



# HSRC

Human Sciences  
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# REVIEW

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**The Limpopo  
textbook saga**

**The menace of  
lifestyle diseases**

**We are what  
we eat**



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# Massive and complicated: The SA National Health and Nutrition Survey (SANHANES)

In 2008, former KwaZulu-Natal premier, Dr Zweli Mkhize, and the then-chair of the Board of Development Bank of Southern Africa, Jay Naidoo, organised a health stakeholder's group to initiate a process to turn around the South African healthcare system in preparation for the new administration that would take office in 2009.

There were robust debates from public and private sector participants about how to reverse the downward trend of the healthcare system. This process was finalised in December 2008, and it was agreed to recommend 10 priority actions to President Jacob Zuma's administration to consider for implementation. Two successive ministers, Barbara Hogan and Dr Aaron Motsoaledi, embraced the ten-point plan and initiated improvements in the healthcare system. One of the key objectives was to strengthen research and development by introducing a health and nutrition examination survey to track the health of the population.

## Mammoth undertaking

The HSRC, represented by four principal investigators – myself, Dr Olive Shisana and Professors Demetré Labadarios, Thomas Rehle and Leickness Simbayi – planned the study. We invited scientists from the Medical Research Council to join us in the undertaking.

This was going to be an expensive exercise and required multidisciplinary teams of researchers to conduct a bio-psycho-social survey. We expected challenges, since the infrastructure was limited for undertaking such a survey that included physical examinations, laboratory tests and administering questionnaires. It was in this light that the HSRC, with the support of Minister Motsoaledi, reached out to the US Centers for Disease Control which sent Dr Clifford Johnson, the director of the US National Health and Nutrition Examination Survey (NHANES), to advise us. This move proved to be critical in strengthening our resolve to undertake this massive survey.

## Tried-and-tested approach

Taking a well-proven scientific approach and applying it in a new setting to answer emerging social and public health problems often results in benefits for the country that were not previously imagined. This was the case when we decided to review the experience of the USA in implementing the NHANES, which has been running for the last 50 years.

Using a well-proven concept to address the emerging non-communicable diseases and the concomitant risk factors arising from a changing population lifestyle and diet that mimic those of industrialised countries was crucial to the success of undertaking the South Africa version of NHANES, i.e. SANHANES.

With the financial support of the South African Department of Health and the UK's Department for International Development (DFID), we successfully undertook this mammoth study. Most South Africans opened their houses to our researchers and with the help of many scientists, medical doctors, nurses, nursing assistants and nutritionists we successfully interviewed 25 532 individuals in their homes, physically examined 12 025 individuals and obtained blood samples from 8 078 individuals for analysis to estimate the prevalence of specific diseases, assess health and nutritional status of the population and understand the risk factors of the population.



The study was able to assist the country to evaluate the:

- Health status of South Africans with respect to the prevalence of non-communicable diseases (specifically cardiovascular disease, diabetes and hypertension) and their risk factors (diet, physical activity and tobacco use).
- Knowledge, attitudes and behaviour of South Africans with respect to non-communicable and communicable infectious diseases.
- Nutritional status of South Africans as an outcome of food security, dietary intake/behaviour including the consumption of alcohol and body weight management.
- South Africans' general perceptions of health and healthcare services.
- Health status of children under the age of five years with respect to early childhood development, care of illness, immunisation and the use of the Road to Health Booklet.
- Health status of children between 2-9 years with respect to physical and/or mental disabilities.

The study results were presented to the minister of health, members of executive councils responsible for health, and to senior staff in the Department of Health nationally. It was gratifying to see that the study recommendation immediately informed policy; the Department of Health invited research staff to contribute specifically to food security and nutrition policy. We expect the data to be used to set standards in the areas of nutrition, weight, height, body mass index and a range of important biomarkers, such as glycosylated haemoglobin (HBA1C), cholesterol, vitamin A, iron and cotinine, and also to inform the development of interventions to reduce risk factor for non-communicable diseases.

In this *HSRC Review* we represent three survey topics included in the survey (pages 4 to 13), with others scheduled to follow in forthcoming editions.

Dr Olive Shisana  
CEO HSRC



## HSRC, Fort Hare assigned review of highest courts

*Professor Narnia Bohler-Muller*

The Democracy, Governance and Service Delivery (DGSD) research programme of the HSRC, together with the Nelson R Mandela School of Law of the University of Fort Hare (UFH), have been awarded a contract in response to a research tender by the Department of Justice and Constitutional Development (DOJCD).

According to the terms of reference specified in the tender of April 2013, the scope of the research is limited to the following:

- an assessment of access to the courts;
- costs of litigation;
- speed of finalisation of cases;
- the constitutional transformation of common and customary law;
- the complexities involved in the practical implementation of court decisions by the other two branches of government;
- new value-oriented interpretive methods and jurisprudential transformation; and
- the pro-poor orientation of courts in other developmental states such as Brazil and India.

The overall aim of the proposed 18-month research project is to assess the impact of the two highest courts, the constitutional court and the supreme court of appeal, on the lived experiences of all South Africans, says Professor Narnia Bohler-Muller, the project leader and deputy executive director of DGSD.

Professor Bohler-Muller, a legal academic for 16 years and a South African advocate of the High Court, will work with a team of legal researchers and social scientists on the project. The study will have a particular focus on the adjudication and implementation of socioeconomic rights within a developmental and capable state, and pertinent issues relating to access to justice with a view to addressing inequality and the eradication of poverty. The DOJCD will officially launch the project mid-September 2013.

Bohler-Muller said the bidding team undertook to produce high quality research outputs in accordance with the mandate of the department. Together with UFH, the HSRC has the experience and the skills, resources and networks to conduct large-scale, evidence-based cross- and trans-disciplinary research projects, including empirical assessments and surveys, aimed at social, economic and community development.

'Furthermore, the HSRC is internationally renowned for its research independence, integrity and ethics, while UFH adds value with the UNESCO Oliver Tambo Chair of Human Rights, established in 1996. The main objective of the UFH Research Chair is to promote an integrated system of research, training, information and documentation in the field of human rights and democracy,' Bohler-Muller explains. The government is in the process of assessing the impact of court decisions on the socioeconomic conditions of all South Africans.

'Among others, the research will determine through a mixture of methodologies what remedies the courts have developed to ensure that court decisions are implemented in the spirit of the Bill of Rights,' concludes Bohler-Muller.

# New@HSRC



**Prof. Oladele Arowolo**, who has vast experience in population policy formulation in various African countries and different institutions, has been appointed chief research specialist in the Research Use and Impact Assessment unit. He obtained his PhD in demography from the University of Pennsylvania, Philadelphia, USA. Before joining the HSRC he served as a consultant to UNFPA, UNDP, FAO, UNECA and the World Bank, among others, on population and development projects in various countries, including Namibia, Mozambique, Botswana, Malawi, Swaziland, Ethiopia, Liberia, Malawi, Lesotho, Uganda, South Africa, Sudan and Syria.



**Dr Bongani Bantwini** has been appointed as senior research specialist and acting director in the Research Use and Impact and Assessment unit. He obtained a PhD in science education from the University of Illinois at Urbana-Champaign in the USA. Before rejoining the HSRC in June 2013 he was an assistant professor of science education at Kennesaw State University. He previously held a position in the Education and Skills Development programme at the HSRC.



**Ms Safiyya Goga**, a former English second-language teacher in Japan, has taken up a position as senior researcher and PhD intern in the Human and Social Development programme. She holds an MA in political sociology from Rhodes University in Grahamstown. She also worked as a junior researcher at the Community Agency for Social Enquiry (CASE) in Johannesburg.



**Prof. Charles Hongoro** has been appointed research director in the Population Health, Health Systems and Innovation programme. He holds a PhD in health economics and policy from the London School of Hygiene and Tropical Medicine, University of London. Before rejoining the HSRC in July 2013 he was unit director of the Health Systems Research Unit at the South African Medical Research Council. He previously held a position as a director in the former Policy Analysis Unit at the HSRC.



**Dr Benita Moolman** has been appointed research specialist in the Human and Social Development programme. She obtained a PhD in feminist geography from the University of California, Davis, in the United States. Before joining the HSRC she was project co-ordinator at Heinrich Boell Stiftung.



**Dr Andrew Paterson**, who has been appointed as a research director in the Education and Skills Development research programme, holds a PhD in Social History at the University of Cape Town. Before re-joining the HSRC he worked as a lecturer, senior lecturer and research specialist at universities in South Africa and Thailand.



**Ms Il-haam Petersen** has been appointed chief researcher in the Education and Skills Development programme. She obtained a PhD in sociology from the University of Dublin, Trinity College in Ireland. Before joining the HSRC she was a teaching assistant in sociology at Trinity College, Dublin and research intern at LIRNEasia in Sri Lanka.



**Prof. Jane Rarieya** has taken up a position as senior research specialist and African research fellow in the Human and Social Development programme. She obtained an EdD in gender and educational management from Keele University in the United Kingdom. Before joining the HSRC she was an associate professor and associate director and head of teaching and learning at the Aga Khan University in Dar es Salaam.



**Dr Khangelani Zuma**, previously a research director and head of biostatistics in the HIV/AIDS, STIs and TB programme at the HSRC, has been promoted to executive director of the Research Data Management Centre. He holds a PhD in statistics from the University of Waikato, New Zealand.

# BRICS in South Africa, and the think tank in BRICS

Earlier this year, the South African Cabinet designated the HSRC as the incubator of the South African BRICS Think Tank for the 2013/14 financial year. In this capacity it is supported by the Department of International Relations and Cooperation (DIRCO) and the Department of Higher Education and Training (DHET). What led to this development, and why is it important? *Michael Cosser* explains.

South Africa was formally welcomed into the BRICS (Brazil, Russia, India, China, South Africa) fold through the Sanya Declaration, the official proceedings of the meeting of BRICS countries that took place in Hainan, China, on 14 April 2011. This development signalled an important milestone in South Africa being recognised as a key player in the emerging and developing group of countries and as a regional powerhouse in sub-Saharan Africa.

Even before South Africa's admission to BRICS however, Brazil, Russia, India and China had acknowledged the significance of think tanks, formally welcoming the establishment of a conference of think tanks in their joint statement, issued after the second BRIC Summit of Heads of State and Government on 15 April 2010 (Brasilia, Brazil).

**South Africa needs a think tank to provide strategic vision for the country as it negotiates its role within a changing world order and to give it a voice within the BRICS Think Tanks Council.**

## The importance of think tanks

Think tanks have played a major role in explaining the phenomenon of global political and economic change over the past three-quarters of a century. The UN Development Programme, for example, regard think tanks as organisations 'engaged on a regular basis in research and advocacy on any matter related to public policy... [building] the bridge between knowledge and power in modern democracies'.

From a BRICS perspective it is imperative that the fast-growing countries of the grouping have a platform – the think tank – for the exchange of ideas and the generation of evidence-based policy recommendations. Given their location at the research-policy nexus, think tanks are well placed to

shape the strategic visions of individual BRICS countries, as well as the grouping as a whole.

**It is imperative that the fast-growing countries of the (BRICS) grouping have a platform – the think tank – for the exchange of ideas and the generation of evidence-based policy recommendations.**

## The South African context

As a member of the BRICS grouping, South Africa needs a think tank to provide strategic vision for the country as it negotiates its role within a changing world order, and also to give it a voice within the BRICS Think Tanks Council, a formation of the think tanks of the five countries, formally recognised through the eThekweni Declaration of 27 March 2013 (the proceedings of the fifth BRICS summit held in Durban). Hence the decision to establish a South African think tank and to appoint the HSRC as incubator of the South African BRICS Think Tank, given the HSRC's pre-eminence as a social science body with a strong evidence-based approach to research and policy formation.

Since South Africa is the BRICS chair for 2013/14, its think tank has assumed responsibility for spearheading the agenda of the BRICS Think Tanks Council (BTTC). A major item on this agenda is the drafting of a long-term vision and strategy for BRICS, and the HSRC has been tasked to oversee and finalise the process. Having drawn up a schedule for this process, the HSRC is collating comments from the five countries into the next draft of the vision and strategy document, which will be finalised at the mid-term meeting of the BTTC in November. ■

*Author: Michael Cosser, HSRC and member, BRICS Secretariat, interim South African BRICS Think Tank.*



# Mapping the health and nutritional status of South Africans

The first South African National Health and Nutrition Examination Survey (SANHANES-1), a 400-page report of a population health survey that will be regularly repeated, was released in August by the HSRC. The aim: to address the changing health needs in the country, and provide a broader and more comprehensive platform to study the health and nutritional status of the nation on a regular basis.



**T**he study was compiled by a research consortium comprising the HSRC and the Medical Research Council (MRC), and was financed by the national Department of Health, the UK Department for International Development (DFID) and the HSRC.

SANHANES-1 provides critical information to map the emerging epidemic of non-infectious or non-communicable diseases (NCDs) in South Africa, and to analyse the underlying social, economic, behavioural and environmental factors that contribute to the population's state of health.

## Study methods

SANHANES-1 included individuals of all ages living in South Africa, except the homeless and those living in educational institutions, old age homes, hospitals and uniformed-service barracks. The study, conducted during 2012, included 25 532 individuals (92.6% interview response rate) who completed a questionnaire-based interview; 12 025 participants had a physical examination completed by a medical doctor; and 8 078 participants provided a blood specimen for biomarker testing. A biomarker is a measurable characteristic that reflects the severity or presence of the state of some disease, in the context of this article, vitamin A and iron deficiencies. This first round of SANHANES will provide baseline data of a representative sample of the population for future analysis over long periods of time (longitudinal surveys). ■

*The following three articles cover the findings on the status of non-communicable diseases among adults and children, food security and the food choices people make that impact on their health.*

# Non-infectious diseases pose an economic threat to healthcare

No country can afford the economic burden placed on its health system by the rise in non-communicable diseases – not even the rich ones – proclaimed Minister of Health Aaron Motsoaledi at the launch of the results of the South African National Health and Nutrition Survey (SANHANES-I). He was referring to the rise in the prevalence of cardiovascular diseases and diabetes among South Africans. *Demetré Labadarios, Olive Shisana and Lucinda Dalais* explain further.

In that assumption the minister is not alone. The World Economic Forum's 2009 Global Risks Landscape Assessment Report claimed that NCDs were 'the most significant threats facing global and local economies.' South Africa is no different.

In terms of the national strategic plan, NCDs include cardiovascular diseases, diabetes, chronic respiratory conditions, cancer, mental disorders, oral diseases, eye disease, kidney disease and musculoskeletal conditions.

The good news is that much can be done to prevent or improve the management of these conditions by addressing the underlying causes of NCDs through focusing efforts on reducing smoking, alcohol consumption and overweight among South Africans while increasing exercise frequency, and eating a wider variety of foods.

This is where the comprehensive SANHANES study comes in; it provides policy makers and programme managers with critical information on emerging epidemics of NCDs, and the underlying social, economic, behavioural and environmental factors that drive these diseases in the South African population.

## Two non-communicable diseases

Selected findings of SANHANES-I on cardiovascular disease and diabetes in relation to some risk factors are summarised in this issue of *HSRC Review*.

In relation to these two NCDs and their risk factors, this study determined the non-modifiable risk factors, such as family history, as well as modifiable risk factors such as blood pressure, body weight, blood cholesterol and blood sugar.

In terms of family history, during the interviews, respondents were most likely to report a family history of high blood pressure (30.9%), followed by high blood sugar (20.7%), while fewer respondents reported a family history of stroke (8.9%) and heart disease (heart attack, angina, chest pain: 7.6%).

## High blood pressure

High blood pressure is associated with high stress, smoking, high salt intake, diabetes, older age, cholesterol, physical unfitness and overweight.

This study found that the South African population had high rates of post-traumatic stress disorder, diabetes, overweight and obesity, cholesterol, and lack of exercise, suggesting that the population was at increased risk of non-communicable diseases. At the provincial level, the Free State, followed by North-West and Gauteng, had the highest occurrence of hypertension (Figure 2). The reasons for these findings require further investigations.

The study's clinical examination confirmed the high occurrence of pre-hypertension and hypertension as shown in Figure 1. Overall, 10.4% of participants aged 15 years and older were pre-hypertensive (blood pressure between 120-139/80-89mmHg) and a further 10.2% had hypertension (blood pressure  $\geq$  140/90mmHg).

Figure 1: Prevalence of pre-hypertension and hypertension by age, SA 2012

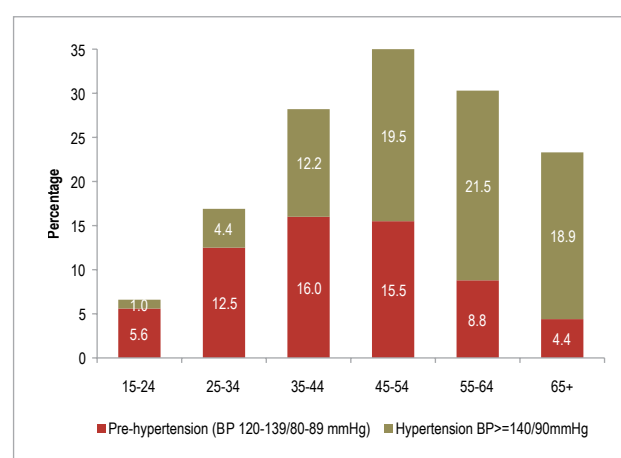


Figure 2: Hypertension by province, SA 2012

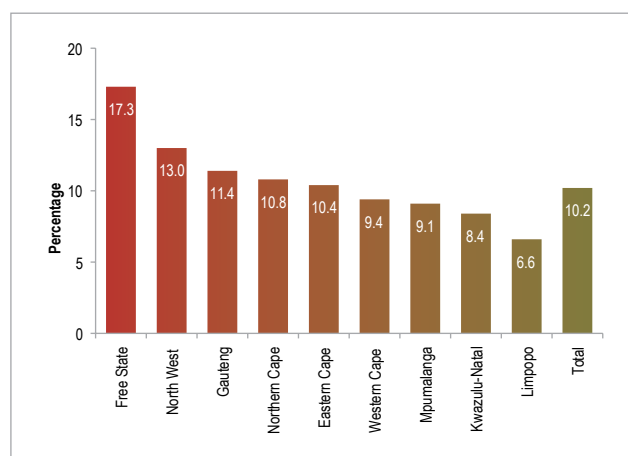
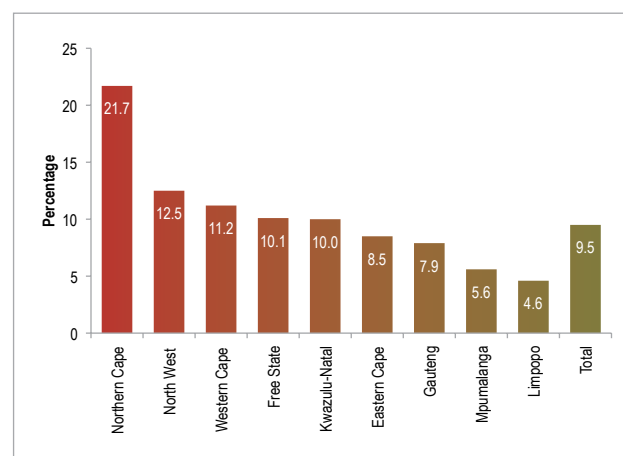


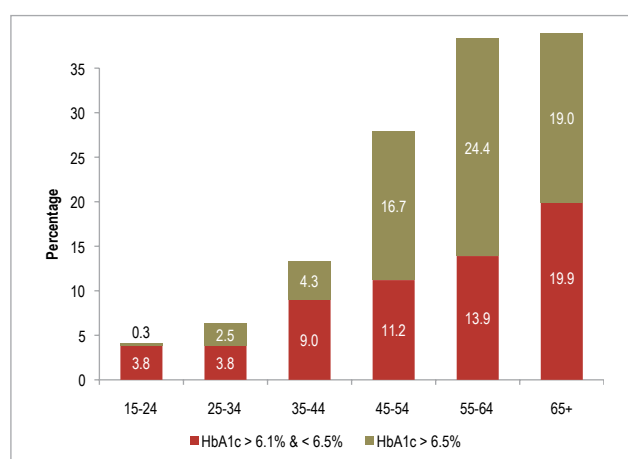
Figure 4: Diabetes by province



## Diabetes

Figure 3 shows that almost one out of five participants (18.4%) had impaired glucose homeostasis, largely due to the body's ineffective use of insulin due to excessive body weight and physical inactivity. These individuals could potentially be considered as pre-diabetic and need further diagnostic follow-up. Diabetes was diagnosed in 9.5% of participants.

Figure 3: Prevalence of pre-diabetes and diabetes by age, SA 2012



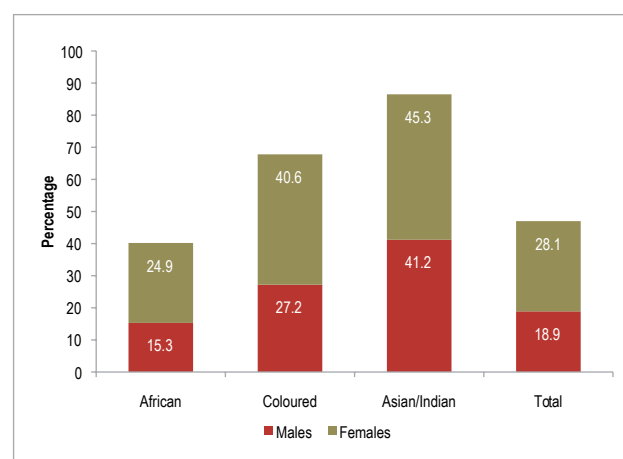
Note: Green is pre-diabetes and red is diabetic

Furthermore, diabetes and impaired glucose homeostasis appeared to have increased when compared with the findings of other, older, national surveys. In analysing the data per province, it showed that the figure for the Northern Cape was significantly higher than in the other provinces (21.7%), while Limpopo showed the lowest prevalence at 4.6%.

## Cholesterol

Of equal concern was the overall finding of high blood cholesterol in almost a quarter of the population (Figure 5). There were gender differences in the prevalence of high total cholesterol, with females found to have higher prevalence when compared with males. Indians had the highest prevalence, whereas black Africans had the lowest prevalence. Although high blood cholesterol does run in families, the more common associated cause includes the excessive dietary intake of foods high in saturated fat, being overweight or obese, and inadequate physical activity.

Figure 5: Prevalence of hypercholesterolaemia (high total blood cholesterol) by race, SA 2012





## A weighty matter

On the weighty matter of excessive body weight, many factors (including genetics) are known and claimed to be the cause to a greater or lesser extent. But the basic principle still remains, namely that the equation of energy ingested in the form of food should balance the energy expended through physical activity and bodily function maintenance. Disturbances in this equation lead to weight changes (weight gain or weight loss). Excessive eating, be it in the form of energy dense foods or large portion sizes in relation to energy expended (physical activity/inactivity) is generally accepted as the main cause of overweight and/or obesity.

In this study, the findings of overweight and obesity in the population, which may contribute to various NCDs such as

high blood pressure, heart problems, and stroke, were of major concern.

Comparing the results of overweight and obesity in SANHANES-1 with those of the 2003 SA Demographic and Health Survey (SADHS), the results indicated an increase in the mean body mass index (BMI) across almost all age categories, provinces and race groups since 2003.

This increase was significant in the body measurements of adults, particularly females (Table 1). The BMI, waist circumference, and waist-hip ratio all showed the same trend, namely that obesity levels have increased in South Africa and with that the risk of metabolic complications associated with chronic disease.

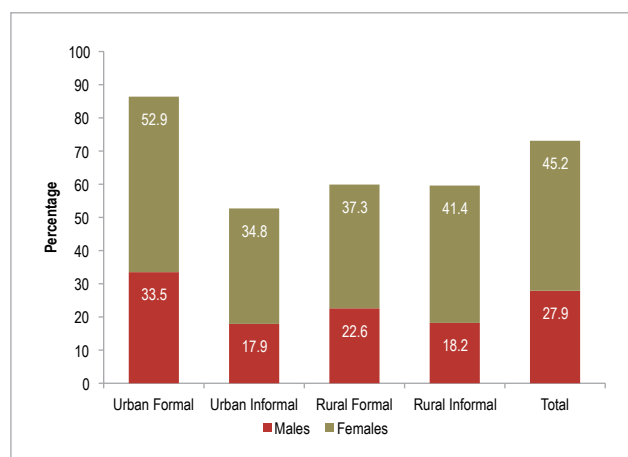
**Table 1: Overall comparison between SADHS 2003 and SANHANES-1 2012, of anthropometry (study of the measurements and proportions of the human body) of adult men and women**

Variable (units)	Men		Women	
	SADHS 2003	SANHANES-1	SADHS 2003	SANHANES-1
Mean BMI kg/m <sup>2</sup>	23.3	23.5	27.0	28.9
Underweight (%)	12.5	13.1	6.2	4.0
Overweight (%)	21.0	19.6	27.5	25.0
Obese (%)	8.8	11.6	27.4	40.1
Waist Circumference ≥ 102cm (%)	5.0	9.9		
Waist Circumference ≥ 88cm (%)			33.7	50.5
Waist-hip ratio ≥ 1.0 (%)	6.4	7.0		
Waist-hip ratio ≥ 0.85 (%)			32.0	47.4

## Lazy bones

In terms of physical activity, our nation is not doing much better. A significant proportion of adults in the country were found to be unfit (Figure 6). This has not improved since the 2003 international study completed in 51 countries, which included South Africa. The trends reported in the current survey were in line with those in other studies in Africa, developed countries, and at the global level.

**Figure 6: Prevalence of aerobic fitness: percentage of unfit participants aged 18-40 years old by sex and locality, SA 2012**



Females tend to live a sedentary lifestyle compared to males, with differences pronounced in urban formal residents and rural formal areas.

## What to do?

The SANHANES team recommended several measures to the Department of Health, including:

- Strengthen the current NCD strategy while making available the necessary financial support for this purpose.
- Launching a national awareness campaign that address risk factors in this domain at the home (awareness, practices, and healthy choices), workplace (enabling environment to promote awareness and physical activity) and community level (an environment that affords safety and is conducive to recreational activities), in collaboration with all other relevant government departments and employers to formalise a road map for the immediate-, medium-, and longer-term future. ■

*Authors: Professor Demetré Labadarios, executive director, research programme on Population Health, Health Systems and Innovation, HSRC; Professor Olive Shisana, CEO, HSRC; Lucinda Dalais, PhD intern, PHHSI, HSRC.*

*The full report is available on <http://tinyurl.com/klvx5ud>*

# Stunting, overweight and obesity in the very young: two sides of a coin

South African children have a major problem of stunting as well as overweight and obesity, already starting as young as two years old. On the positive side, the South African National Health and Nutrition Examination Survey (SANHANES-1), shows that there is a clear decrease in wasting and underweight as well as an improvement in the iron and vitamin A status of children aged 2-5, report *Muhammad Ali Dhansay, Demetré Labadarios, Olive Shisana and Whadi-ah Parker.*

**N**utrition, in general, is an important prerequisite to both individual and national development. More specifically, nutrition early in life is considered to be an important determinant of health and disease patterns in adulthood. As such, nutrition during the first 1 000 days – right from the start of pregnancy up to the child's second birthday – is considered critical to the child's development and health in adulthood.

Various national surveys have shown that child undernutrition, especially stunting (chronic undernutrition), has remained unacceptably high in South Africa. Although other forms of child undernutrition occur less frequently, they are of equal importance.

The South African National Health and Nutrition Examination Survey (SANHANES-1) provided more recent information on the prevalence of malnutrition, including undernutrition and overnutrition, overweight and obesity.

**There was an increase in both stunting and severe stunting among toddlers aged 1-3 years.**

## Findings

### **Stunting, overweight and underweight**

When compared to the previous national data of the National Food Consumption Survey (NFCS) in 2005, bearing in mind the limitations of comparisons between surveys, there was an increase in both stunting (3.1%) and severe stunting (3.1%) among toddlers aged 1-3 years in the country (Figure 1). In this age group, other forms of child undernutrition (underweight and wasting) had improved and remained in the low severity category of public health importance as defined by the WHO. In the older age group of children (4-6 years), all undernutrition indices improved when compared to the NFCS 2005 data (Figure 2).

Figure 1: Trends in the prevalence of undernutrition in children aged 1-3 years, SA 2005-2012.

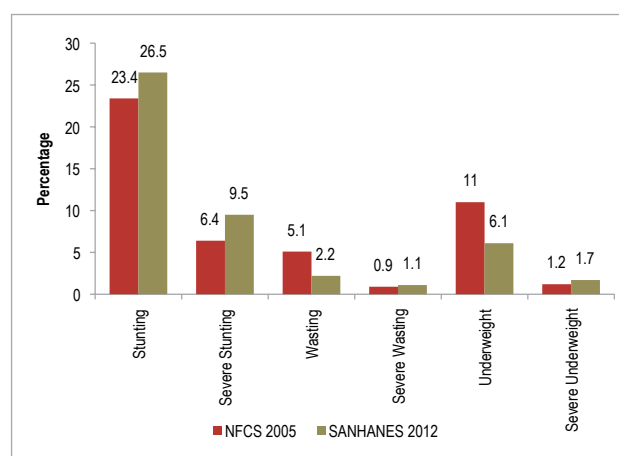
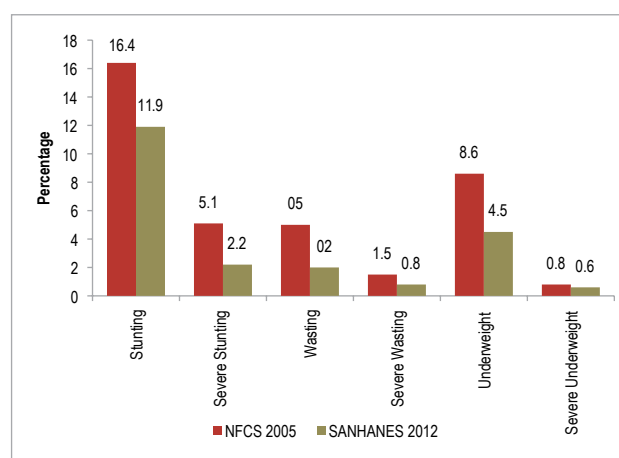


Figure 2: Trends in the prevalence of undernutrition in children aged 4-6 years, SA 2005-2012.

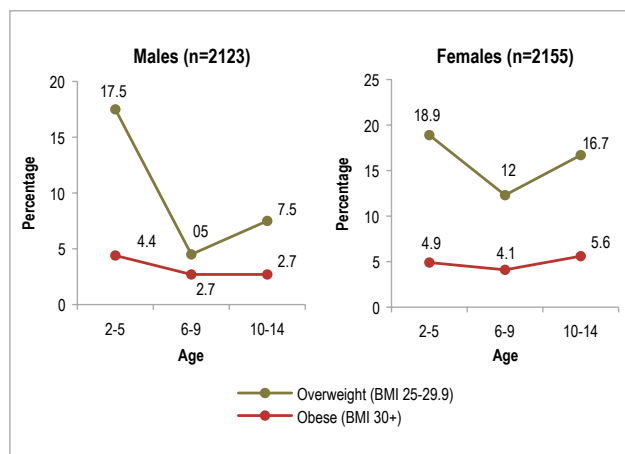




In the SANHANES-1, overnutrition (overweight) in boys was 17.5% in the 2-5 year group, 4.5% in the 6-9 year group, and 7.5% in the 10-14 year age group (Figure 3). For girls, the prevalence for the respective age groups was even higher (18.9%, 12.3% and 16.7% respectively); the prevalence being the highest in the 2-5 years age group. The more severe form of overnutrition (obesity) was recorded in 4.4%, 2.7% and 2.7% of boys for the respective age groups, which was lower than that recorded in girls (4.9%, 4.1% and 5.6% respectively).

Of all the children (aged 2-14 years) in the survey, overnutrition (combined overweight and obesity) prevalence was higher among girls (23.6%) than among boys (16.2%), as illustrated in Figure 3. Over almost a decade, the prevalence of overweight and obesity combined in both boys and girls aged 1-9 years increased from 14.0% in the 2005 NFCS data to 19.9% in the SANHANES-1, which was higher than both the 8.5% reported for the year 2010 and the 12.7% projected for children 0-5 years in 2020 in the African continent as a whole.

Figure 3: Prevalence of overweight and obesity in children aged 2-14 years by sex and age, SA 2012.



**Significant improvements in the iron and vitamin A status in children younger than five years of age may reflect the beneficial impact of the food fortification intervention programme.**

#### ***Micronutrients***

The SANHANES-1 focused on iron and vitamin A as two micronutrients important for early childhood development. Iron is the most common nutritional deficiency and the leading cause of anaemia, the condition of having less than the normal number of red blood cells, while vitamin A is essential for eye health and the proper functioning of the immune system.

Other factors that play a significant role in anaemia, which should be kept in mind in the management of anaemia, include malaria, helminth infections (parasites) and other chronic infections, particularly HIV/AIDS and tuberculosis.

In the children aged five years and younger, overall, the prevalence of anaemia was 10.7%, mild anaemia 8.6% and moderate anaemia 2.1%. There were no cases of severe anaemia. The prevalence of iron depletion was 8.1% and of iron deficiency anaemia 1.9%.

When comparing SANHANES-1 findings with those of the 2005 NFCS, the prevalence of anaemia and iron deficiency anaemia decreased by 63.0% and 83.2% respectively. At the national level, the prevalence of vitamin A deficiency was 43.6%, which was a decrease from the 2005 reported prevalence of 63.6%.

The significant improvements in the iron and vitamin A status in children younger than five years of age may reflect the beneficial impact of the food fortification intervention programme. However, the decrease in the prevalence of inadequate vitamin A status from 63.6% to 43.6% at the national level remains a major public health concern.

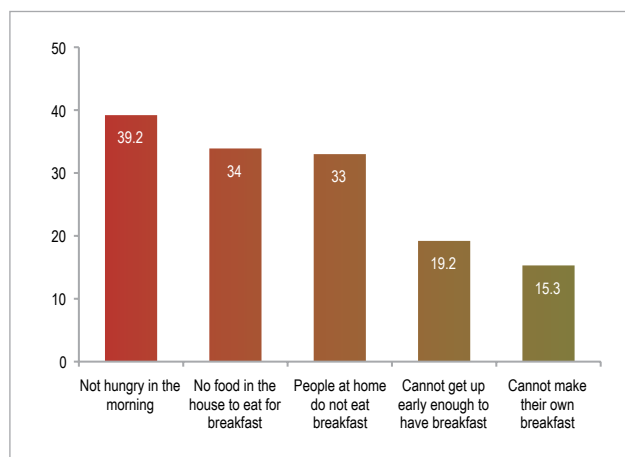


## The decrease in the prevalence of inadequate vitamin A status at the national level remains a major public health concern.

### What do children know about nutrition?

The SANHANES-1 showed the importance of good eating habits. While it was encouraging that the majority of children (86.1%) believed it was important to have breakfast, one third of them (33.9%) indicated that they did not have food at home for breakfast (Figure 4) and almost an equal third had nothing at home to put in their lunch boxes. Measures to improve food security in vulnerable communities are imperative.

Figure 4: Dietary behaviour of children 10-14 years in relation to eating breakfast, SA 2012.



While the majority of children believed it was important to have breakfast, one third indicated that they didn't have food at home for breakfast and almost an equal third had nothing at home to put in their lunch boxes.

The majority (71.7%) of children had a low score on general nutritional knowledge, 27.3% had a medium score and only 0.9% had a high score. Although the majority of children (82.2% males and 78.3% females) indicated

that they were happy with their weight at the time of the survey, about one out of three children (36.4%) thought they had a 'normal' body image, nearly two thirds (61.6%) thought they had a 'fat' body image and 2.0% thought they had a 'very thin' body image, based on identifying an appropriate body image silhouette from a range of silhouettes. Disconcertingly, only 18.2% of children were able to correctly identify a 'normal' body image.

It is apparent that extensive health and nutrition education is crucial to achieve improved health and nutrition knowledge of South African children. Moreover, the focus should be on educating them about healthy (normal) body size status, as well as healthier ways of achieving it.

Health and nutrition education has to be seriously considered to improve the health and nutrition knowledge of South African children.

### What to do?

On the basis of these findings, the SANHANES team made various recommendations, available in the full report on [www.hsrb.ac.za](http://www.hsrb.ac.za). The recommendations include the following:

- Stunting should be diagnosed early in a child's life in order to prevent it. As such, the current approach to growth monitoring should be adapted to include the measurement of height/length regularly and the appropriate personnel should be enabled to take such measurements accurately.
- The Food Fortification Intervention programme, in conjunction with the Salt Iodation programme, should be retained but reappraised both in terms of compliance and current legislated fortificants, and levels thereof, particularly iron and zinc.
- The increasing trend of overweight and obesity should be addressed collectively at the home, school and community level with the aim of increasing awareness, promoting healthy food choices and practices, and increasing physical activity.
- Curricula that address the importance of healthy eating, physical activity and body image perceptions should be implemented or introduced within schools. ■

*Author: Professor Muhammad Ali Dhansay, director, Nutritional Intervention Research Unit, SA Medical Research Council; from the HSRC: Professor Demetré Labadarios, SANHANES principal investigator; Professor Olive Shisana, CEO and a SANHANES principal investigator; Dr Whadi-ah Parker, post-doctoral fellow and research specialist, PHHSI.*

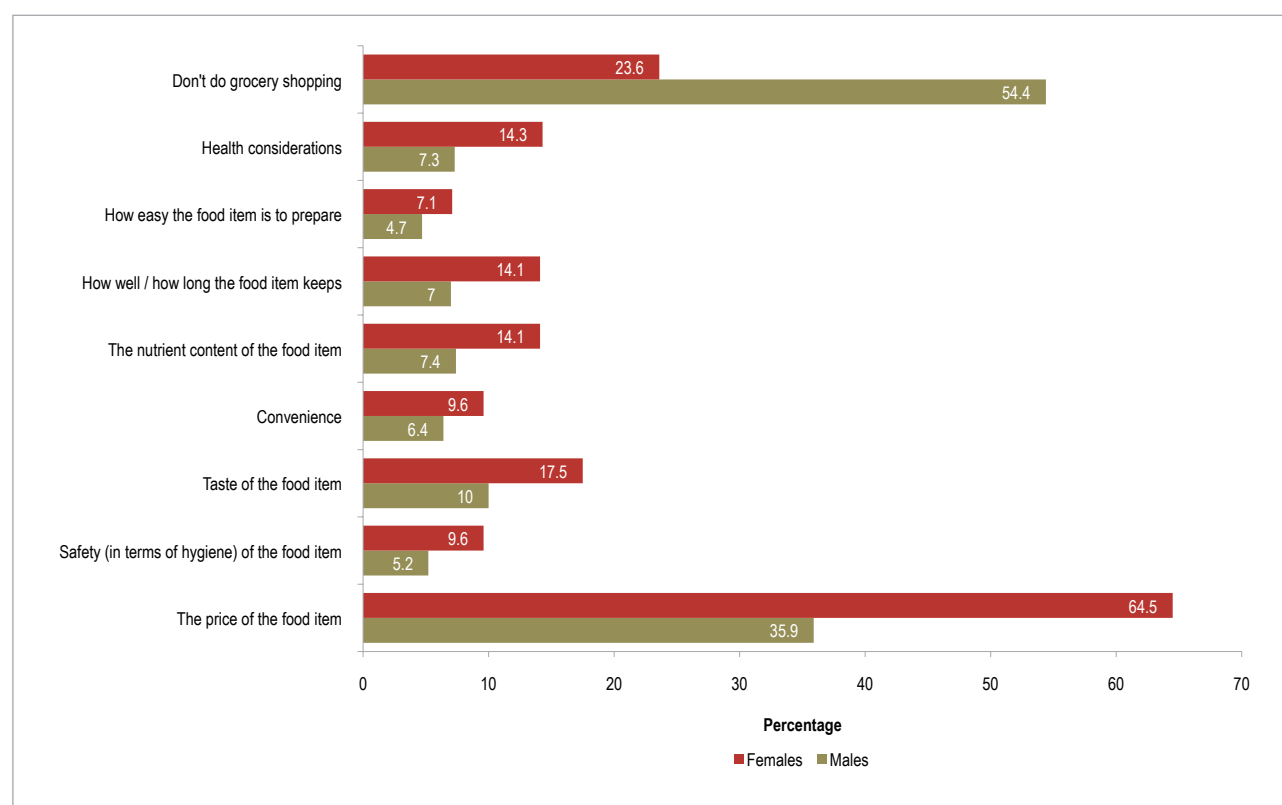
# You are what you eat... and you eat what you can afford

Despite the significant improvements in food security recorded since 2008, food security and hunger remains a serious issue in the country. And many do not eat enough healthy food, *Demetré Labadarios*, *Fred Tshitangano* and *Olive Shisana* found when investigated the eating habits of South Africans during the SANHANES-I study.

What do most people look for when they go to buy food? They look at price. Those that buy for taste or for nutritious content are in the far minority (Figure 1). But buying food based solely on price also has its price; the

cheaper the food, the greater the probability that it is starchy food, high in carbohydrates and of poor nutritional quality. The study showed that only approximately one in seven women consider health aspects (14.3%) when buying food.

Figure 1: Factors influencing food choices when grocery shopping.



To put this into context, most South Africans cannot afford to buy nutritious food, and many (14.5%) do not know better because of limited nutritional knowledge.

## Dietary intake, knowledge and behaviour

The study went further and looked at how diverse participant's food intake was. The results showed that two out of five participants (39.7%) consumed a diet low in dietary diversity, indicative of a diet of poor nutritional quality.

Almost one out of five participants consumed a diet with a high fat score (18.3%) and high sugar score (19.7%), and one out of four consumed a diet with a low fruit and vegetable score (25.6%). The dietary intake of participants in SANHANES-1 reflects a picture of a country in nutrition transition and urbanisation.

When it came to nutritional knowledge (knowledge that would influence the way people eat), the survey showed that on average, adults had a medium (5.26 out of 9) general nutritional knowledge score, with only one in five (22.6%)

# South African National Health and Nutrition Survey (SANHANES-I)

achieving a high score. The majority (62.9%) achieved a medium score and 14.5% achieved low scores. Nearly two thirds of adult females and males (62.1% and 65.8%, respectively) believed they drank and eat healthily and had no need to change their diet.

## Household food security

Food security is a condition that exists when all people, at all times, have physical, social and economic access to sufficient, safe, and nutritious food that meets their dietary needs and food preferences for an active and healthy life' – UN Food and Agriculture Organisation.

SANHANES-I found that overall, 45.6% of the population were food secure, meaning that all members of a household had enough food for an active, healthy life (score of 0 out of 8) at all times. This was a marked increase from the observation of the National Food Consumption Survey (NFCS) in 1999 which reported that only 25% of the population were food secure (Table 1). The same improvement was observed in those experiencing hunger (food insecure), the percentage of which decreased from 52.3% (1999) to 52% (2005), to 26% (2012).

Of concern was that 28.3% were at risk of hunger (score of 1-4 out of 8) which was a slight increase in the proportion of those at risk of hunger, a prevalence that varied among the provinces (Figure 2). Combining those at risk of hunger and those who experienced hunger, it was apparent that 54.3% of South Africans were not food secure, which is a concern that needs urgent action.

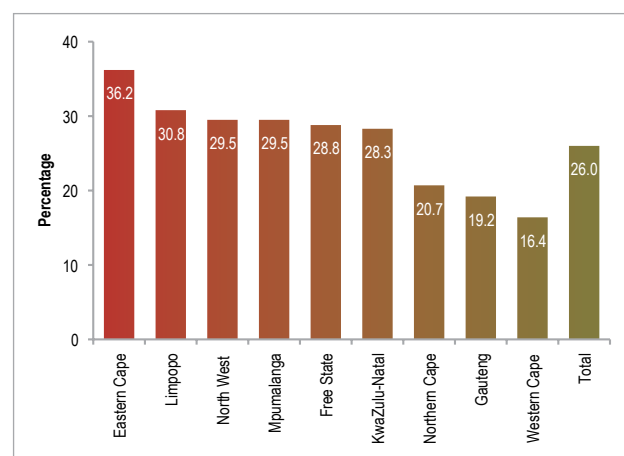
Table 1: Scores for food security, risk of hunger and experience of hunger (food insecurity) using data from four national surveys, South Africa 2012

Variable (Score out of 8)	NFCS 1999 (n = 2 735)	NFCS 2005 (n = 2 413)	SASAS 2008 (n = 1 150)	SANHANES 2012 (n = 6 306)
	%	%	%	%
Food security (0)	25.0	19.8	48.0	45.6
At risk of hunger (1-4)	23.0	27.9	25.0	28.3
Experiencing hunger (>5)	52.3	52.0	25.9	26.0

Sources: NFCS, SASAS, SANHANES.



Figure 2: Prevalence of food insecurity (experiencing hunger) by province, SA 2012



## The role of micronutrients in food security

Food insecurity has been reported as a significant predictor of nutritional outcomes among adults. Among non-elderly adults, food insecure individuals have a less healthy diet and are more likely to be low in serum nutrients. Poorer self-reported health status among food insecure adults has also been reported.

With regard to serum nutrients, poor micronutrient status is known to be associated with food insecurity. In the South African context, poor iron and vitamin A status as well as anaemia, was reported to be a serious concern in 2005 in the country. SANHANES-1 selectively included the assessment of the current status of these two micronutrients and anaemia among the high-risk group of women of reproductive age.

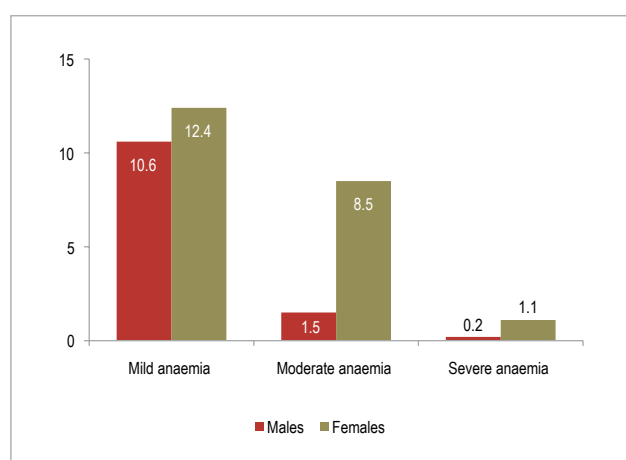




Overall, the prevalence of anaemia in all participants older than 15 years of age was 17.5%, with female participants having almost double the occurrence (22.0%) when compared with males (12.2%), as shown in Figure 3. Anaemia in women of reproductive age was 23.1%; iron deficiency was found in 5.9%; and iron deficiency anaemia was present in 9.7% of women of reproductive age.

About 13.3% of women of child-bearing age also did not get enough vitamin A. Notable, however, was that there was a significant improvement in this regard since 2003, which was ascribed to the government's food fortification programme, implemented by the Department of Health in 2003.

Figure 3: Prevalence of anaemia by sex, SA 2012



## What to do?

The SANHANES team recommended the following, among others:

- The introduction of policies that discouraged, and/or banned, the explicit or covert promotion of foods known to be associated with increasing the risk of disease with priority being afforded to weight management. It recommended that such foods display appropriate warning labels to increase the awareness of potential or real harm would be increased. This practice would balance current claims on food packages extolling the advantages, real or imagined, of the nutrient content of foods.
- A concerted effort to increase nutritional knowledge to encourage marginal dietary diversity among the population.

In relation to food security:

- Actions related to food security in all its dimensions must be prioritised and co-ordinated in collaboration with all other relevant government departments. Multi-stakeholder discussions should be the basis upon which a road map is formalised for the immediate-, medium- and longer-term future.

In relation to micronutrient status the team recommends:

- Retain but reappraise the Food Fortification Intervention programme in conjunction with the Salt Iodation programme, not only in terms of compliance but also in terms of the currently legislated fortifications, and levels thereof, particularly iron and zinc. ■

*Authors: Professor Demetré Labadarios, executive director, Population Health, Health Systems and Innovation (PHHSI) programme; Mr Fred Tshitangano, deputy director, GIS, PHHSI; Dr Olive Shisana, CEO of the HSRC.*

The full report is available on <http://tinyurl.com/klvx5ud>

# Understanding the Limpopo textbook saga

Between December 2011 and July 2012, the non-delivery of textbooks to schools in Limpopo provoked a storm of anger. *Linda Chisholm* investigates.



**The immediate cause of the problem was the cash flow crisis the Limpopo Department of Education found itself in, in 2011.**

*Stand and deliver – Books being packed for delivery at the Limpopo warehouse in 2012 once logistics company UTI had taken over.*

Litigation to ensure delivery of the now so-called Limpopo textbooks coincided with allegations of corruption, mismanagement and maladministration in the province and the media was full of images of workbooks – flagships of the national department – being shredded, dumped into rivers or fluttering in the wind outside warehouses. The dominant discourse represented the saga as one of chaos, corruption, incompetence and indifference. But investigative reporting did not extend to all aspects of the mystery. So the question arises: what happened in Limpopo that schools did not have textbooks on time in 2012?

Closer investigation reveals that a number of factors combined to create conditions in which conflicts within and between sections of the ruling party, national and provincial departments, state and civil society, publishers and third party agents simply exploded. Non-delivery of textbooks became the lightning rod of wider social, political and economic tensions. But what were the underlying issues?

## Immediate causes

The immediate cause of the problem was the cash flow crisis the Limpopo Department of Education found itself in, in 2011. This was precipitated by overpriced contracts and a high teacher salary budget that was a result of poor management of the system for allocating teachers to the available basket of posts.

With a looming budget shortfall of R2 billion, R1 billion of which was made up of so-called 'excess teachers,' Limpopo faced the prospect of being unable to pay its teachers. Since more than 90% of its budget was going to teacher salaries,

severe pressure was placed on what remained for infrastructure backlogs, maintenance and textbooks.

In June 2011, treasury stepped in to arrest overspending, and in December the province was placed under national administration. Vacant and excess posts were frozen. All contracts and financial operations were subjected to forensic scrutiny, and a R565 million contract with Edusolutions to purchase and deliver textbooks, was suspended. As a result, textbook orders had not been placed by the time the school year started in 2012.

More than 4 million textbooks were eventually purchased and delivered at greatly reduced cost, but not before two national administrators had come and gone, the second revealing the depth of corruption in the department, and creating some tensions within it as a result. By the time the third administrator had negotiated prices with publishers within acceptable limits, placed orders and found a new distributor, it was well into the school year. It was within this context that the public interest law centre, Section 27, took the national department to court to pressurise it into timeous delivery.

## Contextual dimensions

The Limpopo textbook saga occurred within a specific and sometimes linked economic, political and educational context. To this end there were five key features that impacted on its dramatic unfolding.

Economically, and first, the economic downturn in 2009, spurred by the global economic crisis, reduced gains made in the 2001-2008 period. Pressure mounted on the state to curb

financial losses incurred by poor provincial administrations. Meanwhile, a team from treasury began closer examination of the finances of the province in the light of the Auditor-General's 2010 and 2011 reports, in which Limpopo had received a 'disclaimer,' meaning there was no evidence of internal controls over record keeping and management, especially budget management. In such an environment, fraud and abuse of public resources are easily perpetrated.

Politically, and second, the crisis occurred in a province in which intraparty tensions in the run-up to a significant ruling party conference to be held later in the year at Mangaung, were running high. The emasculation of ANC Youth League leader, Julius Malema, by the ruling party, to limit his access to state resources by corrupt means, was in process, and a party disciplinary committee had taken steps to remove his ANC membership. It is possible that such steps provoked opportunistic efforts to block national initiatives to arrest corruption in the province.

Third, Limpopo was a province under national administration in terms of section 100(1)(b) of the constitution. The modus operandi was for provincial officials – several were facing fraud charges – to remain in place, executing the day-to-day tasks, while national officials, including a ministerial team and national administrator, provided oversight and direction. The limits of this approach were recognised in the July 2012 Metcalfe Report commissioned to verify delivery of books to schools.

Educationally, and fourth, implementation of a revised curriculum was planned for Grades 1-3 and Grade 10 in 2012. Curriculum revision required new textbooks, which were produced under pressure at great speed to meet the implementation deadline for those four grades, causing tensions with publishers.

These tensions were exacerbated by new initiatives and policies to improve the quality and bring down the price of textbooks. These included the production and distribution of free workbooks for grades 1-9 in maths, languages, natural science and technology and life skills and the distribution of free grades 10-12 maths and science textbooks prepared by Siyavula, in association with the Shuttleworth Foundation. In addition, the department had instituted a national catalogue providing eight approved titles per subject which excluded some publishers and a process of central procurement of textbooks at reduced rates. These initiatives and policies shook the market.

Finally, and fifth, the growth, influence and impact of the NGO, Equal Education, which had a strong legal base, was another important dimension of the social and educational landscape. With experience and strong networks in the Treatment Action Campaign, it spawned Section27, a legal pressure group, to take up the question of timeous provision of textbooks in Limpopo schools. Its legalistic approach was important in highlighting the importance of access to and availability of textbooks in all schools, a position promoted nationally through the Teachers, Time and Texts campaign of government.

**It was financial and systemic issues that underlaid slow and inaccurate deliveries to schools.**

**The delivery of textbooks and workbooks depends on accurate data: provincial data about the location of schools, and school data about the numbers of books needed.**

### Systemic issues

Rational explanations often lay behind seemingly inexplicable phenomena. The strange case of workbooks found dumped in a river, for example, turned out to be simply irresponsible behaviour on the part of an individual employee. Under the guise of delivering workbooks to a school, a district employee had gone visiting a girlfriend, clocking up many miles. When the storm about non-delivery, provoked by Section27, broke in the media, he panicked and dumped the workbooks in a river, afraid of being found out.

But it was systemic issues that underlaid slow and inaccurate deliveries to schools. These concern both the financial questions discussed above and the actual textbook delivery modalities that came into being in the post-1994 period. To understand this, we need to distinguish between textbooks and workbooks, and how the distribution systems of the two differ.

Workbooks were introduced as a national project in part, to circumvent difficulties encountered in the multiple provincial arrangements to deliver textbooks. They were a direct response to the ongoing and troubling evidence of poor literacy and numeracy in primary schools. The idea was to develop colourful workbooks that children could write in and take home with them. They were to be an additional resource for schools, not displacing textbooks, but supplementing them, and they were to be delivered directly by the national department rather than through provincial arrangements.

By contrast, how textbooks are delivered to schools depends on whether they are section 21 or section 20 schools. Section 21 schools – mainly suburban schools – have the right to buy their own textbooks from their provincial allocations. Section 20 schools comprise the majority of schools in townships and rural areas. They do not have the right to buy their own textbooks; these are bought for them by the province and delivered either directly or through third parties.

Where third parties are used, KwaZulu-Natal, Gauteng and Mpumalanga use Edusolutions, while the Eastern Cape uses the East London Credit Bureau and/or a variety of SMMEs. Publishers have offered discounts to provinces and third parties buying and delivering textbooks, with these discounts usually being taken as profit or returned to provincial learning and teaching support material budgets.

The delivery of both textbooks and workbooks depends on accurate data: provincial data about the location of schools, and school data about the numbers of books needed for which subjects from which publishers and in which languages. When data is inaccurate, delivery is compromised. In this instance, neither was in good shape, pointing to systemic failures in the Limpopo Department of education.



### Moving forward

Measures were taken to address specific problems that arose from this debacle, including the implementation of a hotline for reporting incorrect deliveries; work with Statistics SA to improve reporting on school-level data; a management plan for timeous placement of orders, development of good working relationships with the Publishers' Association of South Africa and the appointment of a new distributor for Limpopo. These measures were undertaken within the overall framework of a stabilised budget and political changes in the province. Difficulties will remain, rooted in overall systemic issues, but attention now also needs to include the quality and use of textbooks and workbooks in schools.

#### The delivery process for CAPS-textbooks for 2013

UTi CL&D, a customer's information system called eWarehouse, worked with the Limpopo Department of Education under the Minister's Operations Team. It had three weeks in November 2012 to distribute textbooks to 4 055 schools, with a second phase of remedial action to address shortages as well as any other requests schools might have.

Publishers delivered textbooks to warehouses from 15 October where quantities were checked and errors remediated within seven days.

A high-tech system was adopted to track all facets of the delivery process.

Over 20 days, 72 trucks travelled 792 000 km per day; and four line-haul vehicles took freight to branch warehouses for further distribution daily. It was a 24-hour operation, with a total project staff of 771 people, who were provided with work and skills development for the duration of the project. Limpopo Department of Education staff were selected and trained as 'super trainers', who in turn trained the 88 Limpopo Department of Education pickers, manifesters and quality checkers. ■

*Author: Dr Linda Chisholm is seconded to Angelina Motshekga, as an HSRC advisor to the Minister of Basic Education.*

*This article is based on Chisholm, L. (2013), *The Textbook Saga and Corruption in Education*. Southern African Review of Education (With Education With Production).*

## Listening before telling: pairing indigenous knowledge with the school curriculum

A team of researchers set its sights on developing context-relevant teaching tools by using indigenous and local knowledge in the Cofimvaba district in the Eastern Cape. *Tebello Letsekha* relates the team's experiences.

South Africa's transition to democracy in 1994 resulted in a number of changes to the schooling system. Following these changes, school learners had to learn in the context of the Revised National Curriculum Statement (RCNS) from Grades R to 9, which was published in 2002, and the National Curriculum Statement (NCS) from Grades 10 to 12, published in 2003. The NCS was designed in such a way as to ensure flexibility, so it could be adapted to local conditions and needs at school level.

From its side, the Department of Basic Education (DBE) expected these curricula to be interpreted and implemented differently in diverse contexts. Yet, schools in so-called rural areas were still unable to take advantage of the opportunities created by the NCS owing to limited resources.

### Applying indigenous knowledge to teaching

This article reflects on the journey of researchers involved in a three-year study that aims to develop context-relevant teaching tools using indigenous and local knowledge in collaboration with local teachers and community members, in the Cofimvaba district in the Eastern Cape.

The study, now in its second year, is titled 'Promoting and learning from Cofimvaba community's indigenous knowledge systems (IKS) so as to benefit the school curriculum'. It focuses on promoting the direct participation of teachers in planning, researching and developing learning and teaching support materials (LTSMs) for use in the classroom.

To realise this aim, the project first pursued ways of identifying and making use of local and indigenous knowledge (IK) that would benefit the school curriculum, and then forged links between the school and the wider community.



**The researchers aim to better understand the Cofimvaba community and the schools that are being used as research sites, as well as work with practising teachers towards contextualising the school curriculum.**

### **Contextualising IK within the schooling system**

In the South African context, IK refers to a body of knowledge embedded in African philosophical thinking and social practices that have evolved over the years. In the educational context, IK is understood as constituting a challenge to Western thinking and conceptualisation.

A number of studies have expressed the value of IK, and the need for educational processes to be properly contextualised within the local knowledge and language. Such a status quo would lead to linkages between the school or education system, the home, and the wider community of schools.

While the value of IK in education has been recognised, this recognition is yet to translate into practical curriculum processes.

Employing participatory action research, the researchers aim to better understand the Cofimvaba community and the schools that are being used as research sites, as well as work with practising teachers towards contextualising the school curriculum.

### **The research site: Cofimvaba's sociocultural and economic background**

This study is located in Cofimvaba in the Eastern Cape, which is predominantly rural and characterised by high levels of poverty and unemployment. The community is characterised by critical skills shortages, small scale subsistence farming, a reliance on indigenous plants, food insecurity and a high incidence of HIV/AIDS. Furthermore, the Eastern Cape performed the worst in the 2011 final senior secondary examinations; the five worst performing districts were all located in the Eastern Cape.

### **Giving teachers a voice**

Study methods are qualitative in nature, adopting participatory action research methodologies. The research team is working collaboratively with teachers and indigenous knowledge holders, who serve as community-based researchers.

Values of collective inquiry and experimentation are employed, informed by approaches to indigenous knowledge systems (IKS), and grounded in the experience and sociocultural history of the Cofimvaba community.

In order to understand the Cofimvaba community's IKS and at the same time attempt to integrate it into the school curriculum, a series of workshops were held. For the most part, the workshops took the form of a dialogue between the participants and the research team, and between the participants themselves. These conversations were important in bringing to the fore the opinions of the participants in their understanding of IKS, and the value it could add to their teaching. The discussions also gave the research team a deeper understanding of the teachers' needs and how best to engage with them in working together to meet these needs.

One-on-one sessions between teachers and the research team were also held. During this process it was realised that although the teachers were excited about being involved in the project, they were concerned that the Eastern Cape Department of Education and its officials might deem their involvement an added responsibility that would take them away from their teaching duties.

The team attempted to allay these fears by pointing out that the project was in line with what they needed to be doing in the classroom. This cautious attitude towards the project was found to be an impediment towards robustly instilling the concept within the classroom and the school curriculum.

**The team is working collaboratively with teachers and indigenous knowledge holders, who serve as community-based researchers.**

### Finding the focus

During the first year of the study, in an attempt to be as inclusive as possible, researchers worked with more than 40 teachers from seven schools in the Nciba Circuit in Cofimvaba, without putting limitations on who could and could not participate. This meant the team had to develop teaching and learning materials for eight learning areas (subjects) for 12 grades (Grade R-12). At the suggestion and request of the teachers, the scope and focus were narrowed down to a single phase over two terms. During that phase teachers chose their own learning area.

The researchers have since developed and delivered the first set of teaching and learning materials for the foundation phase. These materials were informed by the data and conversations held with various Cofimvaba people and included posters and number charts (Figure 1 and 2).

Figure 1: Examples of flashcards developed for use in the classroom.



**The team adopted a dynamic approach to planning and activities, allowing the project to adapt to the context and continuously learning from it.**

Figure 2: Examples of flashcards developed for use in the classroom.



The research team believes that the path it has travelled so far can provide useful lessons for researchers and scholars involved in educational interventions, particularly in rural contexts. During the implementation of the project the team adopted a dynamic approach to planning and activities, allowing the project to adapt to the context and continuously learning from it.

### Conclusion

Knowledge, and in turn content that finds its way into school books, is fluid and complex. However, it is essential that it is shaped by local contexts. The fact that local knowledge is valued by all and is beginning to 'see its way into the classroom' has further strengthened the team's relations with the community. It has also led interested parties in the community to take a more active role and greater responsibility for the development of context-relevant teaching and learning materials.

During this process it is important to constantly bear in mind that collaborative research among groups with various skills and education levels can lead to manipulation of participants, where those perceived to possess better skills and higher social status can dominate those perceived to be weaker. Manipulation and power relations that can stifle progress, even with participatory methodologies, must also be guarded against.

The team acknowledges that being consciously sensitive to power is crucial to maximising the use of such methods for truthfully empowering targeted beneficiaries. Drawing on the principles of IKS, it also recognises that it is crucial to respect local people's knowledge and experience. ■

*Author: Tebello Letsekha, researcher, Education and Skills Development programme, HSRC.*

*The article draws on a conference papers, Letsekha, T., Wiebesiek-Pienaar, L. & Meyiwa, T. (2013), The Development of Context-relevant Teaching Tools Using Local and Indigenous Knowledge: Reflections of a Sociologist, a Sociolinguist and a Feminist Scholar. The full paper is available at [www.hsrc.ac.za](http://www.hsrc.ac.za)*



# Incomprehension follows the Comprehensive Rural Development Programme

In mid-2009, when the Comprehensive Rural Development Programme was unveiled, Rural Development and Land Reform Minister Gugile Nkwinti, stressed this as 'a novel approach to rural development in South Africa', ringing in a new dispensation that would transform the rural landscape. But three years down the line, local interventions and the participation of local communities remain a concern as the programme seemingly repeats many of the mistakes of previous initiatives, write *Tim Hart* and *Peter Jacobs*.

By way of background, the government of South Africa has undertaken a number of initiatives to improve the lot of the rural poor since 1994. The first attempts at land reform – especially agricultural land redistribution – focused on the rural poor. As the land redistribution programme and the Reconstruction and Development Programme (RDP) changed focus, the government started implementing programmes aimed at the poorest rural districts.

The first of these was President Mbeki's Integrated Sustainable Rural Development Programme (ISRDP), concentrating on 13 rural nodes. In 2009 this programme was superseded by the Comprehensive Rural Development Programme (CRDP), introduced by the Department of Rural Development and Land Reform (DRDLR) under the Zuma administration.

## More of the same

When the CRDP was introduced, it was considered novel, largely because of the proposed active participation and

engagement of officials with local communities, other line departments and local private sector and municipal actors.

This participation was to be accompanied by the willingness of officials to learn from experiences and address shortcomings as the process unfolded. But this does not seem to be happening and the CRDP appears similar to its predecessor, the ISRDP, in that much of the activities appear to be ad hoc, rather than comprehensive or integrated. Furthermore, under the CRDP existing activities are often refunded, or those that have collapsed, rekindled.

Clearly, the government is not stingy about spending money on rural development; this is evident from Table 1, which illustrates the notable increase in expenditure on the three core components of the CRDP between 2009 and 2013. Rural development spending, as part of the overall budget, has increased almost ten-fold during this period. However, what is not clear is exactly what this money is being spent on: salaries, consultants or actual rural requirements?

Table 1: Direct fiscal spending on rural development through the DRDLR, 2009-2013.

Sub-programme expenditure	2009/10	2010/11	2011/12	2012/13
Rural infrastructure development	39 498	145 499	270 064	368 060
Social, technical rural livelihood and institutional facilitation	32 619	211 969	420 352	259 246
National Rural Youth Services Corps (NARYSEC)	4 686	3 023	95 836	413 902
Total rural development spending (R'000)	76 803	360 491	786 252	1 041 208
Total DRDLR spending (R'Billion)	5.86	7.12	7.99	8.97
Rural development spending (%)	1.31	5.06	9.83	11.6

Source: National Treasury, 2013 (Vote 33, p13)

**Rural development spending, as part of the overall budget, has increased almost ten-fold between 2009 and 2013. However, what is not clear is exactly what this money is being spent on.**



### Little progress made

In October 2012, the DRDLR made a presentation to the Portfolio Committee on Rural Development and Land Reform, highlighting the drafting of a Green Paper on Rural Development. The portfolio committee urged the DRDLR to align its strategic vision, plans and programmes to the National Development Plan Vision 2030.

The rollout of the programme has continued, but with very little feedback about progress. Currently, and perhaps belatedly given the upcoming 2014 elections, the Department of Performance Monitoring and Evaluation in the Presidency and the DRDLR are busy with a national evaluation of the CRDP. Unfortunately, this updated information is not yet available, so we have to turn to the DRDLR Strategic Plan for 2011-2014 (DRDLR 2013), amended in February 2013, and other documents obtained from the DRDLR for information about the programme's progress since 2009.

The date for completion of the programme is set as 1 April 2014. By the third-quarter of 2009, the DRDLR had identified nine CRDP pilot sites, consisting of a total of 20 wards, with the village of Muyexe in Greater Giyani Rural District Municipality, Limpopo, as the flagship. At the end of the 2009/10 financial year, the number of wards was increased to 29 in total.

However, most intervention activities remained in the original nine sites and continued to do so for the next period. During the course of the 2010/11 financial period, another 45 wards were added to the CRDP. By the end of the 2011/12 period, a further 13 wards and five entire local municipalities were added, bringing the total number of wards and local municipalities included in the CRDP to 92 (or 58%) out of the intended target of 160 poorest rural wards in the country. From the perspective of expanding

the CRDP, these figures initially appear relatively impressive; especially if one considers that the DRDLR is a new ministry, with several new chief directorates whose mandates are no longer confined exclusively to land reform but more broadly, to drive rural development across South Africa for the entire rural population. In reality, this expansion is quite simply an expansion of the ISRDP of the Mbeki era. Furthermore, very little service delivery has taken place in these 'old' and new areas. It seems the primary activities are the identification of more wards, discussions with traditional leaders/ward councillors and the rolling out of ward-level household profiling using the War on Poverty survey questionnaire.

DRDLR 2013 confirms the rather limited progress. Out of the identified 92 wards and local municipalities, only 60 have been profiled along with 90 land reform farms in these areas. More worrisome is the fact that only 25 status quo reports have been 'more or less' completed as some are still awaiting finalisation of the identified interventions, indicating that not even the preliminary scoping, planning and mobilisation work for the first 29 wards, identified in 2009, has been completed.

**These activities are supposed to contribute towards participation by the rural communities, although the profiling and planning process is clearly more extractive than participatory.**

### Limited community participation

Somehow these activities are supposed to contribute towards participation by the rural communities. Although the profiling and planning process is clearly more extractive than participatory, in the sense that instead of engaging in participatory discussions and exchanges, the War on Poverty survey with its preconceived categories and ideas is the primary tool used in this exercise and simply elicits responses to predetermined questions. Residents have no space to provide their perceptions of their reality, but must rather respond to a national standardised questionnaire that ignores local circumstances and reasons for diverse local experiences. At no time do residents ever get the opportunity to engage with the data.

**Residents have no space to provide their perceptions of their reality, but must rather respond to a national standardised questionnaire that ignores local circumstances.**

Needs analysis and planning are usually done by officials based on the War on Poverty survey snapshots, which quite simply attempt to identify the poorest households, but ignore household livelihood diversity and reasons for poverty within households. Acceptance of plans takes place at the ward-level council of stakeholders meetings, attended by government officials, civil society and community representatives, including councillors, traditional leaders and school governing bodies. Clearly this process is weighted in favour of the elite, and seems to be an activity that simply ratifies government proposed plans. How an instrument such as the War on Poverty questionnaire and the survey process amount to community participation and mobilisation is beyond comprehension. A more transformative approach seems appropriate in which change is driven locally and government and civil society provide the resources and framework for transformation.

In terms of the 'food security for all' targets, the intention is to establish 67 929 food gardens and 39 agri-parks, which include a nursery, vegetable gardens and a processing plant, across the 160 wards by the 2014 deadline. This measure is intended to ensure that 60% of households in the CRDP wards meet their own food requirements through household food gardens. By the end of 2010, a total of 1 346 food gardens (2% of target) and two agri-parks (5% of target) had been established. This project-based focus on rural development and food security is ad hoc rather than comprehensive or integrated.

### Skills development suffering

The capacitating and skilling of rural residents has also been slow. The target includes both land reform beneficiaries and residents within rural wards – a figure that is likely in the

millions. However, no quantitative target was provided, and at the beginning of 2011 only 472 people had participated in skills programmes.

A total of 9 949 rural residents had been employed through the Extended Public Works Programme (EPWP) and the local CRDP-linked interventions, such as infrastructure development and roads maintenance, by the beginning of 2011. One of the problems with this strategy is that local people perform the unskilled activities while qualified non-residents carry out the skilled components. A more practical approach would be to train some local people in the necessary skills.

Youth employment is largely centred on the National Rural Youth Services Corps (NARYSEC). While these young people are supposed to be trained to provide the services of community development workers (CDWs) to their wards for two years, combined with leadership skills, most seem to have been quite simply employed in the once-off household profiling, with some being included in the EPWP in some rural wards. The SA Yearbook 2011/12 suggests that 7 958 youth participated in the NARYSEC programme. Participants in NARYSEC receive a stipend of R60 per day, which may increase as the level of skills training increases.

**It seems that the conceptualisation of local interventions, along with the identification of ward-level participants in these projects, is a concern and seems to repeat many of the mistakes of previous programmes.**

### Conclusion

The government seems to be spending a significant amount of fiscal resources on a single programme, but it needs to be spent wisely and effectively to ensure real improvement in the lives of rural residents.

Unfortunately, and despite the good intentions of government, it seems that the conceptualisation of local interventions, along with the identification of ward-level participants in these projects, is a concern and seems to repeat many of the mistakes of previous programmes. Furthermore, there seems to be another likely shift in the orientation of rural development if it is to be aligned to the National Development Plan Vision 2030, and this is seemingly not based on any lessons learned to date. ■

*Authors: Dr Tim Hart, senior research manager, Economic Performance and Development (EPD) research programme, HSRC; Dr Peter Jacobs, research specialist, EPD, HSRC.*





# Reforming the land:

## agrarian reform projects missing pro-poor target

South Africa's agrarian reform programme has been criticised on a number of fronts: for its overall design, its implementation and the lack of sustained and coherent post-settlement support. Generally speaking, institutional dynamics among beneficiaries and various government institutions have contributed to the large number of dysfunctional agrarian reform projects in the country, writes *Charles Nhemachena*.

**T**he South Africa agrarian reform programme covers the areas of land reform, land restitution and land tenure reform. To understand whether agrarian reform has a role to play in poverty reduction in South Africa, the HSRC conducted a study of the broader programme and some of its outcomes. Aside from this key focus, the study also explored strategies to enhance the contribution of land reform to improving the livelihoods of beneficiaries and thereby reducing poverty.

### Study outline

The study was based on purpose-built household surveys, focus groups and key informant interviews designed to collect information from land reform beneficiaries (with and without programmed agricultural development support) and other role players. The primary data was collected from two districts within each of the three case study provinces: North West (Dr Ruth Segomotso Mompoti and Ngaka Modiri Molema), KwaZulu-Natal (Zululand and uThukela) and the Western Cape (West Coast and Eden/Karoo).

To allow for comparative analysis at district level, the final realised sample across the three provinces included 301 land reform farm households, with highly uneven response rates across the six districts.

The institutional issues of agrarian reforms in South Africa are discussed at three different levels: national, project/household and civil society.

Drawing on primary data collected in the three case study provinces of North West, Western Cape and KwaZulu-Natal, we interrogated how institutional arrangements and dynamics could have facilitated and/or hindered contributions of the agrarian reform to the overall goal of poverty reduction.

**The institutional arrangements of land reform in post-apartheid South Africa have been characterised by fragmented service delivery.**

### Fragmented service delivery

The institutional arrangements of land reform in post-apartheid South Africa have been characterised by fragmented service delivery within the national, provincial and district tiers of government. Criticism has been levelled against the various departments for a lack of clear institutional roles and responsibilities in particular. For example, post-settlement support for agrarian reform programmes and projects has been marred by the general lack of co-ordination and communication between key government departments.

Agricultural support programmes implemented by provincial departments of agriculture do exist, but these programmes appear to suffer from under-funding, poor planning and generalised ineffectiveness. In addition, the performance of agrarian reform has been adversely impacted by a lack of external support for collective landholding institutions, such as communal property associations (CPAs) and trusts.

**A lack of clear institutional direction between the various departments has led to the duplication of roles and responsibilities and sometimes, infighting between the departments.**

Generally, the CPAs have not been a resounding success. While in some instances they provided the community with legal personae and therefore a basis upon which to manage their land in accordance with corporate procedures, the CPA process as a whole was perceived as being imposed and foreign. Two main types of constitutions were adopted for agrarian reform projects: representing the entire group/trust (with the names of all the beneficiaries on the title deed); and representing the management committee (with the names of all the management committee members on the title deed). In most cases, the actual beneficiaries/management committees present on the agrarian reform projects were different from the representative entity.

Findings from qualitative interviews with key informants (mainly government officials from national, provincial and district offices) showed that agrarian reform in South Africa has not performed to expectations. It has suffered from a lack of clear institutional direction between the various departments, which has led to the duplication of roles and responsibilities in some cases and sometimes, infighting between the departments. There were no clearly defined institutional mechanisms for project monitoring and evaluation, partly due to the lack of qualified personnel within government.

### **Findings at project level**

Democratic processes were generally followed in constitution development and implementation, leadership selection and general decision making. About 66% of the respondents reported that their constitutions were thoroughly discussed and understood by all members before implementation; however, only 51% in North West reported that this was the case.

A total of 74% reported that leadership committees were always elected in properly constituted meetings. Also, about 65% reported that group decisions took place according to the rules defined in the constitution. Farms with access to agricultural development support were expected to follow democratic principles in their decision making, while getting support in itself could reflect the institutional arrangements of the groups. Those who were more organised had better

chances of getting support compared to those with no organised institutional structures.

More than 75% of the farms operated with trusts and CPAs. Key informants explained that the CPAs and trusts faced a number of administrative challenges that hindered productive use of land. One of the issues reported was the lack of technical capacity to productively run the land reform projects on the part of the CPAs.

Conflicts and group dynamics were key institutional issues at the project level. About 31% of the respondents indicated that they had never experienced internal conflicts about their land reform projects. About 62% reported that they had always resolved conflicts about their land reform project, and 23% reported that the issues were not always resolved. Government was reported to have failed to manage the conflicts among beneficiaries.

A remarkable institutional issue reported was the timing of the disbursement of resources for farmers to plan and engage in production activities. Key informants at district level reported that sometimes, due to the differences in the financial years between national government and the district, there were issues of late disbursements of funds and other resources.

**Agrarian reform still faces a number of institutional issues that need to be addressed to ensure the process contributes to poverty reduction and improved livelihoods of the beneficiaries.**

### **Conclusion**

The results showed that agrarian reform still faced a number of institutional issues that needed to be addressed to ensure the process contributed to poverty reduction and improved livelihoods of the beneficiaries. For example, although there was a general trend at the national level to engage various government departments in agrarian reform programmes such as with the Comprehensive Rural Development Programme (CRDP), results showed that more needed to be done for this to be more effective. At the project level, institutional dynamics were found to contribute to dysfunctional and unproductive land reform projects.

Generally, institutional arrangements and dynamics have a significant bearing on the running and productive use of agrarian reform projects. Policy reforms that aim to improve institutional arrangements and dynamics at various levels (national, project/household and civil society) would have significant positive impacts in getting land reform beneficiaries to productively use the land. This would have further wider benefits to the communities and the economy at large. ■

*Author: Dr Charles Nhemachena, senior research specialist, Economic Performance and Development, Human Sciences Research Council.*

# Policy research:

## surveys work best if balanced by in-depth qualitative studies

*In conversation with Tim Hart*



### **Surveys have the best impact on policy when they go hand in hand with in-depth qualitative case studies.**

**T**he purpose of policy research is to enable policy makers and officials to formulate sound policies to address areas within society that require much needed intervention – including the economy. It should also enable the provision of adequate information that allows for appropriate conceptualisation of intervention programmes by indicating why certain things are or are not happening.

Unfortunately, most policy makers, officials and even some scientists believe that statistics derived from fairly regular official national surveys are adequate for these purposes. I believe surveys have the best impact on policy when they go hand in hand with in-depth qualitative case studies that complement the information obtained from surveys, particularly national and localised surveys that tend to aggregate people into unrealistic categories. On their own, neither of these two approaches (surveys or case studies) is adequate for policy makers and officials attempting to ensure social and economic improvement.

To illustrate this point, South Africa's Science, Technology and Innovation (STI) policy is based on national STI and research and development (R&D) surveys. However, while these enable us to compare across countries at a national level, they do not enable us to understand geographical and regional nuances within a country. They also don't tell us about enterprise dynamics, and why some enterprises are included in these surveys and therefore have a better chance of receiving support, while others are not.

The Rural Innovation Assessment Toolbox study, supported by the Department of Science and Technology, is looking at developing tools to overcome some of these problems and to identify the challenges in the innovation system at various levels. Case studies and local surveys are two of the important tools being developed.

National surveys give us a national picture of what is currently happening but not how or why it has happened. Nor do they enlighten us on how to intervene where this might be required. In fact, without knowing how and why such a state of affairs exists, can we really provide guidance on what policy interventions are required in order to bring about positive change?

Of course, when regularly conducted, some of these surveys can enable us to identify changes over time, such as the Quarterly Labour Force Survey, which repeatedly tries to include the original respondent. Other surveys enable us to obtain a snapshot of the situation in a province or in a district, if we are lucky. Unfortunately, beyond that level, they become

meaningless due to sample size constraints and we have no real understanding of why diversity exists.

More localised surveys might be considered an option but these too are limited in that they only provide a picture of what is happening at a particular point in time in specific sites. Like their larger companions, they are unable to tell us the why and how.

But perhaps the most serious constraint with surveys is their inability to pick up important information about the realities of the day-to-day lived experiences of the respondents. This is of course vital for effective policy making, but it is obscured in the nature of the survey process with its tendency to ignore diversity and place people into fairly neat categories. For example, it becomes difficult for a respondent in a food security survey to answer questions about plot yield of specific crops when in fact they plant multiple crops on a plot and harvest produce as and when needed for consumption throughout the season as opposed to simply at the end.

If research is to seriously contribute to policy making it must consider the use of in-depth case studies to indicate the reality of what is being experienced. More specifically, why and how this has come about in different locations, and also indicating possible ways to intervene and improve the situation (these are often location specific). All this needs to be based on empirical evidence.

The inclusion of relevant case studies may well increase research costs, but should this be a concern if more effective policies and interventions are a result? It is within the country's interests that future policy research makes provision for including case studies as part of the methodology.

It was very welcoming to see that a recent call by the Department of Performance Monitoring and Evaluation, based in the Presidency, required in-depth case studies to be a part of a national impact evaluation of the Comprehensive Agricultural Support Programme. Now all we need is for other line departments to adopt this style and to ensure that there are sufficient funds and time frames to permit comprehensive and effective policy research. ■

*Dr Tim Hart, senior research manager, Economic Performance and Development (EPD) research programme, HSRC.*



# Shouldering the burden:

## gender attitudes towards balancing work and family

The South African workplace has changed in recent decades as increasingly more women enter the labour market. The greater economic empowerment of women in the post-apartheid period may have changed public attitudes towards women's place in the economy, yet, a considerable number of women still shoulder a heavy burden when trying to balance work and family. *Steven Gordon, Jarè Struwig and Benjamin Roberts* share findings from the latest South African Social Attitudes Survey (SASAS) in this regard.

Data for the study comes from the 10th round of SASAS, which was conducted in late 2012. The survey included a dedicated questionnaire on family structure, family-related roles and values, as well as policy preferences. Questions included attitudes towards women and work, as well as the domestic division of labour. The survey was administered to a nationally representative sample of 2 547 respondents aged 16 years and older living in private households, with financial support from the Department of Science and Technology.

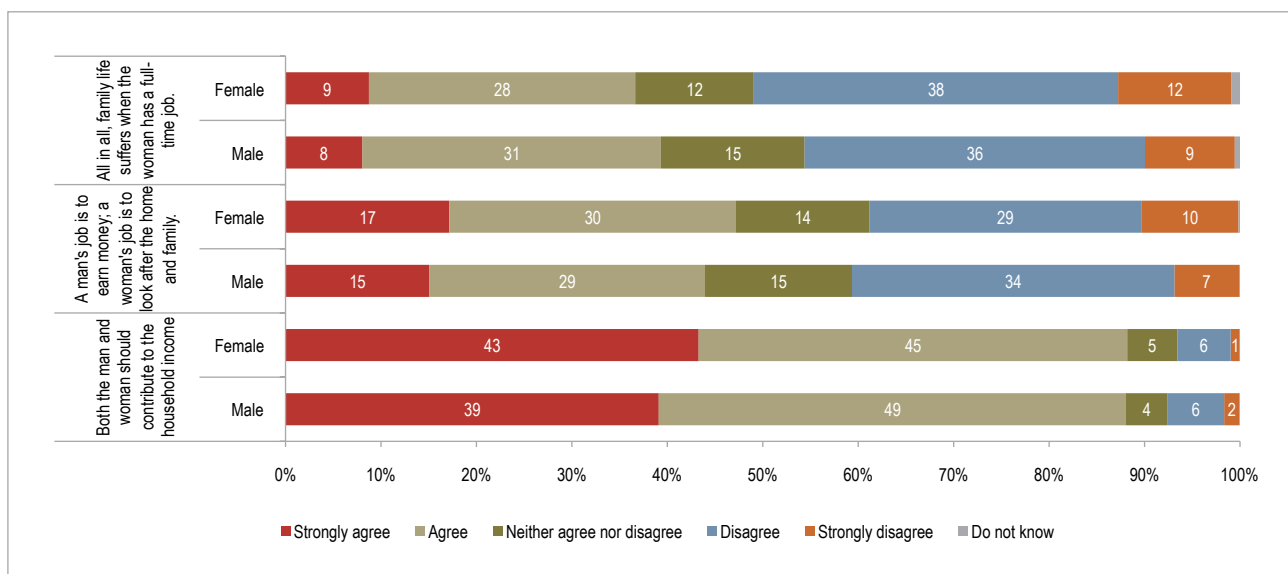
### Changing gender roles

Since the end of apartheid, the South African labour market has undergone a degree of feminisation, suggesting that the conventional model of men as breadwinners and women

charged with raising children and doing household work may have begun to erode in the face of the feminisation of the workforce. The SASAS findings offer support for this argument:

- There was near universal agreement (88%) that both men and women should contribute to the household income, with no gender differences evident in this opinion.
- Less than half the adult population (46%) believed that a man's primary role in the household was to earn money while a woman's chief role was to look after the home and family, and both men and women were likely to hold this belief.
- A minority of South Africans – 39% of men and 37% of women – agreed that family life suffered when the woman had a full-time job.

Figure 1: Attitudes towards women in the workplace.



Source: South African Social Attitudes Survey (SASAS) 2012

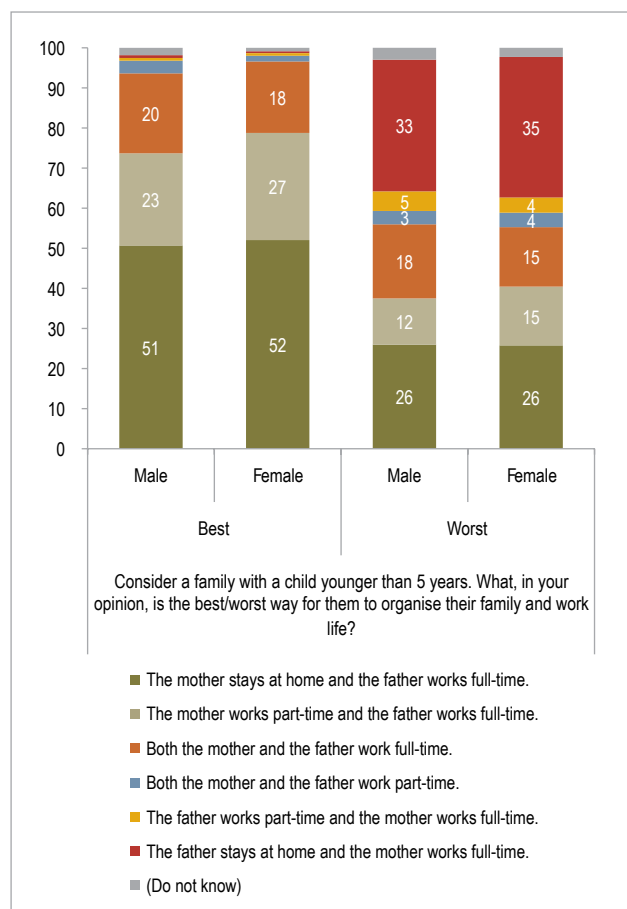
**A majority of women thought that when children were young, it was best for their mothers to stay at home, either full-time or part-time.**

## Caring for the young and restless

SASAS results revealed that a majority of women thought that when children were young, it was best for their mothers to stay at home, either full-time or part-time.

- A majority of South African women (52%) and men (51%) believed that the ideal situation for a family with young children was for the mother to stay at home and for the father to work full-time.
- Both adult women and men reported that the least desirable situation for a family with young children was for the father to remain at home and the mother to enter the workplace on a full-time basis (mentioned by 35% of women and 33% of men).
- A significant share of men and women alike (both 58%) opposed the view that having children restricted the employment and career chances of one or both parents.

Figure 2: Best and worst scenarios for family and work balance



Source: South African Social Attitudes Survey (SASAS) 2012



**When employed women and men with a partner or spouse were asked who did the household chores, it was apparent that women were more likely than men to shoulder the burden.**

## Dividing up the chores

As women enter the workplace, the question of how household chores and tasks are divided among the family becomes pivotal. When employed women and men with a partner or spouse were asked who did the household chores, it was apparent that women were more likely than men to shoulder the burden:

- Eight out of every 10 employed South African women with a partner reported that they either always or usually prepared the household meals, compared to less than one in 10 employed men. In addition, around two-thirds (65%) of employed women in partnerships reported that they were primarily responsible for doing the laundry and household cleaning.
- More than half (55%) of all employed women always or usually cared for sick family members compared with 11% of employed men. Interestingly, almost a third (31%) of employed women shared this task with their partners. A similar pattern was observed in relation to shopping for groceries.

- Men were primarily responsible for small domestic repairs, with 84% of employed men with a spouse or partner always or usually performing this role compared with 19% of employed women.

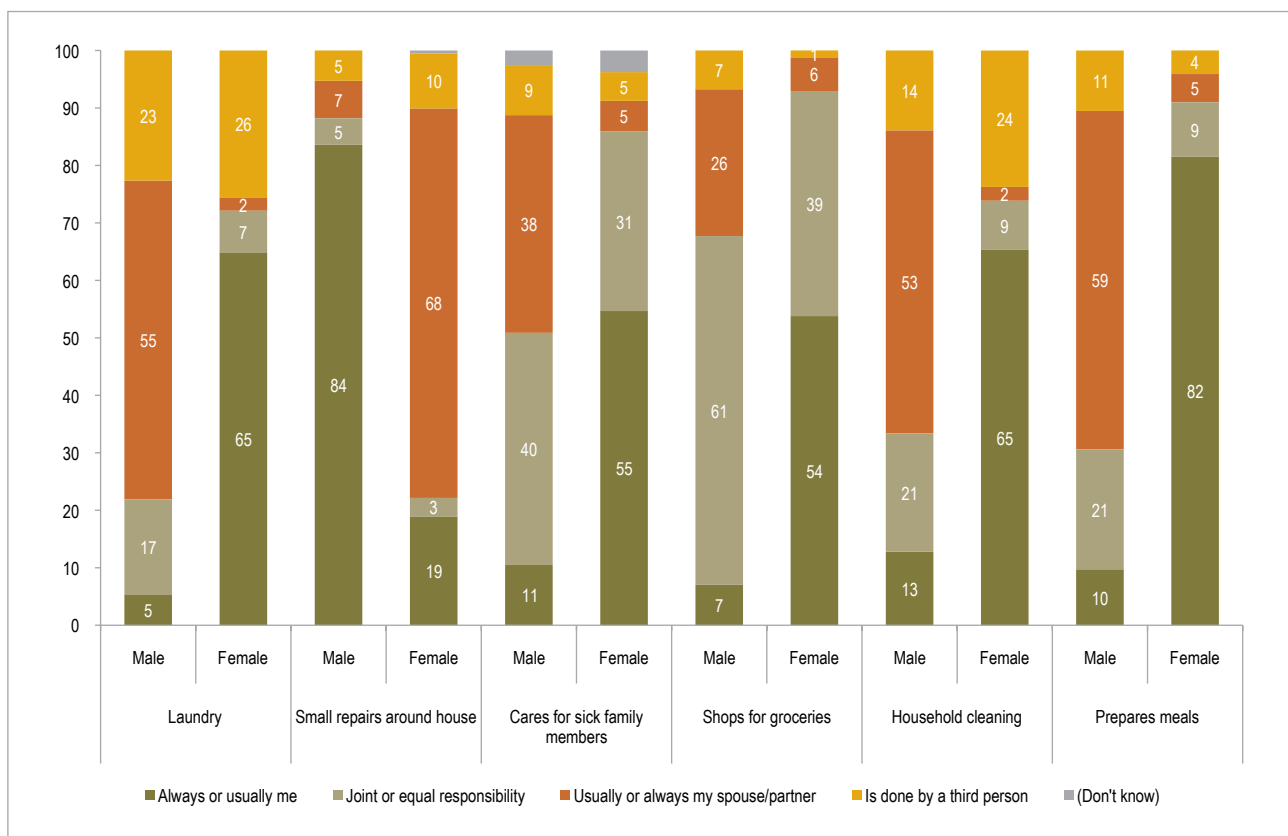
## Women in South Africa may suffer from a 'double burden' of participating in the labour market as well as in household work

These results suggest that women in South Africa may suffer from a 'double burden' of participating in the labour market

as well as in household work. When respondents were asked how many hours a week they personally spent on household work (not including child care and leisure time activities), stark gender differences were evident:

- Employed South African women with a partner spent on average six more hours a week on household work than their male counterparts. A similar result was observed when respondents were asked how many hours a week they spent looking after family members (e.g. children, elderly, ill or disabled family members).
- Most working women acknowledged that they were doing a disproportionate share of household work. More than half (57%) stated that they were doing much more than their fair share of the household work, and 20% thought they were doing a bit more than their fair share (compared to 18% and 14% of employed men respectively).

Figure 3: Division of household labour among working South Africans in relationships



Source: South African Social Attitudes Survey (SASAS) 2012

## Conclusion

This article provides a preliminary examination of attitudes towards women in the workplace in a context of increasing feminisation of the labour market. Although relatively broad acceptance of women entering the workplace was found, traditional attitudes towards housework persisted. As a result it appears women are burdened with both household as well as workplace responsibilities. Such a double burden may place significant stress on South African households and could serve as a source of family tension and conflict. In promoting family cohesion in the

country, policy makers need to be cognisant of this reality in designing interventions that suitably facilitate work-family balance.

Financial support for collecting the SASAS 2012 family data was provided by the Department of Science and Technology (DST). The views expressed in this article are the authors' own and do not represent those of DST. ■

Authors: Steven Gordon, PhD intern; Benjamin Roberts and Jarè Struwig, coordinators of the South African Social Attitudes Survey (SASAS); Democracy, Governance and Service Delivery programme, HSRC.





# The young and the discontented: youth views on unemployment

Between February and October 2012, a group of HSRC research interns embarked on a study entitled the Youth-Driven Development Project. The study sought to bring together unemployed graduates to express their views on current development challenges and provide alternatives that could help foster inclusive economic growth, as well as highlight the perspectives of South African youth on current development challenges. *Lizzy Mabotja* and *Hlokoma Mangalaza* share their initial findings.

**T**he study aimed at finding new ways of expressing how young people saw their own development. From this, we drew some principles that could form the basis of an alternative development model that would reflect the aspirations and hopes of the younger generation.

Current development challenges have led to various issues facing the youth, including increased income inequality and persistent poverty and stagnation in labour markets, which have resulted in high levels of youth unemployment. A change in current thinking as to what constitutes development is needed.

The persistent increase in unemployment and inequality is one of the country's biggest socioeconomic challenges, of which young graduates are bearing the bigger part of the brunt. Since the 2008 global economic crisis, the employment rate among South Africans aged 18-25 decreased by more than 20% between December 2008 and December 2010. South Africa has the highest long-term youth unemployment rate among medium income nations; people between the ages of 15-24 account for 48.2% of those unemployed.

An account on Facebook, a popular social media platform among young people, was used as a tool for data collection, and provided a comfortable space to conduct virtual focus groups.

The target group was youth aged 18-35 who were active on social media networks. By allowing a group of young interns to play a leading role in this research, the study was able to maintain a meaningful understanding of what young

people thought about current development challenges. This also enabled it to recognise the knowledge that young people had of the world around them and their place in it.

**The findings showed that the South African youth perceived the current system of education as poor, corrupt and misaligned to labour-market demands.**

## Findings

The study's most exciting finding was the youth's willingness to participate in issues regarding their own development, which was contrary to the general view that youth are not interested in participating in development issues in society. Development in this sense constituted improved quality of life and the youth being able to be part of their country's progress.

Through this innovative medium of communication, the study attracted more than 150 participants of a diverse group of youth from rural and urban backgrounds, both unemployed and employed. The study gathered youth perspectives on

the current education systems, their access to the labour market, skills development, employment policies and inclusive participation. The majority of the participants were discontented and largely disappointed in the government's efforts towards addressing the country's development challenges.

The study showed that the South African youth perceived the current system of education as poor, corrupt and misaligned to labour-market demands, making it difficult to find suitable employment. Lack of skills suitably matched to labour market demands came forward as one reason for unemployment, and participants believed that the role of employment creation should not lie only with the government.

### **According to participants, current job-creation programmes did not cater for their needs, nor did they address their aspirations.**

'Not a single department is responsible for creating employment... the private sector should work with the public sector for development to happen' one respondent said. Numerous respondents made reference to the need to channel funding to skills development. Without proper skills 'many of us are unemployable' another said.

According to participants, current job-creation programmes did not cater for their needs, nor did they address their aspirations because of the limited participation and consultation with youth in the planning phases of these development projects. As one participant put it, 'Employers are fussy; they want decades of experience and prefer "mature" employees. Policies should force employers to hire us'.

The research also showed that young people believed that the government's role in employment creation needed to be more effective and insistent. Young graduates felt marginalised, and expressed a lack of trust in the government to make decisions that were in their best interests. The sentiment shared by many of the participants was that the government needed to research and consult with the youth on job creation programmes.

### **Corruption emerged as a recurring theme, and was believed to be a key challenge to development.**

One respondent mentioned that 'development is not an easy process, but made worse by politics, corruption and greed'. Corruption emerged as a recurring theme, and was believed to be a key challenge to development. Despite the

discouraged and negative tone that dominated most of the discussions, a few participants responded positively. For example, two participants had embarked on a partnership to develop their business ideas, expressing the need to make a change in their communities and champion inclusive development from their perspectives.

Access to resources, such as proper education, health care and political freedom, were seen as necessities in attaining development.

### **Principles for youth development**

The study suggested an alternative development model from a youth perspective in the form of six principles, drawing on some of the challenges and ideas that the respondents expressed. These could function as a starting point towards providing a youth perspective in existing development models. These include:

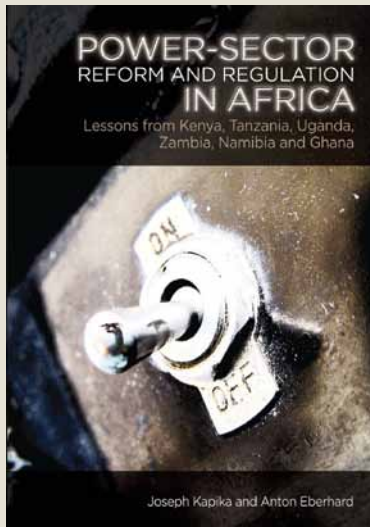
- Closing the micro-macro gap by making a connection between people's developmental concerns, their daily lives, and the general developmental thinking at the broader social level. A crucial element is understanding how a society's grander development model affects and effects the more immediate and local experiences of people.
- Promotion of equality through a pro-poor, pro-gender and sexual orientation equality and pro-youth agenda that could discern where some of the most pertinent marginalisation of young people occurs.
- Environmental awareness and sustainability that includes co-dependency of human development and the environment by constantly rethinking and conceptualising development, branching into diversified sources of attaining economic growth and social cohesion, which ultimately leads to overall development in all spheres.
- Social and civic responsibility, grounded in democratic values of citizen participation in political processes. In its broader sense it includes participation in community projects, charity work and other activities that promote social cohesion. Development is not only about economic well-being; it is also about creating the environment that enables a better quality of life for all.
- Emphasis on quality and accountability, which includes functional and reliable state institution and quality services, which are essential for any development model. This has to be coupled with the strict accentuation on civic duty and accountability among those who occupy positions within state institutions. ■

*Authors: Lizzy Mabotja, researcher, Education and Skills Development programme, HSRC; Hlokomang Mangqalaza, junior researcher, Economic Performance and Development programme, HSRC.*

*This article is based on a paper entitled Youth-Driven Development by Lizzy Mabotja, Hlokomang Mangqalaza, Fezile Mdluli and Molemo Ramphalile.*

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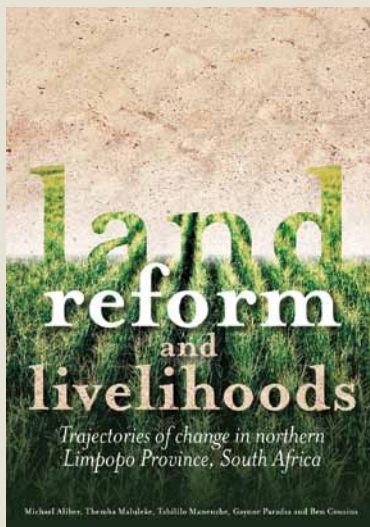


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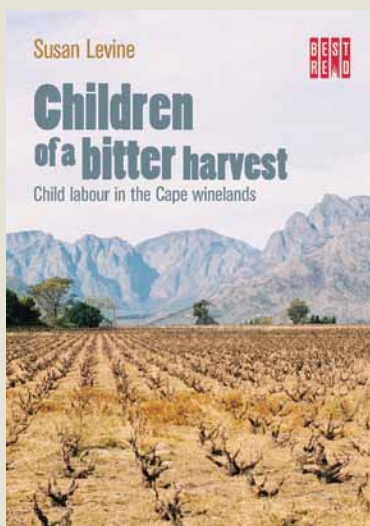


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*Land Reform and Livelihoods* is the South African component of a broader three-country study (also including Zimbabwe and Namibia) on Land Reform and Livelihoods (LRaL). The aim of LRaL is to measure the impact of land reform, but above all it is to understand that impact – how and why impacts materialise or fail to materialise in relation to different circumstances, distinct implementation approaches, and diverse types of intended beneficiaries.



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ISBN: 978-0-9922-0851-6

*Children of a Bitter Harvest: Child Labour in the Cape Winelands* is made up of over 100 interconnected short stories that document moments in the lives of children who worked in the heart of South Africa's wine industry between 1998 and 2010, and are framed further by the farm uprisings of 2012. The stories are framed by the more recent 'farm strikes' in the Western Cape. The children in the book – not all of whom managed to survive AIDS – are now young adults in a new South Africa that ostensibly offers them certain freedoms to overcome the shackles of race and class domination. However, without the kind of radical economic restructuring that would make this possible, all of the children remain extremely poor adults. As documented by the author, child labour of the 1990s inevitably gave way to adult labour, with the breath between childhood and adulthood as tender as it is tenuous. We are a nation that has managed to end the brutality of apartheid, but not one that has managed to replace brutality itself.