

A booklet for Policy Makers

SCIENTIFIC EVIDENCE TO HELP GUIDE POLICY



science
& technology

Department:
Science and Technology
REPUBLIC OF SOUTH AFRICA

8323



HSRC
Human Sciences
Research Council

EXPLORING THE RELATIONSHIP BETWEEN SPATIAL INEQUALITY AND ATTITUDES TO INEQUALITY IN SOUTH AFRICA	6
Introduction	6
Background to the theme of the workshop	6
Debate and evidence	7
Aims of the workshop	7
Objectives/Key questions	7
Lessons from the workshop and policy implications	8

POLICY AND IMPLEMENTATION PERSPECTIVES ON THE NATIONAL RURAL YOUTH SERVICES CORPS (NARYSEC) PROGRAMME	10
Introduction	10
Background to the theme of the workshop	10
Debate and evidence	11
Aims of the workshop	11
Objectives/Key questions	11
Lessons from the workshop and policy implications	12

REFLECTIONS ON THE CASE FOR EXPANDED PUBLIC WORKS PROGRAMME (EPWP)	14
EXTENSION WORKERS IN THE SOCIAL SECTOR	14
Introduction	14
Background to the theme of the workshop	14
Debate and evidence	15
Aims of the workshop	15
Objectives/Key questions	15
Lessons from the workshop and policy implications	15

BILITERACY AND MULTILINGUALISM IN SCHOOLS: MANAGING LEARNING AND TEACHING IN LOCAL AND INTERNATIONAL LANGUAGES	18
Introduction	18
Background to the theme of the workshop	18
Debate and evidence	19
Aims of the workshop	20
Objectives/Key questions	20
Lessons from the workshop and policy implications	20

CHILD HEALTH: IMPROVING THE QUALITY OF CARE DURING THE FIRST 1 000 DAYS	24
Introduction	24
Background to the theme of the workshop	24
Debate and evidence	25
Aim of the workshop	25
Objectives of the workshop	25
Communication	27
URBANISATION: HOW TO HARNESS THE POTENTIAL?	28
Introduction	28
Background to the theme of the workshop	28
Debate and evidence on urbanisation	29
Aim of the workshop	29
Key questions discussed at the workshop	29
Lessons from the workshop and policy implications	30

A/A	Annual National Assessments
A/C	African National Congress
CATS	Curriculum and Assessment Policy Committee
DSD	Department of Social Development
DST	Department of Science and Technology
EPWP	Expanded Public Works Programme
GDS	Growth and Development Summit
HSC	Human Sciences Research Council
M&E	Monitoring and evaluation
NATYSEC	National Youth Service Corps
NGO	Non-governmental organisation
SAHANE	South African National Health and Nutrition Examination Survey



The Department of Science and Technology's (DST's) Government Cluster Policy Workshops focus on the interface between science, research and policy. They respond to policy imperatives from the government clusters. They facilitate policy review, dialogue and learning. They bring together policymakers and receive there in what is hoped will be a fruitful interaction for both. They also try to groundwork for continuing interaction between users, drivers, who are sometimes insufficiently aware of the practical difficulties of making and implementing policy, and potential officials, who are sometimes insufficiently informed about the latest scientific findings in the fields in which they make policy. The overarching New Growth Path, National Development Plan 2030 and other recent policy documents require the robust involvement of the scientific community, in collaboration with government officials, to ensure their success.

The previous policy booklet *Scientific Evidence to Help Drive Policy*, which was based on the 2012/13 DST/HFSC Policy Workshops, emphasized inter-approaches to policy. Themes such as 'Exploring the Opportunities of an Advanced System of Innovation' and 'Promoting and Providing Access to South African Social Science and Humanities Research Data' focused on the big picture, through specific policy issues, such as 'Human Development and Job Creation' were not ignored.

The 2013/14 Policy Workshop series moved, in keeping with progress, to more specific policy issues, with method approaches taking a subsidiary, but not negligible, role. In this workshop series, issues such as the National Rural Youth Service Corps (NARYSEC), multilingualism in education and child nutrition were prominent. This booklet will therefore be of interest to policymakers whose concerns coincide with or touch on these areas of research. However, a crucial aim of the workshop series is to bring policy makers into conversations into conversation, and in facilitating the application of scientific research to policy making. Thus even those whose preoccupations are not in the fields covered here will find the material of interest as exemplifying the sometimes difficult but always necessary dialogue between scientific research and the practicalities of governance. Practically only specific in approach though they are, these are general as well as particular conclusions to be drawn from these reports.

It is therefore recommended that the reader surveys the whole document, which is written succinctly for an audience that is always preoccupied and often over-stretched. Policy implications within chapters are in italics, for many references. Readers with a particular interest can pay specific attention to areas that concern them or, and can in addition follow up the more detailed reports and, in many cases, policy notes that are available in relation to each workshop at dsc.gov.za. The chapters that follow are not prescriptive. They are based on workshops where various points of view were expressed, and interpretation's and conclusions may even in some cases contradict each other. It was not the task of workshops such as these to write policy, but rather to assist those who do so to think about alternatives from an evidence-based perspective. Making policy is a complex process and depends not only on scientific evidence. A wide range of contextual and political factors are involved which are not necessarily covered here.

Dr. Gert van der Merwe, Director-General, Department of Science and Technology

Two DST/HFSC science seminars, which involved academics who not policy makers, were also held in the course of 2013/14. One was on Linking Knowledge Frontiers and Multi-Disciplinary Communities and the other on Policy-Relevant Indicators to Monitor Household Food-Security Status in South Africa. The discussions at these seminars have in a general sense informed the publication of it but are not covered individually here.

The structure of chapters varies slightly according to the form taken by the particular workshop, but at least they consist of an introduction, background to establish the origins and nature of the issue under discussion, a short section on debates and evidence, the aims and objectives of the workshop, and the lessons and policy implications to be drawn from the discussions.

Thanks are due to the Department of Science and Technology for supporting this imaginative programme, and to the HFSC for organising the seminars and bringing together the scientists and policy-makers who made this seminar the success that they were.

Thanks are also due to the chairpersons, facilitators, scientists, representatives from the private sector and government officials who contributed to making the DST/HFSC Science Seminar and Policy Workshops a success.





EXPLORING THE RELATIONSHIP BETWEEN SPATIAL INEQUALITY AND ATTITUDES TO INEQUALITY IN SOUTH AFRICA

GOVERNMENT CLUSTER POLICY WORKSHOP

10 September 2013

INTRODUCTION

Poverty is a major problem in South Africa. However, in Africa and elsewhere, there are poorer countries that do not seem to have the level of spatial strain evident in this country. The way we because of the way in which wealth is distributed. While poverty is an objective reality, it can be argued that, as rich or more than average levels of poverty, inequality and perceptions of inequality may be a major reason for such strains. This inequality is not a visible in some geographical areas of South Africa than in others, with implications for social stability. This theme has policy implications.

BACKGROUND TO THE THEME OF THE WORKSHOP

Inequality is a reality in all human societies. Even countries with a long history of striving towards equality, such as those of Scandinavia, have a mass of poverty at least of relative deprivation. Although in the economically advanced industrial countries, inequality is decreasing, it is still generally less than in the poorest countries and than in risk-dilemma countries, of which South Africa is one. In these countries, the results of economic success are relatively greater than they are in rich countries.

South Africa has some characteristics that make inequality particularly marked. The class structure, buttressed by education and other privileges, that came to create and preserve inequality in all respects, were supported in South Africa by a system of racial conflict and segregation that kept black people in particular subjected in relation to the dominant whites. This system developed over time and culminated in the apartheid system implemented by the National Party regime from 1948 to the early 1990s. Obviously, it was not only classes but also races that were kept apart, and indeed the two categories were closely aligned, with what had been the 'native reserves' re-designated as



the 'townships'. Those who were allowed entry to the cities were corralled in townships away from the 'white' urban centres to which they were attached.

This legacy has not disappeared, and it is necessary to recall how the country and policy framework unfolded. It is not enough simply to look at current inequalities. Under the post-1994 regime, the black middle class has grown substantially, and has been mixed into what were previously white-only or new suburbs. With the removal of this artificial barrier, poor immigrants have flooded into the urban areas, where they live in entirely black townships. In a city centre no longer dominated by white people, or in informal settlements, racial segregation is no longer imposed by legislation, but the pattern persists. It is a fact. The ex-urban areas also remain virtually entirely black, and poor. There are poor whites, and indeed this is a growing category, and there are now also many communities of black citizens. But for the mass of South Africans there is still a very high degree of inequality between the relatively rich and the poor, and this inequality is still the most potent factor in the racial lines. In urban areas in particular, this inequality is highly visible.

DEBATES AND EVIDENCE

In examining attitudes to and perceptions of inequality, there is a danger of downplaying or at least skirting around objective poverty. If such perceptions and their measurement are used to displace or marginalise such indicators as nutrition, health, education and housing, then scientific study is being overcome by a subjectivity that lacks clear or measurable norms.

Nevertheless, attitudes and the way in which people think about and express their place in society and they reflect, even if they do not in themselves determine, the nature of their lives. The question of the belief is raised on a workshop which looked at an ongoing study of attitudes to inequality in South Africa, and which produced evidence about the influence of place, and nature of resources, on perceptions of inequality. The basic argument of the project phase was at the workshop, which led to the debate, was that perceptions of inequality are likely to be stronger among people living in relative poverty in different urban areas where wealth is highly visible, or opposed to rural areas where the inequalities are not so broadly equalised, of poverty and that these help to form perceptions. Have consequences for people's view on the sort of society in which they would like to live. The study was based on a detailed 'gold standard' breakdown of the country, with aggregated data from relatively small population clusters, as well as data from the South African Social Attitudes Survey.

Although there is still opposition to the idea that migration to the cities is a positive phenomenon, in spite of differences of emphasis, the workshop was in general positive about urbanisation.

AIMS OF THE WORKSHOP

- To examine the causes of spatial inequality in South Africa, paying particular attention towards inequality and policy issues for redistribution.
- To examine the relationship between inequality and redistribution.

OBJECTIVES/KEY QUESTIONS

Three key questions to be addressed, in all of which were fully covered, were:

- What are the spatial patterns of poverty and deprivation across South Africa?
- What are the general beliefs of the South African adult population about material inequality in our society, and what is the extent and nature of support for a so-called radical agenda?
- How have these beliefs changed over the last decade?





LESSONS FROM THE WORKSHOP AND POLICY IMPLICATIONS

Segregation is not simply racial

Patterns of inequality and poverty are often defined in terms of race and migration, and it is a crucial one.

- The interlocking of inequality and poverty must, however, be addressed in any attempt to achieve a more equitable distribution of power and control in the world.

Poverty is contextual as well as objective

Poverty is not the same everywhere. For example, the reality of urban slums, as in urban townships, is very different from that of rural areas or other pockets of poverty where a comparative wealth has been visible and where all neighbours are poor. In such contexts, it is extreme poverty measured by objective criteria may be perceived as more troubling than objectively more income poverty.

- Research towards policy-making in this area should be oriented to understand the extent of relative deprivation of poverty.

Rural and urban are interconnected

There is a long history in South Africa of migration and rural-urban divide. For example, for instance, there is a long history of people moving from rural areas to urban areas. This is a process that is not only a result of the search for better living conditions, but also a result of the search for better education and health care. This is a process that is not only a result of the search for better living conditions, but also a result of the search for better education and health care.

- Policy-makers must take into account that rural and urban areas are not simply divided in South Africa, but that given this interconnectedness, the experience and demands of rural dwellers will tend to mirror those of urban people.

Caution is needed in arguing from limited samples

The strength and reliability of the research in which policy-makers base their recommendations is an issue. There is a certain power in small-scale research, but the limitations of such research must be acknowledged. Small-scale research should be recognized that it may overstate the policy's impact. Small-scale research should be recognized that it may overstate the policy's impact.

- Policy-makers need to be aware of the research in which they are presented and to be aware of the limitations of such research. Policy-makers need to be aware of the limitations of such research.

Education is a key variable

Poverty is closely linked to lack of education. There is a high return to higher levels of education, and South Africa is a country that is undervaluing education. High levels of education tend to dissolve spatial inequality by enabling and promoting mobility, both geographical and social.

- Education remains a key variable in any of the models we build. It is the key variable. Policy-makers need to take into account the importance of education, and provide constantly for its expansion and improvement.

Understand local circumstances

The approach to inequality has often been perceived as a broad brush. However, it may give the illusion that it is a policy for the individuals, and not a policy for the country as a whole.



- In an essential way, policy, there is a need to understand the impact of the policy on the lives of the people, and to understand the impact of the policy on the lives of the people.

Break down apartheid barriers

There is no doubt that government has done a well in terms of breaking and tearing barriers. The irony is that because most of these in government are within a framework set by apartheid, and the segregation that apartheid is, spatial inequality is not challenged, and people are not allowed to break it.

- A major policy challenge is to develop policies that will be in line with the needs of the people, and to break down the apartheid barriers and social limitations.

Defining redress by class may be more helpful than by race

The media often state that the redress of apartheid is a process of breaking and tearing barriers. The irony is that because most of these in government are within a framework set by apartheid, and the segregation that apartheid is, spatial inequality is not challenged, and people are not allowed to break it.

- There may be a need to rethink the race-based nature of the model.

Urbanisation is positive

Spacial inequality has not in fact received the government funding it appears to be a intractable problem. Both in rural and urban areas, people are having a hard time to get access to economic opportunities, and in rural areas, as well as in urban areas, people are having a hard time to get access to economic opportunities.

- Instead of trying to hold back the flow of people from rural areas to the more dynamic and opportunities in urban areas, it is better to encourage the flow of people from rural areas to the more dynamic and opportunities in urban areas.

Densification is positive

A consequence of migration to urban areas is densification. In fact, as people have been removed, South Africa's cities are becoming more than in the past in the world. The process of densification is a positive one.

- Densification is a positive one, and it is better to encourage the flow of people from rural areas to the more dynamic and opportunities in urban areas.

There is a need to understand the impact of the policy on the lives of the people, and to understand the impact of the policy on the lives of the people.

- Densification is a positive one, and it is better to encourage the flow of people from rural areas to the more dynamic and opportunities in urban areas.



Twelve, on the scale of the United States, Africa is counting, and there are many attempts, from different perspectives, to grapple with the Dabaka's range through questions of land reform and resource allocation, of official versus freehold or leasehold tenure, of urban migration to the cities, of the role of the state or of economic of rural development. Can we do it, if the different perspectives of men and women in the context of rural economy of West, East and Tibetan? Can we do it, if we want to create a new balance between village and town, and in many others.



The aim of the workshop was to consider NAFDEC's successes and failures, and to explore policy directions in rural youth entrepreneurship and poverty.

While a single rural youth agency would undoubtedly have room for a better flow of information and for reducing duplication among the many bodies active in rural youth development and training.

GOVERNMENT CLUSTER POLICY WORKSHOP

INTRODUCTION

BACKGROUND TO THE THEME OF THE WORKSHOP

The relationship between rural and urban South Africa has been informed by a complex history. The seeds of change are evident today. Over centuries, South African societies were conceptualized as a sort of dual society, with cities as dominant and rural areas as subordinate. This process was driven substantially by the need for labor in the agricultural and commercial areas, from the mid-nineteenth century for mining and industry. These sectors grew by using large numbers of badly paid, mainly African, workers. This led to the formation of the form of great labor-driving Africa, mostly male at first, to mining, industry and commercial farming areas from hinterland areas such as the Karoo, the Orange River, and the Cape from a vast coastal South Africa's borders. In such societies, African labor has been instrumental of which controlled governments, with the control of communal lands and family law controlling that. In the mid-nineteenth century, permanent migration to urban areas began on a substantial scale, securing a flood with the removal of labor control and the collapse of apartheid.





OBJECTIVES OF THE WORKSHOP

The purpose of the workshop was to debate the following questions:

- What innovative mechanisms and models have been deployed by the NARYSEC program?
- What approaches have been, or are, being implemented for use in mobilizing support and resources for implementing youth development?
- What frameworks and models for managing youth development livelihoods in rural development have been used to lead to the best results?
- What are the sources of information and data, and how is evidence being used, to monitor and action in rural areas?
- What has been the experience, and what lessons have been learnt, in DSI's youth projects in rural areas?
- What are the views of community organizations and research/development practitioners on government youth development programmes?

LESSONS FROM THE WORKSHOP AND POLICY IMPLICATIONS

Share knowledge about programme content

Programmes tend to include generic training such as business, entrepreneurship and life skills, and agriculture as well as building and motor mechanics.

- As with the mainstream development sector, planners must be linked with livelihoods in communities where they work.
- Mechanisms are required which will ensure all allocation between the various activities and a degree of coordination between them.

Maximise the benefits of government's role

As well as funding training schemes and providing employment for rural youth, government should ensure that all of the practices and policies lead to the best possible existing environment for graduates of NARYSEC and other schemes.

Governments should:

- make any necessary adjustments to policies, laws and regulations, such as placement policies and labour legislation, to enable youth employment.
- build into all policies and those of bodies that it is or controls mechanisms for family youth employment, particularly of graduates from rural development schemes.
- coordinate with local unions for entry access for the youth to work posts etc.

Maintain the tight balance between numbers and quality

The attractions of expanding rapidly should be balanced against the absorption capacity of local economies and the risk of disillusionment.

- Ensure that all training provided to rural youth is of a good quality and is considered to be a good experience. Form a network of young people's associations and on which they can build in the future.
- Do not encourage training for graduates without support or training opportunities, especially on-the-job. Larger numbers can be involved in the activities, training that the curriculum follows cannot not be used in the wider economy and not just in the immediate area.



Determine how to pick and support winners

Graduates are extremely varied, as are the young people who turn in them. Initially, NARYSEC's aim was to provide training as equally as possible across all areas. Experience showed that some reached much more vigorously than others, and two areas were identified there.

- *Continued and supported research* by the sector (e.g. after graduation, class, cultural, family, financial and other), that based on a young person's to get good to progress, such as those provided by NARYSEC.
- *Adjust programme* to address the issues of training, personal, family, business and other, and programme content.
- *Ensure that there is clear and explicit policy* about who should be helped in the activities, taking into account levels of education, family and background, personal, financial, and ability to progress, business development, and other relevant factors.

Recognise realities

Programmes such as NARYSEC can tend to imply that programme graduates should remain in the rural areas and 'give back' to the community. Economic opportunities in some areas are, however, few and the urban skills potential. Young people who have been through training programmes are more likely to find jobs but it may well not be in the home areas.

Related to this is the question of doing 'value for money' and what is 'human', particularly when it is long history of migration in the two regions closely and where many people move regularly between the two regions.

- *Establish the content of training* so that, by the end of the programme, it is possible to find a way to find jobs and to the wider economy.
- *For those young people* who training schemes who choose to move to other areas, ensure that a way is found to help them to find their way successfully.





REFLECTIONS ON THE CASE FOR EXPANDED PUBLIC
WORKS PROGRAMME (EPWP) EXTENSION WORKERS
IN THE SOCIAL SECTOR

GOVERNMENT CLUSTER POLICY WORKSHOP
31 October 2013

INTRODUCTION

The *Enterprisewise* Expanding Public Works Programme (EPWP) uses public funds to boost employment, and to develop entrepreneurial skills among traditionally disadvantaged communities, contributing to the national goal of alleviating poverty. The programme emphasises the policy workers' perspective, as it is based on the view that the role of government is to create an enabling environment for the private sector to flourish. It is based on the view that the role of government is to create an enabling environment for the private sector to flourish. It is based on the view that the role of government is to create an enabling environment for the private sector to flourish.

BACKGROUND TO THE THEME OF THE WORKSHOP

of structural improvements was carried out by the state do not necessarily involve a policy reversal. Nevertheless, the two orientations may be different. As far back as the 1830s, for instance, the British government and private individuals employed large numbers of famine-stricken African people on road-building and the like. In South Africa, in the wake of the widespread economic crisis of 1929 and thereafter, the government actively embarked on a programme of mass employment on public works. However, jobs were confined to the 'poor whites' who were the concern of the regime at the time. The National Party government that came to power in 1943 instituted a similar policy, allocating unemployed jobs to poor Afrikaners on the railways and other public works.

Contrasted with times of poverty, contemporary South Africa has also turned to the creation of employment for largely unskilled people on public projects. The Empire originated in the Growth and Development Summit (GDS) of 2008. At the Summit, four themes were adopted, one of which was



care, jobs, better jobs, cause it won't all. The SDS executives said that public works programmes can provide poverty and income relief through temporary work for the unemployed to carry out society useful activities. Since 1979, the EPWP has expanded to become the largest programme of its kind in history of the country.

CLAIMS AND EVIDENCE

Internationally, and in South Africa, participation in the small work programme at the EPWP is generally low. In fact, some programmes in other parts of the world are strongly evaluative, and as a policy work shop it was some scepticism about the applicability of its results from elsewhere to the South African context. *The Evolving Public Works Social Security Plan 2005-2007*, 3 emphasis. In thinking on the social sector as part of the EPWP and its institutional document for the governmental approach to the future, we endorsed the report.

AIM OF THE WORKSHOP

The aim of the workshop was to calculate the positive contribution of the EPV.P to the socio-economic situation of the workgroup by calculating the key lessons learnt to help guide the future of the programme.

STOLL, GENDLER/SCALFIORE

- What lessons have been learnt from the two phases of the EPAP rollout in the sector, and?
- What lessons have there been with respect to service delivery and implementation cost?
- How effective has the programme been in creating employment for the poorest groups, such as women and youth?
- How can the spatial focus in the programme be addressed to ensure broader and more equitable reach?
- How can disparities in remuneration across the programme's sectors be addressed?
- Within the social sector, what training, capacity building and community strategies could be employed to ensure sustainable benefits for programme participants?
- What kind of funding model could best ensure efficiency and effectiveness?
- What lessons can be learnt from voluntary and social programmes elsewhere?
- What inputs can be made to the review and refinement of the EPAP?
- What should be the role of national, provincial and local government in the EPAP programme?

LESSONS FROM THE WORKSHOP AND POLICY IMPLICATIONS

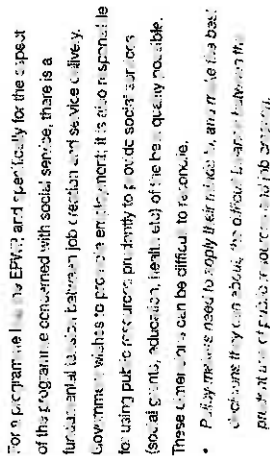
policy tensions

the unemployment and poverty, it is also an important indicator for the EPW if serious concerns in South Africa. If the black African population is segregated from the rest of the population, their position may be as bad as, or worse than in many other African countries.

The 'utilisations' for programmes are the EPWP indicators:

- Job creation, especially for those with few transferable skills
- Skills promotion
- Service delivery
- Helping to correct historical inequalities





This central tension leads to three conclusions, cited between some of the policy papers that follow. There is therefore a need at the all for clarity on the following question:

- is the SNP a type in the polarity of the text or document surface?

Cover, in art's central aim is the delivery of senses. This has, thus, at least, little to do with the delivery agents or job creation. The education source or institution must first be responsible for DSD, but also Education, Health etc., as in all spheres.

- The size and nature of the work to be done has to be determined by the speed and comfort of the social worker.

There is, however, still an unresolved debate. The EFW programme, with its very low levels of remuneration, low skills, and training as a vehicle, is an attempt to convert the apartheid legacy, that of a white man, through the education system and the employment of a so-called or 'unskilled' worker, into a new one. This is in contrast to the effective service delivery philosophy that is being promoted.

- The government's main focus is to be able to identify the best information to offer a company of resources and provision of jobs.

Cost-benefit analysis has been done, according to the accepted and legal norms and standards,

- How much have we done in the service in terms of the human and material resources in this situation? How do we know what are we doing?

The delivery of a total services change with little and with modifications in installation, and it is essential to ensure future ability to deliver.

- The state must decide if it can afford to let a business process place the burden on EPA to conduct several studies in the state every year.
- The state must also consider how to EPA's studies in building the capacity of the state in terms of training and staff.

symptoms in the EAP are very low, with participants currently receiving about \$65 per day.



- If it is controlled that the EPWP should give a job, the wages beyond market rate will be for poor people, how is it to be a sustainability concern?
- What value would be put? Existing in mind the value of be seen as a job, wage, and exclusive environment, should be maintained by income, and, by the way, much
- There is pressure to find for state to be benefited in the creation of the EPWP? There is a need to officially commit payment rates, as it goes wrong for all periods, this is problematic, also some people (i.e. women, for instance, have contributed while others are still in the process of reaching qualification etc. This is a problem of issues in the sector that people need to be selected with the necessary respect and with full recognition for the state, they have to earn, training.
- At the moment there is considerable uncertainty about what payment the state by government, it and EPWP workers. This is particularly so, it also clearly has major implications for training. How should this be applied to finance it?
- There is a need for a diverse high-level, coordinated, funding mechanism, it does not exist at present. There are objectives to be in place, and it must be made to be in terms of specific outcomes, must be clear what is being funded and what is not, it should be the labour and non-labour functions, making a record of contributions, while the government has to put a priority in the rural or urban areas and so on.
- Funding models must be responsive to the priority areas of the programme. But it is a complex matter for adaptation.

Administration of the EPW needs to be reformed. Currently, policy decisions are complicated as we do not want. There is much that needs to be addressed, and it should not be the case that rural people are inadequately served, because they are unable, or insufficiently able, to mobilise.

- The argument can be made that the balance sheet is the best indicator of the company's financial health. However, the balance sheet is only a snapshot of the company's financial position at a single point in time. It does not reflect the company's operating performance, which is the primary concern of investors. Therefore, the balance sheet should not be used as the sole indicator of the company's financial health.



BI-LITERACY AND MULTILINGUALISM IN SCHOOLS: MANAGING LEARNING AND TEACHING IN LOCAL AND INTERNATIONAL LANGUAGES

GOVERNMENT CLUSTER POLICY WORKSHOP
20 February 2014

INTRODUCTION

South Africa is a multicultural nation. Some of its eleven official languages have a historical and currently privileged position. The languages of its African majority, however, have not. The tension of balancing the use of English (and Afrikaans) and the other nine languages in school education is therefore both important and complex.

BACKGROUND TO THE THEME OF THE WORKSHOP

Though language is fundamental to our lives, language is also an expression of culture, community and identity and a marker of unity and difference.

Language in Africa has a particularly complex history. The continent's cultures were and are expressed in subtle ways, at times with the formality of oral tradition and at other times, generally in a multitude of languages, often blending into each other rather than marked by abrupt boundaries.

The realignments of colonial and post-colonial Africa were mirrored on the linguistic map. A new layer of languages was added: English, French and Dutch, and, in South Africa, Afrikaans, a new African language based on Dutch but unambiguously formed by Africa. These languages formed colonial Africa to the victor's work, so Africa had long been in North and East Africa. They also created new complexities and divisions.

The colonial experience imposed on indigenous African languages. Africanity became a set of Englishes learned, analysed and written down, the languages that they or sourced. Being able to write in African languages was invaluable, but it also contributed to standardizing African languages on the basis of the written word, and the written word was not always the most accurate reflection of the spoken word. The idea of 'correct' and 'incorrect' use, in South Africa, created a hierarchy for language, was often based on the form spoken in the City of Johannesburg, and on the side of the mission station.

South Africa has a long history of colonial settlement, as opposed to relatively recent political and administrative control as was the case in much of the rest of the continent. Not only but two new languages were introduced: English and Dutch, later Afrikaans, the carriers of which were often in conflict with themselves but were for the most part united in keeping non-white in subordinated positions. In the mid-twentieth century, South Africa's ruling class, a small white minority, implemented the policy of apartheid, central to which was the attempt to separate the country into two distinct racial regions. Part of this policy was to segregate traditional African and other local cultures into what were called 'homelands', each designated 'bantu' by the opponents. This meant that the policy made ethnic consciousness central to most of the African nationalist movements opposing apartheid, and apartheid's homelands policy. Despite the exclusion of education in the homelands, the teaching of African languages was part of the opposition. English, as the apparently most neutral language of science, technology, and industry.

With the political developments of the early 1990s and the victory of the African National Congress in the election of April 1994, new factors came into play. The formerly elected government was now responsible for the education of millions of young South Africans, and it became apparent that African languages were far more than the instruments of homelands rule and conservative ideologies. It had been this instrument, the exclusion of and research into language in education on its own merits became possible. There were still proponents of a predominantly English-language based system, but linguistic educationists and policy-makers began the debate about first language, bilingual and multilingual education that had been masked by the political implications and loss of respect of previous decades.

This is the background to recent debates on language in South African schools. The Government's policy workshop on 'Language and Multilingualism in Schools: Managing Learning and Teaching in Local and International Languages', held on 20 February 2014 in Johannesburg, was an important part of this debate.

DEBATES AND EVIDENCE

Thus far, the debate on language in education is a controversial one. Even more than most social policy, it involves sensitivities about culture, identity and politics as much as or more than the seemingly neutral issue of how children learn.

Many would say that it is a case of arguments that have been conducted about whether, at the early stages of education, children should learn English or Afrikaans or other languages. The debate is not simply about the medium of instruction. Research evidence appears to demonstrate that, at the early stages of education, children who learn in their first language, including their ability to master the international language. With so many variables including quality of teaching, social background and other factors, some can still remain for debate on this issue. Nevertheless, as a result of the policy workshop, which took such issues into account to find that children exposed to three years of mother language instruction in the foundation phase outperform those who had been thrust suddenly into English.

Classroom practice

In view of that, while a language is taught as a subject, it should be driven by competent speakers of the language.

- The written and other resources available should be used carefully in the teaching of English, for example, the best English speakers should be allocated the task.

In the classroom, all available resources should be used. That is, importantly, includes the language of the teacher and language which are necessary for gradient of diverse oral quality.

- The language is as follows to learn a second language should be used as learning resources, as *acq/de English*.

The learning of African languages cannot be effectively promoted if teaching is largely oral, monolingual and teacher-centred.

- A teacher must away from *passive classroom* to *active* if he/she is to be an advocate in teaching of and through African languages.

An educationist should be understood by good teaching, but little is known about how to do so the teaching of teaching is. Reading methods do not are critical and highly contrasted.

- The focus of teaching needs in the context of multilingual school is urgently needs to be reassessed and addressed.

There is immense creativity in African societies, including in children's imaginative games. However, teaching of and in African languages tends to be dominated by 'safe talk' and a rigid push to abstract language that fails to treat the languages as living, developing modes of communication. The 'analytical' approach to language in schools, based on phonics, is a problem.

- The teaching of languages should be based on a more holistic and flexible synthesis of approaches, drawing on the creativity and imagination of children in some ways.



In education in general, and particularly in the linguistic arena, classroom practice can be highly productive, as it is as seen in rural Ethiopia, with local production of books and other educational materials. Due to the lack of a 'textbook' of schools, and the educational process by parents and community can lead to complex development and a more objective approach to education.

- Government should be seriously at reviewing curriculum, content and local institutions in South African education.
- Although the role of government should be carefully considered, it is the role of education at local level, and not at national level.
- The government should be serious to make sure that the curriculum and provide a curriculum that is relevant to the needs of the population of language policy of school level.

Resources

Books and other reading materials are central to multilingual education.

- Books should be available, even if this implies a high form of production.
- Children should be enabled to make books for themselves with their own hands.
- Ownership of books by children should be encouraged.

There is a need to make transition to African languages. Such transition is mainly from English. This is not to be overlooked at the expense of their respective values and systems. But the transition can lead to a change of current curriculum for learning in African languages.

- Good education is an essential and driving factor to excellence in multilingual education, and it should be supported.

There is a substantial number of existing texts written in African languages. Some of these come from a period when African languages were compromised by association with the 'colonial' policies of the apartheid period. Nevertheless, currently there is an absolute lack of good material.

- When the work is of good quality, it should be reviewed and where relevant used.

Although there are many problems if the African language version is used as a curriculum to that in English, the texts in English and in African languages may be helpful as a contribution to 'self-reliance'.

- It is not appropriate, due to the current support for the teaching of African languages, to have a 'self-reliance' educational system, should be promoted.

African languages are not highly represented in the electronic media and other forms of modern mass communication; they are often the poor relatives in this respect.

- The use of electronic and other for African languages in oral and must be maintained.

Teacher training

In teacher training, the mother tongue is preferred in the standard version of English or any other language may be through non-standard, non-writing version of speech.

- This should be reviewed and supported in teacher training courses.
- Currently, a major problem with African languages is that, as a result of their 'colonial' policy, they are not developing as written or modern thought and expression.
- Any other version of African languages should be used in teacher education so as to contribute to their modernisation and development.



CHILD HEALTH: IMPROVING THE QUALITY OF CARE DURING THE FIRST 1 000 DAYS

GOVERNMENT CLUSTER POLICY WORKSHOP
25 February 2014

INTRODUCTION

SAHARA-1, the South African National Health and Nutrition Examination Survey, is the first of a series of surveys measuring South Africans' knowledge of health matters, their nutritional status, and their behavior in terms of health and their attitudes to health promotion. A crucial element in this important survey is the welfare of infants during their first 1,000 days from conception. Critical for this is the welfare of mothers. On 25 February 2014, a government cluster policy workshop explored the issues of nutritional status and knowledge of appropriate nutritional regimes, mothers' health, food security and child stunting, micronutrient status, and weight management.

BACKGROUND TO THE THEME OF THE WORKSHOP

Malnutrition is widespread amongst South African children. Many of them, and their mothers, are at risk of hunger or severe, actual hunger. Food variety is often limited. 20% of children under five are stunted, a proportion that has not altered since 1994. Overweight and obesity also indicate a diet of low nutritional quality, and increasing concern.



Such problems of chronic undernourishment are widespread political economy. The country has a long history of rural urban migration which has given a particularly damaging form to undernourishment and earlier malnutrition. Wagelessness, largely monthly wages, but often cash wages, migrated to cities leaving children with older relatives in the congested and increasingly informal and around research, subsequently crowded homelands. Over many years, this pattern of stressed family life and placed great strain on mothers and children. Though income and passes have been abolished, labor migration of this type persists and it is still common for young children to be sent to rural areas, by their parents or even to be brought up by women in an older generation, with implications for nutrition.



For these reasons, and others, problems of undernourishment, poor education and poverty have made it difficult to break out of the malnutrition trap.

DEBATES AND EVIDENCE

There is much disagreement about what is required for good health and nutrition in the first 1,000 days of life. The debates surround the question of how the desired outcomes can be implemented. This workshop therefore debated how to reach the desired ends in terms of health and nutrition for infants, with SAHARA-1 providing a robust body of evidence on the basis of which policy could be developed.

AIM OF THE WORKSHOP

The aim of the workshop was to discuss child health and nutrition in the first 1,000 days of life in relation to the findings of the SAHARA-1 research programme.

OBJECTIVES OF THE WORKSHOP

The objectives of the workshop, most of which were achieved in the time available, were to:

- Consolidate priority interventions to improve the care and quality of life during a child's first 1,000 days.
- Discuss counselling of focus on security and continuity of care.
- Addresses conflict of interests in the technology of the current programme of food fortification.
- Evaluate the social health and the nutritional status of the population.
- Present the findings of the National Health and Nutrition Examination Survey.
- Discuss the design of programmes for the early prevention of non-communicable diseases.



LESSONS FROM THE WORKSHOP AND POLICY IMPLICATIONS

Monitoring and evaluation, and research

In the nutrition, capacity building, communication and the many other areas relating to child nutrition and advice and assistance to mothers with children at all stages. However, extensive monitoring and evaluation (M&E) of programmes, and research into various possibilities, are vital preconditions for progress in the other aspects of child nutrition. There is already some excellent M&E, and research, in this area. However, more is required. The workshop participants considered the following issues to be particularly important:

- *More funding is required for M&E and research. This money would be well spent in that it would save money on expensive emergency measures.*
- *Research M&E focusing on child nutrition is required for all worlds. This includes surveillance and prevention of malnutrition, training of health workers, and the availability of health services and the impact of various interventions on the health of the population.*
- *The country needs where evidence-based research, as supported by M&E, is required. In the context of child nutrition, early prevention is the priority.*

Strengthening implementation

There are many potential barriers to effective implementation of child nutrition. Many players are



involved' from ministries, national and provincial government, universities and non-governmental organisations (NGOs). It is easy to recommend that should happen to run a this system, as an effective, it is less easy to implement. Nevertheless, as it is a non-top down some areas that should be looked at closely by the government, with a view to implementing them.

- Accountability and monitoring and consistent policy implementation will be essential.

- Energy, funding and resources are needed though activities that take place in administrative and implementation, which is the stated approach should be strengthened. The findings should be implemented at all levels of government. Experimental implementation at the national level will be complicated.

- Where capacity is inadequate, there should be no hesitation in trying basic action. For example, but priority in the field of child nutrition should be removed from processes that do not deliver. On the other hand, child nutrition training in provinces like Karnataka, Madhya Pradesh and Andhra Pradesh is adequate and continues that approach to work with a view to looking at ways of working with a view to replication.
- The focus on child nutrition should be on the state level.
- The concept of a programme to be used on the basis of 1,000 days of a child's existence is powerful, it should be given national and local, with a plan and delivery system.

Conclusion

Child malnutrition is closely linked to strengthening implementation. This applies to collaboration between different levels of government and between government and other institutions.

- Roles in child nutrition should be identified and coordinated.
- There should be a focus on nutrition in the early years of a child's life, with a focus on the first 1,000 days of a child's life, as essential.
- Effective public-private partnership in the field of child nutrition should be encouraged.
- Civil society is a valuable partner in this area, cooperation between government and NGOs should be fostered, and coordination between NGOs themselves strongly encouraged.



Programme design

Programme design is an ongoing process which cannot be prescribed in detail, at a very high or indeed in advance of the necessary detailed preliminary work. However, the following could be helpful in its developing phase. It was emphasised that many areas would be required for implementation:

- Monitoring of nutrition, pregnancy and lactation.
- Support for clinics for children less than two years old.
- Pre-lactation delivery services.

Capacity building

Programmes will not succeed if the means to implement them are not in place. It is therefore necessary to develop capacity in the area of child nutrition. The following areas were suggested by the workshop as being in particular need of capacity development:

- Clinics, where the line is blurred and where a qualitative rather than quantitative approach is needed.
- Health workers in general need to be able to identify, counsel and monitor and provide with skills in this area.
- There is a need for nurses, in the area of nutrition, to be aware of who is a part of medical services, for improvement in quality, which can be utilised and sustained.



- Mothers, fathers and other caregivers should be involved in a more regular way with the health system. There is room for inter-professional collaboration.

Communication

Communication is the message of appropriate infant nutrition is crucial. Without communication of accurate information to mothers, fathers and caregivers, nutrition programmes will not succeed.

- Simple key messages must be developed and communicated with a clear and consistent message.
- A well-timed mass communication campaign must be developed, perhaps during the first of the known world of nutrition. Nutrition should be linked to the field of awareness of HIV/AIDS, Malaria and pneumonia should be at the core of such a campaign, and in most cases will speak to women, babies, such as a 'nutrition week' should be considered.
- Branding must be clear. '1,000 days' may itself be a powerful brand, or serve other brand messages developed.
- The use of techniques of community selling and marketing should be considered, such as advocacy by celebrities, posters and other similar to the target audience.
- Schools and young people at schools are an important target for information. Properly evaluated for relevance, should be booked.
- The ward system should be targeted as a way of addressing mothers and young children.

Encouraging appropriate nutrition

Apart from having an infusion of an appropriate nutrition, actually obtaining nourishing food for infants, pregnant women and mothers can be a problem for poor people. Diet may be inadequate in various ways, with inadequate quantities of food leading to malnutrition or excessive weight and even obesity. Cultural attitudes to food may in some cases be problematic. Although there are long-term problems, there are various ways in which they can be ameliorated in the context of pregnancy and the feeding of infants.

- At a national and provincial level, food security and nutrition should become a priority, and it necessary dedicated posts, such as coordinators of nutrition, should be created.
- Strong targeting programmes of food security and nutrition should be implemented in rural areas.
- Pregnant and lactating women, as targeted in Karnataka, should be more strongly encouraged.
- Supporting efficient and sustainable should be considered.
- Some food is already available, this should be reviewed with the aim of further expanding this programme.

Education about pregnancy and lactation

It is well established that breast feeding is the best way of feeding a child, and that mother's milk is the ideal food at this stage. There are various barriers to breast feeding, ranging from the circumstances of working mothers which may make up breast feeding to artificial by mothers of baby formula. The article about the advisability of breast feeding for mothers, information with HIV/AIDS is also encouraged in some cases.

- There should be a national policy on encouraging and facilitating pregnant and lactating women. As part of this, the theme of breast feeding should be widely publicised. The National Coordinator of Support for breastfeeding in South Africa of 2011 is a useful reference point for such a campaign.
- Every effort should be made to provide convenient and appropriate venues for mothers to feed their infants, and employers in particular should be encouraged to enable formula employment to be used.





URBANISATION: HOW TO HARNESS THE POTENTIAL?

GOVERNMENT CLUSTER POLICY WORKSHOP

26 February 2014

INTRODUCTION

In South Africa, as throughout much of the world, rapid urbanisation is a reality. There is growing recognition of the pressures that this brings, and growing recognition of spatial transformation and integration. It is also increasingly recognized that dealing with the issue in terms of providing basic services alone is inadequate, and that what is required is an integrative programme based on the opportunities that urbanization presents. In the South African case, such a programme should meet urban areas as attractive and vibrant places to live and work, where challenges and issues arising and where the social and spatial divisions inherited from apartheid will be reduced and finally eliminated and not increasingly perpetuated.

BACKGROUND TO THE THEME OF THE WORKSHOP

Urbanisation in South Africa has developed in particular ways formed by the country's past. The social and geographical structures of towns and cities have been and still are moulded by racial division and exploitation of a kind perhaps unique to this country and some of its neighbours.

In the first half of the twentieth century and earlier, residential segregation was strict in urban areas. Indeed, especially in mining, was organized around systems of labour migration based on the premise that male workers would return to the rural areas from which they came. In South Africa, wherever there is African. Nevertheless, African people did move into cities, often into townships, often into informal settlements.

In the second half of the twentieth century, this process was disrupted. The National Party government imposed influx control which dammed up people in the reserves, later townships, and broke up families by permitting only men, for the most part, to work in cities and towns. Those allowed to stay there were confined to townships defined by race, and people were removed from areas where efficient mines had been living to go there. Spatially, there was generally substantial discontinuity between

African townships on the periphery of the white city itself and its suburbs. Cities thus were forced to spread in a manner that remains today.

This is South Africa's urban spatial inheritance. With the decline of influx control, pent-up migration to urban areas has taken place on a large scale. Except in city centres and some inner-suburban suburbs, this has not substantially broken down previous patterns of polarisation. Indeed these patterns have to some extent been reinforced by the building of low-cost housing by government on available land, this has tended to use urban peripheries where there is also large-scale informal settlement.

DEBATES AND EVIDENCE ON URBANISATION

There are numerous debates about the nature and effects of urbanisation. These debates depend on context. To take extreme examples, except for so far of population movement from its only nothing in common between urbanization in a regime of risk country such as South Sudan, with deliberate people settling society in centres of population, as what in an economically expanding country such as China, with its need for labour in industry and construction. Nevertheless, in South Africa and other countries where there is rapid urbanization, where there are no substantial constraints to it, where economic growth is not occurring at the pace of China, there are debates about the meaning of the phenomenon and how to interpret the evidence available.

Some argue that urbanisation is an essential part of industrialization, with industry simply attracting people to places where they perceive work to be available. In the view of others, urbanisation contributes a non-negligible gain to development but is not a strong or lasting one. However, there is also the proposition that urbanisation in itself can be a source of development. If it is so, the possibility exists of developing policies that align with this movement of people rather than struggling against it.

Debates along these lines have been and still are taking place in South Africa. There has been a tendency, arguably against the aim of democratic and economic reality, to see the future as lying in a vibrant rural smallholding economy. On the other hand there is the conception, perhaps best represented by the Integrated Urban Development Framework, that the future lies in a vibrant economy that brings together large numbers of people and creates opportunities at many levels for productivity, creativity and the social arrangements that only such large numbers of people can justify or support.

AIM OF THE WORKSHOP

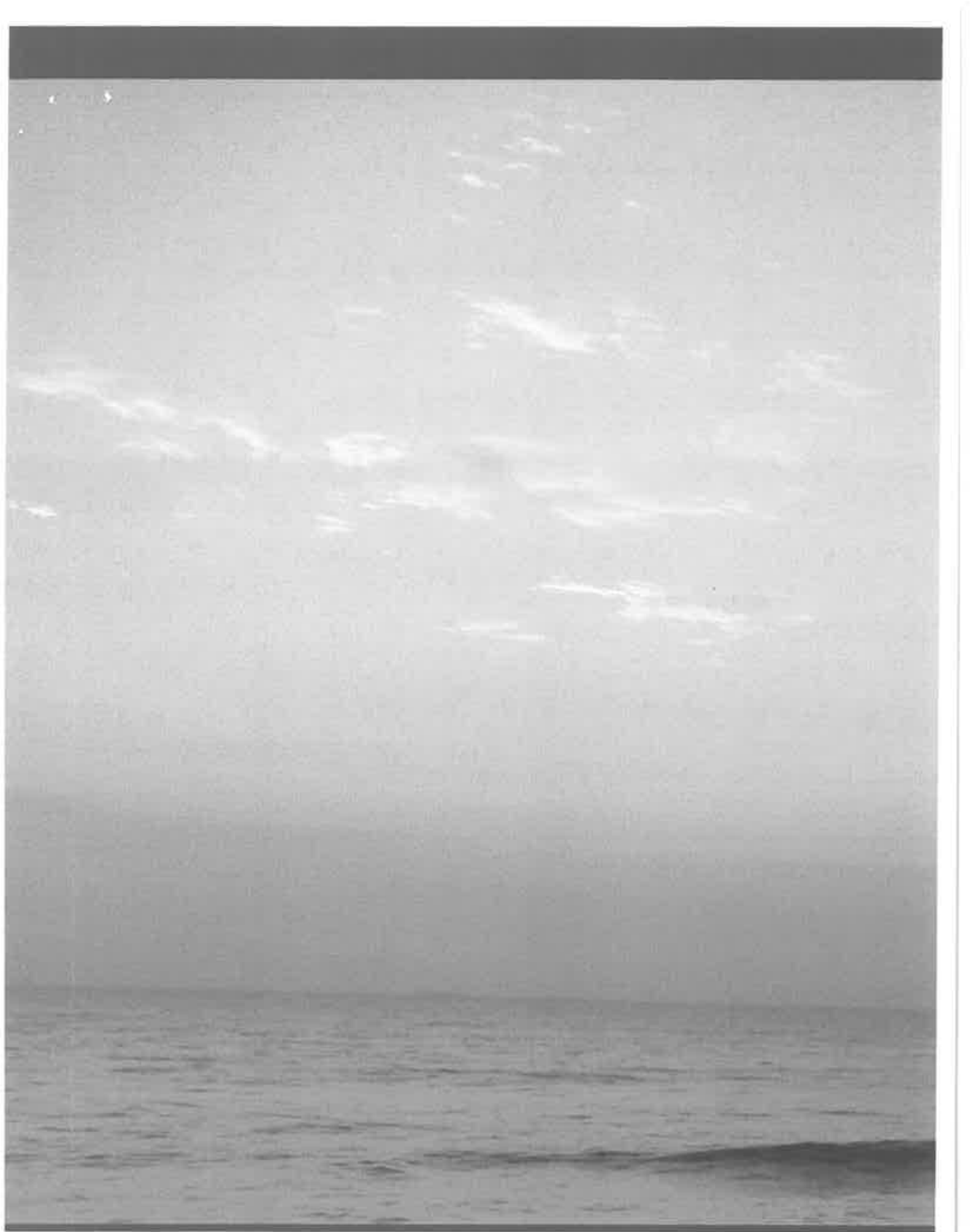
The aim of the workshop was to explore new thinking about urbanization in the South African context.

KEY QUESTIONS DISCUSSED AT THE WORKSHOP

The following key questions framed intervention at the workshop:

- What is the relationship between urbanization and development?
- How does the experience of urbanization in South Africa compare with what elsewhere in Africa and in other parts of the global South?
- What are the implications of urbanization for rural development?
- What policies can make the greatest difference to ensuring that urbanization contributes positively to development?
- What are the appropriate roles and responsibilities of national, provincial and local government in making the most of urbanization?





science
& technology

Department:
Science and Technology
REPUBLIC OF SOUTH AFRICA



HSRC
Human Sciences
Research Council