



ANTIRETROVIRAL UPTAKE

shifting away from emergency mode

NATIONAL PLANNING COMMISSION
Coordination, integration and controversy

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HSRC CLINCHES AWARD

FOR BEST REPUTATION IN FIELD

The recent service delivery protests clearly show that citizens are no longer indifferent receivers of government services – or lack of services – but are brazenly demanding service delivery and getting rid of officials who they suspect of corruption.

This holds a lesson for all of us who are involved in the public service in one way or another. It was therefore encouraging to receive the news that the HSRC had won the

2009 Gold Award for public sector excellence in the category for best reputation in the Training, Research and Development Sector, as voted by the citizens of South Africa (more information on page 1).

Even more heartening is the fact that although the HSRC's motto, 'science that makes a difference', is aimed at indirectly improving the lives of the people of this country through research targeted at policy development and best practice, among others, we are not involved in service delivery in the same way as government departments working directly with the public. It is therefore more difficult to make a brand like the HSRC stick in comparison with the SABC, SAA, the Post Office, Transnet, Eskom, and departments like social development, health and education.

For us the award meant that in the minds of the citizens of our country, our brand or public image is perceived as having the best reputation in research, training and development. An organisation's brand is the sum of our activities which we project to the outside world, and which is the product of our organisation's corporate strategy, mission, image, projects and events.

As Jeremy Sampson of the Interbrand Sampson Group states in a book that accompanied the awards, government departments and even countries should be rated as brands. 'They represent something specific, they have a job to do; those brands that deliver excellence will be sought after and in demand. The pursuit of excellence is a common aim for both the public and private sectors of a country.'

Governments need to understand that their primary purpose is to serve the nation, and that is a challenge all of us working in the public sector need to constantly keep foremost in our minds.

We would therefore like to warmly congratulate those public entities that received the top honours in the Grand Prix Public Excellence Awards, as it is called, for best reputation, namely SARS (platinum award) and the Post Office (gold award) in the state-owned entity category; the departments of social development (platinum) and finance (gold) in the government department category; and the Free State (platinum) and Northern Cape (gold) in the provincial government category.

As Thebe Ikalafeng, founder of the Brand Leadership Academy, which established the Public Sector Excellence Awards, states, 'there is plenty of excellence to be proud of in the public sector; rather than focus on the negative, this was an opportunity to start recognising, celebrating and inspiring excellence in the public sector as it engages with customers, the taxpaying citizens of South Africa.'

Thank you and well done.



HSRC POCKETS GOLD IN THE TRAINING, RESEARCH AND DEVELOPMENT SECTOR



The gold award in the category for Best Reputation: Training, Research and Development Sector, as voted by the citizens of South Africa, was awarded to the HSRC on 26 October at a function in Johannesburg by the Brand Leadership Academy, an independent organisation that promotes public sector excellence.

The Public Sector Excellence Reputation Index is based on 13 service delivery attributes and measures awareness, associations and excellence in communication, leadership, effectiveness, citizen engagement and service orientation across the various spheres of government (national, provincial and local), government agencies and state-owned entities.

According to the organisers, the survey is a representative, national sample weighted to represent the 2008 mid-year population estimates from StatsSA.

The sample for this first study was 1 500 adults aged 18 years and older across the country. An adaptation of TNS research survey's corporate reputation model was developed for this survey, involving asking people to identify the levels of government, government departments and parastatals of which they were aware.

Next they were asked to say with which departments or organisation they associated with attributors such as trust, leadership, delivery on promises, managing tax payers' money, good staff, effective communication, uplifting of communities, using modern technologies and helping to create jobs. These were balanced with negative attributes such as 'corrupt and slow and bureaucratic', and 'does not treat everyone equally'.

The overall winners across all categories, the Grand Prix, Best Reputation, went to SARS (platinum), the SA Post Office (gold), Telkom (silver) and the South African Reserve Bank (bronze). In the government department section, the Grand Prix, Best Reputation was awarded to Social Development (platinum), Finance (gold), Basic Education (silver) and Arts and Culture (bronze).

The full list of winners is available on the TNS website at www.tnsresearch-surveys.co.za.

Skills shortages in the key professions analysed in new book

The recent action by health professionals in South Africa, protesting against low salaries and poor working conditions, highlighted reasons for the frequent emigration of key figures from the medical sector. But this is not the only professional field that is facing shortages.

South Africa's skills shortages are widely regarded as key factors preventing the achievement of the country's targeted 6% growth rate. These shortages, of professionals and artisans in particular, need to be seen in relation to a number of issues that arise from the country's apartheid history, as well as post-apartheid attempts to rectify historical imbalances. They also need to be considered in relation to international skills shortages and the global market.

A new study, *Skills Shortages in South Africa: Case Studies of Key Professions* (HSRC Press) edited by Johan Erasmus and Mignonne Breier, explores the question of shortage in ten different occupational fields in South Africa, against a local political/historical backdrop and within an international context.

Local trends which have been seen to have influenced skills shortages in South Africa include an embattled education system, which is still struggling to overcome decades of dysfunction under apartheid; the decline of the apprenticeship system, which has led to a shortage of artisans; loss of senior capacity as a result of affirmative action; and loss due to poor working conditions (specifically medical personnel).

International factors include a 'pull and push' scenario which favours the mobilisation of skilled professionals who are encouraged to work anywhere in the world – but often at the cost of developing countries. International recruitment alleviates shortages in recipient countries, but exacerbates them in donor countries, which are often developing countries that cannot compete in terms of satisfactory salaries and working conditions.

However, despite the widespread recognition that South Africa has severe skills shortages in certain key areas, there is still debate as to the nature and extent of these shortages. It is for this reason that the studies reported in this book were conducted, across ten key professional fields: management, social work, engineering, medicine, law, information and communications technology, schooling, city planning and artisan trades.

The studies show the complexity of the concept of skills shortage and the difficulties associated with trying to quantify shortages.

These studies emanate from a study on sector and related skills requirements commissioned by the South African department of labour in 2006. It forms part of a wider research project on scarce and critical skills related to the National Skills Development Strategy and the National Industrial Policy Framework of 2007, for which the HSRC led a research consortium comprising the Development Policy Research Unit at the University of Cape Town and the Sociology of Work Unit at the University of the Witwatersrand.

Copies are available from leading booksellers nationally, and from the online bookshop at www.hsrcpress.ac.za.

HSRC EDUCATION EXPERT APPOINTED AS ADVISOR TO MINISTER



Minister of Basic Education Angie Motshekga has appointed Professor Linda Chisholm, a research director in the HSRC's Education, Science and Skills Development research programme as a special advisor. Prof. Chisholm will be seconded to the department from 1 November 2009.

Prof. Chisholm holds an MA in history from the University of London, and a PhD in history from the University of the Witwatersrand. Before joining the HSRC in May 2002, she was chair and professor of education at the University of KwaZulu-Natal. In 2000 she served as chair of the Ministerial Review Committee on Curriculum 2005 with the ministry of education, and was involved in the subsequent revision of the curriculum, resulting in the National Curriculum Statement for Grades R–9. Until 1999, she was director of the Wits Education Policy Unit.

Her research has focused on education and development, and the historical, contemporary and comparative aspects of education policy and curriculum in South Africa and the region. She is currently working on teacher supply and demand, teacher education and development, and skills training and development with a special focus on further education and training colleges.

Prof. Chisholm's impressive publication record includes the authoring and co-authoring of several books and monographs, and more than 50 journal articles and chapters in books. A list of her publications is available on <http://www.hsrc.ac.za/Staff-publications-958.phtml>.

HSRC REPORTS HIGHEST FINANCIAL TURNOVER YET

The HSRC realised a total turnover of R325.3 million in 2008/09 compared to R261.6 million in 2007/08, which is the highest the organisation has ever achieved. This represents an increase of 24.4%, or R63.7 million, over the 2007/08 financial year.

External research income amounted to R153.4 million, compared to R114.1 million in 2007/08, which reflects an increase of 34.4%.

'The HSRC has continued to receive funding support from international sources. The contribution from the parliamentary grant made a further contribution to the overall sound financial position of the HSRC,' said Dr Olive Shisana, CEO, at the launch of the HSRC's 2008/09 annual report on 12 October.

'Our ability to raise internationally sourced funds is evidence of the confidence that donors globally have in the organisation. It has helped bring foreign exchange into the country while also contributing to growing the research and development resources for the country.

'This is critical to ensure that South Africa contributes meaningfully to national and global knowledge creation and ensuring the sustainability of our humanities research,' Dr Shisana said.

To this should be added that the HSRC has attained its best performance to date as measured by the objective indicators agreed between the organisation and the minister of science and technology. It achieved 11 out of the 14 targets set in the agreement.

PUBLICATION RATE

Touching on a few highlights, Shisana said the HSRC publication rate in internationally accredited journals, an important measure of academic performance, has increased dramatically to 1.51 per senior researcher, exceeding the already high target of 1.3 set at the beginning of the period under review.

Even more pleasing is the publication rate among junior researchers – at an average of 0.81 – also exceeding expectations.

RESEARCH FOR THE PUBLIC BENEFIT

Over the past financial year, the HSRC undertook a wide variety of 188 research projects, of which the overwhelming majority is aimed at benefiting the public. Research priorities are set to inform policy and planning of poverty reduction strategies, growing the economy, job creation, education quality, the acceleration of service delivery, crime reduction, youth development, HIV and AIDS research and analysing the country's research and development strategies and system of innovation.

More information on these projects is available in the 2008/09 annual report on www.hsrc.ac.za.



From left, Prof. Dan Ncayiyana, advisor to the CEO, Prof. Linda Richter, who chaired the launch, Dr Olive Shisana, Deputy Minister of Rural Development and Land Reform, Dr Joe Phaahla, and Dr Mark Orkin, previous CEO of the HSRC.

REVIEWING EDUCATION, SKILLS AND INNOVATION STUDIES

The HSRC's programme on Education, Science and Skills Development has embarked on an ongoing process of reviewing developments in education, skills development and innovation in a newsletter titled *RESDI* (Review of Education, Skills Development and Innovation).

The first edition (November 2009) of *RESDI* provides an overview of developments in education before and after the 2009 election; it considers risks and opportunities in the shift of the sector education and training authorities (SETAs) from the department of labour to the department of higher education and training; and looks at regional innovation systems and strategies.

On the topic of education, Dr Tshilidzi Netshaitangani gives a broad overview of the major challenges in education, the latest developments and policies. She looks at the splitting the national department of education into the department of basic education and the department of higher education and training; the debate around outcomes-based education (OBE), the curriculum review; and the Education Roadmap, which is aimed at improving quality in schools, school support and societal initiatives.

The newsletter also looks at the department of higher education, the universities' racism report, and the tasks lined up for this department.

In the section on the shift of the SETAs to the department of higher education and training, Ms Jocelyn Vass says the joining together of three complex systems of university, college and SETA systems increases the potential for much needed coordination and articulation between further education, higher education and work-place skills development.



In an overview of regional innovation, Professor Jo Lorentzen discussed the evolution of South Africa's innovation system, the role of governments in facilitating and supporting innovation, and the department of science and technology's Framework for Engagement in Regional Innovation Systems Development.

To receive a copy of *RESDI*, e-mail media@hsrc.ac.za.

From left to right: Dr Tshilidzi Netshaitangani, Ms Jocelyn Vass and Professor Jo Lorentzen.

OUTCOMES-BASED EDUCATION WOES

Outcomes-based education (OBE), poses a major challenge for teachers, not only in grasping the concept, but also in interpreting it to school learners.

In a study of two township schools in Mamelodi, Pretoria, Bongzi Sithole of the Centre for Education Quality looked at how two township schools in Pretoria manage the curriculum.

He found that much needs to be done to prepare teachers to correctly implement the new curriculum and that support system for educators, learning resources and learner support material should be made a priority.

The aims of the study was to explore the extent to which educators understand the values and principles of the new curriculum, their preparedness to implement it and to discover their personal understanding, views and experiences regarding the new curriculum.

The research respondents were teachers between the ages 25–55. Their experience in the teaching profession varied between three to 30 years.

During the research, an overwhelming majority (90%) of teachers said they had not yet started implementing the new OBE curriculum by 2007 because

they did not understand the curriculum's vision. The remaining 10% could not give a convincing response that they were implementing the new curriculum.

Most teachers interviewed were unenthusiastic about the curriculum and felt frustrated. A huge frustration was that language associated with OBE is complex, confusing and contradictory. Teachers also felt they were not adequately consulted before the curriculum was implemented.

The case study showed that most teachers had not been trained to implement OBE. Teachers who were sent on OBE workshops felt that one workshop was inadequate and not enough to start implementing the new curriculum.

Teachers who were sent on OBE workshops were expected to train fellow teachers. But fellow teachers said that those who were sent to the workshops did not seem to have understood what was taught at the workshops and passed on distorted information. The research also showed that teachers' training started late in 1997 and this negatively impacted on the implementation date of January 1998.

Teachers also said their teaching space and resources were limited, and as a result, they felt disempowered.

WHO YOU GONNA CALL?

From protest to social compact

What are we to make of the increasing calls by communities for President Zuma to intervene in the current wave of protests? Does this signal a failure in public communication channels, thus creating a disconnect between government and its people, ask UDESH PILLAY and JULIE SMITH.

Poor citizens often seek political solutions to everyday problems. This means, for example, that unlike their relatively more well-off counterparts who employ their agency to resolve problems of electricity disconnections, water access or inflated bills, poor citizens approach the nearest arm of the state – ward committees and ward councillors.

If their ward 'representatives' fail to act or are unable to act, then citizen recourse to the local state subsequently diminishes. In many cases, this option is not even available as ward committees have long lost their credibility as representatives due to problems of legitimacy, based on perceptions of elitism, patronage, greed and exclusion.

WHO DO WE TURN TO?

The lack of political space, through the means of a ward representative or an alternative locally based unit of engagement, means that citizens reach out to the next arm of the state in an attempt to resolve issues – local government.

However, public trust in local government has decreased substantially over the past few years. This is attributable to a number of reasons, but includes perceptions around fraudulent activity, impressions that councillors lack the willingness to deliver on their mandates, concerns around capacity and skill, and recognition that local governments are often under-funded. There is also growing concern about a lack of coordination with respect to the three spheres of government, and the self-interest that afflicts municipal leadership.

Compounding these negative levels of trust has been a tendency on the part of national government

to absolve themselves of responsibility for the situation. For example, there has been little acknowledgement of inadequate inter-governmental transfers (just 7.6% for 2007/08) which have frustrated municipal efforts to deliver on development mandates, let alone fund appropriate programmes of participation. The persistent and seemingly endless community protests have thus brought into sharp relief the magnitude of the crisis. Communities want immediate action with unambiguous answers. Presidential Imbizos and hotlines are not going to do it.

It does appear, however, that national government has realised the importance of inter-governmental cooperation and, beyond that, the necessity of a fully functioning, responsive and legitimate local government sphere founded on comprehensive communication channels. This is an encouraging development.

There can be no denying that government is responding to popular dissent. In the last few months it appears that national government has taken the protests seriously. Although still shaky, it has strongly revealed its intent to engage with the problems of delivery, municipal governance, administration and participation.

EVIDENCE OF CONCERN

Sicelo Shiceka, the minister of cooperative governance and traditional affairs, has embarked on a massive and very candid communication campaign. Shiceka's department, in partnership with others, is working on a National Framework for a Local Government Turn-Around Strategy (LGTAS). This LGTAS is expected to be passed by cabinet in December, and will thereafter migrate to a local government level where municipal specific turn-around strategies will be developed between January and March 2010.

It is expected that these strategies will be implemented from March 2010 and start to show results before the 2011 local government elections.

However, public trust in local government has decreased substantially over the past few years.

Some important observations and cautionary signals warrant consideration as this process of redeeming the local government crisis takes shape:

- Protests should not be seen altogether negatively. Citizens would not be protesting if they did not believe that government can do something about their dissent. This is a positive development, especially if the articulation between both positions is well calibrated.
- The protests are a sharp warning that local participatory structures are malfunctioning. Something needs to give here – the effectiveness and legitimacy of ward committees and councillors should be reviewed and then reconstituted as a first measure, while alternative forms of engagement are proposed that represent the combined efforts and interests of both parties.
- Following from the above, immediate government intervention in the form of a proper diagnostic assessment is needed (including hastily convened forensic audits). Government would also do well to introduce short-term improvement plans in the communities most affected with backlogs, while the



larger more ambitious plan gets rolled out. Such measures should also identify new modes of delivery that accelerate services.

- There needs to be a recognition that in the run-up to the 2011 municipal elections, political power play and posturing at a local level will heighten, and while grievances around a lack of delivery will be legitimate, protest action may mask a larger political agenda.
- And finally, firing local councillors willy-nilly is not the answer. This must only be done where evidence of misappropriation and mismanagement is incontrovertible or in cases where there has been an irretrievable breakdown in councillor/citizen relations. If not, government will end up throwing out the baby with the bathwater. Not all municipalities in South Africa, after all, are afflicted with unrest. Many function well and provide good best-practice models. Furthermore, not all municipalities' problems derive from financial mismanagement. Skills deficits, unfunded mandates, badly coordinated inter-governmental relations, and ageing and badly maintained infrastructure compound the problem.

What is clear ahead of the 2011 elections is that local government is in crisis. The solutions proffered by the relevant ministry are encouraging, as are the monitoring and evaluation mechanisms proposed by Minister Chabane's office in the presidency. The strategic governance framework also emerging from the presidency, which attempts to better coordinate and integrate government's objectives and priorities, is a step in the right direction, and it is well known that local government

will be the first sphere of government for direct (or centrally-driven) intervention. Minister of Finance Pravin Gordhan has also released an additional R500bn in his medium-term budget to accelerate delivery, making the combined efforts cited above encouraging developments.

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LEADERSHIP IS PARAMOUNT

What is ultimately required, however, is bold and imaginative leadership, especially from national government – the kind which values consultation with local structures (including identifying the need to resurrect these), but is ultimately assertive.

Government could well redeem the situation if its leaders affirm the mandate voters gave them in the recent national elections, and then propose an incremental approach to fast-tracking the delivery of sufficient and affordable basic services. An under-serviced township, for example, is highly unlikely to have its fortunes change overnight, but it could well be that through a locally constituted social compact with government, residents will be able to identify areas in

most need.

Government can then roll out a short-term, 'quick-fix' improvement plan for water and sanitation, let's say. The modalities can be worked out. The longer-term, centrally derived (and driven) Integrated Development Plan needn't get lost in such an approach; however it should start to reflect more closely the priorities and needs of the people on whom its plans are based.

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Residents, conversely, should help resuscitate local democratic structures, articulate grievances intelligibly, collectively propose strategies for intervention, and share their vision for the municipality. Canvassing for the 2011 elections should move beyond political imperatives. Community initiative will be the key. Trust and reciprocity need to be re-established. Local councillors need to act with discipline and conviction, wary that they are being watched closely, and their activities monitored scrupulously. Where local councillors have been purged, a cohort of community leaders need to provide the basis for good governance. None of this, however, will eventuate unless national government shows strong and decisive leadership.

Dr Udesb Pillay is the executive director of the Centre for Service Delivery, and Julie Smith a post-doctoral fellow in the same Centre.

Antiretroviral uptake

SHIFTING AWAY FROM EMERGENCY MODE
FROM ACCESS TO ADHERENCE

As efforts are implemented to improve the provision of antiretroviral therapy (ART) to people with HIV and AIDS, factors influencing adherence to the drugs (ARVs) play a crucial role in improving health and preventing resistance to ARVs. CHARLES HONGORO and HARSHA DAYAL share a study on factors that influence the correct and consistent use of ARVs in urban and resource-poor areas.

The Treatment Action Campaign reported that by the end of January 2006, 111 607 and 90 000 people in the public and private sectors respectively were on ART. According to the department of health, 1.4 million people will require ART by 2009. With 5.54 million currently infected with HIV, there is now a dual challenge for the public health system: ensuring further access to those who meet the treatment criteria, as well as keeping those who are initiated, successfully within the programme.

The study was conducted in 20 accredited ART public health facilities in four provinces, namely Gauteng, Mpumalanga, KwaZulu-Natal and the Eastern Cape. Two districts representing urban, peri-urban and/or rural settings were selected in each of the four provinces.

The study involved 2 114 participants who have been on ARVs for a minimum of six months. Different measurements were used to provide information on the extent of adherence problems, as well as to why patients may not adhere.

Each participant was requested to recall the number of missed dosages for each medication taken in the past four days. The majority of respondents (97%) were on the first line of treatment offered

More than 95% reported never missing a dose in the last month for any of the reasons listed.



in the public sector, namely Aspen Lamivudine/3TC, Stavudine/Stavir, Stocrin/Efavirenz and Nevirapine.

This self-reported adherence was further confirmed by an improvement in their mean CD4 count.

DEALING WITH SIDE EFFECTS

The symptoms that bothered participants most as side effects in taking the first line of treatment ranged from physical changes to the body, to psychological problems due to their current health status and the treatment thereof (Table 1). A significant number of respondents experienced neurological changes affecting their hands and feet.

Table 1: Symptoms bothering the respondents (N=2103)

Pain, numbness, tingling in hands or feet	52.70%
Fatigue or loss of energy	50.10%
Headaches	47.40%
Sad, down or depressed	45.80%
Fever, chills or sweats	42.20%
Feeling dizzy or lightheaded	41.70%
Muscle aches or joint pains	40.80%
Trouble remembering	38.00%
Skin problems: rash, dryness or itching	35.80%
Problems with weight loss or wasting	34.40%
Bloating, pain or gas in stomach	33.00%
Cough or trouble catching your breath	32.90%
Feel nervous or anxious	31.50%
Difficulty falling or staying asleep	31.10%
Loss of appetite or change in taste of food	29.80%
Changes in the way the body looks	23.10%
Problems with sex	21.40%
Diarrhea or loose bowel movements	20.40%
Nausea and vomiting	17.00%
Hair loss or changes	12.00%

PSYCHOSOCIAL ATTITUDES TO MEDICATION

Respondents were asked to recall their emotional status over the past week, and possible reasons for missing a dose over the last month. Between 20–40% of respondents reported that they felt sad and lonely, had trouble sleeping and that everything they did was an effort. However, despite these reported side effects, Table 2 shows a high level of adherence on the four-day dose recall. More than 95% reported never missing a dose in the last month for any of the reasons listed.

ACCESS TO BASIC SERVICES

Access to basic services such as water, sanitation and electricity was varied among the respondents. Access to piped water was 89.1%, electricity 76.6% and 44.9% reported having flush toilets. Almost half of the respondents (48.8%) reported using a pit latrine system, and a further 92 respondents (4.4% of the sample) stated that they had no access to sanitation facilities.

Table 2: Possible reasons for missing a dose

Reasons	Never	Rarely	Sometimes	Often
Was away from home?	94.20	2.50	3.00	0.20
Was busy with other things?	95.60	2.00	2.40	0.00
Simply forgot?	96.40	2.00	1.60	0.00
Had too many pills to take?	99.50	0.30	0.10	0.00
Wanted to avoid side effects?	99.50	0.20	0.30	0.00
Did not want others to notice you taking medication?	98.90	0.70	0.30	0.10
Had a change in daily routine?	98.00	1.10	0.90	0.10
Felt like the drug was toxic/harmful?	99.10	0.30	0.50	0.00
Fell asleep/slept through dose time?	97.40	1.00	1.40	0.10
Felt sick or ill?	98.40	0.70	0.90	0.00
Felt depressed/overwhelmed?	98.30	0.70	0.90	0.10
Had problem taking pills at specified times (with meals, on empty stomach, etc.)?	97.80	0.90	1.20	0.10
Ran out of pills?	98.90	0.80	0.30	0.00
Felt good?	99.20	0.20	0.30	0.20
Had to take other medications	99.50	0.30	0.20	0.00

ACCOMPANYING COSTS TO TREATMENT

Participation costs were incurred even though access to treatment is free at point of contact in all public health facilities (Table 3). Despite a high rate of unemployment among the respondents it did not mean that they stopped taking their medication. The average distance travelled was 19.45 km to access the health facility and taxis were the main mode of transport.

Table 3: Participation costs

ITEMS	Before ARVs	After ARVs
	R	R
Medical Fees	17.46	48.69
Food	14.08	43.42
Transport	27.38	101.50
Companion	7.20	17.74
Other Costs	5.49	17.95
TOTAL COST	71.61	229.30

MONITORING AND EVALUATION

While all facilities complied with provincial requirements for the type of data items to be captured and reported on, monitoring systems to inform individual facility performance was varied and, in some cases, non-existent.

With the rapid increase in the number of patients being registered on the programme, facility managers and other staff reported that monitoring defaulters, following up on them and supporting their efforts to remain on the programme, requires full-time staff to focus solely on ensuring adherence, which was not possible for the majority of facilities.

FROM EMERGENCY MODE TO CHRONIC CARE

Even though this study shows an exceptionally high rate of adherence, sustaining these levels for future treatment success, reducing drug resistance and improving the quality of life among people living with HIV/AIDS, requires a shift from an emergency mode

of service provision, towards a chronic care model, as more and more people are targeted to access the ART roll-out programme.

The accreditation process needs to be reviewed with a focus on improving the capacity of existing sites as well as decentralising to primary levels as more sites are being accredited.

Systems for patient monitoring and facility evaluations need to be strengthened and built into the monitoring and evaluation framework from the onset. Facility managers need to become active participants in planning, monitoring, evaluating and revising models of delivery. Task shifting, away from a doctor-model of care, is proving to be more effective in ensuring follow-up of patients who have been successfully initiated into the programme. In addition to improving and strengthening healthcare programmes, tackling socioeconomic and cultural factors through programmes designed to reduce women's dependence on state support, addressing gender inequalities at the household and community level and empowering women through social networks and effective employment remain the primary challenges in successful treatment.

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Dr Charles Hongoro is the principal investigator of the study and director in the Policy Analysis and Capacity Enhancement (PACE) unit, Harsha Dayal is a researcher, assisted by Mr Tshumu Mongane, a PhD intern, who passed away earlier this year.

The 'SNIP': Male circumcision and HIV prevention

Male circumcision is on the cards following the clear link between lower rates of infection from women to circumcised men, shown in three randomised controlled trials conducted in Kenya, Uganda and South Africa. GEOFFREY SETSWE suggests how male circumcision could form part of comprehensive prevention plan.

At the time of the adoption of the new *HIV & AIDS and STI National Strategic Plan for South Africa 2007–2011* (NSP) in May 2007, male circumcision was identified as an 'emerging' HIV prevention measure. On the basis of the conclusive evidence of the partial efficacy of male circumcision provided by these trials, male circumcision has been recommended as an HIV prevention measure by UNAIDS and the World Health Organisation (WHO).

In particular, the NSP 'recommended that the Department of Health consider the effectiveness of male circumcision as an HIV prevention intervention and develop appropriate policies.'

According to the WHO, 'the three randomised controlled trials showed that circumcision performed by well-trained medical professionals was safe and reduced the risk of acquiring HIV infection by approximately 60%. Circumcision should now be recognised as an efficacious intervention for HIV prevention and promoting circumcision should be recognised as an additional, important strategy for the prevention of heterosexually acquired HIV infection in men.'

The overwhelming scientific evidence of the efficacy of circumcision for HIV prevention and the urgent need to confront the AIDS epidemic devastating some sections of the South African community, several ethical analyses have concluded that it is unethical not to offer heterosexual men at risk of exposure to HIV infection access to safe, voluntary circumcision services.

On the strength of the UNAIDS and WHO recommendations that circumcision becomes a part of national HIV prevention strategies, implementation began with several sub-Saharan African countries in 2008, introducing circumcision as an HIV prevention intervention, for example, in Botswana, Uganda and Zambia.

The NSP 'recommended that the Department of Health consider the effectiveness of male circumcision as an HIV prevention intervention and develop appropriate policies.'

As more and more people in South Africa become needlessly infected with HIV, the time has come to move beyond debating the merits of this evidence and to start implementing safe, voluntary male circumcision as part of a comprehensive HIV prevention programme in South Africa.

Adult male circumcision is already a part of South Africa's cultural landscape. Knowledge of the outcomes of the circumcision trials is now well known, although often linked to misunderstanding. Many men are getting circumcised and there is a need for a policy to regulate the practice of circumcision in both clinical and traditional settings.

CHALLENGES

The WHO states that 'it is important to ensure that circumcised men do not develop a false sense of security that could cause them to engage in higher-risk behaviour.' Male circumcision does not provide 100% effective protection for anyone, but rather that it reduces the risk of transmission from women to men significantly.

As with any partially protective intervention, circumcision programmes must be appropriately conceptualised, explained and implemented so as to minimise risks. Some of the risks include:

- men who don't allow their body to fully heal for 6–8 weeks immediately following circumcision;
- newly circumcised men who might believe that circumcision permits unsafe and risky sexual behaviour;
- women who might think that unprotected sex with circumcised men is safe (or safer);
- those who elect to undergo circumcision in traditional settings and who don't ensure that it is conducted in a hygienic or sterile environment.

Interest groups in the HIV sector are respectful of the important roles played by traditional and religious practices regarding circumcision. For many South Africans, circumcision is an integral part of the culture and the initiation of boys into manhood. There is a need for ongoing dialogue with traditional lead-



ers, traditional healers and faith-based sectors about what circumcision means to them and for improving the traditional practices related to circumcision as well as for the evolution of custom. Better communication with traditional health practitioners and for including and consulting them in the efforts to get men to take responsibility for their sexual health – will go a long way in obtaining their cooperation in implementing a circumcision policy.

The WHO states that ‘it is important to ensure that circumcised men do not develop a false sense of security that could cause them to engage in higher-risk behaviour.’

It is therefore important that before circumcision policy is introduced, there should be consultations and communication with all stakeholders. However, whilst

recognising the challenges of reaching everyone during consultations and communication sessions, the country cannot ignore or delay acting upon the scientific consensus about the benefits of circumcision.

A COMPREHENSIVE PROGRAMME

The national department of health, with support from the SA National AIDS Council (SANAC), is currently developing a policy on circumcision. However, a policy on male circumcision should expressly recognise that this is not a stand-alone intervention but forms part of a comprehensive HIV prevention programme that, among other things, does the following:

- promotes delaying the onset of sexual relations, with a particular focus on delaying vaginal and/or anal sex;

- promotes the correct and consistent use of male and female condoms; consistently promotes sexual and gender equality; ensures access to appropriate HIV testing and counselling services;
- encourages everyone to know their HIV status;
- promotes safer sex practices (including reducing the number of concurrent sexual partners); and
- encourages the prompt treatment of sexually transmitted infections (STIs), including the treatment of partner(s).

When all HIV prevention measures are integrated as one comprehensive strategy the chances of being infected by HIV or of infecting others are dramatically reduced. As circumcision only offers partial protection against HIV infection for heterosexual men and boys, it must be combined with appropriate messaging and risk counselling to ensure that people who are circumcised understand the need to continue practising safer sex.

CIRCUMCISION SHOULD BE VOLUNTARY

A policy on circumcision should be completely voluntary. Boys who elect to be circumcised before the age of traditional initiation should not be discriminated against and, if possible, discussion should take place to adapt cultural practices to accommodate this. Boys who are circumcised as part of initiation practices should also be counselled about sexual health, sexual responsibility and HIV prevention. Where boys and men undergo circumcision in clinical rather than traditional settings they should not be prejudiced, stigmatised or discriminated against, whether or not their culture has such a tradition. Messaging should be developed to guard against this and where necessary cultural practices should be adapted

When all HIV prevention measures are integrated as one comprehensive strategy the chances of being infected by HIV or of infecting others are dramatically reduced.

Finally, in keeping with existing policy and law, circumcision conducted in traditional settings should be made safer. Three provincial departments of health (DoH) have already introduced legislation in their respective provinces that addresses concerns relating to safety, hygiene and informed consent. The DoH is working with traditional leaders to identify and close illegal and unregistered conductors of traditional male circumcision.

Professor Geoffrey Setswe is a research director in the programme on Social Aspects of HIV/AIDS and Health, and the co-convener of the Research, Monitoring and Evaluation Technical Task Team of South African National AIDS Council (SANAC).

I am PREGNANT and HIV positive

Project Masihambisane, Zulu for 'let's walk together', is an effectiveness trial aimed at supplementing the government-based prevention of mother-to-child transmission of HIV (PMTCT) programme with clinic-based 'mentor mothers'.

ALISTAIR VAN HEERDEN sketches the pilot project.

For the majority of women, falling pregnant evokes strong feelings of joy and anxiety. But for too many South African women, finding out that they are pregnant is often accompanied by a second, less welcome, surprise – the discovery that they are not only carrying a child, but also the HI virus.

Depending on the district and province, HIV prevalence among pregnant South African women ranges between 5–45%. For many of these expectant women, an even greater concern is that they may inadvertently transmit the HI virus to their unborn child.

But there is hope in the form of the PMTCT programme, which shows that antiretroviral therapy, special care during labour, and an informed feeding choice can decrease the risk of transmission from around 25% to less than 5%.

At the same time a woman's ability to access medication, care, knowledge and support rest heavily on her willingness to test for HIV, and her ability to disclose her HIV status to family, friends and health professionals. For it is only through a combination of testing and disclosure that treatment, support and care can be optimally brought together.

Project Masihambisane is an effectiveness trial aimed at supplementing the government-based PMTCT programme with clinic-based 'mentor mothers' who give support to HIV-positive mothers.

This trial shows that of the first 770 HIV-positive women enrolled into the study through clinics in KwaZulu-Natal, 45% had learned their HIV status for the first time within the last three months. Roughly a quarter had known their status for more than one year.

For it is only through a combination of testing and disclosure that treatment, support and care can be optimally brought together.

Unsurprisingly, women who had known their HIV status for longer were more likely to have disclosed than women who had only recently learnt their HIV status. Of these 770 women, 360 (40.6%) report having disclosed their HIV status to someone else.

For the 360 women who report having disclosed their HIV status, the researchers explored in more detail to whom the women chose to disclose, and the reaction that they received from the person/s in response to their disclosure. Most commonly, women chose to disclose their HIV status to their partner (65%). This was followed by a non-parental family member, for example, a sister (43%), friends (33%) and mothers (31%). Pregnant women were least likely to disclose to

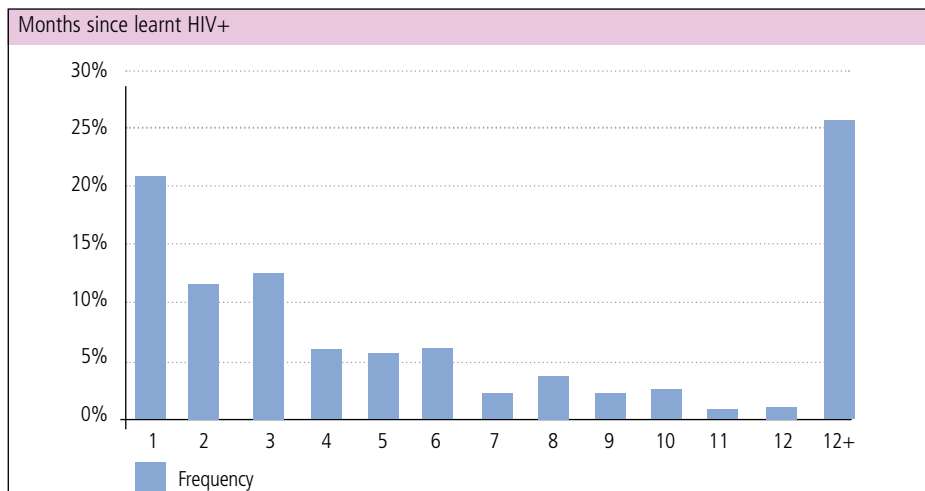
their fathers and their spiritual leaders, with only 5% of the women choosing to do so.

Interestingly, among those women who chose to disclose, it is not their partner who is most likely to respond favourably to their revelation. In fact, partners are statistically more likely to respond negatively to the news. This is in contrast to friends and mothers, who are statistically more likely to respond supportively to a disclosure. Other family members are also more likely to respond supportively than negatively. Although least likely to be confided in, spiritual leaders are statistically more likely to be supportive, while fathers show no significant trend in how they respond to the news.

In fact, partners are statistically more likely to respond negatively to the news. This is in contrast to friends and mothers, who are statistically more likely to respond supportively to a disclosure.

Learning concurrently that one is pregnant and HIV positive is an extremely difficult experience. Further, despite success in preventing vertical transmission, for about 60% of women living with HIV, their access to prevention and treatment programmes is curtailed by nondisclosure. Even though the majority of people respond in a supportive manner, the opportunity for positive social support from friends and family is reduced through fear of the anticipated stigma associated with disclosure. Until society moves beyond the dread, fear and stigma attached to the HI virus, HIV-positive mothers and their infants – and their partners, whose positive status may remain unrecognised – will be denied what is rightfully theirs – long and healthy lives together.

Alistair van Heerden is a project manager in the Child, Youth, Family and Social Development programme.



Talking in class

Subjective class identification in South Africa

BEN ROBERTS examines the extent to which South Africans identify with different classes. He also investigates the relationship between subjective class, objective indicators of socio-economic status and attitudes to inequality.



This article focuses on the subjective component of measuring 'class', meaning defining class in relation to how South Africans view themselves rather than in terms of more objective criteria such as occupational status, educational attainment or income.

In South Africa, where exceptionally high inequality in living standards persists, a sizable share of the adult population places itself in the lower class.

The data used for this study come from the 2008 round of the South African Social Attitudes Survey (SASAS). The survey consists of a nationally representative probability sample of 3 305 South African adults aged 16 years and over living in private households.

Respondents were asked the following common social class identification item: 'People sometimes describe themselves as belonging to the working class, the middle class, or the upper or lower class. Would you describe yourself as belonging to the...?'. Respondents were offered five ordered response codes: 'lower class', 'working class', 'middle class', 'upper middle class', and 'upper class'.

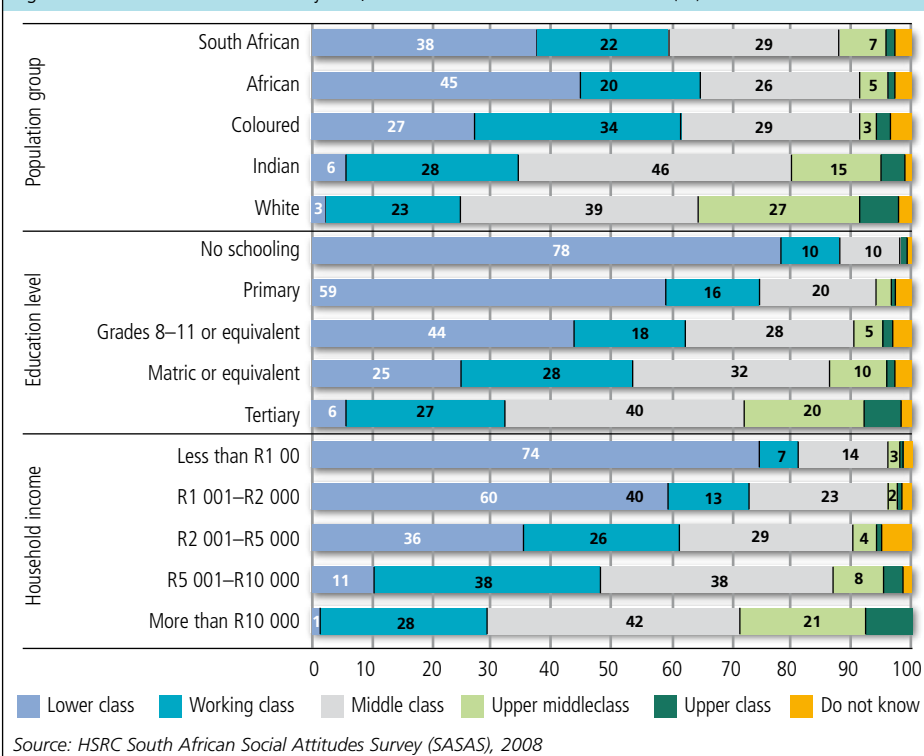
NATIONAL-LEVEL CLASS PLACEMENT

Virtually all respondents were able to identify with one of the five classes, with the exception of 3% that indicated that they did not know what social class they belonged to. Using the self-rated class scale, 37% identified with the lower class, 22% with the working class, 29% with the middle class, 7% with the upper middle class, and 2% with the upper class. From a comparative perspective, this is an interesting finding. In practice, especially in developed nations, there is a tendency for the public to identify with either the middle class or working class, with marginal shares placing themselves in top or bottom class positions. In South Africa, where exceptionally high inequality in living standards persists, a sizable share of the adult population places itself in the lower class.

Although South Africans are clearly able to identify themselves as members of specific social classes, this does not appear to be a major source of their identity or group belonging.

The survey also contained an item probing for the three main sources of group-based identity people use

Figure 1: Social class identification by race, educational attainment and income (%)



to describe themselves. The results reveal that most South Africans deem their family or marital status as the most important form of self-identification (43%), followed by race or ethnicity (14%), current or previous occupation (12%) and gender (8%). Only 2% of South Africans identified themselves primarily in terms of their social class, and it also hardly features as a secondary or tertiary form of self-identity.

Therefore, although South Africans are clearly able to identify themselves as members of specific social classes, this does not appear to be a major source of their identity or group belonging. However, this does not mean class is inconsequential, as class position may assume significance in terms of the bearing it has on other attitudes and behaviour. This theme will be returned to later.

ATTRIBUTES OF SUBJECTIVE CLASS

How well does subjective social class relate to some of the other objective indicators typically associated with welfare and class in South Africa, such as race, education, geographic location and income?

With regard to racial groups, less than 10% of African respondents placed themselves in the top two classes (upper middle and upper classes), compared to a third (33%) of white respondents (Figure 1). Conversely, a large share of African respondents considered themselves as being in the lower class (45%) compared to a mere 3% of white respondents.

At a time when education increasingly matters for getting ahead in life, achievement at school remains

intricately connected to one's self-described class. Of those with no schooling, 78% describe themselves as lower class with barely a tenth placing themselves in the top three classes. Among those with a primary level or some secondary education, relatively large shares feel they are in the lower class (59% and 44% respectively). For those with matric, a third represent themselves as middle class, with approximately a quarter placing themselves in each of the working and lower classes. For the privileged minority with a tertiary education, 26% describe their position in the hierarchy as being upper middle or upper class, with a further 40% in the middle class.

How well does subjective social class relate to some of the other objective indicators typically associated with welfare and class in South Africa, such as race, education, geographic location and income?

Income is also tightly associated with subjective class. Those with a monthly household income of less than R1 000 are more than 50 times as likely to be in the lower class than someone with a monthly household income exceeding R10 000. At the other end of the spectrum, 29% of those with a monthly household income greater than R10 000 place themselves in the upper middle or upper classes,

compared to 4% of those with less than R1 000. A similar gradient was found with regard to the Living Standards Measure, which is a wealth index based on household assets. People with low living standards were found to be much more likely to identify with lower classes than those with medium and high living standards.

Residential location also informs the social classes people belong to. In both formal metropolitan areas and other urban localities, a smaller than average proportion of residents classify themselves as lower class, with larger than average shares placing themselves in the middle and working classes. More than half of residents in informal settlements and rural areas self-identify with the lower class. In the case of residents of informal settlements in metropolitan areas, a staggering 62% declared membership of the lower class.

SUBJECTIVE CLASS AND ATTITUDES

Does class position matter in terms of the shaping effect it has on attitudes and behaviour? A full examination is beyond the scope of this article. Instead, select variables were chosen, touching on personal well-being and attitudes towards inequality.

Subjective class exhibits a positive association with subjective well-being, as measured using a conventional 5-point satisfaction with life-as-a-whole

scale (Table 1). Therefore, the higher the self-described class, the greater is the likelihood of reporting higher life satisfaction. In 2008, three-quarters (77%) of South Africans that identified themselves as upper middle or upper class expressed satisfaction with life. By comparison, life satisfaction among the self-identified lower class was on average 50 percentage points lower (26%). The pattern is much weaker in relation to retrospective and future evaluations of life improvements.

Similar class-based differences are observed in relation to specific forms of redistribution, with only 45% of those in the upper middle and upper classes believing that there should be preferential hiring and promotion of black South Africans, in contrast with 77% of the lower class.

Several attitudinal items are included in the survey on inequality and redistribution. The statement 'income differences in South Africa are too large' produced responses demonstrating a high level of dissatisfaction with the perceived level of income inequality in the country (Table 2). An estimated 84% of respondents 'strongly agreed' or 'agreed'

that incomes are too unequal. South Africans therefore appear to be generally intolerant of the level of inequality in the country, an attitude that seems consistent across subjective classes.

These low levels of tolerance of inequality appear to have produced a relatively strong demand for governmental redistribution, with two-thirds (65%) of respondents believing that government should be responsible for reducing income inequality. Support for this sentiment is more strongly felt by the lower class (76%) with those in the upper middle and upper classes expressing a supportive but less favourable attitude (50%).

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CONCLUDING REFLECTIONS

This exploratory mapping of the subjective class structure in the country has illustrated that South Africans are able and willing to describe themselves in terms of class membership, even if most do not see this as a fundamental part of their self-identity. That a significant proportion of South Africans locate themselves in the lowest class is unsurprising given the burden of old and new forms of inequality and deprivation that are faced by a sizable contingent in many facets of their lives.

The results from the initial analysis presented here tend to reaffirm the view that class does matter. Subjective class is distinctly associated with household income, living standards, and subjective well-being. While class based-differences seem to diminish in relation to intolerance for income inequality in our society, they reappear with regard to levels of support for redistributive measures such as affirmative action.

Future analysis will need to focus on a more encompassing set of socio-economic and political attitudes and behaviours. Doing so will allow for a nuanced account of commonalities and differences between self-described classes, while discerning levels of support for specific social policies, such as whether a class-based redress agenda focusing on poor South Africans would be better favoured than a race-based affirmative action agenda. Considerations such as these are important as the 2009 round of SASAS goes to field, including as it does a specialised, in-depth international module on attitudes to social inequality.

Benjamin Roberts is a research specialist in the programme on Child, Youth, Family and Social Development (CYFSD).

	Lower class class	Working class	Middle class	Upper middle/ upper class	South Africa
Percentage currently satisfied with their life as a whole	26	51	59	77	46
Percentage who say life has improved in the past five years	34	43	46	45	41
Percentage who expect life will improve in the next five years	39	47	54	52	46
Source: HSRC SASAS, 2008					

	Lower class class	Working class	Middle class	Upper middle/ upper class	South Africa
Income differences in South Africa are too large	86	83	84	82	84
It is the responsibility of the government to reduce the differences in income between people with high incomes and those with low incomes	76	63	60	50	65
There should be preferential hiring and promotion of black South Africans in employment.	77	59	62	45	66
Source: HSRC SASAS, 2008					

an embracing nature

WHO CARES FOR THE ENVIRONMENT?

Conventional wisdom has it that people who are pre-occupied with their material survival are much less concerned about the environment and view the environment as a resource to be utilised rather than protected. But data from the SASAS 2004 survey challenge this notion. JARÉ STRUWIG explains how.

Environmental concerns are complex and are shaped by social and physical location and embedded in a socio-economic and political culture.

INDEXING ENVIRONMENTAL CARE

In 2004, a module on the environment was included in the SASAS survey and the data were used to create an environmental care index. Responses to the statements were evaluated according to a score from 1–5, with a score of 5 indicating a pro-environment attitude, to a score of 1 indicating an anti-environment attitude.

Based on these computations an environmental care index was created for each respondent. The following statements were used to construct the environmental care index:

- We worry too much about the future of the environment and not enough about jobs today.
- Even if we do not protect the environment, people will always find ways to survive.

- There are more important things to do in life than protect the environment.
- Nature conservation parks only benefit wealthy people.
- Land earmarked for conservation should rather be given to poorer communities.

Place of residence emerged as one of the highest predictors of environmental care. People living in urban informal areas scored lowest on the environmental care index, followed by rural formal, urban formal and tribal areas. Although confronted by poor environmental conditions, people in informal settlements seemed more concerned about sustaining a livelihood than caring for the environment.

This finding, which is common in informal areas globally, points at the notion of relative deprivation which suggests that people who live in polluted and degraded areas tend to get used to this situation and that outcries are usually limited to isolated incidents.

However, constant exposure to pollution and environmentally hazardous circumstances eventually starts to take precedence over less concrete and tangible problems. Once this happens, and the issue of civil rights and human dignity is connected to environmental deprivation, it becomes a major issue, capable of influencing opinion and creating unrest and dissatisfaction.

Place of residence emerged as one of the highest predictors of environmental care. People living in urban informal scored lowest on the environmental care index.

Recent riots related to inadequate service delivery (including solid waste) in several areas in South Africa would appear to support this. Although environmental-related issues are thus considered a low priority for people in informal areas, it should not be neglected by local government since environmental neglect can ultimately lead to escalated outcries of dissatisfaction.

When the environmental care index was evaluated by province it was found that the people from Mpumalanga were the least committed and concerned about the environment whilst people from Limpopo were the most concerned.

In the case of Mpumalanga this finding was specifically surprising since this province is notorious for its pristine environmental features. The Kruger National Park, the Blyde River Canyon, Pilgrim's Rest and many private game parks are located within the

Figure 1: Environmental care and geographic location (mean score 1–5)

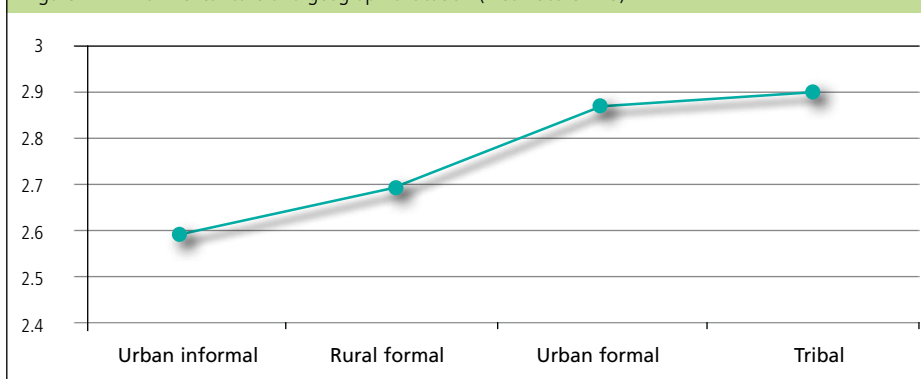




Table 1: Environmental care and province of residence

	MP	NW	KZN	NC	GT	WC	EC	FS	LM	P Value	Total
Care Index (mean score 1–5)	2.54	2.66	2.68	2.72	2.85	2.9	2.92	3.02	3.21	0.00	2.84
Base N	303	234	405	237	335	295	303	276	353	2741	

province. Despite this, or perhaps because of this, people in Mpumalanga did not rate the environment as important.

The reason for this finding might lie in the history of conservation in South Africa and specifically in Mpumalanga.

Although functioning well, such conservation areas have alienated many South Africans, who now regard issues of conservation negatively.

During the apartheid era, strict environmental policies, fences and patrols characterised nature conservation. These protected areas were privy to the white communities only and often out of bounds for the majority of other race groups in South Africa.

Apart from not benefiting as tourists in these protected areas, the majority of the population was excluded from decision-making on the use and allocation of resources and services. Conservation areas

were developed at the expense of local communities. Although functioning well, such conservation areas have alienated many South Africans, who now regard issues of conservation negatively.

In Mpumalanga, this finding might point to the fact that people in this province still experience limited tangible benefits from conservation and tourism-related activities.

CONCERN FOR THE ENVIRONMENT BY LANGUAGE

When the environmental care index was analysed by language, further interesting and unexpected results were found. The group that scored highest on the environmental care index was the Venda-speaking people. The Venda traditionally reside in Limpopo, which is predominantly a rural and tribal area with prominent customs and traditions. This area is also one of the poorest in South Africa.

In contrast with the findings in Mpumalanga, this finding shows that environmental attitudes are part of a larger set of values and not simply determined by material wealth. Social values are embedded in a

cultural context. The Venda belief system is reflected in practices that are clearly grounded in a respect for the environment, as reflected in the SASAS results. The Rain Queen, or Mudjadji, who is responsible for protecting the Venda people from drought, is one of the more well-known examples of their strong relationship with the environment.

This finding shows that environmental attitudes are part of a larger set of values and not simply determined by material wealth. Social values are embedded in a cultural context.

IT'S NOT ABOUT THE MONEY

The simple assumption that environmental concern is a function of income is not true. The variation in the perceived importance of environmental issues in the different geographic areas suggests that environmental attitudes and the importance of environmental protection are shaped by social and physical location and therefore embedded in a socio-economic and political culture. Perceptions of the environment differ by geographic location and other contextual variables not least because of past policies and legislation.

Jarè Struwig is a senior research manager in the Knowledge Systems research programme.

NATIONAL PLANNING COMMISSION

COORDINATION, INTEGRATION AND CONTROVERSY

The Green Paper on National Strategic Planning, released in September 2009 by Minister in the Presidency Trevor Manuel, is a policy document in response to the 'need for better long-term planning to inform shorter-term plans, resource allocation, trade-offs and the sequencing of policies'. UDESH PILLAY and LESEGO MOGAMI analyse the details.

The premise for a centralised planning institution emanates from discussions in review of governance over the past 15 years, which highlighted fragmentation and a lack of coherence and coordination on issues of governance and delivery. For example, the review revealed that there was no central body that coordinated the various sectoral interests and development plans of the three spheres of government, including the various line departments and ministries.

The national planning ministry and its various structures have therefore been mandated to address some of these critical gaps.

The Green Paper describes how the new strategic plan is to be defined; in this regard the national strategic planning process will be comprised of four components:

- a National Planning Commission (NPC);
- a ministerial committee on planning (located in cabinet);
- a ministry of national planning; and
- a national planning secretariat (located in the presidency).

It is envisaged that the national planning ministry,

in conjunction with other ministries, would interact with broader societal stakeholders in the development and implementation of a national plan, with the minister providing the political direction to the planning process.

The review revealed that there was no central body that coordinated the various sectoral interests and development plans of the three spheres of government.

A proposed institutional arrangement for the strategic plan is illustrated below.

THE NPC'S MANDATE

It is proposed that an NPC would develop a national plan for South Africa in consultation with government and in partnership with broader society. The Commission would align the work of all departments of government and organs of state to a larger governmental agenda.

As a new framework for policy and delivery, the NPC will set out the institutional framework for planning and describe the outputs that need to derive from this planning process. The NPC is thus expected to take a lead in the development of a long-term, overarching strategic plan, and in assessing the risk thereof.

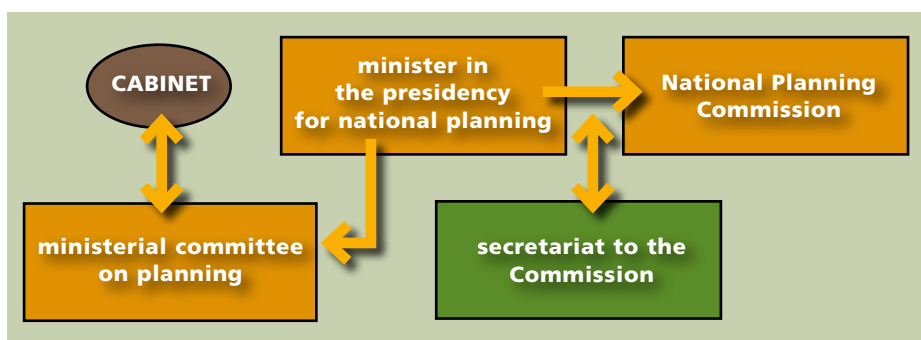
The minister for national planning will head the Commission and be the link between government and the body. He will draw the views and perspectives of government into the work of the Commission and, conversely, advise the Commission about the working of government.

The NPC is envisaged to be comprised of a number of experts and respected thinkers from various sectors, who will provide fresh insight into the development of a long-term strategic plan for South Africa. The idea is for the commissioners to be critical advisors to government and to represent the long-term aspirations of all South Africans for a non-racial, non-sexist, democratic and prosperous future for the country. The president will appoint the commissioners and renew and update its mandate periodically.

The NPC, at this stage, will have four major outputs, which will shape policies and programmes, budgetary and resource allocations:

- 1 the creation of a National Plan: Vision 2025;
- 2 retention of the Medium Term Strategic Framework (MTSF) 2009–2014 and the annual programme of action;
- 3 the commissioning and dissemination of research and reports on key trends and indicators; and
- 4 a set of draft frameworks for spatial planning.

This 2025 blueprint will spell out the vision and the long-term strategic plan of the government over





the next 15 years, for example, how far poverty and inequality levels need to be reduced.

The MTSF, a five-year framework that identifies priorities and key programmes, will be bolstered to include high-level outcomes and targets for priority functions. The annual programme of action will be derived from the MTSF and will represent an annual statement of government's priorities.

The NPC will also release research and reports on key trends and indicators that have major macro-social implications, and that are critical for long-term planning. Finally, the NPC will produce the draft framework for the spatial dimensions of development. It is surmised that a spatial dimension to planning is critical to reversing the legacies of apartheid's administrative and policy consequences. Based on international best-practice experience, the spatial planning instrument will be increasingly used to pursue and achieve alignment in the delivery of government services.

The Commission will be supported by a secretariat based in the presidency.

CONTESTED ECONOMIC POLICY

Although the creation of the NPC was jointly conceived by the ANC and its alliance partners, the ongoing public dispute about its role, function and location highlights the historical differences over the direction of economic policy since 1994.

Contestation has centred around four elements, namely: (i) the choice of Trevor Manuel as the minister in charge; (ii) the balance of power between the NPC and the economic development ministry; (iii) the financing of the NPC; and (iv) what has been alleged to be the less than participatory nature of the process.

The role of the NPC in the run-up to the 2011 municipal elections is going to be interesting. It is ironic that the alliance partners, COSATU in particular, who mooted the idea of a centrally located planning function in the first place, have become its fiercest detractors. This may have a lot to do with what is perceived to be a likelihood on the part of the Commission – under Manuel's stewardship – to centralise economic policy and, consistent with the treasury's outlook, maintain prudent fiscal discipline in line with the Mbeki-era.

It is ironic that the alliance partners, COSATU in particular, who mooted the idea of a centrally located planning function in the first place, have become its fiercest detractors.

COSATU and the SACP have long been of the view that macro-economic policy in its completely market-orientated guise (particularly inflation targeting, capital-intensive growth and the privatisation of state assets) have done little for the poor and marginalised. The alliance partners have not hesitated to call for a thorough review of economic policy – including proposals for state-led growth in particular sectors and the nationalisation of key state assets – in line with

the realisation of a development state.

President Zuma – recognising an imminent battle – immediately stepped in to redefine the role and responsibility of the NPC and, in a gesture that helped somewhat to attenuate the concerns of the alliance, excluded the NPC from government's economic cluster.

Economic policy, the president maintained, would be firmly entrenched in the treasury and the newly created economic development ministry, while the NPC went on with its business of providing the country with a long-term growth and development perspective.

But the 2011 elections aren't far away, and any compromise that is struck will be fragile. Against a backdrop of service delivery unrest in the country, government needs to deliver. Line-ministries will focus attention on key deliverables as their performance is carefully monitored, and local government will be renewed through an envisaged turn-around strategy.

The alliance partners may have a hand in changing the Reserve Bank's mandate so that economic policy is re-oriented. But ultimately, in keeping with the Mbeki era, we are likely to see a concentration of power in the presidency, this time under the auspices of the NPC. This fragmented state of affairs does not augur well for a longer-term growth and development strategy. But the possibilities are abundant if the political desire and willingness exists.

Dr Udesch Pillay is the executive director of the Centre for Service Delivery and Lesego Mogami is a master's intern in the same Centre.

SCHOOL MONEY

FUNDING FLAWS



The quintile system, which determines amounts of funding for individual schools, was implemented in post-apartheid South Africa as the government's commitment to redress and redistribution in the education sector. But is this an effective pro-poor mechanism? AMITA CHUTGAR and ANIL KANJEE investigated whether this system is ensuring funding allocation favours the poorest learners.

The National Norms and Standards for School Funding (NNSF), which requires the allocation of funds to schools according to their poverty score, was a key policy change implemented in 2006 to determine the funding for individual schools. The poverty score of each school assigns it to a quintile rank (Q1 to Q5) which, based on a pre-determined formula, governs the amount of funding the school receives (see Table 1). Identifying which quintile a school falls into is a crucial step in determining school resource allocation. Thus, in 2006, the alloca-

tion per learner in Q1 schools was R703 and R117 for learners in Q5 schools.

The poverty score of a school, or quintile rank, is based on the poverty level of the community in which it is located. This score is calculated using national census data: weighted household data on income dependency ratio (or unemployment rate), and the level of education of the community (or literacy rate).

While the intention of the policy has been commended, there has been great dissatisfaction with

the quintile ranking system. Specifically, critics have argued that the policy misclassifies schools giving them incorrect quintile scores, and thus similarly poor learners are found in schools with different quintiles since the poverty scores are based exclusively on the geographic area within which schools are located. This approach ignores the diverse nature of households and the composition of the school's learners.

METHODS USED IN THIS STUDY

The primary data source is the 2006 application

Table 1: National table of targets for the school allocation (2006–2008)

		2006	2007	2008
NQ1	30.0	R703	R738	R775
NQ2	27.5	R645	R677	R711
NQ3	22.5	R527	R554	R581
NQ4	15.0	R352	R369	R388
NQ5	5.0	R117	R123	R129
Overall	100.0	R469	R492	R517
Adequacy benchmark		R527	R554	R581

Source: DoE, 2006

of Progress in International Reading Literacy Study (PIRLS) 2006 database, available from the department of education in South Africa. Appropriate school weights from the PIRLS data were used to generate nationally representative estimates. The variables used for this analysis are from the school dataset. School-resource variables measure the amount of resources available in schools (which is where the current quintile system is focused comprising non-personnel, non-capital expenses), and school-composition measures focus on the composition of a school's learners. Both measures draw on principals' responses to the PIRLS questionnaire.

An extensive descriptive analysis of the data, looking at the current system of quintile ranking and whether it is correctly identifying schools and thus leading to the misallocation of resources, found that for every school background variable analysed, schools in Q5 are better off than schools in Q1. It means that schools in Q1, receiving more funding support than schools in Q5, are worse off in terms of school resources and school composition compared to schools in Q5.

However, this is not the complete story.

When we focus on Q2–Q4, we find that while

the quintile system may be able to identify schools at the absolute ends of the spectrum, the schools in the middle often look similar and may appear better or worse in unexpected ways. Schools from Q1–Q4 are barely distinguishable in relation to mean proportion of disadvantaged learners in the school. With respect to average proportion of affluent learners, schools in Q1 are actually better off than schools in Q2.

In terms of overall resources and non-personnel resources, schools in Q2 and Q3, which receive less money are as well off as, or worse off, than schools in Q1. Data about school resources and school composition reveal that those in the higher quintiles Q2–Q4 may have resource needs as high as or even higher than in Q1. This suggests that the quintile ranking system is misidentifying schools currently placed in Q2–Q4.

In terms of proportions of affluent children, schools in Q1 are slightly above the national average. Schools in Q4 are no better and slightly above the national average in terms of proportion of learners from disadvantaged families, or requiring free and reduced-price lunch, although they receive much less funding than schools in Q1 where the proportion of affluent learners is slightly above the national average. Schools in Q2 which receive less financial support than those in Q1 are shown to have far fewer overall and non-personnel resources.

Not surprisingly, when a cross-tabulation is done, we find that more schools in Q1 report higher percentages of non-personnel resources compared with schools in Q2, Q3 and even Q4 (33% vs. 21–29%). The same is true in terms of overall school resources, with Q1 schools being better off than Q2 and Q3 schools.

In terms of the proportion of disadvantaged learners, we find that 81% of Q1 schools have more than 50% of such learners with 87% and 84%, respectively, compared to the less well-funded Q2

and Q3 schools.

In terms of affluent learners, approximately 12% of Q1 schools report that more than 50% of their learners are from privileged families compared with between 4% and 10% reported by Q2–Q4 schools. For the free and reduced-price lunch variable, a higher proportion of schools in Q1 and Q2 report that no learners require free and reduced-price lunch compared with schools in Q3 and Q4. Forty-seven percent of schools in Q2 have no learners requiring free and reduced-price lunch compared to 24% of Q4 schools.

QUINTILE RANKING IS INEFFECTIVE

The analysis indicates that the current quintile ranking system does not work effectively. The schools that are mostly disadvantaged are those assigned to the middle quintiles. Their needs are as great as, or greater than, those in Q1 but according to the current financing formula they receive less financial support.

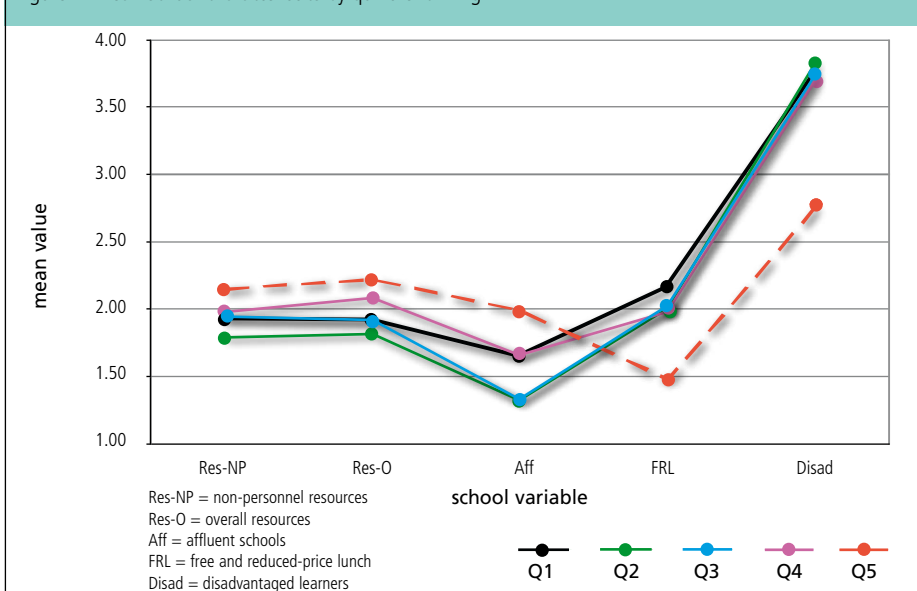
As we have noted, differences in terms of a school's characteristics between Q2–Q4 and often between Q1–Q4 do not appear to be very large. This indicates that schools with very similar resource deprivation may be receiving widely differing amounts of financial assistance. While the difference in resource needs of schools in both these categories is arguably rather small, under the current funding scheme, schools in Q3 receive R194 less per learner than those in Q1.

In more than one instance, we find that on average a school in Q1 is better off on some indicators than a school in Q2. Looking at the average overall school resources available to schools, we find that those in Q2 have on average 1.82 units of resources. These schools receive R64 less per learner compared to schools in Q1 although they are much worse off than schools in Q1.

In terms of population of learners served, we find that the Q2 schools, which receive less money than those in Q1, serve a greater proportion of disadvantaged learners and have fewer affluent learners than their Q1 counterparts. This points to the urgent need for the regular reclassification of schools to ensure that those in greater need are allocated into the correct quintile rank and thus qualify to receive sufficient levels of funding to meet their specific needs.

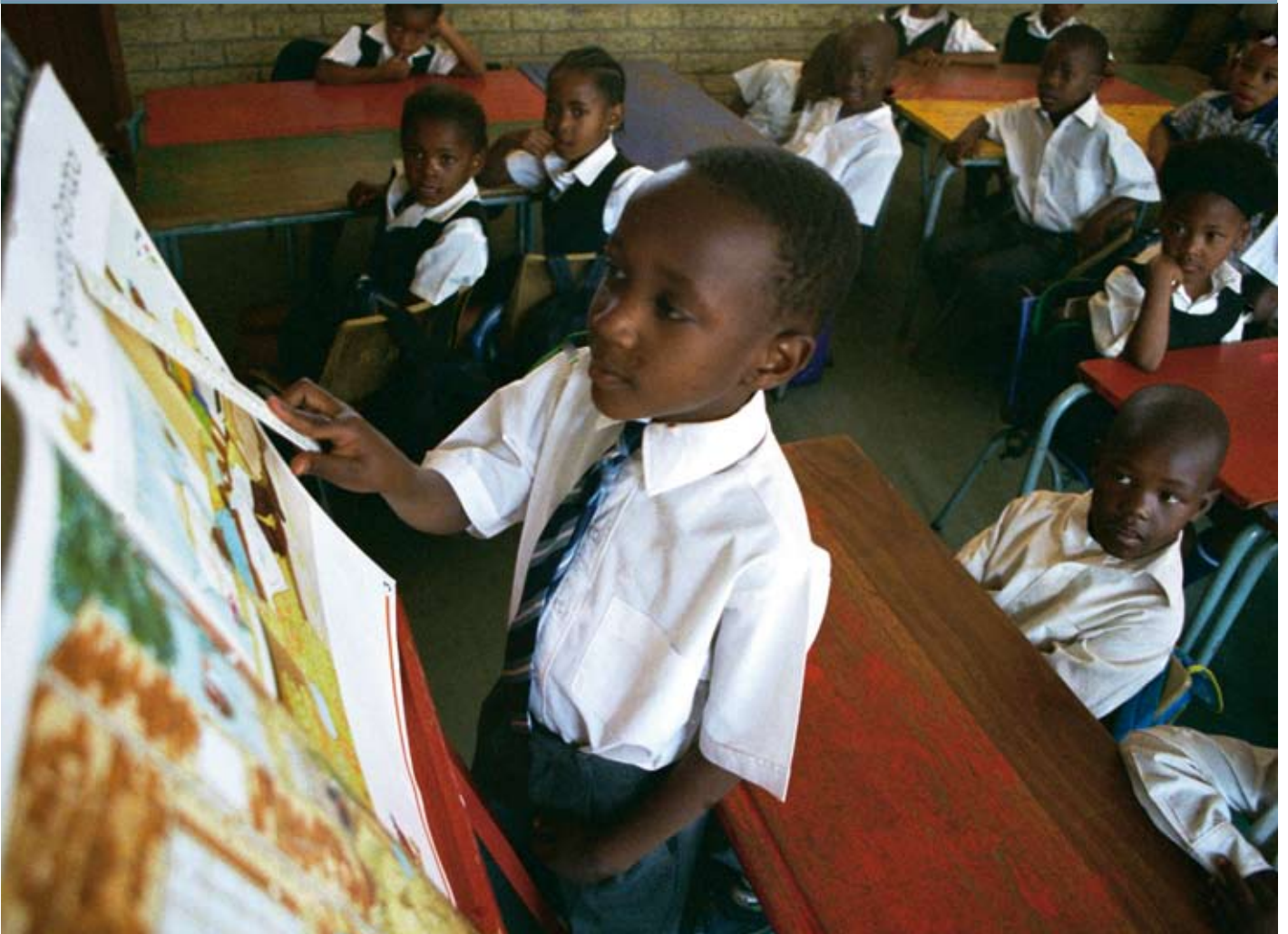
Dr Amita Chudgar is assistant professor, Department of Educational Administration, Michigan State University, USA, and Dr Anil Kanjee is the executive director of the Centre for Education Quality Improvement at the HSRC.

Figure 1: Mean school characteristics by quintile ranking



Should we **PAY** for **TEACHERS'** **PERFORMANCE?**

A recent article in The Times of London (8 September 2009) reports on an experiment in a New York school to investigate the correlation between teacher remuneration and learner performance.





The eight teachers have been hand-picked from among 600 applicants; the 120 learners are nine- and ten-year olds, mostly immigrants from the Dominican Republic, who come from a low-income Manhattan neighbourhood and who have poor academic histories.

Could we use the incentive of higher salaries to attract the best applicants, reward excellence, and weed out stragglers?

Teachers are to be paid \$125 000 each a year and a further \$25 000 in performance bonuses. In return, they will submit to rigorous assessments of their performance and work from 8 am to 6 pm every day. They will sit in on one another's lessons and have daily discussions about how their teaching could be improved. Instead of taking long school holidays, they will take part in workshops through the summer vacation. The experiment, if successful, could be used to reward excellence, weed out stragglers, and attract the best applicants for jobs, says the project's originator, Zeke Vanderhoek.

How would this work in South Africa? Could we use the incentive of higher salaries to attract the best applicants, reward excellence, and weed out stragglers? The academic performance of our learners and the rate at which so many of them drop out of high school suggest that there are just too many stragglers to weed out. And anyway, who would dare do the weeding in the face of the powerful union lobby? And if the stragglers were to be weeded out through a performance management process, would we have enough teachers with whom to

replace them?

This last question leads inevitably to the issue of teacher shortages. Three years ago, 6 500 learners enrolled in teacher education programmes in South African universities. This year, according to the director-general of the department of education, Duncan Hindle, the number of students graduating from faculties/schools of education will be 9 000, escalating to 12 000 by 2011. The increased enrolment – due largely to the introduction of the Funza Lushaka bursary scheme – is sufficient, says Hindle, to meet replacement demand.

If learner performance is indeed a function of teacher performance, then we need far more than 12 000 new teachers a year to replace those who should be performance managed out of the system.

But is this the real issue? When the academic performance of our learners falls way below that of their international peers in developed and many developing countries alike – as the Trends in International Mathematics and Science Study (TIMSS) and the Progress in International Reading Literacy Study (PIRLS) have shown – is it merely a question of meeting the replacement demand occasioned by retirement, resignation, medical boarding and death?

If learner performance is indeed a function of teacher performance, then we need far more than 12 000 new teachers a year to replace those who should be performance managed out of the system.

The problem with this reasoning, however, is that learner performance is not exclusively a function of teacher competence. While research indicates that the skill of a teacher is far more important than a school's resources or curriculum in educating a child, socio-economic background exerts the strongest influence on learner performance.

In South Africa, where the majority of learners – and possibly even teachers – come from poor socio-economic backgrounds, incompetent teachers cannot be held solely responsible for inferior learner performance.

What does all of this point to? To the uncomfortable realisation that there are no quick fixes to the education challenges facing our country; we need massive social upliftment as much as we need 'more and better teachers', to quote the department of education.

What we can do immediately, however, is begin to change attitudes to the teaching profession. We can do this by exercising flexibility in remunerating teachers (rewarding outstanding teaching financially, differentiating teacher pay on the basis of subject, level, and school location), dismissing demonstrably dismal teachers, and promoting teaching as a profession through the media and in schools. All while recognising that the best recruitment tool remains the role-modelling of the teacher her/himself.

Will more pay improve learner outcomes? Remuneration is important; but we cannot put a price on good teaching. *The Times* article is entitled 'Is any teacher worth a salary of \$150 000?'

There are no quick fixes to the education challenges facing our country; we need massive social upliftment as much as we need 'more and better teachers'. . .

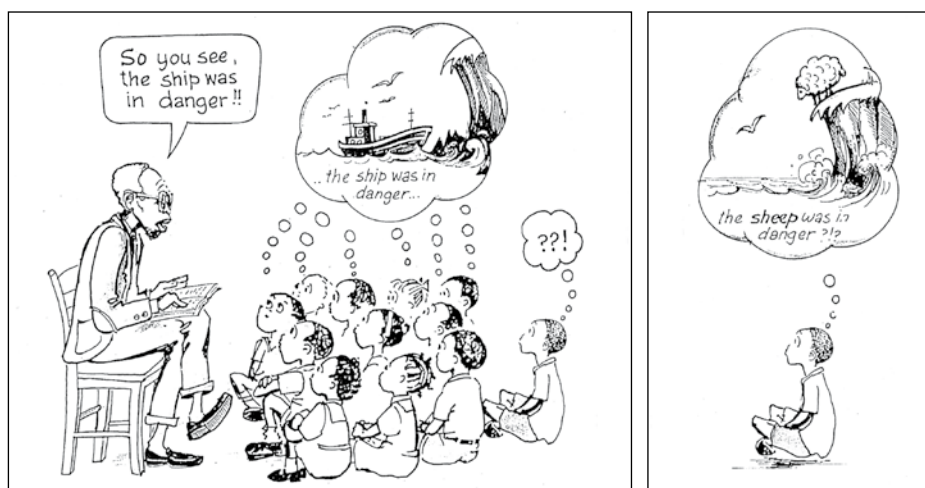
In response to it, a reader wrote: 'What a silly question! I'd like to replace it with two questions: (1) Is anyone worth a salary of \$150 000? (2) Is anyone worth more to society than a really good teacher? Plenty of people get paid way more than \$150 000 a year. Not a single one of them is worth one good teacher. Think it through. Although many parents bring their children up well, teachers have the greatest chance to influence all our children – all the people who make up the next generation of the human race, for pity's sake! What job could possibly be as important as that?'

Michael Cosser is a chief research specialist in the Education, Science and Skills Development research programme. His most recent monograph, Ambitions Revised, has just been published.

'Do you understand?'

'Yes, Ma'am'

If a child's ability to think abstractly is dependent on the development and use of language, then children who are not proficient in the language in which they learn and are taught will struggle to master conceptual knowledge. SITHABILE NTOMBELA relates a case study of how Zungu Primary School in greater Durban addresses this difficulty.



Source: Winkler, G (1998) All children can Learn: A South African handbook on teaching children with learning difficulties

Zungu Primary is located on the western outskirts of Durban, on the border of a township and an informal settlement. It has 920 learners on its roll, who are served by 36 teachers and two support staff.

As in most African township schools, Zungu Primary teaches in English from Grade 4 upwards. However, most learners struggle to master the language. This creates problems as language is the primary tool for learning. Not only do children need to learn to talk, they also need to talk to learn and this is true for all subjects in a school curriculum. So, it is critical that at primary school level learners are provided with adequate opportunities to engage in collaborative talk with other children to help them make sense of their learning and to develop competence. As such, a learning environment that does not foster mastery of the language of learning and teaching (LoLT), as it is officially known, inhibits learning and development.

In the late 80s when those who could afford to were taking their children to former white, coloured and Indian schools, those parents whose children remained at Zungu put pressure on the school to do something

about the learners' level of English.

'I cannot remember how many parents knocked on my door wanting to know why their children were not becoming fluent in English,' the school principal, Mrs Xulu, told the researchers.

It was clear that when learners were not fluent in the LoLT, language became a stumbling block to learning. 'They were either reluctant or too self-conscious to volunteer information unless allowed to express themselves in their vernacular. Particularly, it became a problem when they wrote tests or examinations as they did not have adequate vocabulary to answer questions. We tried code-switching which helped during class but still the learners' vocabulary was not improving,' said one of the teachers, Ms Msomi.

To assist with the learning of English, the school has adopted the St Mary's Interactive Learning Experience (SMILE) programme to teach Zulu-speaking children English.

In this programme, high school learners act as facilitators and 'teach' English to primary school learners one afternoon a week under supervision, which benefits

both the junior and senior learners. Class teachers then reinforce what has been learnt throughout the week.

As the name implies, the programme is very interactive, using drama, poetry and art. All Grade 4 learners attend SMILE classes twice a week.

This study, which is still at an early stage and forms part of a larger project, did an initial analysis of the programme by interviewing teachers, children and the programme coordinator.

In this programme, high school learners act as facilitators and 'teach' English to primary school learners one afternoon a week under supervision, which benefits both the junior and senior learners.

This school was proactive in addressing the problem, which suggests that there is a collective recognition that, as Paul Clarke puts it in Learning Schools, Learning Systems, 2000, 'Leadership is a responsibility of the whole system and not merely of those who are currently seen as being in charge under the modern hierarchical structure.' An un-proactive school is one at which the problem is placed on the shoulders of English teachers.

The next phase of the study will involve class observation and learner interviews to verify claims made by teachers. Funds permitting, the SMILE materials will be evaluated and/or a comparative analysis will be conducted on similar grades at another, similar school to see if SMILE improves English language use.

Dr Sithabile Ntombela is a post-doctoral fellow in the Policy Analysis and Capacity Enhancement unit.

innovation

COMES IN SMALL PACKAGES

Small, medium and micro-sized enterprises (SMMEs), a central policy focus area in South Africa, specifically with regard to economic growth and employment creation, have the potential to become engines of innovation. But lack of funding hampers the sector's innovation development. IRMA WILKINSON believes that current SMME policies and programmes need to be broadened to stimulate innovation.

For this study we selected all enterprises with 200 employees or less from the data of the National Innovation Survey 2002–2004. The SMMEs sample was then extrapolated to represent the total SMME sector in South Africa.

The study thus recommended that current policies and programmes which support SMMEs need to be diversified to include a specific focus on innovative, or knowledge-based SMMEs, particularly micro and medium enterprises.

THE SMALLER THE BETTER

The analysis indicated that small enterprises that employ between five and 100 employees were more innovative than large enterprises. Research and development played a crucial role in the innovative activities in the sector.

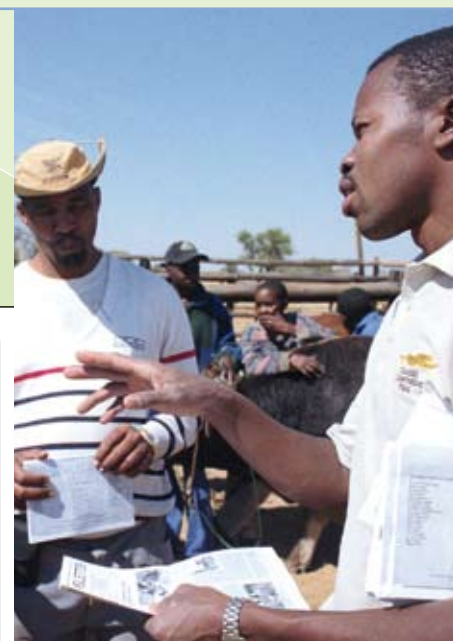
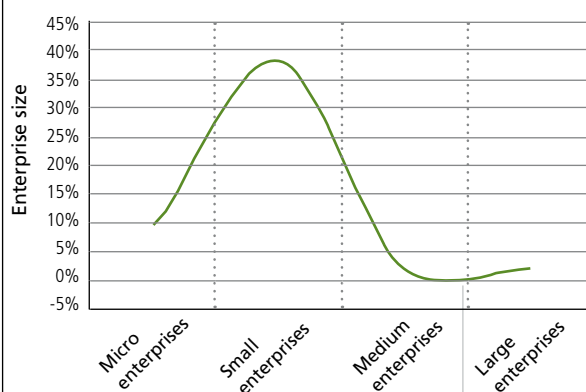
The analysis also found out that SMMEs received little funding from government for innovative activities, with only a fraction (6%) indicating that they received financial support from government sources for this purpose. The relationship between the inclination to innovate and SMMEs (defined in terms of size) was significant, with innovation propensity decreasing as the firm size increases.

Despite lack of government funding, 51% of SMMEs were able to carry out innovative activities in-house. This indicates that the majority of SMMEs use their own funds for innovative projects. Of the 51% SMMEs, 47% undertook research and development

(R&D) in innovation activities. Only 16% of the 51% innovative SMMEs cooperated with other enterprises and organisations in their innovative activities. This rate is low compared with innovative small and medium enterprises in the Organisation for Economic Cooperation and Development (OECD) countries. Cooperation between innovative SMMEs in South Africa and foreign partners was especially weak.

Main SMME innovation indicators	
SMMEs innovating in-house (% of SMMEs)	51.1%
Innovating SMMEs involved in R&D (% of innovative SMMEs)	46.9%
Innovative SMMEs cooperating with others (% of SMMEs)	15.6%
Innovative SMMEs that received financial support from government sources for innovative activities (% of innovative SMMEs)	6.1%

The study confirms a u-shaped relationship between the size of firms and their innovation propensity.



GREATER DIVERSITY IN POLICIES

Although innovative efforts by SMMEs appear to be widespread, SMMEs as a whole cannot be considered to be engines of innovation in South Africa. The study thus recommended that current policies and programmes which support SMMEs need to be diversified to include a specific focus on innovative, or knowledge-based SMMEs, particularly micro and medium enterprises.

Targeted, improved and comprehensive SMME support is required in order to foster the development and competitiveness of innovative SMMEs and entrepreneurs. Deliberate efforts, which include government action, are necessary to absorb innovations especially in an uncertain macro-economic environment.

*Irma Wilkinson
is a researcher in
Knowledge Systems.*



THE COLOUR OF

MONEY

FOREIGN CAPITAL AND TRANSFORMATION

While governments in the developing world could regulate FDI for development purposes, in reality, implementation is problematic. The South African black economic empowerment strategy (BEE), which also applies to foreign companies operating in South Africa, falls into the broad range of attempts to regulate international capital behaviour to serve national goals.

In 1994 Ericsson, the Swedish telecommunications giant, became the sole supplier of network technology for the South African operator MTN. In the following years, the company experienced a rapid expansion into the African market from its Johannesburg office.

South Africa's scarcity of skills and heavy competition between existing companies for the small number of qualified individuals have made employment equity a tricky business.

ERICSSON IN SOUTH AFRICA

Twelve managers, working both in South Africa and Africa, shared with the HSRC in 2008 some of their experiences and perceptions on transformation in South Africa, development in the continent and doing business from South Africa into Africa.

The research was part of the South Africa in Africa project and was concerned with the ways in which multinational companies operating in South Africa have been expanding into the region.

Ericsson is a BEE complier since the early years of the strategy and the company's BEE score is remarkably good, particularly its local ownership score (a full 25% is in the hands of local entities).

But as managers explain, implementation has been difficult overall. It has been challenging to find strategic partners who also add value to the business; and South Africa's scarcity of skills and heavy competition between existing companies for the small number of qualified individuals have made employment equity a tricky business.

Similarly, although all managers acknowledged the importance of skills development, workload – and perhaps lack of incentives – has prevented the establishment of a successful strategy to transfer and build skills. All managers interviewed identified the transfer of ownership as the cornerstone of the strategy and only four out of 12 identified BEE as a programme to address the imbalances of the past and to distribute wealth in a better way. This is despite the fact that the South African government has pushed for a more comprehensive approach to empowerment.

So while the company has invested valuable time and resources in getting the process right (i.e. the company now has a manager for BEE), the so-called 'soft issues' of economic empowerment, such as the development of human capital, which is central for

According to the OECD, the flow of foreign direct investment (FDI) to developing countries worldwide now overshadows official development assistance by a wide margin, highlighting the need to address the use of FDI as a tool for economic development, writes
DIANA SANCHEZ.

long-term sustainable development and where multinational companies have a central role to play, seem to have been initially sidelined.

While Ericsson has used South Africa as a regional hub no elements of the BEE strategy are being replicated elsewhere in Africa and there is no intention to do so.

ERICSSON IN AFRICA

Significant also is that while a full ten out of 12 companies believed that multinationals had a role to play in the development of host African economies and all strongly agreed that BEE was the right thing to do, they also felt as strongly that it was only applicable to South Africa – given its particular history of apartheid – and not the rest of the continent, into which the company has been rapidly expanding.

Most managers pointed out that their business already contributed to developmental efforts in the region with 11 out of 12 believing that their company was a better corporate citizen than their competitors in Africa.

Research findings showed that while Ericsson has used South Africa as a regional hub to expand into the African telecommunications market and South Africa's transformation imperatives have shaped the company's behaviour and structure, no elements of the BEE strategy are being replicated elsewhere in Africa and there is no intention to do so.

The clear distinction between South Africa and the

rest of Africa evidences not only a business rationale but also indicates that transformation initiatives are broadly supported only when there is a clear justification for it, such as in the case of South Africa with its history.

Interestingly, managers' experiences also evidenced a complex mix of ideas and representations of race and nationality which play themselves out in the African business and political environment. All managers (Europeans and South Africans) interviewed hesitated to define South Africa as part of Africa while 11 out of 12 believed that the country, as an economic power in the region, needs to play a leading role in the development of the continent.

THE COLOUR OF TRUST

Amazingly, managers are perceived differently on the grounds of being – or not being – Africans, and perceptions are often contradictory. While African consumers expected Africans to be represented within the company's workforce, consumers also strongly preferred Europeans to discuss core technical issues and expected Europeans to provide solutions, as 'white faces were said to inspire trust in the quality of the products and services'.

Needless to say, pushing for meaningful transformation under this cultural environment seems problematic in South Africa or anywhere on the continent.

As telecommunication multinationals play a central role in Africa's access and use of information and communication technology, the continent's development will depend greatly on the ways in which these resources are used and controlled by both private and public capital.

While African consumers expected Africans to be represented within the company's workforce, consumers also strongly preferred Europeans to discuss core technical issues . . .

The way in which African governments regulate both national and foreign telecommunications capital will be particularly relevant. But if empowerment or broader development efforts are guided by the belief that the 'colour' of capital is what matters and not the way in which it behaves, this will be highly problematic. The South African BEE experience with FDI illustrates that any attempts to align multinational companies' operations with developmental regulation should be enforced through a combination of instrumental elements and ethical ones as 'it is the right thing to do'.

Diane Sanchez is a researcher in the Democracy and Governance programme.

just between the 2 OF US

HOW COMMUNITIES PERCEIVE SEXUAL ABUSE AND THE RISK OF HIV INFECTION

How do communities that should be able to protect children against sexual abuse perceive this crime and the resultant threat to the mental and physical health of their children? Do they just turn a blind eye? And what can be done about it? ALICIA DAVIDS presented findings of an HSRC study on community perceptions of the risk factors of children who are sexually abused at the AIDS Impact Conference in Gabarone in October.

In the year 2005/06 there were 54 962 reported cases of rape and attempted rape of women and girls, with this crime believed to be under-reported. A study of women in antenatal care in Soweto found that the first sexual intercourse was coerced in 97% of children aged 0–12 years, 27% aged 13–14 years and 9% aged 15 years and older in 2004. Another study in Gauteng found that children experience multiple perpetrator abuse: 15% of children aged 0–11 years and 18% of children aged 12–17 experienced sexual abuse by more than one perpetrator.

But keep in mind that child sexual abuse is not just rape, and that it includes fondling, voyeurism, and exposure to, and participation in, child pornography and child prostitution, and thus the figures are higher. Children are exposed on a daily basis to risky situations that increase the likelihood of HIV transmission within their homes, schools and communities.

THE STUDY FORMAT

The findings presented at the conference were derived from eight focus group discussions (109 participants) on the topic of child sexual abuse and formed part of a larger national study that involved 51 focus groups from all nine provinces.

Participants were chosen with the assistance of relevant gate keepers in various community and institutional settings such as villages, informal settlements, schools and colleges, universities, religious organisations, non-governmental organisations (NGOs), community-based organisations (CBOs), faith-based organisations (FBOs), youth groups, cultural groups

and so forth. While five of the focus groups were conducted with adults aged 18 years and older. Three of the focus groups were conducted with teenagers aged 14–17 years.

Most of the participants stated that child sexual abuse is pervasive in the communities in which they live and that the perpetrators of child sexual abuse are either close family friends or immediate relatives of the children.

Ethical approval was obtained from the HSRC's Research Ethics Committee (REC) and the USA's Centers for Disease Control and Prevention's (CDC) Institutional Review Boards. Participants that were included in the study gave informed consent and were assured of anonymity and confidentiality.

KINDS OF ABUSE

Most of the participants stated that child sexual abuse is pervasive in the communities in which they live and that the perpetrators of child sexual abuse are either close family friends or immediate relatives of the children.

A typical answer, coming from an adult in KwaZulu-Natal was, 'Yes, children are abused in the form of being smacked and raped. In some instances parents know but cannot speak out for the fear of their lives.'

Respondents defined child sexual abuse in terms

of children being physically forced to have sex or do sex acts with an older person. They know it happens because of what they see and hear in their communities.

WHO ARE THE PERPETRATORS ?

Participants stated that the perpetrators of child sexual abuse are fathers, grandfathers, or the mother's boy-friends, usually someone that is close to the family:

'...when the mother works and maybe the father is at home...the father is drunk and the child is at home. The father must look after the child. Now, when the father is tipsy, then the father comes to the girl, like an older person...he bribes the child now and says, "You must not tell mummy, you must keep quiet then I will buy you sweets...it's our secret – between the two of us". You get this happening in the community.' (teenager, Northern Cape)

Although participants stated that child sexual abuse is commonly perpetrated by men, they also stated that women can also sexually abuse children, although this was not commonly heard of in their community.

They referred to neglect as the most perpetrated form of child abuse by women in their communities, which increases the risk of children being sexually abused. Children are left with neighbours or siblings, sometimes with no adult supervision at all.

WHY IS IT ALLOWED TO OCCUR?

The most concerning factor was that the perpetrator is frequently the breadwinner on which families depend for financial support in already difficult, poverty-



stricken circumstances. This has huge implications in the reporting of cases of child sexual abuse.

SILENCE AND SHAME

Embarrassment, the shame of being labelled and cast out are some of the fears families face as a result of reporting child sexual abuse. Families resort to dealing with the situation in the household, often leaving it unresolved. This has negative implications and conse-

quences for the child that has been sexually abused. A teenager in the Western Cape stated:

'You do hear about some homes where this happens, but people hide these things, they are embarrassed to talk about them because it means the woman of that home will have to leave the husband, or she will have to report him to the police and the community will know everything.'

Although participants stated that child sexual abuse is commonly perpetrated by men, they also stated that women can also sexually abuse children, although this was not commonly heard of in their community.

POLICE AND THE JUSTICE SYSTEM

A common perception was that the police and the justice system do not protect sexually abused children. Participants mentioned that police men and women are not equipped with the appropriate skills for assisting children that have been sexually abused. In addition, the respondents said they felt the justice system failed them when sentences for perpetrators were too short.

A teenager from the Free State, said: 'Sometimes they open a case at the police station and files go missing. The truth never comes out... Also, the police should do their job. If a person is supposed to be sent to jail, they should do that and not release the person after a short time. They should keep a person like that for at least three years in jail so that he can learn a lesson.'

RISK FACTORS

The potential risks for children are many: mental illness, emotional stress and trauma, sexually transmitted diseases and HIV infection, pregnancy, permanent damage affecting sexual and other relationships for the rest of their lives. One adult in KwaZulu-Natal stated: 'I think that a child gets damaged and there is a disturbance to their minds. Even if the matter is solved privately or within the family it is not done satisfactorily and the problem remains that of the child's.'

WHAT SHOULD BE DONE?

From the study it was clear that to adequately address the serious problem of child sexual abuse, interventions need to be developed that would educate and create awareness of child sexual abuse first at the family level, then at the community level, also incorporating police departments and social welfare organisations.

Alicia Davids is PhD research intern in the Social Aspects of HIV/AIDS and Health programme. Co-investigators of the study are Professor Leickness Simbayi Nolutindiso Ncitakalo, and Vuyelwa Mehlomakhulu.

FAMILY TIES

RECONSTRUCTING THE CARE OF VULNERABLE CHILDREN

THE 'orphan' LABEL DOESN'T HELP

It is our shared human and global duty is to protect the rights of vulnerable people affected by HIV and AIDS, yet when it comes to children we seem have taken protection too far – we seem to overlook the needs of their families and caregivers who are also in great need of assistance, said Linda Richter and Lorraine Sherr at the AIDS Impact Conference in Botswana in September.

“...no child should be deprived of his family by reason of poverty alone”

THEODORE ROOSEVELT IN HIS ADDRESS TO THE
WHITE HOUSE CONFERENCE ON DEPENDENT CHILDREN IN 1909.

From the moment children affected by HIV and AIDS came into the spotlight, they have been portrayed as abandoned and alone. There are pictures of emaciated infants dying on their own because they have no access to treatment, and images of orphaned children, unaided and unaccompanied.

CONNECTIVE CARE

Yet, children everywhere are, and should be, connected to adults and other children, through family, kin and clan networks. The need for connectedness is heightened at times of stress, illness or challenge.

Family care is our species-specific cultural adaptation to ensure children's growth, learning and socialisation. As human beings, our neurophysiological functioning, emotional regulation and cooperative learning are tailored to function optimally in stable,

secure and affectionate relationships with others. For children, especially young children, this is critical.

Children everywhere are, and should be, connected to adults and other children, through family, kin and clan networks.

In the absence of these social conditions, regardless of the material environment, children grow poorly, fail to thrive, show delayed language, cognitive and motor development and display inappropriate emotional and interpersonal behaviour. This pattern of poor development is seen most clearly in children placed in orphanages at a young age. The effects of distorted early development can be long lasting and manifest themselves in due course, also in disturbed

parenting, resulting in a negative effect for the next generation.

For this reason, family reunification, family placement and family strengthening are critical in responses to children dislocated from family and kin during epidemics, national disasters, war and other reasons for the displacement of communities.

But why have we not seen a strong emphasis on family reunification, placement and strengthening in efforts to support children affected by HIV and AIDS, especially as a result of the death of parents, caregivers and other adults responsible for their care? Instead, there has been a proliferation of orphanages, many funded through the faith sector.

REBRANDING THE ORPHAN

Furthermore, discourse about so-called AIDS orphans emphasises direct service provision to children,



including psychosocial support and interventions, but seldom stresses the importance of promoting and supporting family care. The very definition of an orphan is over-inclusive, it brands bereaved children with a surviving parent as 'orphans' despite the vital importance of support for those parents who remain after having also lost a loved one – and also a critical source of support.

Family reunification, family placement and family strengthening are critical in responses to children dislocated from family and kin during epidemics, national disasters, war and other reasons for the displacement of communities.

It is for this reason that the Joint Learning Initiative on Children and AIDS (JLICA) – a global network of policy-makers, practitioners, community leaders, researchers, and people living with HIV that reviews research and mobilises discussion on children affected by HIV/AIDS – calls for a complete turnaround in this approach. The final JLICA report,

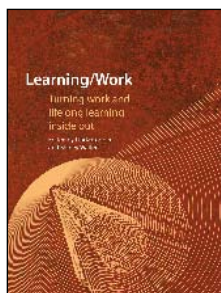
titled *Home Truths: Facing the facts on children, AIDS and poverty*, accentuates the need to reinforce families' long-term caring capabilities as the basis of a sustainable response to children affected by HIV and AIDS, and the need for family-centred services integrating health, education and economic and social support.

A key recommendation of the group is that support garnered for children should be directed to families. Attempts to prevent, treat and care for one vulnerable child at a time, as if they are unlinked to others in their social and familial networks, is not effective. Neither is it strategic or efficient in countries where there is a high prevalence of HIV and AIDS, and up to a third of all households are directly affected by the epidemic.

Income transfers, in a variety of forms, are desperately needed and positively indicated by available research. Basic economic security will relieve the worst distress experienced by families, enable them to continue to invest in the healthcare and education of their children, and to pay for their share of the costs involved in receiving treatment and care, such as transport to health facilities and additional food.

Discourse about so-called AIDS orphans emphasises direct service provision to children, including psychosocial support and interventions, but seldom stresses the importance of promoting and supporting family care.

Professor Linda Richter is the executive director of the programme on Child, Youth, Family and Social Development and Professor Lorraine Sherr is from the department of infection and population health, Royal Free and University College Medical School, University College, London. A special edition of AIDS Care (vol. 21, nr S1, August 2009) was dedicated to different aspects of the JLICA report.

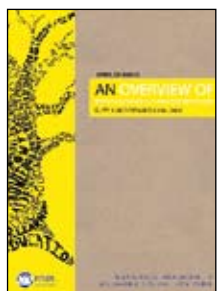


LEARNING/WORK: TURNING WORK AND LIFE-LONG LEARNING INSIDE OUT

Linda Cooper & Shirley Walters (eds)

The global economy is increasingly challenging the accepted dichotomies between home-life and work-life, between employment and unemployment, paid work and unpaid work. This calls for serious analysis of how knowledge is generated in workplaces as diverse as the factory, the field, or the street. It raises questions about what forms of learning and training are involved; how they articulate with one another and what implications this has for our societies. In this book, 34 leading scholars from ten countries challenge established understandings of lifelong learning and work, with several arguing that 'work' and 'lifelong learning' need to be 'turned inside out' through a rigorous critique of underlying social relations and practices so that we understand the power relations that shape learning/work possibilities. In various ways, all of the 25 chapters that make up this impressive volume are infused with imaginings of alternative futures which prioritise social justice and sustainability for the majority in the world. Learning/Work will appeal to scholars and practitioners who are grappling to understand and implement learning/work critically within the demanding conditions of our times.

Soft cover, 384pp, ISBN: 978-07969-2283-0, R240.00, 2009



AN OVERVIEW OF RESEARCH, POLICY AND PRACTICE IN TEACHER SUPPLY AND DEMAND, 1994-2008

Linda Chisholm

In 2008, South Africa had 400 953 educators, which included school teachers and principals. Were they adequate in number and quality for the 12 239 363 learners in ordinary public and independent schools? Is the country's teacher education system sufficiently geared up to produce the teachers that are required and are sufficient numbers of students being attracted to teaching? How successful have government and union attempts to address specific teacher shortages since 1994 been? What has

the contribution of research been in these areas? These are the questions this book addresses. It does so by providing an overview and synthesis of the interventions, research and consequences of initiatives related to the demand for and supply of teachers since 1994. What the study shows is that in order to deal with shortages, a bold vision for sustained investment in teacher education is a first priority. This needs to be supported with measures that will not only attract young graduates to the teaching profession, but also retain them and their developed expertise.

Soft cover, 56pp, ISBN 978-07969-2293-9, R65.00, 2009



AMBITIONS REVISED: GRADE 12 LEARNER DESTINATIONS ONE YEAR ON

Michael Cosser with Sekinah Sehlola

This monograph is the sequel to *Studying Ambitions: Pathways from grade 12 and the factors that shape them*, which investigated the aspirations for future study and/or work of 20 659 grade 12 learners across South Africa in 2005. *Ambitions Revised: Grade 12 learner destinations one year on* tracks the same cohort of learners into their destinations one year later. Of particular interest to the research team was the sub-set of those who enrolled in teacher education programmes. The extremely low levels of interest in teaching

first observed in a similar 2002 HSRC study are confirmed here – a finding which has implications for sustainable teacher supply and for the health of an education system upon which the future of the country depends. The study is the first in South Africa to reveal the post-matric destinations – including the labour market outcomes – of a nationally representative cohort of learners. As such it will be of interest to policy-makers and planners in various fields across the public and private sectors.

Soft cover, 152pp, ISBN 978-07969-2289-2, R150.00, 2009



STUDENT RETENTION AND GRADUATE DESTINATION: HIGHER EDUCATION AND LABOUR MARKET ACCESS AND SUCCESS

Moeketsi Letseka, Michael Cosser, Mignon Breier & Mariette Visser (eds)

Student attrition has been a perennial theme in South African higher education throughout the past decade. In its National Plan for Higher Education (2001), the Department of Education attributed high dropout rates primarily to financial and/or academic exclusions. Four years later, it reported that 30% of students dropped out in their first year of study and a further 20% during

their second and third years. Against this backdrop, the erstwhile HSRC research programme on Human Resources Development initiated a research project to investigate more thoroughly why students dropped out, what led them to persist in higher education to graduation, and what made for a successful transition to the labour market. The chapters in this volume variously address these issues in relation to one or more of seven institutional case studies conducted in 2005. Although the data analysed pertain to the 2002 cohort of graduating/non-completing students and to institutional data for 2004/5, their currency is confirmed by the recent interest expressed by the new Ministry of Higher Education and Training in exploring ways for 'continuously improving the access and success, particularly of black students, at all levels of the system' (Budget Speech, Minister of Higher Education and Training, June 2009).

Soft cover, 144pp, ISBN 978-07969-2309-7, R140.00, 2009



SECTORS AND SKILLS: THE NEED FOR POLICY ALIGNMENT

Andre Kraak

Sectors & Skills: The need for policy alignment presents the results of a large-scale study of the skill demands of five economic clusters in South Africa:

The high-tech sector – automotive, aerospace and 'big science' technology such as space science, nuclear energy and biotechnology; The resource-based sector – metals, chemicals, wood, paper and pulp; The labour-intensive sector – clothing and textiles, agro-processing and the creative industries; The services sector – financial services; ICT and tourism; and Public infrastructure – energy and transport.

Drawing on the skills of scholars and expert consultants throughout South Africa, the findings point to highly differentiated socio-economic conditions and divergent prospects for future growth in each sector. The analysis shows that each sector requires customised skills development strategies to meet specific sectoral conditions. This places widely diverging demands on the education and training system that, in turn, necessitate far greater levels of alignment between skills development and industrial policies. Economic policy-makers, small business development and funding agencies, academics, development planners and human resource strategists will find this a vital resource in conceptualising and formulating new skills development strategies.

Soft cover, 380pp, ISBN 978-07969-2265-6, R210.00, 2009

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