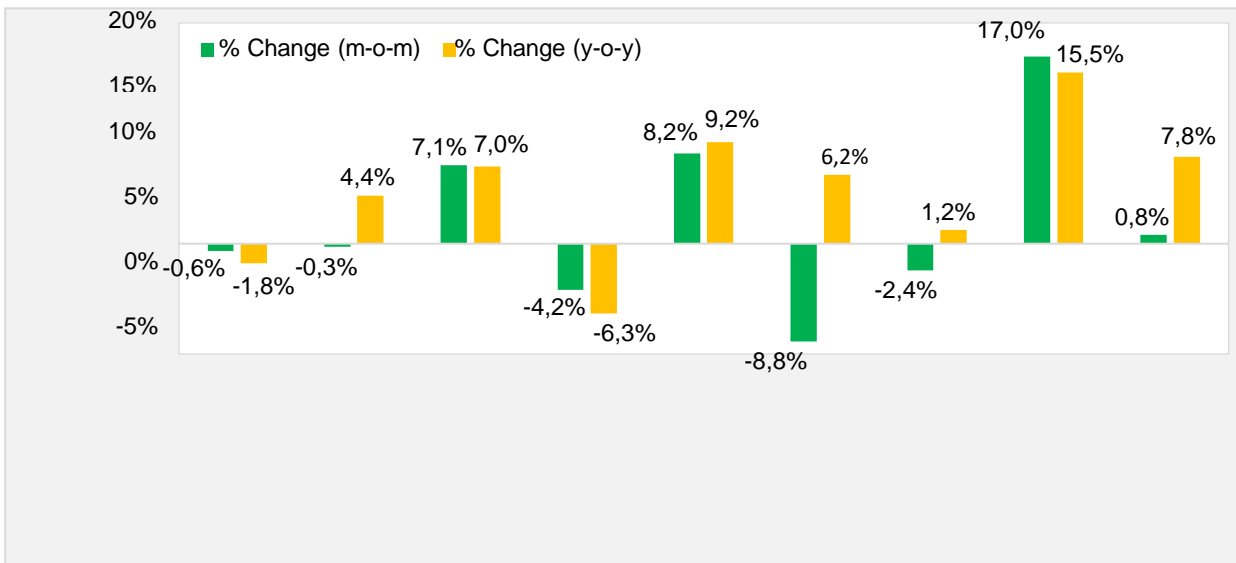


Figure 16: Change in nominal cost of food groups.

The data generated from the Agriculture and Food Chain tool shows that the capacity utilisation as of 4 June 2020 was as follows: Only 55% of agribusinesses that supply inputs in agriculture were operating at 100%. Only 27% of agribusinesses that process and distribute food were operating at 100%. Agricultural sales were lower than 50% in some agricultural value chains, which impacted jobs.

While most agribusinesses are not operating at 100% capacity, the utilisation is growing with the country entering Stage 3 of the Risk-Adjusted Approach, as illustrated in Figure 17.

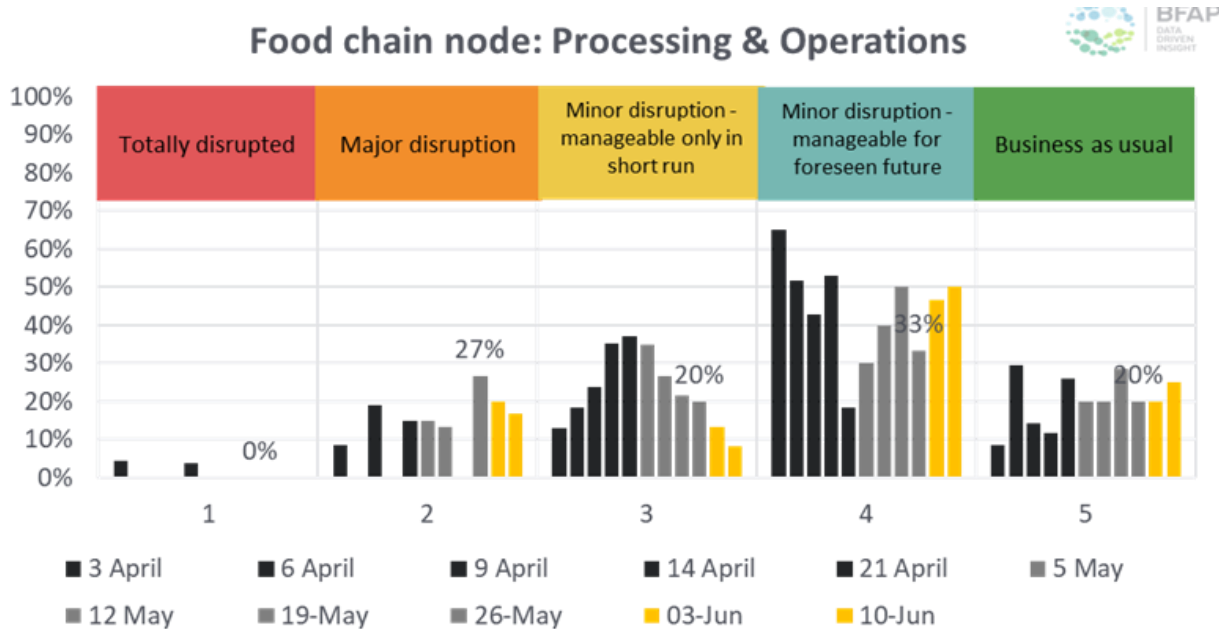


Figure 17: Share of business in agriculture reporting disruption on operations due to COVID-19. Source: Agriculture and Food Tracker, 2020

Nominal cost growth of specific food groups within the NAMC's 28 item food basket, comparing April 2020 vs. April 2019 (y-o-y) and April 2020 vs. March 2020 (m-o-m) Source: NAMC calculations, Stats SA data, 2020.

The main factors that affected capacity utilisation include continued pressure on sales as a result of restaurant and hospitality closures; challenges at ports, particularly in Cape Town, causing trade congestions in fruit exports;

disruption of operations due to staff testing positive for COVID-19; and immobility of seasonal labour across provinces and nations.

Compared to other economic sectors, agriculture has been relatively insulated from the effects of COVID-19 as operations continued due to their classification as essential services. This activity excludes alcohol and tobacco, where exports and domestic sales were not allowed. The impact of agricultural protection is reflected in the gross domestic product (GDP) numbers of the first two quarters of 2020, where agriculture recorded a 28.6% and 15.1% growth, quarter-on-quarter, despite the rest of the South African economy being in the red zone. This strong growth display attributes protective COVID-19 regulations coupled with good crop obtained in the 2020 harvest season. For example, South Africa recorded the second-highest maize crop in history, measured at 15.5 million tons. A good harvest was also yielded on fruits such as citrus, now the biggest foreign earner within agricultural commodities. In essence, South Africa did not experience food shortage (availability of food), at least at a national level, as the country produced sufficient food from grains, horticulture, and animal products.

The country’s biggest challenge was access and affordability of food during the COVID-19 lockdown and subsequent periods. Even before the advent of the pandemic, South Africa already had 25.2% of its total population living under the extreme poverty line, surviving on less than R585 per person per month. COVID-19 only exacerbated this pre-existing food poverty level. Statistics South Africa (2017) indicated that while the Government had made progress in reducing poverty and hunger since 1994, the number of people living under extreme poverty in rural and urban areas increased between 2011 and 2015.

Poverty indicators	Rural	Urban	Rural	Urban
Lower poverty line	74.9	34.3	65.4	25.4
Food security line	48.2	14.6	45.6	13.4
Upper poverty line	87.6	52	81.3	40.6

Table 4: Poverty Indicators Source: Statistics South Africa, 2017

MAPPING THE POLICY LANDSCAPE

	DSD & DOE	DALRRD	DTIC	DOH	DEFF	Land Affairs/Land Bank
Impact Areas	Social/Education	Food Security	Economic	Health & Mental Health	Environmental	Land Tenure
Availability [Production - domestic, Imports, Adequacy, Food Aid] NATIONAL LEVEL	War on Poverty Program 2005 Household Food & Nutrition Security Strategy for SA 2014 Social relief of distressed (food parcels) 2013 National School Nutrition Program 2000	Integrated Food Security Strategy for SA 2002 Agri – BEE Fund 2004 Mafisa 2005 Letsema National Agric Restitution & Development Strategy 2008 Integrated and Growth Development Policy for Agriculture & Fisheries 2012 Fetsa Tlala Food production Initiative 2013 Agricultural Policy Action Plan 2015-2019 Integrated Sustainable Rural Development Strategy 2000 Comprehensive Rural Development Program 2009 Adoption Strategy for Rural Human Settlements 2013				Settlement production Land Acquisition Grants 1995 White Paper on Land Reform 1995 Land Redistribution for Agricultural Development 2001 Comprehensive Agricultural Support Program 2004 Proactive Land Acquisition Strategy 2006 Settlement & Implementation Support Strategy 2008 Green Paper on Land Reform 2011 Land tenure Security Policy of Commercial Farming Areas 2013 State Land Lease and Disposal Policy 2013 Recapitalisation & Development Policy Program 2014
Accessibility Income & Markets,	Social grants					

	DSD & DOE	DALRRD	DTIC	DOH	DEFF	Land Affairs/Land Bank
Utilisation Health, Mental health, Nutrition, Sanitation				National Vitamin A Supplementation Guidelines for SA 2012 National Environmental Health Policy 2013 Roadmap for Nutrition in SA 2013 Strategic Plan for the Prevention and Control of Non- Communicable Diseases 2013- 2017 Strategic Plan for the Prevention and Control of Obesity in SA 2015		
Stability [Shocks and climatic crisis]					Drought management Plan 2005 National Biodiversity Framework 2008 Groundwater strategy 2010 National Climate change response white paper 2011 Ocean Economy strategy (Operation Phakisa) 2013 National Water Resource Strategy 2013	

Table 5: Mapping the Policy Landscape

FINDINGS: ANALYSIS OF THE FOOD SYSTEM AND POLICY FRAMEWORK

Misalignment: The food system activities do not respond to the goals and outcomes, resulting in poor performance and ineffectiveness. The food system policies are driven by producers rather than the dietary needs of the country's population.

Food system activities: It is homogenised, de-localised, and non-modular, making it vulnerable to shocks and system collapse. The production is externalised, with 90% of the food produced by large national producers. The approach is monoculture, large-scale male-dominated and marginalises women and youth.

Food Pricing: High system and value-chain constraints cause high food costs. The pricing system from farmer to retailer is not profitable for farmers. Base pricing is globally established, making us lose production capability and promoting import, causing high food costs. Exclusive market economy- those who cannot afford being left out.

High inefficiencies: long supply chains which are unsustainable, uncompetitive and exclusive.

The state is in a fiscal crisis: The stand-alone welfare strategy is a vulnerable system.

Problematic food groups: these include fruit, vegetables and nuts, and those regarded as superfoods (garlic, ginger, red onions, pineapples) are limited and very expensive.

Policy: The food system is driven by policy that is isolated and uncoordinated. Efforts target the national level of availability, focusing on household concerns of utilisation, accessibility, and stability at the household level.

Mental health: there are no policies in place to support citizens to deal with shocks and disasters. Those that exist are not adequate.

Health and nutrition implication: The nutrition, quality, and quantity of food have a great impact on the poor's health. A strong immune system is required to withstand the effects of most diseases, including TB, HIV, and coronavirus. Building a strong immune system is a long-term commitment that requires a regular, diverse diet with adequate quantities for consumption. For those infected, treating COVID-19 requires high amounts of vitamins and minerals obtained from a good diet. The next best option for many is to substitute with supplements which typically come at a high cost. The food parcels that were distributed typically did not meet basic dietary requirements. A typical food parcel contained 12 kg of mielie meal in one area, 1 litre of cooking oil and 2 tins of fish. Diet is a primary risk factor for several leading causes of mortality and morbidity.

Social Income: The R350 disaster grant introduced by the government was far less than the urban food basket calculated at R908.00. That discrepancy begs the question, on what basis was the calculation made and was the food basket cost factored in?

Economic: Many people were furloughed and retrenched. While UIF was activated for qualified people, the amounts paid were still not adequate, with some earning as little as R90 per month.

CONCLUSION

There is a dearth of comprehensive studies on food systems that focus specifically on the poor, vulnerable, and indigent in published literature. The researchers struggled to find examples where the domains of health, social, and economics were addressed or considered together with the dimensions of quantity, quality, distribution, and resilience.

There is a clear need for a cross-disciplinary approach to South Africa's food security.

There is a great need for a policy review to assess the life and non-life of all the available food system policies, including scope, relevance, gaps, and responsiveness, to develop a coherent set of comprehensive and guidelines relevant for our times.

Disasters tend to facilitate the emergence of a new class of poor people. There is a need to redefine the middle class, poor and indigent post-COVID-19.

There is a need to understand the attributes and qualities of resilience and to develop policies accordingly.

5

DELIVERY SYSTEMS: SOCIAL RELIEF TO SUSTAINABLE SELF-RELIANCE INITIATIVES

DAISY MAFUBELU; ELLEN KORNEGAY; ANNE LETSEBE & INPUTS BY LULAMA MAKHUBELA



"I never founded programmes alone. It is always with the sisterhood. I am always a participant in collective thinking and doing." - Zanele Mbeki¹⁶

¹⁶Ms Zanele Mbeki is the Founder and Patron of SAWID, the WDB Trust and the ZMDT.

ABSTRACT

This Chapter explores how the South African Government responds to the global COVID-19 pandemic by delivering services in the Developmental State's context and aspirations. This developmental state emphasises its citizens' building capability, which is a core requirement for sustainable development. In this regard, reference is briefly made to the nature of South Africa's developmental state and its public service, which is an important element towards the achievement of its objectives in the current and future contexts. The study is guided by a compendium of instruments, including the Constitution, legislation and policies. In particular, the Constitution of the Republic of South Africa, Act 108 of 1996, provides for the protection of socio-economic rights, including social services; and the Disaster Management Act of 2002 specifically provides for the Social Relief of Distress (SRD) intended to provide temporary assistance during times of disaster.

In the context of this study, the primary delivery mechanism is the Department of Social Development, which is located within the Cabinet Committee for Social Protection, Community and Human Development (SPCHD) at the national level. This Chapter focuses on the South African Government's capacity within the SPCHD locus and capacity to deliver services to its vulnerable citizens under the COVID-19 mandate. Its centrality is to identify lessons learnt and make recommendations on how the government can address similar future challenges towards sustainability and progressive self-reliance, drawing on three case studies with support from civil society, driven by its citizenry and not clients.

PROBLEM STATEMENT

Communities worldwide act on their own initiative, drawing on their own resources of leadership and solidarity and, in spite of poverty, to achieve their own goals. Policymakers have too often viewed poor communities as helpless and disadvantaged and have encouraged their dependency. However, if communities are recognised as having social and cultural and material assets, which help them overcome obstacles, their capacity to negotiate external assistance on their own terms can be strengthened (Mathie and Cunningham; 2008). COVID-19 has shown how relevant the Asset Based Community Development (ABCD) approach is in responding to society's vulnerable and indigent needs.

This Chapter's problem statement, using case study analysis, explores how communities can change the course of their own development and how the delivery mechanism operationalises the reputedly well-crafted policies towards the achievement of the country's developmental goals in the context of COVID-19. Alongside the affirmation of policies, there is also agreement that the government's capacity to deliver on these policies is, under normal circumstances, uneven between national, provincial and municipal spheres.

METHODOLOGY AND LIMITATIONS

The methodology employed in this research is a desktop qualitative and descriptive case study analysis. It draws on a limited literature survey on COVID-19 and the conception of a Developmental State and public service delivery. Three case studies that illustrate sustainable models that can potentially enhance government delivery mechanisms are reviewed. However, the information on the case studies is uneven, thus indicating the need for further research. As indicated above, the study's scope is limited to the Department of Social Development as the service delivery structure in this context. Furthermore, time and contextual constraints did not allow for substantive research.

Primary and Secondary Research Questions

The primary and secondary questions are presented in a matrix in Table 6 below:

Primary Question	
Does the government have efficient delivery systems to deliver services under emergency /disaster conditions in the COVID-19 pandemic context within the Disaster Management Act No 57 of 2002?	
Secondary Questions	
Does the government have sufficient and efficient delivery systems to deliver under normal circumstances?	
What are its delivery systems?	
How does the National Disaster Management Act (NDMA) intend to protect the poor?	Are they able to deliver under emergency and disaster conditions?
	How are these measures reaching the vulnerable and indigent?
	Are the indigent strategies in the various government departments integrated and/or -coordinated?
What did the government set out to achieve?	Did the government achieve what it set out to do in managing the COVID-19 pandemic?
	What are the critical enablers for delivery under COVID-19?
	What illustrates the government's ability to do what it committed to do in the context of the COVID-19 disaster outbreak?
What worked in reaching out to vulnerable citizens?	What facilitated access?
	<i>What are the impediments to delivery?</i>
	What are the gaps?
What are the political dynamics that are hindering effective and efficient delivery systems?	
Do Civil Society and NGO formations have a role in supporting the government's delivery?	Who are the beneficiaries, and where are they?
	How are the beneficiaries identified?
	What are the challenges in the identification of beneficiaries – e.g., indigent lists?
	What lessons were learnt from the COVID experiences in terms of existing social measures?

Table 6: A Matrix of Primary and Secondary Questions on Delivery Systems

NATIONAL STRATEGIC CONTEXT

The national strategic framework that South Africa uses to respond to national disasters is informed by the government's desire to achieve a developmental state that rests on three pillars, namely: achieving a more capable state, driving a healthy and inclusive economy and building and strengthening the capabilities of South Africans. To this end, the country has enacted legislation and policies anchored by the South African Constitution Act 108 of 1996, which is universally hailed as one of the world's best. Also, the National Development Plan (NDP) 2030 was adopted in 2012. The NDP ensures that the ideals of the Constitution are upheld and progressively implemented. The NDP emphasises the capabilities which are regarded as critical for development. Some of these are identified as 1) Political freedoms and human rights; 2) Social opportunities arising from education, health care, public transport, and other public services; and 3) Social security and safety nets; (NDP, 2012: 17). In its National Development Plan 2030 towards a better future, the NDP speaks to sustainability issues as indicated in the United Nation's Sustainable Development Goals. The implications of committing to achieving these goals are that countries should develop programmes that provide opportunities to reshape their futures. The case studies presented in section (G) of this Chapter are part of the general effort towards building sustainable futures for the country.

The Medium Term Strategic Framework (MTSF) for 2019-2024 envisages a reformed social welfare system that would deliver better results for vulnerable groups, including universal access to old age, disability and child support grants. Furthermore, it envisages clarifying NGOs' role in the social welfare system and consolidating the different community-based services through which many social services are provided.

EMERGING STUDIES ON THE COVID-19 PANDEMIC

Regional and International Literature Context

The evolving research and literature are characterised by a focus on the probable impact of this public health pandemic on citizens' day-to-day lives, with the idea of sharing information on the cause and effect of the pandemic in order to help citizens protect themselves against the severity of the virus. Scenario analysis studies such as those conducted by the Institute for Security Studies on the potential impact of the pandemic on Africa *aim to contribute* to possible policy formulation to protect people. Cilliers et al. (2020).

Additionally, a UNESCO analysis of Socio-Economic and Cultural Impacts of COVID-19 on Africa predicts threats to human rights, ethics, and social norms in Africa and points to African health care systems' fragility.

Impact of COVID-19 on South African citizens

An evolving set of findings on the impact of COVID-19 on South African citizens is reflected in Statistics South Africa surveys. Three reasons cited were: One thousand five hundred and ninety-one (1591) people were surveyed on behavioural and health impacts of the COVID-19 pandemic in South Africa on 10 April 2020. Of these, 60.1% expressed concern about their health. While 91.2% of those surveyed were anxious about the economy, they were concerned about what it would do to their economic wellbeing. The Wave 2 survey on the impact of the COVID-19 pandemic on employment and income in South Africa on 20 May 2020 indicated 2618 people were surveyed over April 2020. The survey affirmed the negative impact that the national lockdown measures had on employment. It further highlighted a correlation between working from home and residential areas. People who lived in the suburbs (88%) at the time of this survey worked from home with very little disturbance in their income, while only 5.4% of the respondents who live in townships worked from home. In the Social impact of COVID-19 (Wave 3): Mobility, Migration, and Education in South Africa survey of 27 July 2020, 1323 people were surveyed from 17 June to 4 July 2020. A significant number of those surveyed migrated home wanting to be close to family during levels 5 and 4.

In addition to the growing body of analytical reviews, there is an energetic discourse on South Africa's situation. For example, speakers at a webinar hosted by the University of Pretoria on 15 September 2020 acknowledged that while the government had shown that it could leverage solutions in a short time, its elected officials can do more to assist the vulnerable.

The National Income Dynamics Studies Wave 2

The National Income Dynamics Studies Wave 2 (2020) reflects that poverty, inequality, and unemployment, which were already too high in South Africa, were exacerbated and impacted even more on poor, rural, female, unskilled workers and those less educated. It states further that the 2.8 million jobs lost since February 2020 had not returned by June, spelling dire implications for economic growth and poverty.

In terms of education, projections were that learners from low-income families would have borne the brunt of the challenges related to this context due to lack of access to technological learning resources such as – computers, data and supervision to ensure learning.

In addition to the above, Gender-based violence (GBV), a profound and widespread problem in South Africa, which affects women and girls more than it does men, had increased.

Kago Ya Bana Intervention

In respect of children, in the context of Early Childhood Development (ECD), Kago Ya Bana drew attention to inconsistencies in the payment of ECD government subsidies across provinces over the lockdown period. Government officials gave a variety of reasons for non-payment. These included alleged communication to ECD operators that they would only be paid after COVID-19, ending registration renewals, delaying the signing of Service Level Agreements, or due to outstanding or unsigned business plans. Local offices' failure to adapt their processes to prevailing COVID-19 imperatives and backlogs in provincial departments to manage and process the subsidy pipeline were also cited.

The Auditor General's Report

The report reflects weaknesses in the payment of social benefits. It pointed to the risk that the R350 social relief grant was being paid to people who are not in distress. Further, due to the databases' inadequacy, there were 30 000 beneficiaries at that time that required further investigation. Among these were payments made to public servants or people who received other income sources such as other social grants, government pension, Unemployment Insurance Fund payments and benefits from other relief funds, thus excluding eligible applicants.

Service Delivery in the Public Service

The NDP (2012) states that creating a *professional public service* and a *transformative and developmental state* requires staff at all government bureaucracy levels who should have the authority, experience, competence, and support needed to do their jobs. This requirement is in keeping with De Wee's observations that the NDP envisages the South African Developmental state as one that delivers high-quality services, requiring more in-depth and more socially and politically intrusive interventions than industrial policy and that removes un-freedoms (Evans and Heller, 2013: 8).

Several studies point to the need to address public service in the wake of widespread dissatisfaction with service delivery. The national Government's Ten-Year Review of 2003 and the Fifteen-Year Review of 2008 strongly emphasised the need for a revamped public service regarding attitudes and capacities to advance its developmental agenda. The City of Johannesburg 2018/2019 Review confirmed the need to create a culture of enhanced service delivery with pride. A *2017 Customer Satisfaction Survey of the City of Johannesburg (CoJ)* reflects the critical need to provide decent services to its citizens.

The issue of public service delivery and the need to enhance the state capacity and developmental commitment in the 2014-2019 Strategic Plan (2014-2019:11), thus emphasising the urgency of addressing it. The burning issue regarding the public service has been and continues to be public servants' ability to internalise the developmental vision and translate the strategic goals contained in the NDP.

Issues of corruption and its debilitating effects on service delivery and poverty, which permeate all levels of government and the private sector, to the detriment of the country and people living in poverty, is linked to the quality of public servants it employs. In the current context, under COVID-19, the Auditor General's (2020) report

attests to the problem's magnitude within the public service, which has led to a trust deficit between the public service and the citizens.

WHAT THE GOVERNMENT COMMITTED TO DOING UNDER DISASTER CONDITIONS

The response to the pandemic globally has, in the main, been a health and security response. Many states, including South Africa, have indicated that the measures were necessary to address the pandemic's impact on the country's health care system and stop the pandemic's rapid spread.

The R500 billion state economic plan included making the following financial stimulus packages available: The R200 billion loan scheme to help businesses pay salaries, in coordination with major banks, the Treasury and the South African Reserve Bank. The R100 billion set aside for the protection of jobs. A six-month temporary COVID-19 social grant of R50 billion was set aside. The stimulus package meant that child support grant beneficiaries received an extra R300 in May, and from June to October, they received an additional R500 each month. All other grant beneficiaries received an extra R250 per month for six months. R40-billion had also been set aside for income support for workers whose employers could not pay their staff. R20 billion was for immediate healthcare response, while R20 billion for municipalities to provide emergency water supply, increased sanitisation of public transport and facilities, and provided food and shelter for the homeless.

Government Machinery for Delivery of Basic Services

The delivery of services to vulnerable families, individuals, and communities occurs within the framework of existing government institutions as mandated by the Constitution, which provides for a government structure comprising three spheres. The National, Provincial and Local government spheres are distinctive, interdependent and interrelated. To facilitate the relationships across the different spheres of government and promote coordination, the Intergovernmental Relations Framework Act 13 of 2005 is in place. However, its implementation is fraught with challenges in practice due to various factors, including human capabilities. One of the departments responsible for social services at the provincial level is located in different departments in the nine provinces.

For delivery in the context of COVID-19, local government is the most important, given that it is the sphere of government through which citizens access services provided by the government. However, in reality, service delivery remains a challenge.

Mandate and General Commitments of the Department of Social Development

The White Paper for Social Welfare (1997) is the overarching policy framework for the Department of Social Development. The developmental approach which it espouses is rights-based, encourages democracy and participation, harmonises social and economic policies, and is based on partnerships (involvement of the state, non-state; NGOs, individuals, families and communities, private sector), Framework of Social Welfare Services (2013:14).

The Department's categories of services are the provision of Social Security, Social Welfare services and Community Development services. The Service Delivery Model for Developmental Social Services (DSD) (2005:8) acknowledges that 'developmental services are the collective responsibility of various role-players including government, non-governmental organisations and the private sector. It identifies a range of service providers in the context of the provision of social welfare services. These include the national, provincial and local government on the one hand, and civil society, including non-governmental organisations (NGOs),

community-based organisations (CBOs) and faith-based organisations (FBOs) and private sector entities on the other (2005:50).

The National Development Plan identifies social protection as one of its priorities. While it is currently described as among the best globally, South Africa's system could improve access issues with NGOs' support. The United Nations characterises an efficient Social Protection system ensuring access to public services, creating sustainable infrastructure for gender equality, and ensuring women's empowerment. South Africa has progressively created an empowerment infrastructure that now includes the recently launched National Strategic Plan on Gender-Based Violence and Femicide 2020-2030. Issues of gender equality are, however, constantly undermined by the deeply ingrained patriarchal system.

Enabling Legal And Policy Frameworks

As stated above, the enabling framework is the Constitution, which is at the heart of the South African policy framework and emphasises equality, equality of access, treatment, and equality before the law. The NDP: Vision 2030 seeks to advance the capability of citizens. The Disaster Management Act, No 57 of 2002, enables the state to declare a national disaster that invokes an integrated and coordinated response to reduce and prevent the risks caused by a national disaster.

Non-Governmental Organisations As Keys For Unlocking Service Delivery

Citing Evans (2010), De Wee (2016:499-500) rightly points to the need to revive the relationship between the government and civil society, as proposed by Evans (2010). The non-governmental organisations' sector has a history and reputation of being embedded in communities and responding faster to community needs than government agencies.

The Service Delivery Model of the Department of Social Welfare (2005) identifies the following roles of Non-governmental organisations (NGOs) as identifying services needed in communities, setting priorities, and effectively lobbying and conducting advocacy programmes. Community-based organisations (CBOs) can identify local needs and resources; respond speedily to the needs of individuals; families, and communities; promote community participation and mobilisation; coordinate action at the community level; create awareness about available services and prevention of social pathologies, and promote grassroots participation in decision making and direct service delivery.

MODELS OF CONSTRUCTIVE PARTNERSHIPS: CASE STUDIES

This section addresses the issue of capabilities, which is integral to sustainability. Given the notion of a developmental state as espoused by South Africa, it is understandable that the NDP emphasises developing its citizens' capabilities to achieve the three developmental objectives proposed by Todare (1985). These are ensuring access to basic services, improving the quality of life and increasing life's choices. NGO's cited in this section are firmly positioned towards achieving these goals through the interventions they employ.

While it is not presented as one of the case studies in this current research, as it has already been integrated into government programmes, the *Isibindi* model is acknowledged as an excellent example of government buying services from civil society to create "circles of care," and resilience in families at a level government would not normally be able to access. The model provides an excellent blueprint of collaboration between the state and civil

society to intervene at the household level to create resilience and self-reliance, which government could emulate in respect of other models such as the case studies presented below.

Below are three case studies, namely: The Zenzele Development Programme (ZDP), the Kago Ya Bana (KYB) Early Childhood Development Model, and the Ekurhuleni Food Bank, which are presented as successful models of partnerships and strategic interventions that could address the ongoing sustainability challenges of many government programmes. These models could also serve as successful examples of coordination and collaboration with other stakeholders to meet community needs during emergency or disaster situations.

CASE STUDY 1: ZENZELE DELIVERY MODEL

Conceptual framework:

The ZDP model is a family-centred, poverty eradication intervention model, adapted from the Chilean *Programa Puente* or Bridge Programme, for South African conditions; initially by SAWID as its Development Caravan model, and currently by the Zenzele Development Trust with refinement for implementation. Its constituency is families living in deep poverty, some of whom would not have featured indigent lists. In line with Reva, Allen, Petr's (1995) description of a Family-Centred Service Delivery model, it views the family from the lens of its members, "two or more people who consider themselves family and who assume obligations, functions, and responsibilities generally essential to healthy family life" (Barker, 1991, p. 80). It views the family as the unit of attention and aids in a collaborative way, and follows each family's wishes, strengths, and needs. The practise model emphasises family-professional collaboration, family choice, an emphasis on family strengths, capabilities, family-identified needs, individualised services, family-sensitive information-sharing processes, and creating a user-friendly service delivery system. It is guided by the family's fully informed choices and focuses on their strengths and capabilities.

Zenzele Mission and Vision Statement and Values

To link and support households in under-resourced, rural communities to a range of development services towards productive self-reliance in a changing world.

Vision: To become a go-to integrated development model for poverty eradication and social protection.

Values: Integrity; Respect; Adaptiveness; Honesty; Diligence; Trustworthiness; Commitment; Accountability; Responsiveness. To bring these values to life and enhance their internalisation, the staff employed by the ZDP repeat the following pledge at every meeting they have:

"We are entrusted to serve women living in poverty in rural South Africa, through the WDB Trust Programmes, irrespective of race, religion and political affiliation. In our mission of serving those affected by poverty, we may not receive any gifts, not even a glass of water from the members or potential members, to ensure good governance. God bears witness to our pledge and our action" (ZDP Pledge - Source).

Intervention

First, it intervenes at the household level, facilitates a basket of services to families through stakeholders, provides psycho-social support to build productive and self-reliant families and communities, Acknowledges and harnesses the indigenous skills and knowledge of the communities.

Second, The Zenzele intervention strategy is aligned with the features of efficient social protection systems described by the United Nations, referred to above. The intervention model 'ensures access' to 18 dimensions of services by reaching out to the vulnerable and visiting them at their homes to ensure that they know the services and benefits as needed. Despite the absence of 'sustainable roads, housing and water infrastructure' in deep rural areas, Zenzele facilitators reach out as barefoot service providers by mobilising local business communities to provide housing, boreholes, transportation and food parcels for local indigent families;

Third, participating households are encouraged to have door-sized gardens to build a psychology of self-reliance and food self-sufficiency. Family members are introduced to training programmes, skills and enterprise development as empowerment for women and girls.

Objectives

The four key objectives of the Zenzele Delivery Model serve a) To link the poorest households to development resources to help them graduate out of poverty; b) To mobilise, support and catalyse community self-organisation; c) To develop and strengthen sustainable partnerships and networks; d) To exit the area and the families once the graduation out of poverty is achieved. Area and Beneficiary Identification Process are included in Box 2 below:

- ✚ Identifying provinces which, according to the Stats SA, are poverty-stricken and deprived;
- ✚ Identifying the nodal areas or district in that province
- ✚ Introducing the ZDP to the district leadership and get permission to approach Local Municipalities.
- ✚ Introducing the organisation to the Local municipality (all the stakeholders, traditional and political leadership including the government departments and CBOs, NGOs, Businesses, among others.)
- ✚ Launching the programme in the municipality locally and at district levels.
- ✚ Community entry: introducing the organisation to the community members.
- ✚ Identification of the most deprived wards, villages and families which are on LSM 1 and 2.
- ✚ Targeting through the indigent list, "me lists", and referrals done by the foot soldiers in the form of Development Facilitators, through the Site Supervisors and Social Workers' support.
- ✚ Profiling the families using the Poverty Stoplight Tool (Baseline)
- ✚ Facilitation of the Development and Signing of the Social Contracts
- ✚ Formation of the Stakeholder Forums and formalising of partnerships through the signing of the MOUs.
- ✚ Family interventions- on Individual, Family, Group and Communal levels.

Box 2: Zenzele Beneficiary Identification Process

Mobilising resources entails building Partnerships & engaging in Fundraising and identifying, training and management of Development Facilitators. There are three service delivery dimensions: Contracted Core Family, Groups, and Individuals. Service dimensions cover 18 dimensions ranging from infrastructure and food security to psycho-social support. Referrals include Community / Stakeholder /Service Supplier (Linked to all government departments)

Due to the Zenzele Food Distribution strategy's reach to families living in poverty in Limpopo, Mpumalanga and Kwa Zulu-Natal, the programme collaborated with the Solidarity Fund in identifying families in deep poverty and assisted in the delivery of 9000 food parcels. The collaborative delivery model engaged is graphically presented below:

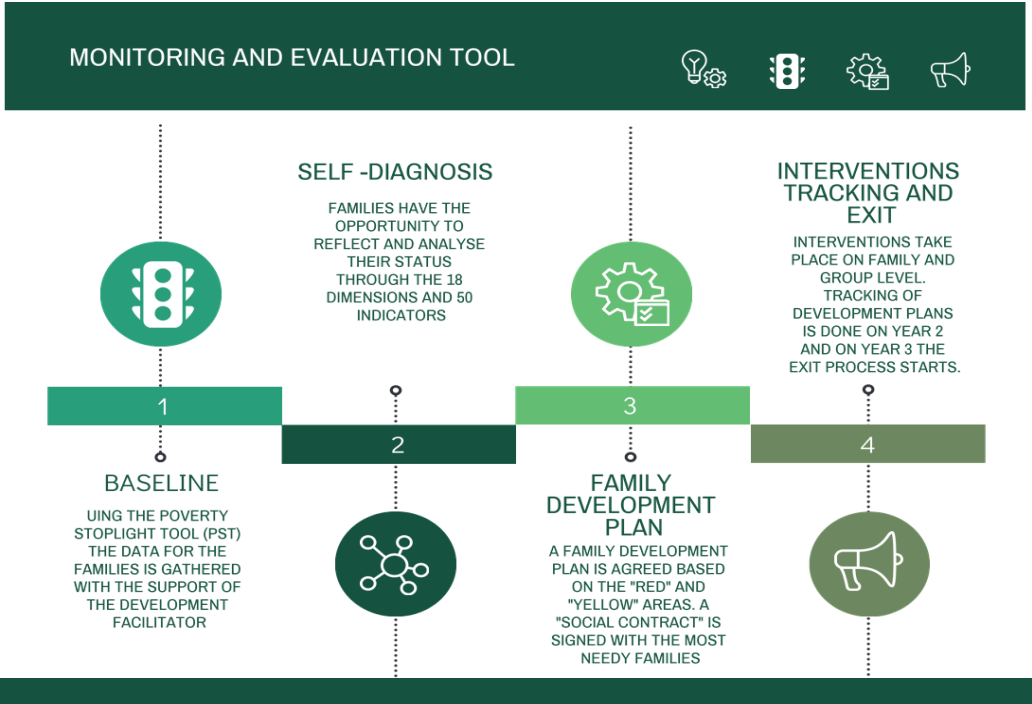


Figure 18: Zenzele M&E Tool (Source)

ZENZELE DEVELOPMENT TRUST: SOLIDARITY FUND FOOD PARCEL DELIVERY MAY 2020.



A comprehensive project delivery process in cooperation with key stakeholders to provide relief to our clients during the COVID-19 crisis.

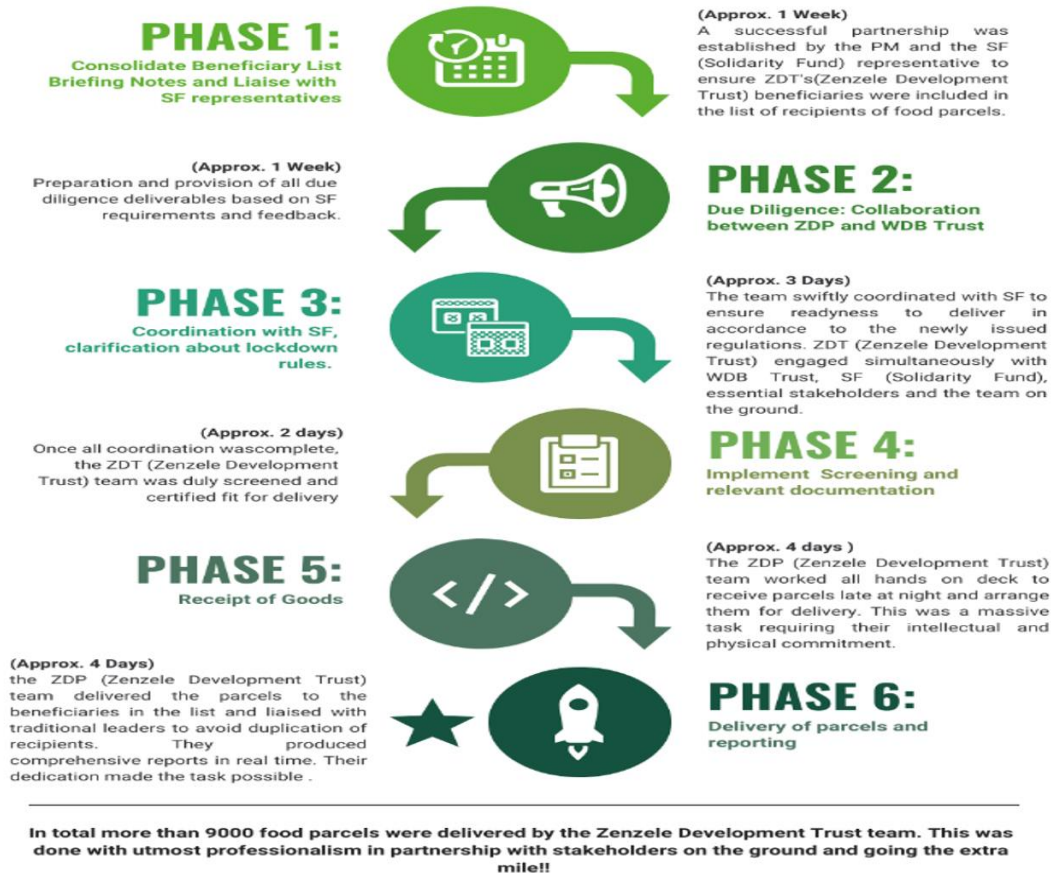


Figure 19: ZDT – Solidarity Fund Food Parcel Delivery Model

The advent of the COVID -19 pandemic catapulted the Zenzele Development Trust (ZDT) to rethink and find alternative and innovative ways to ensure that the work continues and clients are serviced. Having to work from home and virtually, DFs and Supervisors maintained contact with clients and stakeholders and could intervene and refer cases telephonically and through emails. The project has continued to operate over the COVID-19 period as it adapted and found creative use of digital media to ensure that contact with clients is retained. WhatsApp is being used because it is regarded as being more affordable. In instances where clients do not have digital devices, the mechanism used is the deep relationship that the programme has engendered with various stakeholders. Those who live nearest to the clients become the client's contact point, who arranges time to talk to the social worker or development facilitator at an agreed time.

- ✚ The targeted intervention of families living in poverty enhances the notion of "not leaving anyone behind."
- ✚ When families are strengthened, the nation is strengthened, and sustainability towards achieving the national development goals is possible.
- ✚ The focus on family strengths and providing psycho-social support helps them move from helplessness to resilience and potential sustainability.
- ✚ Families' engagement from the beginning of interventions, using the Poverty Stoplight Tool, facilitates self-determination in choosing the intervention's path and the goals they would like to achieve. The plans agreed to with the family ensure the family's ownership of the intervention process, thus enhancing its sustainability.
- ✚ The dual focus of linking families with resources they need in their current situation and building their capacity to take responsibility for themselves en-route to self-reliance is a key ingredient to future sustainability.
- ✚ The ability of staff to harness the social capital that exists in communities through advocacy and forming collaborative partnerships with various stakeholders such as community leaders, civil society organisations, government and the private sector are the mainstay of the model, as they provide solutions to some of the problems experienced by families.
- ✚ Managing relationships with stakeholders in a non-party political way and ward off political influence, and focusing on delivery to families in poverty is critical.
- ✚ Building the staff's capacity through ongoing staff development and peer learning is important in working with families in poverty.
- ✚ Staff attitudes oriented to accountable service delivery and modelling a positive work ethic – in this instance, the staff's pledge to repeat commits to service and enhance their consciousness about its values.
- ✚ Zenzele's service delivery approach locates it closer to the UN social protection standards and contributing to addressing some of the sustainable development goals, for example, goal 1 on poverty, goal 5 on gender equality

Box 3: Lessons Learnt from the Zenzele Food Delivery Model

CASE STUDY 2: THE KAGO YA BANA (KYB) ECD MODEL

Introduction

The early years of children's lives offer a critical window of opportunity for investing in their development and futures. However, access to early childhood care and education in South Africa remains limited and unequal, especially in townships, informal settlements, and rural areas. The most vulnerable children are least likely to access them, reinforcing existing inequalities early on. The impact of COVID-19 exacerbates this situation. The South African National Integrated Early Childhood Development (ECD) Policy (2015) recognises that a range of models or options for delivering ECD services is required to respond to children's varying developmental needs and circumstances. The National Development Plan (2012) also calls for piloting different ways to deliver early childhood development services, primarily through the home- and community-based models.

Home-based early learning programmes are a critical part of any strategy to expand ECD services' availability because they reach children in the spaces they live in. Day Mothers, home-based crèches and playgroups are organic, community-based responses to the demand for childcare and early learning services. Harnessing – and investing in – the potential of these women-owned enterprises can go a long way to ensuring that no child is left behind.

The KYB Delivery Model

Kago Ya Bana (KYB) is a social programme of the Hollard Foundation Trust (HFT). When translated into English, *Kago Ya Bana* means "building together for our children". The programme focuses on municipal systems change, aimed at catalysing and driving a system-wide process to enhance and build municipalities' capacity towards

processes for expanded delivery of quality ECD. The KYB model is a *multi-stakeholder partnership between Local and Provincial Government, business and the community that works locally* to increase service delivery to children towards universal access to Early Childhood Development (ECD). This Day Mother Model community-based ECD service was developed as an alternative to reach the hard-to-reach children.

KYB Principles: The following principles guide the KYB model: Universal access to ECD for all children; Multi-sectoral collaboration; Community-level focus (parental and community engagement); An enabling, developmental approach; Commitment to dialogue to find solutions; and Achievement of visible, sustainable and verifiable impact.

Intervention: The Day Mothers receive a stipend, are supported and supervised to care for a handful of children in their homes from which they provide the children with: Care and child protection (a safe and clean environment); Nutritional support (nutritious meals and food supplements); Growth monitoring; Stimulation and early learning opportunities; Referrals to health and social services and Psycho-social support for the children and their families.

Objectives: The main multi-stakeholder partnership objectives are to enable partners to increase ECD access by delivering integrated and effective childcare systems and influencing policy and programme to enhance children's outcomes.

Area and Beneficiary Identification Process: Municipalities identify the most vulnerable wards to co-design solutions with KYB. The KYB model is based on community engagement, demystifying ECD, increasing parent participation and choices in the type of care and stimulation, self-selection of Day Mothers and their vetting by their community, and final screening of potential Day Mothers using "a Day Mother" profile. Starting in 2015, KYB signed up as a franchisor for the SmartStart social franchise model for home and community based early learning for three and four-year-olds. Area selection focuses on the most impoverished communities, the franchise selection model is self-selection from areas of need, and screening includes police clearance and child protection. The children served are those in identified wards.

Mobilising Resources: The Midvaal Municipality embedded the Day Mother model into municipal processes by incorporating Day Mothers' funding into the municipality's existing Expanded Public Works Programme (EPWP) arrangements. The municipality allocates EPWP funds to the hubs (EPO and the ECD centres) based on signed Service Level Agreements between the hubs and the municipality. Funding continues to be provided for 54 (Fifty-four) Day Mothers in this way.

In a different approach, the Lesedi Local Municipality incorporated Day Mothers into the municipal budget and pays them directly as part of the payroll. Some 22 (Twenty-two) Day Mothers are funded in this way.

In the City of Johannesburg, a percentage of the youth accelerator employment programme was earmarked for ECD job opportunities in 2015, and this kick-started the scaling of home-based options, using a start-up subsidy and a once-off social grant to provide funding for 55 (fifty-five) Day Mothers was made available for one year in 2017.

Lessons from the KYB Model: The following have been shown by the KYB Model to be required to drive positive child outcomes:

An **enabling environment** at the local level includes high-level political buy-in, community engagement, and partnerships built around a common objective of supporting children. It means integrating ECD services into municipal policies, plans, and budgets to unlock further support and funding sources on a technical and administrative level.

An ECD enterprise **incubation process** that sources material and infrastructural support (in the form of a pre-registration package) meets minimum registration requirements, thus ensuring a safe and child-friendly environment while also supporting compliance and increasing the sustainability of ECD enterprises.

A process to **capacitate non-centre-based practitioners**, provided by the KYB SmartStart Franchisor, that does so by, among others, strengthening qualifications, supporting everyday practice based on an understanding of child development, and establishing systems of ongoing mentoring and support.

Establishing **monitoring tools and systems** that focus purposefully on improving child outcomes. These systems are essential to inform and strengthen programming for the benefit of individual children and to feed into government processes to regulate the quality of early learning programmes at a local level.

The KYB Model in the context of COVID-19

As the COVID-19 pandemic has swept the globe, it has once again exposed the economic divide in society, as well as the extent to which childcare tends to be overlooked or viewed as unimportant, un(d)er paid women's work. This reality is despite the substantial role ECD plays in family life and its economic and social development. Its central role became clear under lockdown as working parents had to take on full-time childcare responsibilities while children missed out on safe spaces, stimulation, and, critically for the poorest, daily nutritious meals.

The strategies adopted to rebuild the country economically, such as the new Solidarity Fund, point to new ways to bring poor communities to the centre of ECD delivery. This approach requires government and active citizens working together to convene a public-private partnership. Governments, social partners/donors, ECD practitioners and training institutions focus on setting the practical mechanisms to drive universal access to quality ECD in this decade.

The experiences of KYB and their partners over the last decade have shown that home- and community-based early learning works. With the necessary investment and support, home- and community-based early learning models can make a valuable contribution to the goal of universal availability of safe and stimulating early learning opportunities for children, no matter where they live. This situation is true for service delivery under normal circumstances and equally in emergencies such as during the COVID-19 pandemic. Because of its success, the programme is currently being rolled out in the City of Johannesburg, Midvaal and Lesedi municipalities to reach about 400,000 children in poor communities ultimately.

CASE STUDY 3: THE EKURHULENI FOOD BANK CASE STUDY

Delivery Model: During the early days of the COVID-19 lockdown in April 2020, the City of Ekurhuleni (CoE) established a Food Bank based at the Fresh Food Market in Springs, which was used to receive and distribute emergency relief donations. The first three months were used to establish the extent of the needs, and it was envisaged that July to August would be used to customise the provision of relief.

Vision: As part of its strategic objective to Promote Safer, Healthy, and Socially Empowered Communities, the City of Ekurhuleni undertook to "intensify the food bank project to improve food security central to reducing poverty".

Values: The City of Ekurhuleni subscribes to the eight Batho Pele 'People first' principles, which promote service excellence in the public sector and encourages the public to expect excellent service from the government. In

addition, the CoE is guided by the values of performance excellence, integrity, transparency, community centeredness, and co-operative governance.

Intervention: The City of Ekurhuleni established a food bank to provide food parcels to 10% of the identified beneficiaries during the COVID-19 lockdown.

Area and Beneficiary Identification Process: The CoE prioritised identifying distressed households, managing collections and distribution, and maintaining a record. Applicants had to be unemployed, receive no other form of assistance or income, or have a deceased breadwinner. 40% of food parcels were allocated to informal settlements, child-headed households, youth-owned SMMEs, nursing homes or orphanages, sex workers or the LGBTIQ plus community. The hashtags #COECares and #COEFood were used to make the programme known to those who need it. Field workers conduct household verification of applicants to ensure that they do indeed reside in the area. Distribution occurs at the ward level and sub-regional level with the councillors and ward committees of the area. Ekurhuleni Metro Police Department (EMPD) personnel and the Ekurhuleni Police Forum assists with the distribution, and an acknowledgement database is kept.

Mobilising resources: The CoE decided that no monetary donations would be accepted and that the coordination of donations and receipts would be made based on a standard food parcel list. The City uses standardised packaging consisting of 12 basic items, a monetary value of R500, and a donor registry record. Donations are received 7-days a week.

Success: The target was to distribute 1000 food parcels a day. By June 2020, 116 organisations had donated a combined total of R8.2 million, with 25680 food parcels to households distributed, reaching 128 400 residents, with an average of 5 people per household (but with outliers of only three or up to 13 per household as well.)

Challenges and mitigation: Once the Food Bank was launched, members of the community flooded the centre, resulting in parcels' distribution from a central point, becoming a disaster management risk. This risk was managed by directing people to call the food bank.

FINDINGS, RECOMMENDATIONS AND CONCLUSIONS

Findings, recommendations and conclusions are organised to highlight issues emanating from the substantive area in this Chapter. These are listed under the primary and secondary questions. Under the question titled: *Do Civil Society and NGO formations have a role in supporting the government's delivery?* The findings are divided into two sections. They address the case studies that are the central feature in this Chapter and those of NGOs.

Primary Question		
Does the government have efficient delivery systems to deliver services under emergency /disaster conditions in the COVID-19 pandemic context within the Disaster Management Act No 57 of 2002?		
Findings <ul style="list-style-type: none"> • There is currently a paucity of literature providing a direct link between service delivery and COVID-19. • Most South African research conducted by StatsSA does not link service delivery systems with delivery under COVID-19 conditions. • In this Chapter, it was found that the structures of government are the main in place. However, there is a need to align them with the intergovernmental framework's intention because the misalignment prevents their optimal functioning and impede delivery. • There is an enabling legal and policy framework. • The NDP emphasises the building and strengthening of people's capabilities which places citizens at the centre of governance 	Recommendations <ul style="list-style-type: none"> • There is an urgent need to align government structures with the intergovernmental framework's intention to facilitate service delivery. • There is a need to conduct research that explains and links service delivery under COVID-19. • Interventions are needed to address the effect of COVID-19 on individuals, families and communities. These interventions must be approached holistically instead of focusing exclusively on health considerations. • The need for psycho-social support must be integral to the intervention strategy from the start. 	Conclusions <ul style="list-style-type: none"> • The superstructures such as the Constitution, the various government structures, the National Development Plan, policies and legislation are in place. It is their effective and efficient implementation that needs to be enhanced. There are coordination challenges that impact service delivery.
Secondary Questions		
Does the government have sufficient and efficient delivery systems to deliver under normal circumstances?		
Findings <ul style="list-style-type: none"> • The government's delivery systems are located across the three spheres of government which should, under normal circumstances, enable it to deliver. • Challenges occasioned by intergovernmental misalignment, as stated above, hurt service delivery. • The Department of Social Development (DSD), which at the national level is part of the cluster on Social Protection, Community 	Recommendations <ul style="list-style-type: none"> • Research on the functioning of horizontal governance and its impact on service delivery across government levels should be conducted with particular attention to local government. • The location of DSD varies according to province. In turn, this contributes to misalignment and makes vertical communication difficult. • DSD should explore ongoing integrated work during and after the pandemic. • Induction of the public servants in the South African conception of a developmental state, its values and norms, should form part of an 	Conclusions <ul style="list-style-type: none"> • The legal framework for engendering trust in government is in place. • The lack of tangible deliverables promised in these frameworks and some public servants' unprofessional behaviour, poor service delivery, and corruption have generated a lack of confidence and government trust.

<p>and Human Development (SPCHD), houses the Social Protection interventions.</p> <ul style="list-style-type: none"> Literature indicates that there are service delivery challenges occasioned by uncommitted public servants, making them a factor in the lack of service delivery 	<p>ongoing professional development process for public servants at all government levels.</p> <ul style="list-style-type: none"> The values of participatory, transparent and accountable governance, enshrined in the Constitution, need to be strengthened through ongoing training. In the absence of an available vaccine and the possible resurgence of infection and negligence in following public health prevention strategies, advocacy programmes for virus management by multi-disciplinary teams should form a core feature of COVID-19 related interventions. The government databases used by the South African Social Security Agency should be regularly updated and tightened. 	<ul style="list-style-type: none"> Strong ethical leadership is required at the centre of government to ensure that the public service is free of corruption so that state resources are directed to where they are most needed in addressing poverty, unemployment and inequality.
<p>How does the National Disaster Management Act (NDMA) intend to protect the poor?</p>		
<p>Findings</p> <ul style="list-style-type: none"> The NDMA intends to protect the poor and vulnerable communities under disaster conditions. However, implementation inefficiencies, including corruption and fragmentation, pose challenges to achieving its intended goal of accessibility to vulnerable communities. South Africa's social protection system is reputed to be among the world's best under normal conditions. Social protection remains under normal conditions regardless of the emergencies. Funding and material resources are available. However, the provision of these resources to the most vulnerable is usually a challenge. Coordination and distribution of the available resources is also a challenge. 	<p>Recommendations</p> <ul style="list-style-type: none"> Issues of coordination need to be attended to as a matter of urgency. The existing anti-corruption policies and legislation, and policies must be rigorously applied. 	<p>Conclusions</p> <ul style="list-style-type: none"> Structures, mechanisms and enabling legal framework are in place, but implementation is a challenge
<p>What did the government set out to achieve?</p>		

<p>Findings</p> <ul style="list-style-type: none"> • The government's focus has rightly been on preventing and containing the spread of COVID-19. A financial package in the amount of R500 billion and other material resources was made available. • Key enablers in South Africa's fight against COVID-19 were a) the NDMA which provided an enabling environment; b) communication and information provided by the Presidential COVID-19 Command Centre and c) ministerial clusters, which gave citizens sector-specific information and ongoing guidance and d) health professionals and other essential services personnel • The NDP emphasises the building and strengthening of people's capabilities which places citizens at the centre of governance. • The initial call for essential workers did not include Social workers and the Counselling fraternity. However, it was at a later stage that the call was made due to the realisation of the need for psycho-social services 	<p>Recommendations</p> <ul style="list-style-type: none"> • Broad support across society is needed for the successful implementation of the disaster management plan. • The government should maintain its focus on preventing and containing the spread of COVID-19 and providing relief to the most vulnerable communities. • The government should draw lessons from the recent COVID-19 experience to apply lessons learned to similar disasters in the future. • It is imperative that a holistic and inclusive approach, embracing all the relevant professions and other essential workers, be adopted to address the COVID-19 pandemic and other disasters' impact. 	
<p>What worked in reaching out to vulnerable citizens?</p>	<p>What facilitated access?</p>	
	<p><i>What are the impediments to delivery?</i></p>	
	<p>What are the gaps?</p>	

<p>Findings</p> <ul style="list-style-type: none"> • The communications made through electronic and print media was helpful. • Word of mouth among communities was particularly useful. • Information provided by NGOs and other civil society formations also contributed to informing and educating the community. • COVID-19 further magnified South Africa's triple developmental challenges of poverty, unemployment and inequality. 		
<p>What are the political dynamics that are hindering effective and efficient delivery systems?</p>		
<p>Findings</p> <ul style="list-style-type: none"> • Political partisanship hindered effective delivery. • There was massive corruption in the distribution of PPEs and food parcels which had a debilitating impact on all citizens. • COVID-19 highlighted the urgent need to address land reform, given the spatial dimensions, hard lockdown conditions, e.g. housing, maintaining social distance and working from home. 	<p>Recommendations</p> <ul style="list-style-type: none"> • There is a need to create systems that will hold all leaders in society accountable for their conduct • Create efficient mechanisms to protect whistleblowers who report on malfeasance in order to curb the plundering of resources. 	
<p>Do Civil Society and NGO formations have a role in supporting the government's delivery?</p>	<p>Note: As indicated in this section's introductory part, the findings under this question are presented in two parts. Firstly, there is a description of case study findings, and secondly, findings pertinent to NGOs in general.</p>	
<p>Findings on Case Studies</p> <p>The findings that follow relate to the three case studies, i.e., Zenzele, Kago Ya Bana and the Ekurhuleni Food Bank Delivery Models.</p>	<p>Findings on NGOs in general</p> <ul style="list-style-type: none"> • In the context of COVID-19, community organisations and NGOs helped identify beneficiaries for various forms of support. 	<p>Findings on Implications for Future Phases of SAWID Research</p> <ul style="list-style-type: none"> • This Chapter relied on desktop content analysis of existing literature and minimal engagement with stimulus packages recipients. To that end, it constitutes the initial phase of SAWID's research project of attempting to link service delivery to COVID-

<p><i>Common Threads/Themes Identified in The Case Studies</i></p> <ul style="list-style-type: none"> • The constituencies that are serviced in the case studies are vulnerable families or households which are hard to reach. • They are in poor areas, including townships, informal settlements, and rural areas. These are the people that the government should reach out to as they are the families that the government's social protection programmes are intended for. • Households and families are the centres of interventions in the broader context of communities. • The models' sustainability lies in the belief that families can grow with support and drawing on their strengths. • Partnerships with families, community stakeholders, and the government have a proven potential for sustainability. • The NGO's selected for review used simple methodologies of reaching out to the most vulnerable and drawing on their strengths and resilience. This is a principle emphasised in the NDP. • Staff members are assisted in developing mindsets focussed and committed to reaching out to families through a developmental lens. • The use of appropriate assessment tools (ZDP and KYB) involving service recipients contributes to their understanding of their respective goals and circumstances. • Under stringent COVID 19 conditions, these NGOs demonstrated their viability and agility 	<ul style="list-style-type: none"> • Over and above beneficiary identification, examples of CBOs and women's organisations as pillars of support for the poor and hungry among themselves during the lockdown and under normal circumstances abound. Samaai (2020). • The government also identified beneficiaries through contacting councillors. • While NGOs are regarded as partners in service delivery in the Service Delivery Model of the Department of Social Development in practice, there is a history of uneasy relationships between the Government and NGOs, which negatively impacts service delivery in some instances. • Evans (2010) and De Wee (2016:499-500) urge the government to strengthen its relationship with NGOs. UNDESA further reinforces this in its Aide Memoire of 2007, in which it emphasises the point that government can rebuild trust in the institution by partnering with NGO's who can assist in helping government revive participation as well as improve service delivery. <p>Recommendations</p> <ul style="list-style-type: none"> • Partnerships with NGO's who are more flexible in responding to disasters must be strengthened. • The models of the collaboration of the case studies described in this Chapter could be considered for up-scaling and mainstreaming into the government's strategic plans to address current service delivery failures. • NGOs' role needs to be clarified urgently, as they are the government's delivery partners and a potential key to rebuilding trust in government. <p>Conclusions</p> <ul style="list-style-type: none"> • Lessons learned from these models, especially the delivery strategies deployed by these NGOs, should be 	<p>19.</p> <ul style="list-style-type: none"> • The initial findings should serve as a basis for informing a more intensive interactive investigation in the next longitudinal study phase. The researchers could not draw insights from recipients due to the COVID-19 climate requiring social distancing. This was a limitation in the study but a necessary step towards a more extensive exploration and analysis of the variables cited. • Potential subjects for a more direct investigation would have come across challenges as most of the grant recipients with direct experience of service delivery would not have had the IT tools for zoom or webinar meetings. • Given the paucity of literature in this area and the timeframe of this study, the SAWID study may be one of the first studies that can contribute to an evolving understanding of the impact of COVID-19 on service delivery. <p>Recommendation</p> <p>Given the time constraints and the inability to make direct contact with service recipients, organised round tables should be hosted for a cross-section of stakeholders in the future to receive views on their experiences.</p> <ul style="list-style-type: none"> • It is further recommended that follow-up research draw from recommendations made in the UNDP assessment, which states that research about COVID-19 should: Review responses to the pandemic through the equity lens; Focus on people's enhanced capabilities and Follow a coherent multi-dimensional approach <p>Conclusions</p>
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<p>in ensuring access to resources by the needy.</p> <ul style="list-style-type: none"> • These organisations also drew on their established delivery modes of operation to address the challenges encountered during the COVID-19 context and demonstrated the value of collaboration between the public, private and NGO sector. • As part of ensuring access to support, NGOs play an important advocacy role. For example, in the context of COVID-19, KYB drew attention to the subsidy payment gap for day mothers, which raised awareness of the limitations within the government sector. 	<p>embedded in the government's delivery strategies and training modules.</p> <ul style="list-style-type: none"> • Given that Non-Governmental Organisations are agile in responding quickly to situations, a partnership between them and the government is imperative in ensuring service delivery. • The delivery models of NGOs such as Zenzele (ZDP) and Kago Ya Bana (KYB) have demonstrated approaches aligned to the developmental approach to service delivery and have proven success in applying them to the benefit of their clients. • NGO's routinely use participatory processes to engage with the community, an approach central to South Africa's aspired developmental state, as stated in the National Development Plan. • The Ekurhuleni Food Bank Case Study reflects a Metro's ability to adapt its methods if problems arise in implementing the original plan of action. For example, when distributions from a central place became a problem decision to have field workers undertake the task and have clients call or send emails was introduced. This flexibility is not always possible in government. 	<ul style="list-style-type: none"> • Given this study's timeframe, the SAWID study may be one of the first studies that contribute to an evolving understanding of the link between COVID-19 to service delivery and the impact of COVID-19 on service delivery.
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Table 7: Matrix of the Findings, Recommendations and Conclusions of Delivery Systems Primary and Secondary Questions

CONCLUSIONS AND CHAPTER SUMMARY

The Chapter summary covers salient issues on COVID-19 Service Delivery Case Studies and related research.

COVID-19 related research

First, there is a growing body of knowledge addressing the COVID-19 pandemic in the region and South Africa. However, at this stage, the focus is on health and economic considerations.

Second, the closest that this analysis came to, in examining the impact of the virus on service delivery systems, focuses on health systems and the concern that, in the main, African health systems are fragile and would not cope with a full-blown outbreak. Similarly, in the South African context, surveys conducted by StatsSA and the evolving literature on COVID-19 does not explore the impact of COVID-19 on delivery systems. However, the information obtained does give us a glimpse into whether citizens in especially vulnerable communities are getting services, thereby enabling us to infer in a limited way the effect the virus is having on citizens' ability to access services. Rampant corruption impacted access to services by the most deserving citizens.

Third, the changing working environment and its reliance on IT tools have brought spatial inequalities to the fore, as most South Africans live in inadequate housing conditions and cannot practice social distancing or/and work from home.

Finally, while communication was commendable, not everyone could access this because of the lack of cell phones and WIFI tools. Hence the need to ensure access to free WIFI, particularly in poor communities.

Service delivery

On service delivery, the clear and unequivocal message from the limited literature survey is that there is a problem with service delivery. Some potentially eligible recipients are not accessing services ordinarily, let alone under conditions of disaster.

There is a need to build a disciplined, people-centred ethical public service to undermine a developmental state's ideal.

Case studies

First, the case studies' focus on capacity development in families and children is stepping-stones towards sustainability. The case studies provide examples of models that illustrate that sustainable development is possible, with appropriate government support (safety nets) and the right strategies and attitudes.

Second, NGOs have a role in enhancing self-reliance and providing models, making significant contributions towards building a developmental state if embedded in government programmes.

Third, participative and collaborative approaches are crucial to building sustainable families and communities.

Fourth, during this period of the COVID-19 pandemic, civil society organisations have demonstrated through action their capacity in supporting the government's delivery of services.

In conclusion, ongoing advocacy and education are crucial to sustaining the gains made over the lockdown period, especially in the face of resistance.

RECOMMENDATIONS AND POLICY IMPLICATIONS

PALI LEHOHLA & LULAMA MAKHUBELA



“We authorise those in power to speak about us and of us as experts in ways that say that they know, and we do not. In this context, we do not have a voice or a say because we are perceived as not having power. In our silence and complacency, we authorise other people and groups to speak about who we are and what we can become and de-authorise our own knowledges and skills of living” – Chene Swart¹⁷

INTRODUCTION

Although from the Constitution's point of view, this report references guarantees of social intervention, the notion that there are structural gaps that deliberately work against women was observed at the inception

¹⁷ Dr Chene Swart is a South African writer, an executive and life coach, consultant in Narrative practices. The quote is taken from page 33 of *Re-Authoring the World: The Narrative Lens and Practices for Organisations, Communications and Individuals* (2013). Knowres Publishing: Randburg

of SAWID almost two decades ago. However, these gaps persist to this day. These structural impediments are mentioned in the Foreword of the report. They are repeated here to amplify the study's essence and the appropriateness of the recommendations it makes:

“At inception in 2003, SAWID recognised that the majority of women would not be able to take advantage of the many opportunities offered by the state under the new democratic dispensation because most women were held back by poverty. The state’s social protection strategy in policy documents includes issuance of the National Identity Document (ID) for all; social housing and sanitation; free basic education; access to clean potable water; social income; energy; and road infrastructure. However, these services are not always accessed at the same time by all. A woman without an ID is excluded from the rest of the services offered. What holds most women back, especially those who live in under-resourced rural areas poor, is that they have access to less than five of these services at any one time. This keeps the opportunities offered by the state for their empowerment out of reach.”

Box 4: Extract from the Foreword by Ms Zanele Mbeki, the SAWID Founder and Patron

Thus not only in the government's policy design, strategic planning, and execution do these gaps persist but also echoed here in the study findings in the context of COVID-19. As the study notes - it cannot be that the omission of women came as an oversight. The omission is inherently embedded and structural. Despite the opportunities presented in the government's interventions to deal with COVID-19, there are still no guarantees that the benefits directed at COVID-19 will be equitably distributed. It is thus clear that for a future that is better and brighter, the pandemic has created an opportunity for women to enter the space and redirect policymaking in government through an irreversible and rooted action research agenda based on feminist and gender empowerment and gender equality principles in the course of planning policies and implementing strategies for recovery. The recommendations point to the multiple ways through which women should seize power for policy redirection and not merely insert themselves in a structurally biased moving train.

SAWID chose the stadia of women struggles as the weapon for changing the lives of women sustainably. In 2003 SAWID noted that poverty has multiple manifestations. To defeat it, SAWID noted what was required. SAWID adopted, as the strategic point of departure, the eradication of poverty and changing the narrative of the feminisation of poverty. SAWID assumed this posture in 2003 when defining its purpose statement. Such posture, no doubt, puts SAWID in good stead to address the multidimensional prongs of poverty. In this fight, the government has a role as a rights holder. In the main, this is in matters policy. Naturally, this report has focussed on policies and their implementation as these are primary cogs that can assist or restrict the state's ability to tackle the scourge of poverty. The report shows the progressive evolution of SAWID as an institution that relies on science and women’s agency in its arsenal against poverty. In this regard, the report makes a tectonic shift in enlisting science as a great mobiliser of social consciousness, agency and action. This shift builds on and strengthens the Caravan Development Model for tackling poverty that SAWID adopted in 2009. The tectonic shift is based on the Critical Reflective Model and enlists as its central thesis the emancipatory nature of the Theory of Change. They have immersed this into the practical context of COVID-19 by postulating and testing how in the immediacy of disaster, Delivery Systems and Social Protection abets food crisis or mitigates it. It stays alive to situations and is in the zone of stadia of struggle. That qualifies SAWID as an emancipatory force committed to implementing its recommendations. It is in this regard that SAWID is mindful of Theodore Roosevelt (Online goodreads.com. 2011.) when he said:

"It is not the critic who counts; not the man who points out how the strong man stumbles, or where the doer of deeds could have done them better. The credit belongs to the man who is actually in the arena, whose face is marred by dust and sweat and blood; who strives valiantly; who errs, who comes short again and again, because there is no effort without error and shortcoming; but who does actually strive to do the deeds; who knows great enthusiasms, the great devotions; who spends himself in a worthy cause; who at best knows, in the end, the triumph of high achievement, and who at the worst, if he fails, at least fails while daring greatly, so that his place shall never be with those cold and timid souls who neither know victory nor defeat." It is for the reader to choose on which side of the divide SAWID falls.

Box 5: Quote from Theodore Roosevelt (Online goodreads.com. 2011.)

Overall Summary Report

A quick scan of each of the five Chapters is given before the Report proffers recommendations:

In Chapter One, SAWID asserts that South Africa's response to COVID-19 should not only be engendered but that it should be done from a transdisciplinary approach anchored in systems thinking. This thinking is not a commonly used approach in government. Upon establishing SAWID in 2003, it noted that the structures and theatres of citizens' engagement with the Government and the State more generally are opaque. These engagements by design are about citizens going to the state, thereby undermining the in situ solutions of role players, favouring officialdom and rigid stovepipe based solutions. This approach is a sojourn for partial access to a societal challenge so complex that its inherent genetic deformity from design fails a day one test.

In this Chapter, SAWID has assembled evidence about its mission and its commitment to executing it consistently in its fight to eradicate poverty. Sadly, the study preliminarily finds that the organisation and management of the package of basic services deployed for addressing poverty by the government are opaque to society and have blind spotted fundamental prerequisites of the issues that most concern women. In their approach to eradicating poverty, SAWID heavily relied on science and human agency, and in this regard, they are unequivocal on gender-based approaches that can and should unlock value. To this end, the report points to 'man' made blockades of straitjacket policy domains, a near fetish disposition to neoliberal thinking and action, and a serious aversion to women's human agency, especially to the challenges of poverty.

This report suggests that SAWID remains true to the mission and has assembled scientific methods not only to interrogate poverty. However, through action research, they have defined the struggle against poverty and women agency's supremacy in that terrain. In fact, in the context of COVID-19, evidence on who bears the pandemic's brunt is that it is women. The feminisation of poverty is in domestic and filial matters, economy and livelihoods, lives and health, social and relational, and violence, particularly domestic and GBV. In all these, the stakes are heavily loaded against women. The face of societal distress is that of a woman.

Furthermore, the study raises limitations that in part were imposed by COVID-19. The study was a rapid desktop literature review and secondary data analysis but also aimed at being inclusive. However, because of lockdown conditions it could not reach out to practitioners who are in situ rooted in community development.

Secondly, the study points to a practical challenge of continuity and institutional survival of SAWID. That its Development Commission Chair, who was an accomplished and forceful leader, passed on. It raises major challenges to progressing on the report specifically but poses some major challenges which could be existential for SAWID.

Third, the ambition of crowding in the University of South Africa (Unisa) could not take off despite its long-standing partnership with SAWID.

Box 6: Cross-cutting Study Limitations

In Chapter Two, SAWID poses a specific challenge on the form and content of policies. This challenge is not only in respect of those relating to cash transfers but rather the "hard" macro and micro-economic framework that South Africa has pursued for years.

SAWID provides a historical lens on how colonialism executed its mission and draws lessons that suggest the colonial project has not been abandoned. However, it is abetted by government policies favouring the market as an allocator of production factors and distribution of rewards - the so-called tendency to move towards equilibrium. The question is how fair and developmental, especially to women, is a macro-economic fundamental that excludes forty per cent of the labour force from the dignity of work. SAWID observes that whilst the human agency of women, in particular, have made gains in exacting benefits in the ongoing dialogues with the government on some of the stringent policies of the lockdown that left most women without lives and livelihoods. These gains have neither been adequate nor transformative. Poverty is complex. Addressing it requires holistic immersion of those pioneering in these struggles.

In this regard the report suggests that South Africa through its macroeconomic policies, can play a central role in reducing these inequalities. Gender-responsive budgets are a useful starting point to a feminist approach to policymaking.

Box 7: Key Recommendation on Unpacking COVID-19

In Chapter Three, SAWID unpacks the concept and practices of Social Protection. It identifies four categories in which these measures fall. SAWID itemises these measures and has elegantly identified how South Africa opted for a stovepipe design, be it by accident or intention. In this regard, SAWID identified gaps and valleys between these stovepipes. Through these gaps, women especially are on a free fall and take a sail in vain with no pillars to hold onto for survival. COVID-19 has made these empty policy valleys spectacularly visible. Whilst the design of protection stands on five pillars which, if by design, are kept compact. Society cannot find itself slipping through the gaps. Of these social protection measures, the first is Protective measures which come as safety nets. The second is Preventative measures that provide social insurance. The third is Promotional measures that come in the form of microfinance. The fourth is Transformative measures that engage the rights platform, and there is an emergent fifth - the Developmental social protection model focusing on eradicating poverty. It is the choice to eradicate

poverty that SAWID made earlier that is transformative and leave no gaps in social protection measures.

The National Disaster Management Act (NDMA) intends to protect the poor and vulnerable communities under disaster conditions. However, implementation inefficiencies, including corruption and fragmentation, pose challenges to achieving its intended goal of accessibility to the vulnerable communities.

South Africa's social protection system is reputed to be among the world's best under normal conditions. Social protection remains under normal conditions regardless of the emergencies.

Funding and material resources are available. However, the provision of these resources to the most vulnerable is usually a challenge.

Coordination and distribution of the available resources is also a challenge.

Box 8: Key Findings on Social Protection

Further, Policies are in place to address the vulnerable and indigent.

The report notes that there is extensive evidence that enabling policies are in place, while others such as the National Health Insurance (NHI) are in the making. There is also underway the policy shift to make ECD universal. Just these two would make a dramatic impact on the landscape of social protection in South Africa.

Box 9: Enabling Policies in place

In Chapter Four, on the South African Food System's performance in the context of the vulnerable, poor and indigent, SAWID identifies the excessive development limiting, growth sucking and poverty propelling monopolistic practices in the production and distribution of food. They further expound and unleash a critique on the government stovepipe designs that obstruct the developmental theatre for food production and consumption. Detailed mapping of government institutions in this space reveals that the strategy can hardly fit the five-pronged social protection paradigm. The government may dream and intend development, but their design rejects it. In this context, when SAWID in 2003 decided on starting with poverty eradication, a somewhat emergent and nascent strategy in social protection was established. They illustrated that they started with the end in mind and formed the veritable platform upon which the other four social protection measures would culminate. Skinning the political economy of food systems lays bare the fact that underdevelopment is a matter of deliberate design.

In Chapter Five, SAWID explores the terrain of Social Relief to Sustainable Self-Reliance Initiatives. They refer to the supreme law - the Constitution - wherein it provides for the protection of socio-economic rights, including social services, disaster management and the right to social relief when conditions of distress emerge from disasters. Here again, significant gaps arise from the design that has made the Department

of Social Development the theatre of struggle against poverty. The department was proven to be woefully underprepared as it has no inkling and design for the know-me-systems - a classical failure has been in the delivery of R350 distribution for COVID-19 relief.

- i. Lack of accountability;
- ii. Exposure of whistle-blowers; and
- iii. That while the legal framework for engendering trust in government is in place the lack of tangible deliverables promised in these frameworks and the unprofessional behaviour of some public servants, poor service delivery and corruption have generated lack of confidence and trust in government.

Box 10: Key Findings in Delivery Systems

In the Foreword and study preamble, the disempowering effect of the absence of an Identity Document in a woman's hands stands out. More importantly, the report observes: "SAWID notes the many opportunities women are exposed to, such as access to a National Identity Document, social housing and sanitation, free basic education, access to clean potable water, social income, and energy and road infrastructure. However, these are not available simultaneously" - in this regard, there is a serious deficiency in systems thinking and design thinking. Women get defeated due to the absence of one or more of these instruments. That challenge is detrimental to their survival.

RECOMMENDATIONS

Several recommendations emerge. These can be viewed from two perspectives. There are those related to form or structure and those that are transformational. As a significant and lead actor, the report notes how the government has held onto form and structures and abandoned the constitutional imperatives of transformation. The authors argue that clinging to form and structure has taken the locus and stadia of struggle away from poverty, where it belongs, to halls of smoke and mirrors. The main constraints to addressing poverty are the timidity with which policies fail to confront the transformational pillars that inspire eradication of poverty but instead abet it as part of a natural state and approves of dependency as perpetually desirable. It is for these reasons that the following transformational and related structural recommendations are made.

Recommendation 1: The challenge is poverty, and the choice to be made is to eradicate it. Such a choice must be a holistic enjoined commitment, especially with the government who, by ascendancy to power through the democratic election, is a rights holder to policymaking. In this regard, SAWID, having taken the posture of eradicating poverty, must ensure that the policy levers of protective social development start with the end in mind - eradicating poverty - in that way as a start, it is possible to transform South Africa towards the landscape of developmental social protection; in that regard, the following strategies are recommended in the prosecution of poverty:

- i. Delink basic livelihood from wage labour and begin to develop policies that deliver an economically secure future for all;

- ii. Providing a basic income of R561 corresponding to the food poverty line to everyone who does not receive a grant and impact 33 million people aged 18 to 60 at the cost of R18.6 billion per month;
- iii. Get South African Reserve Bank, which has foreign exchange reserves worth R800 billion, fund a basic income for six months;
- iv. Impose wealth taxes, land and financial transactions;
- v. Enhance the multiplier (or secondary) impact of the new spending to generate a higher rate of Gross Domestic Product (GDP) growth and new tax revenue sources that would offset a significant portion of the costs;

Recommendation 2: The design and execution strategies must be knowledge-driven and evidence-based. In this regard, the Critical Reflective Model is key and rests on three fundamental pillars:

- i. Systems thinking,
- ii. Design thinking; and
- iii. Participatory action research.

Further, the strategies must:

- iv. Capitalise on StatsSA novel design of COVID-19 Vulnerability Index released on 14 December 2020;
- v. Enhance StatsSA capacity to generate small area data that is useable by women agencies
- vi. Align intergovernmental frameworks to their intention in order to optimise their functionality and optimise delivery;
- vii. Enforce all enabling legal and policy frameworks;
- viii. Remain true to The NDP emphasis on building and strengthening people's capabilities which places citizens at the centre of governance;

Recommendation 3: In light of the limitations observed in Chapter One, the study concludes that further work is still needed to ensure complete and sustainable self-reliance and empowerment among vulnerable populations in South Africa. This limitation could be achieved through an empirical longitudinal study envisioned to take this work forward;

Recommendation 4: To deal with the morbid form and structure that has held back women's emancipation that the report raises, SAWID must adopt a natural and deliberate path of participatory action research through which praxis and learning are born. The paradigm shift will transform the stadia of struggle from form and structure to action with women in situ as agents of their change; in specific terms:

- i. The government must recognise that expenditure and taxation policies have implications for women and men and differentially affect their ability to contribute to the market and the care households and communities. This difference is especially to be recognised in the context of COVID-19 and relief deployment.
- ii. The Zenzele Development Programme of the Women's Development Banking Trust (WDB Trust) is a SAWID Development Caravan replicator. Zenzele aims to implement the three United Nations Social Protection requirements. Firstly, Zenzele facilitates access to 18 dimensions of government services by reaching out to vulnerable and indigent families by visiting them at their homes to ensure that they know the services and benefit from such services.

- iii. The government should learn from the Zenzele Development Facilitators outreach strategy to the poor communities of barefoot service providers as a worthy vehicle, especially in the light of the urgent deepening health, economic and emergent social crisis.
- iv. Similarly, in the Early Child Development (ECD) sector, the Kago Ya Bana project implemented by the Hollard Foundation Trust illustrates the value of empowering women in poor municipalities to enable them to contribute towards the national goal of achieving universal access to quality ECD through sustaining this largely women-driven sector in our country. The Kago Ya Bana project leveraged its existing relationship with the government to draw attention to the day mothers' plight in the ECD sector during the COVID-19 hard lockdown.

Recommendation 5: SAWID initiated this transdisciplinary research. This effort must be sustained to secure longevity and legacy of emancipation through women's agency. Its posture in terms of the terrain of struggle must learn together, empower and progress to new challenges. In this regard, SAWID should adopt participatory action research that plays a self-liquidating catalytic role in the struggles of women;

Recommendation 6: As a knowledge-cum-activist driven emancipatory institution led primarily by women issues, SAWID must participate actively in policy research and design with demonstrable long-term effects on societal transformation. It should be a force and recognised voice and contributor to economic and social policy in South Africa and international relations. In this regard, SAWID must create a policy research arm that will link up with other research institutions that are seized with policy designs, including in the main poverty and macroeconomic issues;

Recommendation 7: South Africa is said to be food secure, yet its population is afflicted by hunger, food insecurity, and poverty without meaningful food access strategies, especially during a disaster. This anomaly speaks to the fundamental shift that has to be made both in land ownership and access to productive agricultural assets that provide nutrition at different levels of geography, food production and food consumption units, such as households, community formations like schools, churches, stokvels, burial societies and soup kitchens, including during emergencies. The government should break the vertical integration of food production and distribution systems by following SAWID's women-advocated food production and nutrition initiatives that are community-based with shorter geographic multi-channel supply chains and variable social exchange formations to create a broad-based market for food exchange and the food value chain systems; in this regard:

- i. Supporting SAWID in driving door-sized vegetable gardens to instil the psychology of self-reliance and food-security sorely needed from the government to raise resilience and eliminate vulnerability and indigence.
- ii. Relief interventions on their own are not enough. Self-reliance enhancing approaches with vulnerability assessment and indigent strategies would need to become the focus.
- iii. The SAWID/Zenzele approach has proven its mettle as being closer to United Nations standards and norms than the government approach through the Department of Social Development and should therefore be adopted;

Recommendation 8: A social protection system that is anchored in the eradication of poverty should be put in place as opposed to the multiple, often, contradictory stovepipes that are in place for this purpose;

Recommendation 9: A deliberate strategy that is system thinking and system design based should be put in place to unify the five areas of protective, preventative, promotional, transformative and developmental social protection to shift the stadia of action from the centre to where the action is required;

Recommendation 10: In order to drive sustainable development at the local level, SAWID has to play a major educative, planning and activist role in the integrated development programmes using its leverage of knowledge base and practice;

Recommendation 11: SAWID has to implement a transformative strategy that minimises the risks of its survival by building formidable broad-based leadership as a grassroots organisation. It should engage the self-liquidating catalytic strategy as a principle and practice of building leadership and programme success and succession;

Recommendation 12: For too long, the state's government and governance systems remained dysfunctional, and COVID-19 continues to make the statement very loudly. In this regard to play a self-liquidating catalytic role for conscientising itself and society, SAWID should take on the formal responsibility of embarking on technically proficient tools that evaluate the performance of government and embed as a unified evaluation and assurance system reports of the Auditor General, the Statistician-General, Constitutional Court Reports and the Public Protector reports as action-oriented tools. These will not be for holding themselves to their mandate and government accountable only but to apply these as progressive tools for renewal through Theory of Change, Design Thinking and Systems Thinking;

Recommendation 13: There has to be strong ethical leadership, and that has to begin at the centre of government to ensure that the public service is free of corruption;

Recommendation 14: For SAWID to inform policy and contribute effectively, an Annual SAWID Convention where knowledge sharing and strategies chest on the macro-economic policy may be a worthwhile consideration;

Recommendation 15: Government delivery mechanisms should be redesigned along the five social protection pillars driven by the focus on eradicating poverty;

Recommendation 16: There has to be a formal interface of SAWID with parliamentary structures at least annually;

Recommendation 17: SAWID should provide gender and feminist programme for the National School of Government to implement system thinking and design thinking.

CONCLUSION

It is worth reiterating that this study was initiated and convened by the late Dr Vuyokazi Mahlali, with the full support of fellow SAWID Trustees, Development Commission members, SAWIDians and Civil Society Development Partners. The study was intended to be a six-month rapid desktop secondary data analysis to assist in re-imagining policies and approaches towards assisting the vulnerable in South Africa. Vuyo had dedicated 17 years of her life in SAWID to achieve that goal. Sadly, she met her untimely death before the conclusion of the work presented in this publication. It is for that reason that SAWID dedicates this work to her posthumously.

This publication is the product of extensive work done by the 17 researchers spread across the Six Workstreams. To that end, the 17 recommendations presented form the first phase of an anticipated broader longitudinal study. Fundamental is to seek alternative pathways to addressing poverty and unemployment among women, in the main, which the COVID-19 pandemic has exacerbated.

SAWID anticipates that policymakers and sponsors will come on board to ensure that the recommendations presented are brought to life. Implementing these recommendations will require action plans and implementation programmes. While inviting others, it is critical that, in line with appreciative inquiry, women and children will be at the centre of future research. SAWID takes heed of the caution that scientific thinking is “a contested terrain.” Local communities can think scientifically, and their language of science has to be deciphered in a negotiated space by both researchers and local communities involved in the research (Mogomme et al., 2020). This study affirms that science and scientific thinking need to be looked at in a broader sense. It cannot be taken that researchers are the only custodians of scientific thinking while excluding the ability to think scientifically located in local communities.

As civil society, we are the ones we’ve been waiting for. We hope the knowledge contributions made in this study will bring desired solutions that will make a difference in the lives of the vulnerable and the indigent in our society as we mediate the complex intersectionality and the balancing act between health and the economy.

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ABOUT SAWID FOUNDING MOTHERS

Ms Zanele Mbeki: Founder and Patron of SAWID



Ms Zanele Mbeki is currently the Chairperson of the WDB Trust, a fund created to enable programmes supported by the WDB Trust in the Republic of South Africa. The Trust owns a Women's Investment Company (WDB-IH) whose role is to promote women business leaders and create revenue streams supporting the Fund. The Fund supports credit for poor rural women (WDB-Microfinance) and business and literacy training, gender research, and documentation. She is a Trustee/Director of several national and international Boards which promote social and economic development in poor communities. These include the Schwab Foundation for Social Entrepreneurs (Geneva); and El Taller for Human Rights (Tunis). She studied Social Work in South Africa (Wits University) and postgraduate studies in the UK (London School of Economics and Institute for Social Work Training) and the USA (Brandeis University). She has social work-related experience in Africa, the UK, the

USA, and the United Nations High Commissioner for Refugees (Africa and Asia). Ms Mbeki is the Founder and Patron of SAWID, South African Women in Dialogue. She established the Zanele Mbeki Development Trust as her legacy vehicle, with the following programmes: African Women in Dialogue (AfWID), an inclusive annual platform of dialogue that seeks to unite African women from all walks of life under one roof to deliberate on issues of continental importance; the Zanele Mbeki Fellowship Programme, a developmental training programme for young women African leaders; and a Research and Publications arm to promote research and publications on the topic of gender justice as well as the experiences of women.

Ms Nandisile Thoko Mpumlwana: Chairperson, SAWID Trust



Ms Mpumlwana is the Chairperson of the Board of various organisations, including the SAWID Trust. She was, until a few years ago, the Deputy Chairperson of the Commission for Gender Equality. Ms Mpumlwana was awarded an MA in Curriculum Development and Teacher Education by Michigan State University in the United States. Her professional career has focussed largely on teaching and promotion of education. Ms Mpumlwana's commitment to justice, especially on political, human, children and women rights and empowerment, has driven her activism. She was a co-founding member of the Black Consciousness Movement alongside Steve Biko and has been very active in church and NGO activities since her student activism years of the 1970s.

Ms Mpumlwana previously chaired the Film and Publication Board and served two seven-year terms at the Electoral Commission of South Africa (IEC), including as Deputy Chairperson in the last term. Among other activities and involvements, Thoko Mpumlwana has previously chaired the World Council of Churches Women's Committee and the South African Council of Churches Women's Working Group and has been active in publishing both author and editor. Ms Mpumlwana worked at the Centre for Scientific Development at the Human Sciences Research Council, promoting Women in Higher Education research. She has served as a member of the Council of the University of Pretoria and other Boards that she has served on, including Wiphold NGO Trust, the Independent Development Trust (IDT) and the Women's Development Foundation.

ABOUT THE EDITORS AND CONTRIBUTORS

SAWID STUDY CONVENING COMMITTEE CHAIRPERSON



Dr Vuyokazi Felicity Mahlali was, at the time of her untimely passing on 13 October 2020, serving as the Chairperson and Convenor of the SAWID Development Commission, President of the African Farmers' Association of South Africa (AFASA), and Executive Chairperson and one of the founding members of Umoja Love, a female-skewed South African digital satellite television general entertainment channel produced by the Siyaya Media Network for DStv. She was also serving a second term as a National Planning Commissioner in the Presidency, a position she had occupied since 2010 and was the President-Elect of the Global Chapter of the International Women's Forum, a position she was to assume at the end of October 2020. Previously she had served two terms as President of the International Women's Forum of South Africa. She also served two terms as Chairperson of the Board of Directors of the South African Post Office. She

was a development planner with a Bachelor of Science Degree from the University of the Western Cape, a Masters of Science degree in Social Policy and Planning from the London School of Economics, and a PhD from the University of Stellenbosch in Development Economics. She founded and started Ivili Loboya, Africa's first indigenous wool processing plant in Butterworth, in the Eastern Cape, where she taught unemployed people to make cashmere garments and oversaw the birth of the Dedani collection. She had received various accolades, including the 2019 "Woman of Substance" award presented by the African Women Chartered Accountants (AWCA). In April 2019, she was awarded an Honorary Doctorate by the Nelson Mandela University to bring urgency to and intensify the global call for inclusive economic growth and development, particularly in entrepreneurship and economic development, in marginal rural economies.

SAWID STUDY COORDINATOR, EDITOR-IN-CHIEF AND CONTRIBUTOR



Prof Lulama Makhubela is a long-standing active Development Commissioner and member of SAWID since 2003. She is an African Feminist with a Pan-African orientation. Her professional career spans more than 35 years of teaching and practice, consulting and community engagement. A Professor in Information Science and certificated in Asset-Based Community Development (ABCD), Conflict Resolution and Entrepreneurship, her proven record of achievement in teaching, research and scholarship in the fields of information literacy, access to information, knowledge management and community development is attested in her publication output of more than 50 scientific and popular articles in national and international journals and chapters in books. She co-authored the Life Esidimeni saga as a case study for teaching purposes at Business Schools. She has served as a member of

editorial boards of several accredited journals, including the *Development Southern Africa*, one of the refereed journals in development at the international level. As Research Consultant, she has extensive experience coordinating complex studies, quality assurance and editing research reports. She has coordinated and delivered high-quality research products. These include *Citizen Satisfaction Surveys*, the *State of Social Giving in South Africa* and other Poverty-related studies, *Youth Economic Empowerment*, and *South African Parliamentarians' Information Needs*. A certified Toastmaster International Competent Communicator, she is a sought-after Programme Director, Guest Speaker and Facilitator for Workshops in Community Projects. An Activist and Advocate for Women Empowerment, she is vocal on various developmental challenges facing South Africa and the continent. Leanne Manas interviewed her on SABC TV on the role of research in community development and how the deficit in black women researchers in the African continent can be reversed.

SAWID STUDY CO-EDITORS AND CONTRIBUTORS



Prof Pali Lehohla is the former Statistician-General of South Africa, a position he held from 2000 up to 2017. He served in several global capacities such as co-chair of PARIS21, Chair of the United Nations Statistics Commission, Chair of the Statistics Commission of Africa (StatCom Africa), Chair of the African Symposium for Statistical Development (ASSD), Vice President of the International Statistics Institute (ISI), sponsor of the Young African Statistician (YAS) movement. In 2014 he was one of the twenty five-member panel on Data Revolution appointed by the UN Secretary-General, and from 2015 to 2018, he was a member of the Independent Accountability Panel of UN Secretary-General for the health of women, children and adolescents. Prof Lehohla has been a forceful advocate for improving the Civil Registration and Vital Statistics systems in Africa. He consulted extensively in conflict- out of conflict and fragile states on matters statistics; this saw him cover Iraq, Afghanistan, Sudan and Cambodia to make some mention. His alma mater, the University of Ghana, recognised him in 2015 to contribute to statistics development. The Universities of Stellenbosch and KZN awarded him Honorary Doctorates in 2015 and 2018, respectively. He is a Professor of Practice at the University of Johannesburg. He is a Research Associate at Oxford University.



Dr Maureen Tong is an international lawyer, human rights researcher, gender activist and published author in international peer-reviewed journals and publications. She is an executive coach with the Associate Certified Coach (ACC) credential from the International Coaching Federation (ICF). She currently provides Company Secretariat services to the Women's Development Banking (WDB) Trust on a part-time basis. She established Former President Thabo Mbeki's post-presidency organizations: the Thabo Mbeki African Leadership Institute (TMALI) and the Thabo Mbeki Presidential Library (TMPL). She was the first Chief Operations Officer (COO) at the Department of Rural Development and Land Reform, served as Chief of Staff in the Ministry of Agriculture and Land Affairs, and Operations Manager at the United Nations Development Programme (UNDP). She worked with Dr Vuyo Mahlali as Technical Advisor to the Presidential Advisory Panel on Land Reform and Agriculture in South Africa, for which Dr Mahlali was the Chairperson. Dr Tong has been appointed to the UKZN Council with effect from 1 August 2020 to July 2024.

SAWID STUDY CONVENORS AND CONTRIBUTORS



Ms Pravienna Naidoo was a social development activist and advocate for forty years; and a political activist for two decades in this time. Her sectoral work spans health and social development, ECD, and GEWE, amongst others. She worked as a trade union social worker at SACTWU, employee wellbeing manager at SAA, personal assistant to a former Gauteng MEC for Social Development and Education, SMME director at WBD, and SAWID national coordinator. She co-drafted the National Families Policy, the Older Person Bill, and the Policy on Substance Abuse in tertiary institutions for the Department of Social Development. Pravienna is a qualified social worker, academic life coach, neuro-linguistic programming practitioner, and integrative nutrition health coach. She is also a trained legislation drafter, optimised learning facilitator, memory coach, and chef. She is currently the co-founder of Be Unlimited, where she supports individuals and groups of all ages and backgrounds to survive and thrive by integrating the different aspects of their lives for greater effectiveness and impact.



Ms Phelisa Nkomo is a Development Economist by profession, a social justice activist with experience rooted in community activism and national and global economic justice organisation dating back from the Global Debt Cancellation Movement and Global Coalition on Poverty in the early 2000s. She is a member of the SAWID Development Commission. Ms Nkomo is also part of the Stellenbosch University Development Economic research team, which recently published an Alternative Economic Policy for South Africa called New wine on New skin under the leadership of Prof Thuli Madonsela. Ms Nkomo has a diverse working experience which ranges from gender advocacy organisations (Women's College and African Gender Institute), Trade Union Movement (SA Municipal Workers Union legislation development institutions in the Parliament of South

Africa), grant-making institutions (Open Society Foundation & Development Agency), social protection and labour market activation advocacy (Black Sash) and Public Policy Advisor (Economic Advisor for eight years). She serves in the Board of Independent Development Trust (IDT) and is a founder of Abantu for Social Justice organisation. She is currently pursuing a Master in Development Finance at the University of Stellenbosch Business School.

SAWID STUDY WORKSTREAM CHAIRPERSONS AND CONTRIBUTORS

WORKSTREAM 1 CHAIRPERSON: ENGENDERING THE COVID-19 PANDEMIC FROM A TRANSDISCIPLINARY APPROACH



Dr Sibusiso Mkwanzani is a Demographer and Senior Researcher at the Centre for Social Development at the University of Johannesburg. She is a quantitative expert in sexual and reproductive health, gender and women studies. Dr Mkwanzani has vast public health experience, statistical analysis, policy analysis and advocacy, and youth development. Her current focus encompasses research in reproductive justice, community-engagement activities focusing on sexual and reproductive health, and violence and sexual violence as gender power phenomena. Her other research interests include youth-related studies, applying quantitative research methods to contextual analysis of phenomena, and the health of vulnerable populations and social development. Dr Mkwanzani holds a PhD in Demography, Masters in Epidemiology & Biostatistics, postgraduate qualifications in gender, public policy and analysis, project management, marketing management, employee

health and wellness, and an undergraduate degree in Dentistry.

WORKSTREAM 2 CHAIRPERSON: UNPACKING COVID-19 IN THE CONTEXT OF STATE ECONOMIC AND SOCIAL BENEFITS



Ms Lebohang Liepollo Pheko is an activist scholar, academic, public intellectual, Afrikan feminist and development practitioner for over 25 years. Her research interests are in Afrikan political economy, States and nationhood, international trade and global financial governance, the feminisation of poverty, regional integration and impacts of globalisation on labour migration.

As Senior Research Fellow at research and policy advocacy think tank - Trade Collective, Pheko has taught International Trade, Afrikan Feminist Theory, International Development, Political-Economic, Political theory and Race and Decolonial studies of African countries about Multilateral Institutions. She has contributed to several books on international trade, international development, politics and feminist studies and is considered a leading exponent on the African Political Economy, Feminist Economics, International Trade and African

development.

WORKSTREAM 3 CHAIRPERSON: SOCIAL PROTECTION APPROACHES AND STRATEGIES FOR THE VULNERABLE AND INDIGENT IN SOUTH AFRICA BEYOND COVID-19



Prof Edith Vries has a proven track record of executive-level leadership in the public, corporate and not-for-profit sector coupled with a distinguished academic tenure and accomplished research background. She previously held executive positions at the Independent Development Trust and as the Director-General of Agriculture, Forestry and Fisheries and Small Business Development Departments. She has a depth of experience in strategy development and public sector transformation. Edith Vries holds a Bachelor Degree in Social Science, Honours in Psychiatric Social Work and a Masters in Social Science specialising in Clinical Social Work. She is a fellow of the South Africa-Harvard Fellowship Programme, Wits-Harvard Senior Executive Programme and Harvard Business School. Edith is a certified and licensed Business Advisor who champions entrepreneurship ecosystems as pillars of economic growth.

WORKSTREAM 4 CHAIRPERSON: THE PERFORMANCE OF THE SOUTH AFRICAN FOOD SYSTEM IN THE CONTEXT OF THE VULNERABLE, POOR AND INDIGENT: A FRAMEWORK FOR ANALYSIS



Ms Madumezulu Girdle Silinda is an Executive Director of Arche Advisory Practice (Pty) Ltd, a consultancy specialising in strategy, research and programming. She has more than 15 years of consulting experience in Enterprise development, Local Economic Development, Cooperative Governance and Organizational Development in South Africa. Her research interests focus primarily on diagnosing and addressing market failures for SME's through value chains management and economic models for building resilience to overcome systemic vulnerabilities. Madumezulu has researched national and international development agencies such as the National Empowerment Fund (NEF), Centre for Municipality Research and Advice (CMRA), GIZ, HIVOS, ASPIRES & FHI 360°. She holds a Masters of Philosophy in Entrepreneurship (MPhil), B-Tech degree in Rural Development, a Psychology Diploma, amongst other qualifications.

WORKSTREAM 5 CHAIRPERSON: DELIVERY SYSTEMS: SOCIAL RELIEF TO SUSTAINABLE SELF-RELIANCE INITIATIVES



development, and research.

Ms Daisy Mafubelu. With 35 years of civil service nationally and internationally, Daisy is a former Assistant Director-General of the World Health Organization (WHO). She provided leadership in Child and Adolescent Health, Reproductive Health and Research, and Gender, Women and Health, among other roles. She served as a diplomat with the rank of Minister at the Permanent Mission of South Africa in Geneva. Her achievements include the Framework Convention on Tobacco Control and the International Health Regulations' successful negotiation during this period. Daisy held senior executive positions within the Government of South Africa. She joined the South African health service management ranks in 1994, where she played a significant role in transforming and managing public health services. She chaired the Ministerial Task Team, which developed the National Strategic Plan for Nurse Education, Training and Practice. Daisy is the founder and Chief Executive Officer of VUCA Institute of Leadership Development, a consulting company that provides management advisory services, skills

SAWID STUDY CHAPTER CONTRIBUTORS



Dr Motlatjie Anne Letsebe holds a PhD in Social Work from the University of the Witwatersrand, where she was a senior lecturer in the School of Social Work. She is the current chairperson of the Zenzele Development Programme established by the WDB Trust and a Childline Gauteng Board member. She was previously a member of the Unisa Council, a former co-Convener of the Women's National Coalition and a board member of the Women's Development Foundation. She was a Deputy Director-General and Head of the Cabinet office in the Presidency, the Republic of South Africa. She is currently an independent consultant.



Dr Ellen Kornegay is a gender and development specialist with strategic and operational planning expertise grounded in a multi-disciplinary training background. Her experiences cover social policy analysis, strategic planning, programme management, international relations and social work. She has experience both in the Non-Governmental Organisations (NGO) and public service sectors. She served in various senior-level government positions, including managing a special project titled: *The Review, Consolidation and Repositioning of the South African Public Service*. The programme was national in scope and aimed at assessing whether the public service has sufficiently transformed to facilitate the desired Developmental State. The exercise was expected to consolidate public service gains and minimize weakness and challenges. She acted as Deputy

Director-General for Governance in the Department of Public Service and Administration (DPSA) and Chief Executive Officer of the Office on the Status of Women (OSW). She served as Senior Gender and Organisational Development Expert with the African Union (AU), where she provided technical advice for the mainstreaming of gender into the conceptual framework, the institutional structure and systems proposed for the African Union.

Dr Tsakani Ngomane: Director of the Extension Programme at the University of Pretoria. Through her secondment to the Department for Planning, Monitoring and Evaluation at the Presidency, she led the NDP Outcome 7 on Comprehensive Rural Development and Food Security. She was also the Deputy Director-General for Climate Change in the Department of Environmental Forestry and Fisheries.

Dr Sifiso Ntombela: Chief Economist at the National Marketing Agricultural Council. He is responsible for trade research and economic modelling in the Agriculture and Agro-processing Sector. He has experience in agricultural marketing and policy, advising the Minister on Agriculture and International Trade Administration Commission. He was a National Coordinator of Strategic Integrated Project (SIP11) agro-logistics and rural economy administered by the Presidential Infrastructure Coordination Commission. He is currently leading the research and development of the agriculture and agro-processing master plan and South Africa's sectoral blueprint strategy for inclusive growth in the next ten years.

★ **NB: Drs Tsakani Ngomane and Sifiso Ntombela are contributors who are friends of SAWID, work for state organs, and have not received any remuneration for collaborating in this Workstream.**

SAWID STUDY CRITICAL READERS AND EXTERNAL REVIEWERS



Ms Janine Hicks is a Lecturer at the University of KwaZulu-Natal, School of Law. Janine also serves as Chairperson of the UKZN Gender-Based Violence Committee and as convenor for the Navi Pillay Research Group, a collective of academics from the School of Law seeking to address critical emergent issues of race, class, gender and disability in post-Apartheid South Africa through research, law and policy reform. Janine is Project Leader for the South African Law Reform Commission's Project 143: Maternity and Paternity Benefits for Self-Employed Workers and a former Commissioner with the South African Commission for Gender Equality. Janine is a PhD candidate, holds an MA degree from the University of Sussex, and an LL.B degree from the former University of Natal, now UKZN.



Ms Joyce Siwani is a professional Social Worker- is a leading voice in the children's sector, having worked at the National Children's Rights Committee, a policy-focussed Non-Governmental Organisation (NGO). She is a member of the Leadership and Innovation Network for Collaboration in the Children's Sector (LINC) that sought to foster collaboration between government, donors and civil society. She participates in the government process underway to shift all Early Childhood Education (ECD) business to the Department of Education (DBE). She was on the team that appeared before the Cilliers Commission on the Riots that followed the Soweto Uprising on behalf of the South African Black Social Workers' Association. She has been in the governance system of the University of Johannesburg for the past 17 years. She has observed elections in DRC, Angola and Mozambique, representing the RSA and SADC. She is also a fellow of Penn

State and WITS universities. She served on the Non-governmental Council of the African Peer Review Mechanism and is a founding member of the Hexagon Trust, a bursary organisation in business for over 30 years, keenly interested in development matters.



Ms Maud Motanyane is a former editor and journalist. She worked for several years at the Star and Post Newspapers, covering most of the prime political events between the seventies and eighties. In 1986 she became the founding editor of Tribute Magazine, a magazine that grew to become the mouthpiece of black opinion and a forum for debate. In 1990 she left the country to live overseas. She founded Jikelele Media Group, a television programme distribution company, with offices in Los Angeles (USA), Europe and Africa. She was a board member and shareholder of Worldwide African Investment Holdings. She is a shareholder in Thuthuka Productions – a television production company, and is a board member for Urban Brew Production Company and Kagiso Media. She is also the chairperson of G4 Securicor, one of the leading security companies in the country.

SAWID STUDY SECRETARIAT AND CONTRIBUTORS

HEAD OF SECRETARIAT AND DEPUTY CHAIR - SAWID BOARD OF TRUSTEES



Ms Mpho Letlape serves as a trustee and Deputy Chair of SAWID. She also sits as a Director on the boards of Transnet Holdings, National Research Foundation, Tower Group, the Vinton Foundation and chairs the Standard Bank Tutuwa Community Foundation. Her passions are the advancement of women and youth development. She volunteers on various bodies dealing with issues affecting women and children to ensure that she contributes to these causes. Her personal values of integrity, consistency, transparency, and empathy are inspired by the life she has been blessed to live and the shared responsibility she has embraced to help build South Africa into a great country. She is married to Tebogo Kgosietsile (*Kgosi*) Letlape, an ophthalmic surgeon, advisor on medical matters and health activist. They have three adult children and a grandchild and lives in Johannesburg.

WORKSTREAM 4 & 5 SECRETARIAT SUPPORT AND CHIEF OPERATIONS OFFICER - SAWID SECRETARIAT



Ms Marthe Muller has been the COO of SAWID since 2010. After completing degrees in Philosophy and Political Philosophy at Stellenbosch University, she left South Africa in 1984 to pursue graduate studies in Women's History at Sarah Lawrence College, in Bronxville, New York. She only returned to South Africa in 2000, having made a 12-year detour through Colombia, South America, where she worked in documentary filmmaking and wrote, directed and produced an audio-visual course to teach English to Spanish-speakers. She has been involved with SAWID since 2003, primarily in the role of scribe and historian of the efforts of South African women to become the agents of their development. In this capacity, she has gathered and disseminated reports on dialogues attended by more than 16 000 women over 17 years, and participated with others in creating cabinet briefs, policy briefs and discussion documents that led to the creation of a Women's Ministry, the elaboration of an integrated poverty strategy (with the Policy Unit in the Presidency in 2006 and 2007) and advocacy around the establishment of a planning commission. Her passions are collaborating with others towards an emotional settlement of *apartheid* and education and governance to grow souls.

WORKSTREAM 2 & 3 SECRETARIAT SUPPORT, OVERALL STUDY REPORT LAYOUT, ASSISTANT GLOSSARY OF TERMS COMPILER AND PROGRAMME ADMINISTRATOR - SAWID SECRETARIAT



Ms Lindiwe Khoza holds a Bachelor Degree in International Relations and Diplomacy and a Senior Certificate Programme in Provincial and Local Government Law at the University of South Africa. She is trained in Gender Studies at the Gender Academy of the United Nations International Labour Organisation in Italy and State Party Reporting to Treaty Bodies with the United Nations High Commissioner for Human Rights in South Africa. An active member of SAWID since 2008, she currently serves in its secretariat as Programme Administrator. She also serves as a Board Director at the South African Youth Centre, SparkED Projects and League of Companies to support their social enterprise programmes. She does this to nurture her vision for women, youth and community development. A 41-year-old single mother to a 24-year-old son uses her experience to rescue troubled teens from life-altering issues such as poverty, teen pregnancy and the lack of empowerment opportunities. Her living values are Quality of Life, Growth and Equality.

PROGRAMME MANAGER - SAWID SECRETARIAT, WORKSTREAM 1 SECRETARIAT SUPPORT, CHAPTER TWO CONTRIBUTOR, ANNOTATED BIBLIOGRAPHY CO-COMPILER, REFERENCES COMPILER.



Ms Lusanda Monale is currently serving as the Programme Manager at SAWID, an organisation that advocates for women, focusing on positioning gender issues at its programming centre. She has served in different portfolios at the United Nations, the most recent as Programme Manager, delivering a partnership between UNDP and the Limpopo Department of Health. Previously, she supported research and policy advocacy initiatives and recently served as a Rapporteur for high-level committees. Lusanda holds a BA (Hon) in Development Studies, B. Information Studies (Hon), PDM (Wits) and is currently registered for a Masters in Management degree.

STUDY ANNOTATED BIBLIOGRAPHY COMPILER AND MONITORING AND EVALUATION - SAWID SECRETARIAT



Ms Thembelihle Tshabalala is an activist, research professional and fledgeling impact assessment and monitoring and evaluation (M&E) specialist. She holds a Post Graduate Diploma in Social Impact Assessment from the University of Johannesburg, a Btech in Journalism from the Tshwane University of Technology (TUT), a certificate in Afrikan Feminist and Gender Studies from Thabo Mbeki Afrikan Leadership Institute, a post-graduate level certificate in Statistics For Research And Design from Wits University as well as an Advanced Certificate in Monitoring and Evaluation from the FPD Business School. Lihle has had a two-and-a-half year stint in journalism, in print media - working for Mail & Guardian Media where she started as an intern, where her passion for social justice and human dignity restoration was stoked, and at eNCA for a short while before moving into a career in market research. With a growing interest in the Social Sciences, Lihle joined the market research in 2010 and has worked across commercial brands and industry projects and the not-for-profit and sustainability programme research projects. Lihle joined SAWID in 2020, where she is an active member of the Secretariat.

ACRONYMS & GLOSSARY OF TERMS COMPILER



Mr Sithembiso Mngqobi Sthandwa Ndlovu was born and bred in Ladysmith in KwaZulu-Natal. He holds a Bachelor of Social Work and Master of Public Health (Social Behavioural Sciences) degrees from the University of Cape Town (UCT). He is currently pursuing his PhD in Public Health with the University of KwaZulu-Natal (UKZN). He has extensive research experience, particularly in qualitative research. He has worked as a Social Behavioural Sciences Researcher at Wits Reproductive Health and HIV Institute (Wits RHI), where he coordinated the implementation of the National School Safety Framework (NSSF) for the Girls Achieve Power (GAP Year) programme. He has been exposed to Human-Centred Design (HCD) as an Assistant HCD Research Practitioner for Matchboxology and PSI led, a project on young men and Pre-Exposure Prophylaxis (PrEP).

GRAPHIC DESIGNER OF WOMAN CHAPTER HEADING IMAGE



Ms Kefiloe Sethusha is a multidisciplinary Creative. Her work's main focus is in providing services and support for businesses and individuals working to create balance, upliftment, wellness and overall health for humans and the environment at large. She has over ten years of experience developing visual identities, logos and corporate branding, packaging, print adverts, annual reports, newsletters, digital campaigns and many other supporting elements for a client-base locally, nationally, and internationally retail, SMME's, advertising agencies, individuals & NPOs. She specialises in Graphic Design, Creative Brand Development, Corporate Identities, Packaging, Art Direction, Digital Design, Illustration, Print and Online media.

GRAPHIC DESIGNER OF COVER PAGE



Ms Prudence Mathapelo Makhubela-Mhlari is a qualified Graphic Designer. She has a natural flair and creative eye inspired by the rich history of the Johannesburg landscape. She started her post-school education at the University of Technology in the Free State and completed her studies at Rosebank College. Her speciality is in Web Design and Corporate Branding and Marketing, particularly in the publishing value chain. She has done a few annual reports under her name for companies such as EWSETA and the GAUTRAIN. She has an extensive portfolio of servicing individual and corporate clients in producing Book Covers and doing layout for Magazines; Newsletters; Programmes for high-profile events; Funerals; Birthday functions and events; Book-launches, Marketing brochures, Business Branding and Pop-Up Banners and Company Logos. She blends Video and Art to produce multi-media solutions for her clients. She also teaches art to children in her spare time.

ANNEXURE 1: BACKGROUND AND HISTORY OF SAWID

SAWID is an inclusive, non-partisan and not for profit women's organisation established in 2003 that aims to represent South African women's voices on all platforms where decisions impact their lives and particularly on peace and development. As an independent South African women's forum, SAWID is committed to providing a platform for every woman to be heard through dialogue to improve women's status. Since its inception, SAWID has successfully convened national dialogues contributing to personal healing, barrier-breaking, and awareness and dissemination of information and materials regarding the national, continental and global development agendas.

A dedicated volunteer Board of Directors, Provincial Coordinators, and a series of Professional Advisory Commissions made up of sector specialists, academics and professionals, lead SAWID. (These Commissions include a Development Commission, a Pan African Peace and Reconciliation Commission, an Older Persons Commission, a Young Women's Commission and a Regional Coordination Commission).



Figure 20: Amongst those present at this panel discussion during the first SAWID Annual Dialogue Forum in 2003, HE Amb. Mavivi Myakayaka Manzini, Dr Mohau Pheko, Dr Vuyo Mahlali, Ms Mpho Letlape, and Adv. Elise Delport.

SAWID has its origins in a group of around 60 South African women. These were drawn from business, government and various political parties to show solidarity with women of the Democratic Republic of Congo (DRC) during the Inter-Congolese Peace Dialogue at Sun City and Pretoria in March and December 2002. South African women were called upon to assist the DRC women in mainstream gender issues in the DRC Constitution-making process by sharing the South African experience promoting a pro-women agenda.

This meeting resulted in a 5-day in-depth interaction between 125 women from the DRC and 200 South African women who met at Esselen Park in March 2003 in a SAWID DRC Women's Peace Dialogue. A 2-day facilitated workshop preceded this Forum on leadership, intended to remove the communication barriers that had previously frustrated dialogue among the various warring parties in the DRC.

At the end of this challenging but successful interaction, which allowed the DRC women to vision together for a better DRC, the South African women were requested by the DRC women to play a broader peace role among women in the Great Lakes Region. South Africans were called upon to help the DRC women mainstream gender issues in the DRC Constitution-making process by sharing the South African experience promoting a pro-women agenda. After the dialogue, women from the DRC felt empowered enough to interrupt the Inter-Congolese Peace Dialogue represented by an all-male delegation and demand that an agreement is signed.



Figure 21: SAWID's Peace Dialogues with women from the DRC (March 2003) and Burundi (July 2004)



Figure 22: Previous AU Chairwoman and Current Minister Dr Nkosazana Dlamini Zuma, First Pan African Parliament President Ms Gertrude Mongella and first Speaker of a Democratic South African Parliament Dr Frene Ginwala attending the 2004 SAWID Burundi Women's Peace Dialogue



Figure 23: Participants in the SAWID Burundi Women's Peace Dialogue, June 2004

While supporting other women, South African women recognized a void that needs attention back home. In July 2003, therefore, around 1000 South African women met in response to the African Heads of States' appeal to build a partnership between government and all segments of civil society, in particular women, youth and the private sector, in order to strengthen solidarity and cohesion among South Africans.

From its initiation, the platform was characterised by its honouring of the women's diverse spiritual traditions and advocacy of a non-hierarchical, organic and holistic structure, where women ministers and unemployed rural women have an equal voice and say.



Figure 24: SAWID's diverse and non-hierarchical structure where Government Ministers, young women, and older women are on equal footing

The following issues emerged from this first dialogue in July 2003 as key issues that prevented women from participating actively in their new democracy:

- Food security – poor access to agricultural land and water.
- Poor access to clean water and sanitation.
- Poverty in rural areas and in informal settlements within urban areas.
- High infant mortality as a result of poverty (maternal morbidity).
- Diseases including HIV and Aids, poor facilities and management in hospitals, the brain drain of professional staff, etc.
- Violence and abuse against women.
- Marginal participation of women in economic activities.
- Absence of a dedicated fund to promote women's advancement and inability to access development funds.
- Lack of accessible information that could allow women to benefit from opportunities both in South Africa and abroad.
- Absence of Inter-Generational Dialogues and lack of programmes to integrate youth/young women in their socio-economic and political initiatives.
- Social grants not reaching all intended beneficiaries because of inefficient bureaucracy, lack of identity documents and a lack of access to reliable information.
- Unmonitored implementation of government policies meant to empower women.

The Spousal office, which hosted the first dialogue in 2003, was mandated by South Africa women to continue to host the dialogues with a committed group of volunteers who acted as the national steering committee to be reviewed annually. It was envisaged that the OSW and Offices of the Premiers in provinces, who shared the mandate of cascading the continental development goals of the AU and NEPAD to grassroots women, would act as custodians of SAWID in the provinces.

YOUNG SOUTH AFRICAN WOMEN IN DIALOGUE (YSAWID)



During the July 2004 National SAWID dialogue, young women expressed an interest in meeting their own to discuss particular relevance issues to their lives. The first youth conference was held in Saldanha in December 2004, where more than ±1500 young women from all nine provinces in South Africa gathered under the patronage of Ms Phumzile Mlambo-Ngcuka, who became the first female Deputy President of South Africa. Young SAWIDIANS agreed to steer and drive young women's participation in the New Partnership for Africa's Development (NEPAD) by the enhancement of individual and personal development, encouraging economic participation and growth among young women, strengthening democratic knowledge and principles, and bridging the gap between races, ethnic groups, religions, cultures and ages.

The Four Pillars of the YSAWID Agenda

YSAWIDIANS identified the following four key pillars to guide initiatives to address the challenges faced by young women.

The following are the four **pillars** of focus:



THE ISIGODLO TRUST

In July 2004, SAWID moved out of the Spousal office when the Isigodlo Trust was formed, allowing SAWID to honour its organic nature and underwrite its character as a non-profit civic society institution driven by the effort of volunteers. Between 2003 and 2006, SAWID was driven by a series of volunteer steering committees at the national and provincial level and an army of ad hoc helpers who gathered annually to host the national dialogue, sponsored directly or through the Isigodlo Trust, with donations by government departments, parastatals like Eskom and Telkom, the private sector and individuals. The Isigodlo Trust became the SAWID Trust in March 2011.

SAWID strengthened its influence and reach at a national, provincial and continental level even though volunteers drove it in the form of a Board of Trustees and a steering committee chaired by Dr Brigalia Bam. It had little operational capacity and limited financial resources yet managed to hold successful Annual Dialogues between 2003 and 2009, as was resolved in 2003.

THE SAWID/IDT PARTNERSHIP AND THE INSTITUTIONALISATION OF SAWID



Figure 25: IDT CEO the late Ms Thembi Nwedamutswu, Isigodlo Trustee and Treasurer Ms Wendy Lucas Bull and Ms Zanele Mbeki, SAWID Founder and Isigodlo Trust Chair, at the signing of the first 3-year MOU between IDT and SAWID in August 2006.

SAWID only began to build its operational capacity and implement its organizational strategy when the Independent Development Trust (IDT), an organization that contributes to the national developmental agenda, signed an MOU with SAWID in August 2006 to build a partnership with SAWID through a capacity building programme for an initial three-year period. The aim was to support the organizational capacity and infrastructure of the SAWID programme, and it was underpinned by the mutual objective to reach out to all women to fight poverty.

STUDY TOUR TO CHILE AND TUNISIA

In September 2006, a delegation of 15 South Africans, convened by South African Women in Dialogue (SAWID), visited Chile and Tunisia to study “in situ” effective poverty eradication programmes. These two countries had been selected as both Chile and Tunisia have managed to halve poverty before the stated goal of 2015 recommended by the United Nations Millennium Development Goals. The delegation included representatives from the Presidency, the Finance Department, Foreign Affairs, Social Development, the Independent Development Trust (IDT), SAWID and AMFISA, and Microfinance Institutions.

This tour highlighted critical success factors that both countries applied to ensure the impact of their interventions. These ran across government, private sector, NGO and CBO programmes and were informed by the following key insights:

- **Poverty can only be successfully eradicated by targeting the poorest of the poor**, which has allowed these countries to target the most vulnerable families (Chile) and people living in shadow areas (Tunisia) with differentiated intervention products.
- **Poverty can only be successfully dealt with in a coordinated and integrated matter**. A national framework drives policy and coordinates programmes involving private and civil society, while direct human intervention is done through psycho-social workers assigned to individual families.
- **Poverty programmes need to be centrally monitored, and every step of implementation measured**: In these countries, decentralised delivery takes place through civil servants, the private sector and civil society, who are trained and monitored by a centralised Ministry of Planning that is accountable to the cabinet.

- **Poverty Eradication is linked to a dedicated Women’s Ministry:** Both these countries have recognized the need to establish an effective Ministry of Women with a budget and executive authority, accountable to the cabinet, regarding women’s advancement in all aspects of human development.
- **The eradication of poverty depends on the availability of diverse funds:** In both these countries, structured and funded institutions, including a Solidarity Fund and Solidarity Bank (Tunisia) and FOSIS (Chile), are charged with social mobilization of all sectors of society with the common goal of poverty eradication.

These findings have been presented to various government formations, including the Presidency policy unit, a multi-party group of women leaders, cabinet members, parliament, the social cluster of FOSAD and a Cabinet Committee.

SAWID shared its insights on what made a difference in Chile and Tunisia. These included:

- The forging of a national consensus and that poverty eradication should be given priority status;
- That an attitude of solidarity and volunteerism should be fostered nationally so that the privileges, knowledge and resources of one sector of the population could come in direct contact with the needs of another;
- That the efforts of all stakeholders should be coordinated;
- That a ministry of women or a strong executive arm of government is established to protect and guarantee the rights and interests of women and can initiate the required programme,
- That a dedicated poverty fund is allocated, and that programs are planned in 5-year cycles where each targeted low-income family is graduated from dependence on grants through the acquisition of skills and resources and adequate access to services, identification, health, education, housing, water and sanitation services, capacitation and access to livelihood.



Figure 26: Meeting with Liberian TRC Commissioners; Older Persons Dialogue in August 2006

UNFT/SAWID DIALOGUES: TUNISIA AND SOUTH AFRICA

During the study tour to Tunisia in September 2006, the South African delegation was also received and hosted by the President and Executive of the UNFT (Union Nationale de la Femme Tunisienne/National Union of Tunisian Women), a membership organization of more than 100 000 Tunisian women.

SAWID and the UNFT recognised the complementarity in both their organisations. It transpired that the Tunisian women were celebrating the 50th anniversary of the enactment of the Personal Status Code of August 1956, just as South Africa was commemorating the 50th anniversary of the historic Women's March to the Union Building in August 1956, it was agreed to explore ways to celebrate these two milestones jointly on International Women's Day.



Figure 27: In April 2007, women from diverse religious traditions met in Cape Town with the leaders of the Union Nationale de Femmes Tunisiennne. (UNFT), (a 100 000 strong women's organisation in a country of less than 10 000 000).

A commemorative dialogue between Tunisian women and South African women took place in Pretoria and Cape Town from the 2nd to the 5th of April 2007, embroidering further on the theme of 'Women Peace and Prosperity'. The objectives of the dialogue were three-fold: i) to exchange best practice in poverty eradication strategies, legislative dispensations, public life and corporate business participation; ii) to promote international protocols for global equity in legislation protecting women, to highlight the importance of ICT's for women, so that they can contribute more to development and innovation, and iii) to identify constraints preventing women from taking up leadership and decision-making positions.

INDIA BRAZIL SOUTH AFRICA WOMEN'S FORUM, 2007 TO 2009

In October 2007, the women of India, Brazil and South Africa came together as an IBSA Women's Forum in Johannesburg to facilitate joint efforts and collaboration to transform women's lives in the three countries, strongly supporting their governments' efforts to deepen South-South Cooperation and promote equitable and sustainable development within and among their countries. The women were meeting in the context of the 2nd Summit of the India-Brazil-South Africa (IBSA) Dialogue Forum, which resulted in the signing of a Memorandum of Understanding, signed by the Prime Minister of India, H.E. Dr Manmohan Singh, the President of Brazil, H.E. Mr Luiz Inácio Lula da Silva, and the President of South Africa, H.E. Mr Thabo Mbeki in Tshwane, South Africa, on 17 October 2007.

The three countries' women presented a draft concept paper that called for an inclusive macro-economic framework that recognises the full value of women's work, paid and unpaid, in all spheres where women's contribution is currently invisible and not valued, and the integration of gender perspective into all trade agreements to ensure that they do not have an adverse impact on women's lives and promotes equality and gender-responsive budgets.

IBSA GENDER AND MACROECONOMICS WORKSHOP BRAZIL, JULY 2008

Around 25 participants from Brazil and South Africa gathered in Brasilia for a two-day workshop to discuss *Macro Economics and Gender: A Feminist Approach* in the context of the IBSA Women's Forum. Although the Indian delegation, who had been invited to attend, could not participate, they were represented by their embassy in Brazil. Minister Thoko Didiza, Minister of Public Works, led the South African delegation, which counted with Ms Zanele Mbeki's presence as patron and founder of South African Women in Dialogue. The Brazilian delegation was led by Minister Nilcea Freire of the Special Secretariat of Women's Policies.

The outcomes of the dialogue were multi-fold. These included the decision to i) launch a publication on the workshop; ii) to make a meaningful and well-targeted intervention in the global macro-economic framework, based on clear stratifications, that will give centrality to the lived experiences and special talents of women; iii) to conduct

comparative studies on women's time in the three countries, in terms of how much women contribute to the economy of their country through their investment in the reproduction of society; iv) to conduct an audit of existing feminist instruments, tools, strategies, networks and alliances, highlighting existing instruments designed by women, like women's budgets, plus affirmative policies; v) and to create an audit of women's wealth, like networks, alliances and networks of community solidarity. A final decision was to encourage the mass mobilisation of women's networks in all three countries and create strategic alliances and allies by hosting a citizen's dialogue on macro-economic policies, thus mobilising the bottom of the order to inverse the pyramid.

SAWID ALEXANDRA PEACE DIALOGUE, GROUNDING PEACE IN OUR COMMUNITIES, JULY 2008



Figure 28: SAWID Peace Dialogue in Alexandria in response to the outbreak of violence against other African nationals, June 2008

Because SAWID was founded on the lessons learnt in promoting peace with women in the DRC and Burundi, the events of violence and conflict towards other African nationals took place in April 2008. In May, women in some South African communities cajoled SAWID in urgent peace-building action in affected communities. The brutal attacks on various African nationals leading to killings and the displacement of many from their homes left the nation traumatised, guilty and distressed. SAWID wished to respond timeously because it is the organisation's *raison d'être* to promote diversity among South Africans and the continent. The dialogue was not intended to mediate or even resolve perceived issues but to listen to the communities and build understanding and peace. The objectives of the dialogue were to provide a platform for personal self-reflection among women, to reflect on South Africa's past leading up to the conflict experienced in March to May 2008, to vision a peaceful and prosperous Alexandria and South Africa, and to propose a collective Plan of Action to achieve this vision. The peace dialogue brought personal healing through introspection and empathetic dialogue, provided indications of underlying motivations for the conflict, produced a collective Programme of Action and provided a replicable template for similar dialogues in other affected communities.

INVERTING THE ORGANIZATIONAL PYRAMID: REMUNERATING THE UNPAID WORK OF WOMEN

The seven-year partnership between SAWID and the IDT, which ended in June 2013, allowed SAWID to start the long process of organizational development, employing staff, outlining programmes and defining operational plans for the SAWID secretariat. The volunteer structure of SAWID gave way to remunerated full-time employees, office space and a reduced role for the steering committee. A full-time secretariat was appointed in 2006-2007, and, as a result of this agreement, the staff complement grew in 2008 to include 11 people with defined roles. The team comprised of 1 Executive Manager, 1 Senior Programmes Manager, 4 Managers in the fields of Documentation and Information, Regional Coordination and Support, Human Resource, Board Secretariat, 3 Administration

Support staff (Programme Support, Finance Support and General Administration) and 1 Field Coordinator for Older Persons.

By March 2014, SAWID would have inverted the organisational pyramid, with a staff complement of 87 people, 84 of them consisting of Social Auxiliary Workers, Social workers and Site Managers, living in local municipalities in three different provinces, with only three staff members remaining at the national level. This social work model of family intervention professionalised and remunerated women's unpaid work in family and community development.



Figure 29: SAWID Staff Members in 2008, and Staff and Volunteers at the SAWID 2009 Dialogue.

SAWID REPOSITIONING PROCESS: “STRENGTHENING WOMEN’S CAPACITY FOR NATION-BUILDING AND GLOBAL ENGAGEMENT: WOMEN WEAVING THE FABRIC OF THE WORLD,” 2009

The implications of the South African and global environment in the face of the global financial crisis and economic meltdown of 2008/2009, the weakened women’s movement and gender machinery, and significant shifts in the external environment necessitated a review repositioning of SAWID. In March 2009, at the five-year mark of SAWID’s existence, a SAWID Strategy Indaba was hosted that gathered just under 60 women from all nine provinces, including Trustees, Provincial Coordinators and Friends of SAWID, to review the September 2008 Annual Dialogue, reflect on changing internal and external circumstances, and chart a strategic way forward. A membership and SAWID “Chapters” model was proposed by provinces to be actioned at a future Annual National Dialogue.

THE DEVELOPMENT CARAVAN ACTION LEARNING MODEL, 2009-2015 (SEE ANNEXURE 2)

The 2010 Annual National Dialogue, where these changes were to be discussed, and a draft SAWID Constitution to be accepted, never took place. SAWID committed all its resources between 2009 and 2015 towards the implementation of a psycho-social, family-based poverty eradication action-research model based on the successful *Programa Puente* model first seen in Chile during the 2006 Chile Tunisia Study Tour. The model recruited and trained 81 young men and women with matric as Social Auxiliary Workers (an 18-month course and an NQF 4 qualification) using Health and Welfare SETA funding and training provided by the Khanya Family Centre and employed them for three years to link identified indigent families in rural communities to resources and services, in partnership with their local municipalities. This model, which was limited by the Social Council requirement that each SAW can only intervene in 10 families and that every 10 SAWs has to be overseen by a trained Social Worker, has since been refined by the WDB Trust’s *Zenzele* Programme, which took over SAWID’s KZN pilot site in the municipality of Kwambonambi in 2014. The SAWs were upskilled as Family Development Workers in a one year course (an NQF 5 Qualification) so that they were able to intervene in up to 50 families simultaneously. The model seeks to create resilience and productive self-reliance in families while professionalising and remunerating the unpaid work of women in family development and ensuring the necessary care and attention to the special needs of the elderly, those with disabilities, the unemployed and other vulnerable groups.

SOUTH AFRICAN WOMEN AS CHAMPIONS OF CHANGE: SA WOMEN'S PRIORITIES FOR THE NATIONAL DEVELOPMENT PLAN, 2011

In 2010 and 2011, in partnership with the International Women's Forum of South Africa (IWFSA) and the Royal Norwegian Embassy, SAWID hosted provincial dialogues in four provinces to gather voices from grassroots women as a contribution to the National Development Plan. It is of interest that the four priorities chosen by women remain closely aligned to global priorities as articulated in the post-2015 development goals and processes.

The women of South Africa noted that their priorities for the NDP's Vision 2030 were **poverty reduction, access to affordable and quality early childhood development, a reduction in violence against women, and civil society coordination**, with a request for **job creation and income generation** in all these areas of priority human development.



Figure 30: The late Dr Vuyo Mahlati, then SAWID Trustee and Chair of the SAWID Development Commission, Ms Liepollo Pheko and Ms Lorato Scherpenhuyzen, national resource members of the SAWID National Council.

CONCLUSION: PARTNERSHIPS FOR THE IMPLEMENTATION OF A SOUTH AFRICAN WOMEN'S AGENDA



Figure 31: The SAWID Founder and Patron, Ms Zanele Mbeki, UNISA's Vice Principal, Dr Marcia Socikwa, Ms Gloria Serobe, Wiphold ED and Solidarity Fund Chair, SAWID Trust Chair Ms Thoko Mpumlwana, SAWID Trust Deputy Chair, Ms Mpho Letlape, UN Women's Ms Ayanda Mvimbi and UNISA Former Women's Forum Chair Dr Maria Madioppe at the end of the successful UNISA SAWID UN Women Dialogue in August 2017.

The household-level poverty eradication focus of SAWID responded to a mandate that South African women gave to SAWID in 2003 and 2005. Women noted that they were still too poor to participate adequately in the country's

new democratic structures. They asked SAWID to design a poverty eradication strategy that would address the burden of unpaid work that women were shouldering in a post-*apartheid* state. Other issues included high family disintegration levels, low skills, massive unemployment, poor access to opportunities, and inadequate service delivery. Subsequent provincial dialogues, like those hosted in 2011, 2013 and 2018, confirmed this mandate.



Figure 32: Row 1 | SAWID Gauteng Dialogue, 11 July 2018; SAWID KwaZulu Natal Dialogue, 02 August 2018

Row 2 | SAWID Northern Cape Dialogue, 17 October 2018; SAWID Free State Dialogue, 25 July 2018

SAWID's participation in the poverty eradication debate saw them spearheading a poverty eradication study tour to two of the only countries that had managed to halve poverty by 2006. In partnership with their strategic partner, the Independent Development Trust, make targeted presentations to the cabinet, parliament, and various government and civil society structures, and make recommendations on the need for a focussed and targeted poverty eradication strategy, a Women's Ministry with a dedicated budget and a Planning Ministry to coordinate a national poverty eradication focus and agenda. Many of these recommendations have since become a reality, and SAWID participated actively in every step of these transformations' unfolding.

After gathering the voices of grassroots women to provide input into the NDP, SAWID commissioned an evidenced-based research study by the HSRC on best practices in addressing all these challenges, *South African Women as Champions of Change: A Civil Society Programme of Action for the African Women's Decade*, (HSRC Press, 2014)

On August 27, 2012, SAWID presented their integrated, psychosocial action learning poverty eradication pilot approach to a meeting of the Strategic Management Committee (SMC) of The Department of Cooperative Governance and Traditional Affairs in order to seek support from COGTA for the hosting of a dialogue where a range of stakeholders could participate in a discussion on poverty eradication and sustainable development and how these impact on gender issues. This dialogue took place on 23 May 2013, with the following objectives, namely:

- Maximise service delivery opportunities while reducing poverty, inequality and unemployment.
- Support innovation for community-focussed poverty eradication activities that contribute to DCoG's strategic and overall national goals.
- Support strategic investment in local communities with the aim of self-reliance and household resilience.

- Design comprehensive strategies for strengthening families and local communities.

It was envisaged that women ministers would attend this important dialogue, but a last-minute Cabinet re-scheduling decision meant that not a single of them could be present. Nevertheless, it was agreed to partner with relevant organisations to implement SAWID's mandate of representing women's voices on all platforms where decisions taken affect their lives.

STRATEGIC POSITIONING WITHIN THE SALGA COMMUNITY DEVELOPMENT DIRECTORATE, 2014-2017

In October 2014, SAWID signed a 3-year MOU with the South African Local Government Association to support the SALGA Women's Commission. This MOU empowered SAWID to be physically located in the SALGA Community Development Directorate's offices and work closely to support the SALGA Women's Commission. This MOU with SALGA is in the process of being renewed.

SAWID STRATEGIC REPOSITIONING WORKSHOP, APRIL 10, 2015

Supported by funding from the Kagiso Trust and in the interest of SAWID's future sustainability, the South African Women in Dialogue (SAWID) Strategic Repositioning Workshop aimed to concretise SAWID's strategic objectives, vision, and mission and to identify key activities for the organisation during the remaining five years of the African Women's Decade and beyond.

The event gathered 62 women and men from nine provinces, including five of the eight SAWID Trustees, both Observers on the Board, the SAWID National Council, consisting of a provincial coordinator and a young woman from each of the nine provinces, members of the SAWID National Working Team and resource people, and members of SAWID Commissions.



Figure 33: Ms Colleen Lowe Morna, CEO of Gender Links, celebrates SAWID's living ancestors, Dr Brigalia Bam, Ma Grace Masuku and Dr Frene Ginwala at the handover of the 2014 SADC Gender Protocol Barometers at the 2015 SAWID Strategic Workshop.

THE SAWID LEGACY ACADEMY FOR COMMUNITY ENGAGEMENT AT UNISA

After the above Strategic Repositioning Process in April 2015, funded by Kagiso Trust as part of its Leverage fund, SAWID decided to focus its efforts for future sustainability into a partnership with UNISA, working towards a SAWID Legacy Academy for Community Engagement, with the following Programme Areas:

- SAWID LEGACY LIBRARY: A living feature with a Gauteng based facility and locally-based partnerships (decentralization for access) allowing for virtuality.
- SAWID PROPELLER: Training, Research and Capacity Building
- WOMEN'S VOICES AND AGENCY: Advocacy & Strengthening the Women's Movement

An MOU with UNISA was signed in August 2016, which was renewed in December 2020. An MOU with the University of Pretoria was also signed in 2020. Implementing a South African Women's agenda will depend on our successful collaboration with our many supportive partners.

SAWID'S DIALOGUE METHODOLOGY



Figure 34: Younger women at the SAWID 2008 Annual Dialogue

- Partnership with an Institution of Higher Learning.
- Five days, with a full day of healing and a full day of training.
- Training programmes on project management, food security, climate change, conflict resolution, parenting and business plans and skills, etcetera (up to 80 training courses per dialogue).
- Multi-faith devotions and a recognition of the diverse spiritual traditions and practices of women.
- A non-partisan, non-political platform that includes all.
- Inclusivity check-list to ensure all voices are represented.
- Dialogue Planning Template.
- Media Team and Student Journalists.
- Rapporteurs and report writers.
- Speakers list to include all relevant experts and development practitioners in the country, including government, business and civil society.
- No protocol observed. Ministers and unemployed women have equal status.
- Personal and Societal Healing.
- Dialogue, consisting of presentations and panel discussions, questions and comments from the floor, and documentation on relevant issues.
- Awareness of local, national, continental and global commitments and programmes.
- Roundtables, workshops and seminars to follow up and clarify issues of concern.
- Declarations and Plans of Action.
- Dialogue Evaluation Template.

- Publications that summarise the dialogues and resolutions taken.
- Linkages to institutions and champions that can do policy advocacy.

MAJOR DONORS AND SPONSORS 2003 TO 2020:

Independent Development Trust (IDT), De Beers Ponaalo Fund for Disadvantaged Women, the Health and Welfare SETA, the NEPAD Spanish Fund, Macsteel, Deloitte & Touche, FNB, ABSA, Standard Bank, various South African government departments, including the Office of the Presidency, the National Lottery Board, Telkom, Eskom, Transnet, Kagiso, Gender Links and the Canadian Government's Women Voice and Leadership South Africa Programme, and UN Women, and in-kind partnerships with UNISA and SALGA.

On behalf of the SAWID Trustees, SAWID thanks its partners and sponsors who have donated generously to achieve SAWID's goals. We also acknowledge the hundreds of volunteers and resource people who have contributed their time and efforts towards the organisation's initiatives' success.



We are the ones we've been waiting for.

Figure 35: South African Women in Dialogue Logo

ANNEXURE 2: THE DEVELOPMENT CARAVAN ACTION LEARNING POVERTY ERADICATION MODEL

SUNDAY WORLD 26 JUNE 2005

OPINION

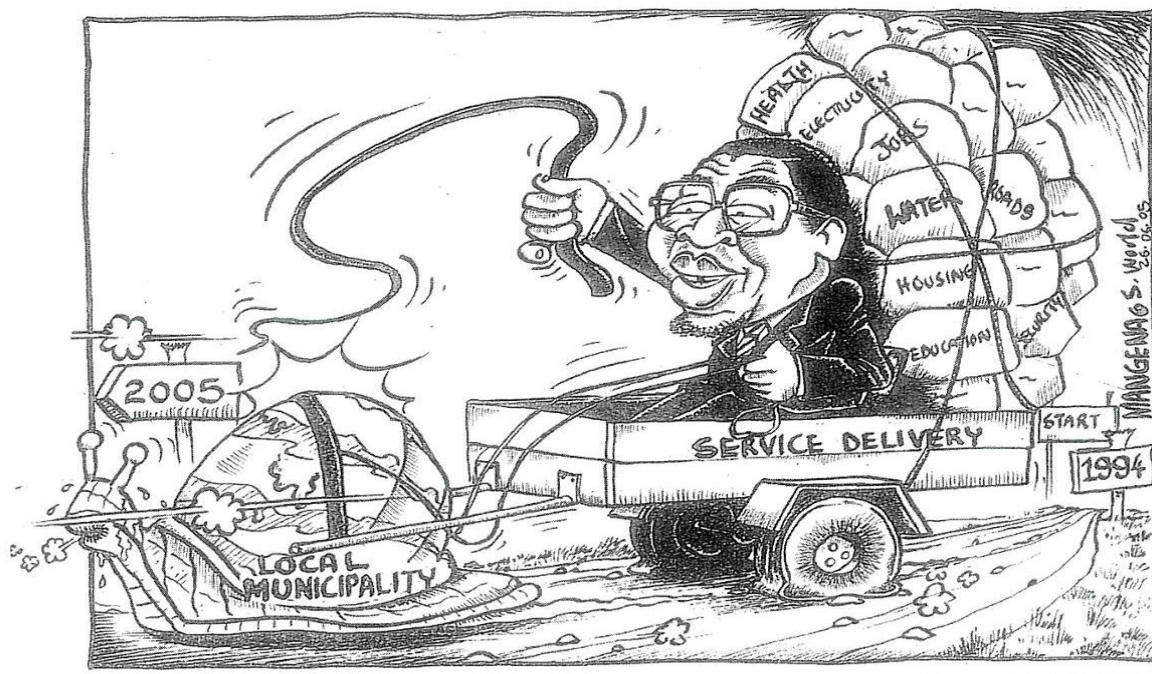


Figure 36: The cartoonist Bethuel Mangena's original 2005 cartoon of service delivery challenges and his revised cartoon of how the SAWID Development Caravan could fulfil human needs at local levels.

BACKGROUND

South African women noted at the first SAWID Dialogue in 2003 that they were still too poor to participate meaningfully in all the new democratic spaces created for them after the initial slow dismantling of *apartheid* policies.

Despite the many efforts of the South African Government to overcome the inequality caused by apartheid, many South African families are still living in conditions of poverty and squalor, with a 2014 Oxfam report: *Hidden Hunger in South Africa*, pointing out that between 20% and 30% of South Africans were regularly experiencing hunger. The Covid-19 pandemic has exacerbated conditions of poverty, inequality and unemployment. There are multiple reasons for the government's inability to overcome poverty, inequality and hunger, including;

Families' incapacitation remains the single most enduring legacy of the erstwhile system of *apartheid* due to its deprivation of families leading to family destruction, human capital poverty and asset poverty. A major contributor to family problems and breakdown in functioning is the increasing economic stress facing households.

The problem of unemployment in South Africa is acute and has worsened significantly due to the global Covid19 pandemic. The employment challenge facing the country is even greater when considering its unique historical and socio-economic context.

The South African basket of socio-economic development interventions might be more comprehensive than the minimum standards suggested by the United Nations Sustainable Development Goals. However, it still does not seem to be part of a coordinated Action Plan; it is not measurable through clear social indicators, and it is difficult to statistically document progress.

The Development Caravan strengthens and resources identified indigent families by linking them to a basket of available services and resources, including personal identification, housing, education, health, water and sanitation, free basic electricity, a door-sized food garden, social income and employment.



Figure 37: 9 September 2013: Meeting between SAWID and WDB Trust on the Development Caravan psycho-social family-based poverty eradication model after WDB Trust agreed to take over the Kwambonambi, KZN poverty eradication site upon SAWID's exit after five years.

THE DEVELOPMENT CARAVAN

It aims to address the root causes and structural factors of poverty and call for an emphasis on improving the poor's human and productive capacities and removing barriers to society's participation. It is intended to systematically and effectively address poverty and its manifestations by improving personal capacities and increasing access to various resources, institutions and support mechanisms.

The model supports the indigent families in graduating from extreme poverty, accessing the mainstream development programmes, and establishing sustainable livelihood improvement. It links low-income families to government services and uses a case-work approach to restore family systems, forge stronger community networks, and ensure increased family participation within and outside the households. SAWID adopts psycho-social models that attempt to reduce dependency on others for sustenance and livelihoods, overcome feelings of shock, fear and helplessness, focus on options, implications and potential outcomes and address immediate individual needs.

OBJECTIVES

- To facilitate the eradication of absolute poverty in nodal areas by strengthening the capacity of targeted households to graduate out of indigence.
- To support municipal and community capacity-building for better coordination and mobilization of resources
- To amplify civil society voices in service delivery and policymaking and generate demand for services.
- To promote self-reliance
- To make sure that social cohesion results in social capital

METHODOLOGY

- It identifies the family as a unit of analysis.
- Uses analytical tools to identify the most vulnerable people.
- Reflects the deprivations that a family faces all at once concerning the basket of services and family dynamics to reveal the interconnections among deprivations.
- Use the targeting and psycho-social approach and merges them into one model.
- Employ and develop local youth as drivers of the initiative – Auxiliary Social Workers

AUXILLARY SOCIAL WORKERS

SAWID's intervention applies direct human interventions by ***training key individuals in psycho-social approaches and assigning them to individual families to facilitate the household intervention***, thus strengthening the resilience, thinking and problem-solving skills that the families need to survive and graduate from poverty. Their duties are:

- Community and family profiling: The profiling process involves family identification, verification and household assessment.
- Development of a personalized and relevant work plan according to each family's reality.
- At the end of the intensive work phase, the family and their SAW will evaluate their progress towards completing the minimum conditions.
- If the family has met the conditions, they will sign a commitment contract to make concrete commitments designed to sustain their progress.
- The personalized intervention will last 36 months (3 years) with each family.
- Organising families into self-help groups through social mobilisation.
- The SAW's initiates and sustains the process of social mobilisation for poverty eradication by the formation, development and strengthening of self-help groups (SHG).
- The entry points for organising are the issues that are key to poverty eradication.

- There are different entry points for different SHG, depending on the local situation.

Families participate in the programme voluntarily, and the programme is not imposed.

- To ensure that accountability and responsibility reside in the beneficiary families.
- An underlying principle of sustainable development is the empowerment of individuals to take charge of their own development.
- To engender ownership. Families identify their needs, set their own objectives, and participate in decision-making (planning and management of the family plan).
- To enhance the lobbying power of families and communities.
- Poor people tend to be voiceless or have a weak voice in decision-making on issues that concern their lives.
- When mobilised and supported, families can lobby government and development agencies for developmental support relevant to their needs and circumstances, rather than supply-driven interventions.
- To harness family initiative and strengths.
- To enhance motivation and enthusiasm.
- To broaden family support and maximise the impact of development. Intervention levels start from an individual through to the communal level.

Pilot Programmes

Site	Population	Wards	SAW	Families	Family members
Limpopo (Fetakgomo)	13000	13	26	263	1405
Kwa-Zulu Natal (Kwa-Mbonambi)	15000	13	32	275	1870
Free State (Viljoenskroon)	9000	7	21	234	1185

Table 8: The Development Caravan Pilot Programmes 2009-2015



Figure 38: Fetakgomo, Limpopo and Kwambonambi, KZN, Social Auxiliary Workers Graduation Ceremony, July 2011



Figure 39: Viljoenskroon, Free State, Social Auxiliary Workers Graduation Ceremony, November 2015

CASE STUDY - THE FAMILY OF GOGO MKANSI*



Figure 40: Case Study - The Family of Gogo Mkansi*

BASELINE ANALYSIS		18 MONTHS LATER
Family dynamics	No cohesion	Communication improved, planning together.
House	Inadequate house – some family members sleep with neighbours and friends	Two extra rooms were added, built by the family members
ID's	Two family members did not have positive ID's	All have positive ID's
	The six children have not been immunized – have no immunization cards and no birth certificates	The six children have been immunized – got immunization cards and applied and received birth certificates and grant
Energy, Water & Sanitation	No electricity	No electricity
	No toilet	Toilet was built
	Water is fetched from a community tap	Water is fetched from a community tap
Income (R3200)	Gogo receives pension money (R1200) & Sifiso* 27 works at a local factory (R2000)	Gogo (R1200) & Sifiso* (R2000), Grant x 6 (R1680), Bongwiwe R700, Gogo selling mats (8 x 80=R 640)
Food security	The food lasted them 15 days and they starve for half of the month.	Door sized garden.
Education & Skills	None reached matric level except for Denver*22 - failed matric the previous year. No knowledge of budgeting. Gogo has mats making skills	Denver supplemented matric and passed. Doing casual jobs to further his studies & correct his matric certificate and ID mismatch
Health	All are relatively healthy. Qinani* regularly complained of pains and fatigue. Gogo has a weak vision.	Members tested, Qinani* on ARV's. Gogo vision checked got glasses. Family educated on Family planning.

Table 9: Case Study - The Family of Gogo Mkansi*

ZENZELE DEVELOPMENT PROGRAMME

The Zenzele Development Programme (Zenzele) is a synchronized poverty reduction system for local communities in nodal areas. It is an adaptation of the SAWID Development Caravan methodology. In 2014 WDB Trust incorporated two SAWID Development Caravan sites in uMfolozi and Kwa-Mbonambi, to become part of Zenzele. The programme mobilises support and catalyses community self-organization by connecting low-income families to a basket of services and stakeholder engagement.

Zenzele modified the Development Caravan methodology in order to extend its outreach. It utilises the group methodology to target larger groups and is operational in Mpumalanga, Limpopo and KwaZulu-Natal.

CONCLUSION

The Best Practice will be a hybrid model considering the multidimensional nature of poverty that will eradicate poverty working from the bottom-up, starting with the grassroots. A critical success factor will be a deliberate collaboration between the poor themselves, Civil Society Organisations and Government.

It will assist communities greatly to embark on self-help income-generating initiatives. This should happen in conjunction with psycho-social support to overcome barriers associated with poverty. Monitoring, evaluation, self-expansion and growth are also key for sustainability.

References

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- South African Women as Champions of Change
- Madumezulu Girlie Silinda; Presentation - **The Development Caravan: The Possibility of a Bridge**
- www.sawid.org.za
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United Nations Entity for Gender Equality
and the Empowerment of Women

“UN Women is proud to be associated as a partner to SAWID and responded to a request to hold hands on this important Research Study convened by the late Dr Vuyo Mahlati, primarily by African Women Researchers. Across the world, UNWOMEN has partnered with Women's Rights Organisations, Governments and other stakeholders to highlight the impact of the COVID-19 pandemic on women's livelihoods. In particular, through a series of Policy Briefs, UNWOMEN has highlighted the immediate gendered economic impacts, including widening socio-economic divides and shifting national and international priorities for allocating resources. This Civil Society Emergency Response to Covid-19 with a specific focus on vulnerable and indigent households, many of which are led by single women, clearly articulates the concern of African women to act on behalf of the most vulnerable and is aligned to UNWOMEN's mandate and that of our sister UN Agencies in the context of the Sustainable Development Goals. The study reflects UN Women's strategic priorities: women should lead, participate in and benefit equally from governance systems; and have income security, decent work, and economic autonomy. We, therefore, welcome this historic contribution led by SAWID and commit to continue to work in support of this important research as we build back a better and more equal Africa”. – Anne Githuku Shongwe, UN Women Multi-Country Representative



“Gender Links, through its Women’s Voice and Leadership Networking grant, sponsored by Global Affairs Canada, is deeply honoured to participate in SAWID’s innovative Transdisciplinary Vulnerability and Indigence Assessment Research Study. Funded by UN WOMEN, the SAWID desk research team consisted of prominent researchers and experts, mostly women. We congratulate the team for its findings and recommendations that seek to transform the lingering inequalities and injustices of our economy, mostly experienced by women, and strengthen government service delivery systems to move from social relief to productive self-reliance.” – Kubi Rama, Executive Director, Gender Links