

DEMOCRACY, GOVERNANCE
AND SOCIETY



Democracy, governance and society

Interrogating democracy,
service delivery and social justice





Under this theme the HSRC investigated, evaluated and assessed democratic institutions, governance and service delivery to communities, including issues around crime, violence and social justice. It also included groundbreaking research on the consequences of South Africa hosting the 2010 FIFA World Cup.

Crime, violence and conflict

Human trafficking

The focus

Funded by the National Prosecuting Authority (NPA) through a grant from the European Union, this study provided the first comprehensive assessment of human trafficking in South Africa. The research constituted one of the four pillars of the NPA's Human Trafficking Strategy, forming part of the *Tsireledzani* programme of assistance to prevent, react to, and provide support for victims of crime.

Tsireledzani answered the call for collaborative, multi-agency, long-term and co-ordinated strategic action to address the frightening and reprehensible practice of trafficking in human beings.

The bigger picture

Human trafficking is difficult to research due to its covert and often criminal nature. The project nevertheless established, partly through intelligence-driven research, a general portrait of international and domestic trafficking flows in South Africa, and obtained some initial profiles of traffickers and their victims. Psychologists and sociologists working with the project helped to identify some of the vulnerabilities of women and children in southern African countries to traffickers who play on their hopes for jobs and a better life.

The study considered the legal context in depth, identifying and clarifying the need for national legislation and databases to track trafficking cases. Recommendations advised public intervention, ranging from victim counselling to national legislation and prosecution.

- *Democracy and Governance*

Case studies of perpetrators of violent crime

The focus

This detailed study of violent offenders was the first of its kind in South Africa. While studies of violent crime in South Africa focus mostly on victims, this study interviewed violent offenders themselves to establish their family history, socialisation, attitudes towards violence and involvement in violent actions.

In-depth interviews were conducted with 20 violent offenders in prisons in Gauteng and the Western Cape, and a detailed report compiled. The report is currently awaiting cabinet review before it can be released to the public, but findings are expected to provide policy-makers with new insights into the motivations and methods of violent offenders that will help inform policy to combat violent crime.

The bigger picture

This study, which is confidential in nature, formed part of a national study on violent crime in South Africa, which was commissioned by the department of safety and security on behalf of the justice, crime prevention and security (JCPS) cluster.

The beneficiaries of the study include all national government departments involved in anti-crime initiatives, from the ministry of police to the criminal justice sector; various social development

departments; and civil society and academic institutions examining the problem of violent crime.

- *Democracy and Governance*

International comparative project on violent crime

The focus

This project shared comparative insights on violent crime among countries in the global south. It started with a successful international workshop in Cape Town to establish a research network on violent crime, incorporating researchers from Africa, India and Latin America. Each participant discussed the impact of violence on democracy and measures to combat violence within their own countries. The workshop concluded with a discussion of collaborative projects between the participants.

As a follow-up, Prof. Antanas Mockus, the former mayor of Bogotá, Colombia, visited South Africa and met with high-level policy-makers to discuss his model of crime prevention, developed under his tenure as mayor. His model has been acknowledged as a best practice by the United Nations Development Programme (UNDP). HSRC researchers in turn met with civic, youth and private sector organisations in Brazil and Colombia, and conducted a more detailed study of Professor Mockus' initiatives in Bogotá, Colombia.

The bigger picture

The high levels of inequality and violence that characterise these cities, and the patterns of racial and urban segregation, suggest that key lessons and experiences in reducing crime and violence can be gained for South African projects by developing research and policy partnerships with Brazilian organisations.

The Palestine-Israeli conflict

The focus

The two-year Middle East Project concluded its work in 2009 with an international academic conference in Cape Town. The project was developed to support South Africa's tenure on the UN Security Council by providing the department of foreign affairs (DFA) with independent scholarly analysis on Middle East affairs.

Original theoretical research produced timely briefing papers, and hosted delegations of international scholars to brief South African government policy-makers and scholars.

The project also provided Middle East scholars with a rare chance to learn about South Africa's transition to democracy directly from South African academics, lawyers, politicians and other struggle veterans. Delegations toured the Apartheid Museum and held workshops with speakers such as Pallo Jordan, Pravin Gordhan, George Bizos, John Dugard, Thandi Modise, Roelf Meyer, Albie Sachs and Kgalema Motlanthe.

In a historic first, researchers hosted Arab members of the Israeli Knesset.

The delegation was received by speaker Baleka Mbete at parliament and held high-level meetings with the Presidency. Later, the secretaries-general of all five Arab Israeli parties were hosted for a two-week intensive course on South African history and politics.

The bigger picture

The Middle East Project served as a platform for original research, especially on the Palestinian-Israeli conflict. Constitutional lawyers in South Africa and at the School of Oriental and African Studies (SOAS), University of London, and the Carnegie Foundation, were recruited to provide the DFA with expert analysis on the legal significance of events in the Palestinian Authority.

A multi-national team of scholars did a groundbreaking study of Israel's occupation of the West Bank and Gaza Strip under international human rights law and humanitarian law.

At the Apartheid Museum in Johannesburg, Prof. Nadim Rouhana discusses the comparison between ANC and Palestinian intellectual and political history with lawyer Yousef Jabareen.

Photo: Virginia Tilley



Released in May 2009 and downloaded more than any HSRC report this year, this study had wide international impact, triggering dedicated conferences at SOAS, Cape Town and Ramallah (West Bank).

- Democracy and Governance

Preventing child abuse and neglect

The focus

A recent HSRC study funded by and undertaken in collaboration with the WHO addressed the question: How ready is South Africa to implement large-scale programmes for the prevention of child abuse and neglect? On a positive note, the study found that South Africa has a good policy and legal environment to safeguard children. The bad news was that there was little evidence to support the effectiveness of existing child maltreatment programmes, and that there were inadequate resources to implement *preventative* programmes.

The bigger picture

Overall, the study recommended that prevention, rather than treatment or reaction, becomes a central focus of child protection in South Africa. This work is continuing in collaboration with partners in Brazil, China, Malaysia, Macedonia, Philippines and Saudi Arabia.

These findings were shared with the departments of health and social development. The provincial department of social development in the Western Cape debated the study's findings during its Children's Summit in October 2009, and in direct response to this study revised its Child Protection Plan to place emphasis on prevention.

- Child, Youth, Family and Social Development

Democracy, governance and development

A new approach to reconciling Africa's fragmented government institutions

The focus

This project examines the attributes of Africa's traditional institutions of governance; assesses their strengths and weaknesses; and determines whether some traditional components could contribute to constructing a fused, or co-operative traditional-modern system of governance.

The two-year project (2009-11), being conducted in partnership with Pennsylvania State University (USA) and research institutions in Somaliland, Ethiopia, Kenya and South Africa, has raised great interest among politicians and traditional leaders in the four countries.

The research focuses on three areas: property rights and the allocation of resources; prevention and resolution of conflicts; and participation in decision making, especially along gender lines.

The bigger picture

The first phase, which consisted literature surveys and key informant interviews in eight communities, found that members of many traditional communities still adhere to traditional institutions of governance, such as traditional courts, authorities and customs. Preference for traditional governance is due to historical roots, language, transaction costs, trust and long distances to modern institutions.

The constitutions and legislation of Somaliland and South Africa provide for a role for traditional institutions, while in Kenya and Ethiopia such institutions govern informally and parallel to the formal institutions. In all four countries, traditional institutions are respected and accommodated by modern ones, and their structures vary from centralised to decentralised, depending on their role within the modern state.

Decision making is based on the consensus of councils, which is summarised and concluded by the traditional chief. The institutions are most effective in conflict prevention and resolution, with a focus on mediation, compensation and reconciliation, as well as land-allocation mechanisms. Women are often excluded from decision making, most traditional institutions are hereditary and patrilineal.

The second phase of the project will consist of a household survey in the eight communities, to balance the leadership opinions obtained during the first phase, followed by dissemination workshops and roundtables.

- *Democracy and Governance*

History of traditional leadership in KwaZulu-Natal

The focus

This project examines the history of traditional governance and cultural practices associated with

ubukhosi in KwaZulu-Natal. The research was commissioned and funded by the KwaZulu-Natal department of local government and traditional affairs, which seeks this knowledge to assist its support of traditional leadership in KwaZulu-Natal.

The study focuses on the history of traditional communities in the province. Through archival research and interviews, the study is designed to help clarify past migration patterns and the genealogies of traditional leaders. Through careful archival research, the study will better illuminate the impact of colonial rule on traditional communities and local politics, and help us understand cultural changes related to local politics, such as principles of succession, women's roles in politics and land management.

The study also examines how local polities were integrated during the political conflict that began when the Ndandwe, the Mthethwa and the Zulu people engaged in nation-building.

The first two phases – concluded in March 2010 – involved the collection and analysis of archival material and interviews with traditional leaders and community members in five districts in KwaZulu-Natal. The third phase, which focuses on the remaining districts, will conclude in mid-2011.

The bigger picture

The research provides information on traditional leadership useful to the Zulu Royal House, government departments, traditional leaders of KwaZulu-Natal, researchers and other stakeholders. Knowledge assembled through the study will support the preservation of cultural and customary practices that strengthen traditional leadership.

- *Democracy and Governance*

A developmental state for South Africa

The focus

The developmental state initiative, which aims to contribute to the government's efforts to construct a developmental state as a necessary condition to address the country's developmental challenges, produced several high-level policy dialogues, including a workshop.

The workshop was hosted in collaboration with the Royal Netherlands Embassy in Pretoria in May 2009, under the theme *Enhancing state capacity through partnerships: Lessons of the Netherlands experience for South Africa*.

Panellists included Alan Hirsch, deputy head of policy co-ordination at the Presidency; Bert Koenders, the Netherlands minister for development co-operation; Mthandeki Nhlapo, general secretary of the South African Municipal Workers Union; and Professor Raymond Parsons of Business Unity South Africa.



This was followed by well-attended public lectures by world experts Professors Linda Weiss from the Department of Government and International Relations, University of Sydney, and John Mathews, Eni Chair of Competitive Dynamics and Global Strategy, LUISS Guido Carli University, Rome.

The bigger picture

The workshop generated interesting insights on how partnerships, or social dialogue, enabled the Netherlands to forge national consensus in an attempt to address developmental challenges facing that country. And both lectures had direct bearing on the government's industrial policy action plans.

Book on constructing a developmental state

A book, *Constructing a Democratic Developmental State in South Africa*, edited by Omano Edigheji (HSRC Press, 2010), was the result of a conference on the topic held in November 2008. Contributors to the book included some of the world's leading scholars on the developmental state and some of South Africans well-known development specialists.

The book was endorsed by minister of economic development, Ebrahim Patel (who was also the guest speaker at the book launch); UN assistant secretary-general for economic development, Professor K.S. Jomo; and director of the UN Africa Institute for Economic Development and Planning, Professor Adebayo Olukoshi.

A South (African) dream? Negotiating affirmative action

The focus

A policy dialogue on the much-debated topic of affirmative action highlighted how and why this government policy is one of the key instruments in achieving employment equity in the post-apartheid context; it is designed to drive social transformation of the workforce and contribute to the development of a diversified, representative and cohesive South African society.

The dialogue aimed to answer one overarching question: To what extent does affirmative action facilitate or minimise social cohesion and the building

“Perhaps the most difficult challenges [of modern democracies] is that it requires those with immense power in our societies to embrace their responsibilities, lead and set standards that are not only legal, but moral. Without this inner stuffing, democracy will become an empty shell, not simply inadequate but potentially dangerous, bringing with it the erosion of liberty, the manipulation of freedom and the decay of a common life.”

- Fareed Zakaria, *The Future of Freedom*

of a national identity that accounts for a transformed society? To address this, the dialogue reviewed the current meanings, understanding and implementation of affirmative action policy in South Africa.

The review also examined the current conceptualisation and context of affirmative action, as well as the issues and problems that arise out of its implementation. Held in partnership with the department of social development, speakers represented sectors such as home affairs, labour, research, corporate, disability, gender and universities.

The bigger picture

The dialogue was unique in that it drew a broad audience that covered topics that took stock of the government's programmatic areas across several clusters: economic, investment and employment; governance and administration; international relations, peace and security; and the social sectors.

Some of the identified problems arising out of affirmative action were the mismatch between policy and practice, as some sectors notably identified slow progress in terms of representivity, such as the corporate and universities sectors; slow progress in respect of disability; institutional racism; and perceived notions about people and their skills, which result in subliminal and overt racism.

A distinctive aspect of this dialogue was its comparative focus, drawing on expert experiences of minorities in the United States and the experiences of Malaysia.

- Policy Analysis and Capacity Enhancement

Service delivery and social justice

Homelessness

The focus

In 2006, the HSRC was instructed by Tshwane's health authorities to erect a fence to prevent occupation of the front grounds by homeless people. The HSRC's response was to initiate a shelter project and to start a flagship research study of homelessness dynamics in South Africa.

One of the key enquiries was whether the underlying causes of street homelessness was traceable to poverty or to housing shortfalls. Subsidiary questions included why South Africa's well-resourced and

well-targeted national anti-poverty initiative has not yet eliminated the problem of homelessness from the country's streets, and why South Africa's street homeless are not living in shacks.

The bigger picture

The study contended that the street homeless represented a different population from the shacks; they are more isolated, and have significantly less employment and less resources. Subsidy housing is not



in reach for most of the homeless, and is also likely to be unsuitable for their spatial and economic needs, while rental accommodation is likely to be unaffordable.

If the street homeless can only rely on livelihoods gained in high-traffic, high-earning central city zones, policy should be managed to allow a 'resistant' core homeless population to remain on or near the streets, while improving their quality of life and simultaneously rehabilitating as many as possible. This implies that total abolition of the homeless condition may not be a realistic option under any policy dispensation.

Street livelihoods appear capable of surprisingly good earnings, and rehabilitation may mean providing street-accessible housing options that can allow savings and accumulation. To bring the homeless to

where they have scope for rehabilitation – without, by their presence, undercutting the cities’ chances of economic expansion – the key may not be suitable housing in itself, but livelihoods and access to central urban spaces.

This project was published in a special edition of *Development Southern Africa*.

- Centre for Poverty, Employment and Growth

African migration and remittances

The focus

A study co-ordinated by the World Bank on migration and remittances in sub-Saharan Africa and destination countries outside Africa, involved the implementation of a household survey of migrants, conducted in ten countries. These included Burkina Faso, Ethiopia, Kenya, Lesotho, Mali, Nigeria, Senegal, South Africa, the Ivory Coast and Uganda.

The bigger picture

Findings from these surveys will provide a better understanding of the characteristics of migrants in sending and receiving countries, and thereby help inform national policy-makers about trends in migration and remittances; determinants and consequences; and the impact on development.

The focus of the HSRC study in South Africa was to facilitate the gathering of immigration and remittances data at household level in Gauteng and Limpopo for use in the World Bank’s Africa Migration and Development flagship report. For most of the other countries, the emphasis was on the behaviour of households that send migrants abroad.

- Centre for Poverty, Employment and Growth

Pricing electricity to promote development

The focus

A study on electricity pricing, with an emphasis on the impact it will have on employment, poverty and growth, was prepared for the National Energy Regulator of South Africa’s 2010 multi-year price determination (MYPD 2) decision, framing electricity pricing for the coming three years.

This involved economy-wide modelling, financial modelling and stakeholder engagement in partnership with WSP Energy and advisor Professor Rob Davies.



Two roundtables, which reviewed expected user demand and input costs, were held in April and November 2009, mostly drawing in industry players from mining, construction, metals, chemicals, paper, banking and government, and expert economists and engineers.

There was substantial interaction with Eskom and NERSA. We submitted to the public call for comments by Nersa and participated in the public hearings.

The bigger picture

The central purpose of our work has been to generate national technical capability for independent analysis of energy sector analysis in support of regulatory and policy decision making. The work contributes to our commitment to revealing the links between infrastructure development and employment creation.

- Centre for Poverty, Employment and Growth

Synergy in gender and energy

The focus

In 2009, the HSRC became South Africa’s National Focal Point (NFP) for ENERGIA, the International Network on Gender and Sustainable Energy. Operating as the Gender and Energy Network of South Africa (GENSA), it responds to the problem in South Africa (and other developing countries) of many households still not having been allocated adequate energy resources.

This settlement typology is now online in prototype format as part of the online planning instrument produced by the CSIR, and has drawn intense interest from several government departments.

Many households connected to the electrical grid must still use paraffin, wood and candles for their energy needs and many rural households have no electricity at all.

The network identifies energy practitioners, groups and networks working with gender and energy issues and brings them together for strategic planning meetings, where they can analyse current energy policies and strategies, and formulate proposals on gender and energy projects. GENSA also collects information on activities related to gender and energy for publication in a newsletter series.

The bigger picture

Some of the work involves workshops and training on energy safety in low-income informal areas. By engaging communities together with stakeholders, such as the Paraffin Safety Association of South Africa, the network encourages better understanding of how gender matters in energy use and helps people develop better tools of analysis.

GENSA's goal is to ensure that national (and international) policies and strategies for energy provision take into account how gender affects both men and women in accessing energy services. The GENSA project has accordingly built networks with stakeholders at professional and grassroots levels to ensure gender mainstreaming in energy planning and development in South Africa.

Integrated Planning, Development and Modelling (IPDM), Phase 1

The focus

The IPDM, funded by the department of science and technology and implemented in partnership with the CSIR, aims to develop an online facility for local government delivery planning in order to speed up delivery of housing, infrastructure, transport and other government benefits to communities.

Delivery at local level has been slow relative to the urgent need, and this is partly because there has been no available planning data for municipal planners to use in estimating the volume and character of the need for housing, which draws with it the need for linked delivery of transport and other hard infrastructure.

The HSRC's contribution is to draw together empirical data on migration, economic activity, housing and transport as the base upon which modelling



can be developed. To this end, a pilot survey of the Sekhukhune-Gauteng migration corridor was completed. The HSRC also developed a settlement typology for poor communities which allows estimates to be made of the numbers and type of housing needed at community level, for all different types of communities.

The bigger picture

This settlement typology is now online in prototype format as part of the online planning instrument produced by the CSIR, and has drawn intense interest from several government departments, including the departments of social development, housing and the Development Bank of Southern Africa.

The specific findings of the HSRC project component – documenting the sudden explosion of good-quality self-build housing and the probability that traditional housing is now disappearing – have also been presented to the parliamentary budget committee.

- Centre for Poverty, Employment and Growth

Accelerating sustainable water delivery

The focus

This project is an innovative response to the challenge of providing safe drinking water to remote rural areas in the Eastern Cape, and supported by DST. The project involves the application of known technologies, drawing on the concept of communal water stations to improve water quality from local water sources.

The project is built around a collaborative working relationship with the Council for Scientific and Industrial Research (CSIR), which did environmental assessments and needs analyses of six communities in two district municipalities in the Eastern Cape.

The role of the HSRC was to conduct social mobilisation and hygiene promotion, and to take responsibility for the performance of the project in OR Tambo District Municipality. Social mobilisation involves deep participatory methods of engagement as the task teams comprise community structures.

The bigger picture

The findings of this study included the need for strategic planning for speedier delivery; that the choice of technology was critically linked to community involvement; and that an appropriate balance between the social and technical components was needed. Most importantly, community involvement initiatives require sensitive and collaborative oversight.

Demonstration project for the City of Tshwane Municipality

The focus

This project assessed where blockages in the City of Tshwane Municipality occur, which contribute to poor service delivery across all sectors. This led to the development of an improved model of service delivery, which includes evaluation and learning.

The bigger picture

The findings highlighted particular problems in specific areas of service delivery.

In terms of organisational design, there was lack of co-ordination between the policy and implementation arms and spherical opacity in terms of which sphere was responsible for which areas. The study identified conflicting lines of responsibility and accountability arising from duplicated positions, without a centralised accountability point, pointing to a need for improved service delivery and community relations.

The reliance of the City of Tshwane on other institutions for the delivery of some of its functions also led to some delays in delivery. Internally, the Tshwane municipality is characterised by dissonance between its organisational and individual performance measures, adding to the inability of management to effectively implement the instruments.

With regard to operational efficiency, central divisions do not accommodate the specific needs of regions and the need for improved interaction between communities and councillors was re-emphasised. The high staff attrition rate resulted in a possible over-reliance on consultants.

An additional component of the study focused on what may constitute a more optimal spatial scale of delivery in the City of Tshwane. We assessed the metro's regional spatial development framework (RSDF), and made recommendations on a sub-regional model of delivery.

Informal settlements and backyard shacks in the Eastern Cape

The focus

A rapid verification study of the informal settlements and backyard shacks backlog in the Eastern Cape identified problems and informed appropriate models for housing delivery. The study covered 12 different local municipalities and in triangular fashion, combined a survey of more than 2 800 heads of households with that of 29 government officials across all spheres. Researchers then calculated the number of households living in informal settlements at 225 000, with as much as 80% of applicants not having received any feedback since applying for a housing subsidy.

The bigger picture

From a policy perspective, as much as 70% of the respondents indicated the desire to permanently stay in their current settlement. With respect to the overall situation, the study concluded that only 10% of respondents believed that there had been progress with housing delivery in their area.

Officials were also of the view that the province did not deliver on the local municipalities' expectations. Another area of concern was the perceived political interference in the appointment process, which had an adverse impact on the ability to deliver.

The Eastern Cape department of housing will use the findings from the study to inform further planning. This study may be replicated in other provinces.

The urban legacy of the 2010 FIFA Football World Cup

The focus

This project, which culminated in the publication of the book entitled *Development and Dreams*, considered the impact of South Africa's hosting of the 2010 FIFA World Cup. The interdisciplinary research project, which included academic and applied components, provided a perspective on the probable consequences of the World Cup for the South African economy and

its cities; on infrastructure development; and on the projection of African culture and readiness.

The bigger picture

This groundbreaking project represented the largest consolidated body of independent research on the subject and included a balanced and largely unsentimental mix of assessments of South Africa's prospects in these regards. It also became the touchstone of a much-needed national conversation on the 2010 World Cup, and is cited globally.

On the basis of this study, the HSRC was recently commissioned by the departments of science and technology, and sports and recreation, and the national treasury, to conduct a post-event impact assessment.

Over the course of five years, 20 seminars were held; eight journal articles published; advice and guidance provided to 15 masters and doctoral students; and more than 150 media interviews conducted.



Dr Udesch Pillay, first editor of the book, Development and Dreams, at the launch in Cape Town.

Municipality	Total households	% Informal	Number of informal	% of E.C. Informal households
EC124 Buffalo City	208 389	24.5	51 055	40.2
Nelson Mandela Metro	276 881	13.7	37 933	29.9
EC122 Mngquma	75 410	8.9	6 711	5.3
EC134 Lukanji	49 675	6.1	3 030	2.4
EC124 Amahlathi	36 389	8.3	3 020	2.4
EC157 King Sabata Dalindyebo	93 383	3.2	2 988	2.4
EC108 Kouga	19 083	13.1	2 500	2.0
EC143 Maletswai	11 443	21.8	2 495	2.0
EC156 Mhlontlo	49 861	3.7	1 845	1.5
Rest of province	764 276	2.1	15 857	12.5