

HSRC review

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A HEAVY LOAD TO CARRY:
women and rural transport

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MESSAGE FROM THE CEO



CONSOLIDATING AFRICAN TIES – THE HSRC'S MOU WITH CODESRIA

STRENGTHENING TIES WITH AFRICA is one of the HSRC's prime strategic objectives, and constitutes one of the principal indices embodied in the organisation's strategy for measuring institutional performance. The HSRC recognises that South Africa's social and technological advancement is inextricably linked to the development of the continent as a whole, and thus it seeks to be a player in the objective 'to eradicate poverty and to place African countries, both individually and collectively, on a path of sustainable growth and development' as articulated by the New Partnership for Africa's Development (NEPAD).

One of the many ways the HSRC has sought to establish links with other African countries has been through the forging of a formal relationship with the Council for the Development of Social Sciences in Africa (CODESRIA), based in Dakar, Senegal. CODESRIA aims, inter alia, to 'promote and facilitate knowledge production, and to combat fragmentation of knowledge production along linguistic and geographical lines'. The objective of a formal relationship will be achieved with the signing of a memorandum of understanding (MOU), which has been finalised between CODESRIA and the HSRC.

The preamble to the MOU identifies some of the socio-economic challenges facing Africa as including 'widespread food insecurity, a high level of vulnerability to disease, high child and maternal mortality, growing youth disaffection, continuing problems of the full integration of women into public life, and other indicators of underdevelopment'. The HSRC is of course actively engaged in a variety of research endeavours in all of these areas and therefore has much to bring to the party.

The MOU foresees joint projects in which both organisations, and possibly other partners from across Africa, will participate to investigate 'many issues that face the continent as a whole, but which are often studied piecemeal' such as HIV and AIDS, land rights and agrarian reform, gender issues, and capacity building. It further seeks to develop all-Africa networks and to create robust transcontinental research relationships, and to establish active collaborative relationships between the publishing houses of the respective organisations.

The preamble sounds a celebratory note regarding South Africa's 'home-coming', observing that with the demise of apartheid 'South African institutions such as the HSRC, whose research previously supported the agenda of the apartheid government, began to change in fundamental ways', but that 'it [has now become] possible to re-establish the links that – albeit in very different historical circumstances – had bound South Africa to Africa before the 1950s, and to re-imagine the country as an intellectual as well as political and economic partner with its neighbours'.

The HSRC, for its part, is committed to a relationship with its African partners based on the values of equality and mutual respect, and looks forward to a fruitful future with CODESRIA.



MR JONATHAN CARTER has been appointed as a senior research manager in the Policy Analysis unit. Before joining the unit, he was a freelance consultant, and has worked in local government financial management consulting and training, and has provided training to members of parliament on budgeting and related issues.



DR SINFREE MAKONI, former professor in Linguistics and Applied Language Studies and African and African-American Studies at Pennsylvania State College, USA, has been appointed as executive director of the Society, Culture and Identity research programme. Before joining Pennsylvania State College, he was the Dubois-Mandela-Rodney Fellow at the University of Michigan, Ann Arbor, USA.



DR TEMBA MASILELA, former special adviser to the Minister of Social Development, Dr Zola Skweyiya, has been appointed to the newly created position of executive director of the Policy Analysis unit. Dr Masilela has 15 years experience in stakeholder management, public management reform and social policy.



PROFESSOR VASU REDDY has been appointed as chief research specialist in the Gender and Development unit. Before joining the HSRC, he was the Head of Gender Studies at the University of KwaZulu-Natal (Howard College Campus), and he has also worked in the area of service delivery in the non-governmental sector.



DR PEARL SITHOLE has been appointed as a research specialist in the Democracy and Governance research programme. Before joining the HSRC, she was a deputy director at the Association for Rural Advancement, and lecturer in the Department of Social Anthropology at the University of KwaZulu-Natal in Durban.

NEW HIV INFECTIONS IN YOUNG WOMEN CAUSE FOR CONCERN

The high rate of new infections in young women aged 15–24 in South Africa is alarming. Women in this age group have a much higher HIV incidence than males and account for 90% of recent HIV infections in this age group.

Professor Thomas Rehle, research director and senior programme advisor in the HSRC's Social Aspects of HIV/AIDS and Health research programme, presented these findings as a 'late-breaker' at the 13th Conference on Retro-viruses and Opportunistic Infections in Denver, Colorado. He based his findings on a further analysis of the 2005 South African national household survey on HIV Prevalence, Incidence, Behaviour and Communication.

In this survey – in which 23 275 people aged two years and older participated and 15 851 agreed to be tested for HIV – another important measurement was added for the first time, namely, incidence. HIV prevalence includes all people with past and recent infections; it is the result of cumulative new infections over time, minus the cumulative deaths of people from the virus. In the incidence measurement, the number of new infections that occur in non-infected individuals during a specified period is quantified, for example, during a given year.

The detection of recent infections in confirmed HIV-positive samples was performed with a novel laboratory method, the BED capture enzyme immunoassay. The BED assay measures the proportion of HIV-specific antibodies that can distinguish recent from established long-term HIV infections.

Rehle concludes that the addition of HIV-incidence testing into the 2005 survey protocol enabled for the first time to analyse HIV prevalence, HIV incidence and HIV-associated risk factors concurrently. It also provides a more precise and timely analysis of the current HIV-transmission dynamics and the impact of prevention programmes in South Africa. The high level of HIV-incidence rates among sexually active young females suggests that current prevention campaigns do not have the desired impact in this highly vulnerable age group.

ESSD WINS DEPARTMENT OF LABOUR CONTRACT

The Education, Science and Skills Development research programme (ESSD) has been commissioned by the Department of Labour to lead a research programme over the next two years, worth R20 million. The project leader will be Dr Andre Kraak and university partners include the Development Policy Research Unit at the University of Cape Town, led by Professor Haroon Borat, and the Sociology of Work Unit, led by Professor Eddie Webster at the University of the Witwatersrand. The two-year programme will review:

- the impact of labour legislation on job creation, small business development, and economic growth;
- the impact of sectoral determinations on working conditions and poverty;
- employment in the informal economy;
- the impact of the Employment Equity Act; and
- a whole range of issues to do with the National Skills Development Strategy.

It will also include an internship scheme at Masters level to develop young black labour-market analysts under the tutelage of Professor Webster at Wits.

NewsRoundup

3RD SOUTH AFRICAN AIDS CONFERENCE

The South African AIDS Conference 2007, to be held in Durban in June next year, will be chaired by Dr Olive Shisana, president and CEO of the HSRC. The conference will be guided by the theme *Building Consensus on Prevention, Treatment and Care* and will present a platform to discuss contentious issues under this theme, with the aim of building a common understanding among participants on key strategies to stem the spread of the epidemic.

'Scientific knowledge about HIV infection and AIDS is advancing rapidly at global and local levels and there is a need to disseminate and discuss the latest information and insights gained by those engaged in research, policy-making, programme implementation and service delivery,' explained Shisana.

'If all players could develop a coordinated response based on a common understanding of the implications of recent advances in knowledge of the epidemic, the country would be in a much better position to address the challenges posed by HIV and AIDS'.

The conference will build on the last two highly successful South African AIDS Conferences, held in 2003 and 2005, the latter of which attracted more than 4 500 delegates from government and non-government sectors, academia, the private sector, donors and the media.

The formal conference will include, for the first time, a track (or sub-theme) where people either with HIV or affected by the epidemic can participate meaningfully in a session on exchange encounters. They will share their experiences on topics such as stigma, human rights, effective methods of preventing HIV transmission to sexual partners and reducing the spread of drug-resistant strains of HIV.

The other tracks in the formal conference programme are: Basic and Clinical Sciences; Epidemiology, Prevention and Health Systems; Social and Economic Sciences, Human Rights and Ethics; and Best Practices. Detailed descriptions of the five conference tracks are available on the conference website, www.sa-aidsconference.com.

OVERCOMING APARTHEID REAPS REWARDS

A book co-published by the HSRC Press with the Russell Sage Foundation (New York) in June 2004, *Overcoming Apartheid: Can truth reconcile a divided nation?* by James L Gibson, has received two awards in the past two years. In 2005, it received The Best Book Award from the Organized Section on Race, Ethnicity, and Politics at the American Political Science Association; and in 2006, it was awarded the C&M & CIDE Award for Conceptual Innovation in Democratic Studies.

Gibson combines a systematic analysis of a set of questionnaires with a number of hypotheses and theories to examine the key premise of the Truth and Reconciliation Commission: has truth led to reconciliation in South Africa? His findings reveal as much about the process of reconciliation as they do about the nature of contemporary South Africans and their relationships to each other.

The book can be ordered from www.hsrcpress.co.za



Professor Linda Richter with the NSTF award for best achievement for corporate organisations with CSIR President and CEO, Dr Sibusiso Sibisi (left) and Minister of Science and Technology, Mr Mosibudi Mangena (right).

HSRC PROGRAMME WINS NSTF CORPORATE AWARD

'It is in families – in all their shapes and sizes – and in the institutions and services that foster human development that young people acquire their compassion for others, their civic-mindedness, their potential and will to achieve and be productive, and where they experience their greatest happiness.' With these words, Professor Linda Richter, executive director of the Child, Youth, Family and Social Development programme (CYFSD), accepted the 2005 National Science and Technology Forum (NSTF) award for best achievement of a corporate organisation over the last ten years, on behalf of the CYFSD.

This programme studies various aspects of the life course, from infancy to old age, with an emphasis on understanding how contexts and policies shape and distribute life opportunities. The programme now constitutes the largest multidisciplinary group of social scientists researching these issues on the African continent and is unique in its diffused network of collaborators. Much of the work of the unit has provided essential background to policy and programme initiatives. Examples include tobacco policy to protect minors, the development of National Family Policy, understanding teacher workloads and costing programmes for the prevention of mother-to-child transmission of HIV.

Thanking the NSTF, Richter, who established the programme in 2001, said the award is a tribute to the work of a group of social scientists 'whose passion it is to do research that contributes to the wellbeing of children, youth and families, towards our collective social good'.

AFRICAN YOUTH CHARTER

The adoption of the African Youth Charter by the African Union in Gambia in July is a victory for youth across the continent. SAADHNA PANDAY, who played a pivotal role in the drafting and the extensive process of validating the document since November 2005, explains what the Charter means.

A benchmark for youth development in Africa

THE YOUTH CHARTER CREATES a legally binding framework for governments to develop supportive policies and programmes for young people, and serves to fast-track the implementation of such policies and programmes. It also provides a platform for youth to assert their rights and fulfil their responsibility of contributing to the continent's development.

This is only the first milestone along the road to advancing youth development. Much depends on governments, youth advocates, and other stakeholders to create awareness of the Charter and to lobby for its ratification and implementation.

Young people make up the largest and fastest growing proportion of Africa's general population – currently 30%. The youth population bulge is recognised as an opportunity to renew Africa's social and economic capital. Africa has a large reservoir of youthful talent and we will continue to enjoy this bonus for the next 15–20 years. But only if we give young people opportunities to realise their potential.

Young people today are the best educated in human history, with gender gaps closing steadily as girls enter education in larger numbers and stay for more years than ever before. Better health care means that many more children grow up healthier; and the spread of democracy in Africa has increased chances for young people to participate in political life and civil society.

But despite these developments and the numerous youth programmes in place across the continent, many young people still suffer

significant disadvantages. It is estimated that 130 million young people are illiterate; youth unemployment is three times higher than that among adults; and 162 million young people in sub-Saharan Africa live on less than US\$2 a day. Millions of young people find themselves without education and training, as well as the productive and purposeful use of their time. They are also easily drawn into conflict and violence.

The new-found optimism following the establishment of the African Union must filter through to youth. To achieve this, young people need a frame of reference that entrenches their value as part of the African

The Charter advocates for equal access to all levels of high quality education

society. As a result, in 2005, the African Union Commission requested the HSRC to prepare a report on the status of youth in Africa and to draft the African Youth Charter.

This was followed by national consultations with youth at country level and in May 2006 the AU convened a Youth Forum, a Youth Expert's meeting and a Ministers of Youth meeting as part of the validation process.

The Charter defines youth as individuals between 15 and 35 years of age; it outlines the rights, freedoms and responsibilities of young people, as well as the duties to be performed by signatory states, to advance their rights. The rights and duties can be

clustered into four main themes: youth participation, education and skills development, sustainable livelihoods, and health and well-being.

Within the ambit of youth participation, young people are awarded the right to actively participate in all spheres of society. In this regard, the Charter specifies that signatory states should guarantee youth participation in parliament and other decision-making processes, develop and implement comprehensive and coherent national youth policies, mainstream youth issues and establish a national youth coordinating mechanism.

In the domain of education and skills development, the Charter advocates for equal access to all levels of high quality education. Multiple forms of education are sanctioned – including formal, non-formal, informal, distance learning, and life-long learning – so as to meet the diverse needs of young people. The articles also refer to the provision of education that is relevant to the needs of contemporary society and to the adoption of pedagogy that trains young people in the use of modern information and communication technology.

Recognising that unemployment on the continent is largely a youth issue, the Charter affords young people the right to gainful employment and mandates states to focus on macroeconomic policies that lead to job creation for young men and women. In particular, states are required to develop measures to regulate the informal economy, where the majority of young people work, and to promote alternative employment ▶

It is of paramount importance that young people become the custodians of their own development”

opportunities and entrepreneurship. In addition, young people have the right to be integrally involved in poverty reduction through their active participation in the design, implementation and evaluation of poverty-reduction policies and strategies.

Given the extent of the impact of HIV/AIDS on young people in Africa, the Charter places considerable emphasis on the implementation of comprehensive programmes for prevention and treatment of HIV/AIDS, and care and support for those living with it.

Conflict is another issue that limits developmental opportunities for many young people across the continent. The Charter mandates states to engage in capacity strengthening of young people and youth organisations in the fields of peace building, conflict prevention and conflict resolution. In addition, states are obligated to condemn armed conflict and institute all possible measures to prevent the participation, involvement, recruitment and sexual slavery of young people in this context.

Alongside the numerous rights afforded to young people, the Charter also outlines the responsibilities that young people bear towards their families, the society and the state. It is of paramount importance that young people become the custodians of their own development, partake fully in citizenship duties, and contribute towards the economic development of states and Africa as a whole. They should become the vanguards of preserving, promoting and representing Africa's cultural heritage in languages and in forms to which youth are able to relate. ●

Dr Saadhna Panday is a research specialist in the Child, Youth, Family and Social Development (CYFSD) research programme. Copies of the African Youth Charter are available on www.africa-union.org.



A HEAVY LOAD TO CARRY

Women and rural transport

Safe movement and transport are integral parts of our daily lives, and the fact that these travel activities affect men and women differently must form part of policy-makers' agenda, write CHERYL POTGIETER, RENAY PILLAY and TUMELO MODISANE.

OVER THE LAST 10 TO 15 YEARS transport planners, economists and policy-makers have identified the differences between the travel and travel-related activities of women and men. It is increasingly recognised that transport affects men and women differently and, in rural areas especially, women carry the heavier transport burden. But few of these insights have influenced transport planning and policy-making practice. Only a few transport projects address the issue of gender and, as a result, women in many



to the high unemployment rate it was decided that local people would be recruited to assist with the project. The fieldwork manager and fieldworkers were recruited from the areas of study. Most of the fieldworkers were unemployed university graduates. Data was collected by means of 237 questionnaires, three focus groups and 17-time use diaries.

The study found that women, along with girl children, are primarily responsible for collecting water and firewood, as well as walking to the fields, even when they are sick or pregnant. If they did not do these activities, no one else in the household would. One woman aptly captures the gendered nature of the challenges facing rural women and girls: 'Boys will collect water in an emergency. If there are no girls, or the mother and the grandmother are dead or sick, he will find a girl that will collect for him [...] maybe a friend.'

Women also reported that they experienced sore backs and necks and constant headaches associated with head-loading.

and community activities and services. Women simply do not have the time for these and other personal activities.

Another concern that women raised was the issue of personal safety. They report their constant fear of being raped and assaulted whilst using public places for bathing and when walking to collect water and firewood and work in the fields. They point out that it is easy for robbers and rapists to hide in the tall grass and to attack them as they carry their heavy loads (often with babies on their backs).

Aside from issues relating to personal safety, women also complained about public transport in their areas. The bus stops are far from their households and offer no protection from the extreme heat or cold. There are also insufficient numbers of buses and taxis. If buses and taxis exist, they are usually overcrowded, unroadworthy and unreliable. Women further report that they do not attend health-care services when they are sick, either because of the lack of, or high costs of transport, or because it would have a negative impact on their daily responsibilities.

There is a clear relationship between the findings and recommendations of the gender and transport study in the Eastern Cape at an implementation level as well as in respect of further scientific inquiry. SANRAL is committed to addressing the issues raised in the report and this commitment is in line with their mission 'towards making a positive impact; not only on the physical environment, but on the lives of the communities and individuals it touches in its day-to-day activities'. It is encouraging to note that the National Department of Transport (NDOT) draft document on Rural Strategy for South Africa has a clear commitment to the development of infrastructure for non-motorised transport and a section on capacity building that commits to 'community participation and mainstreaming of women and youth in all aspects of rural transport provision'.

One outcome of the research was the *First International African Conference on Gender, Transport and Development: Bridging the divide between development goals, research and policy in developing countries* that took place in Port Elizabeth in August. ●

Professor Cheryl Potgieter is the head of the Gender and Development research unit; Ms Renay Pillay is a researcher and Ms Tumelo Modisane a project coordinator in the same unit.

Each week, women spend on average 29 hours 20 minutes walking to and from the river, 27 hours 10 minutes to and from the field/garden and 19 hours 40 minutes to and from the forest

countries continue to face the adversities of inefficient transport systems designed by men to meet their own travel needs.

In 2004/2005 the HSRC's Gender and Development unit was commissioned to conduct a study for the South African National Roads Agency Limited (SANRAL), which took place in the villages of Nkozo Qaukeni (Flagstaff) Local Municipality and Gqubeni, Port St Johns (PSJ) in the Eastern Cape. The study explores the gender-based dimensions of rural women's travel activities, experiences and needs with a view to providing policy and planning guidelines to government departments and other stakeholders involved in poverty alleviation and development. The study also aims to address the impact of transport and travel on the social, economic and political roles of women in the area and to assess how roads affect men and women differently there.

A participatory empowerment approach was adopted for the data-collection and data-capturing processes of the study. Due

They also raised the point that although their households owned carts and donkeys, they were not allowed to use them because they were used by men and boys to carry out their activities.

Women spend considerable amounts of time on travel related to primary activities. In a week in Flagstaff our researchers found that women spend on average 29 hours 20 minutes walking to and from the river, 27 hours 10 minutes to and from the field/garden and 19 hours 40 minutes to and from the forest. The travel time does not include time spent actually collecting water and firewood. Women reported that the travel time could be reduced if they were provided with transport such as wheelbarrows or animal drawn carts.

When we take into consideration the vast amount of time women spend on activities related to household maintenance and primary production, it is no surprise that we find the majority of women not accessing and participating in educational, social, political

Ntabankulu, a small municipality in the Eastern Cape, has the poorest human development index (HDI) score in South Africa. This indicator shows that there are health factors that are reducing life expectancy in Ntabankulu. It also shows that levels of education are so low that people are unable to lift themselves out of poverty, says CRAIG SCHWABE.



In Ntabankulu, PEOPLE DIE YOUNG

THE HDI IS ESSENTIALLY a measure of the quality of life in values ranging from 0 to 1, with 1 being the highest quality of life. The HDI, introduced by the United Nations Development Programme in 1990, has three main components: life expectancy, levels of education and standards of living.

To create the HDI, life expectancy for males and females is determined at birth for each of the four population groups. In Ntabankulu, the average life expectancy is 42 years. The national average is 49 years.

The standard of living of an area is measured by the purchasing power parity (PPP) and is derived from income data obtained from *Statistics South Africa's Labour Force Survey 2005*. The PPP looks at the ability of a certain area's population to purchase goods and services, thus allowing standards of living to be compared across areas.

The final component of the HDI is education, which is derived from adult-literacy rates and the combined average age at which pupils enrol in primary, secondary and tertiary education.

In 2001, Ntabankulu was also the municipality with the highest number of households living below the poverty line, but this is no longer the case. According to the HSRC's 2004 poverty estimates, Msinga in KwaZulu-Natal is now the poorest municipality in the country.

The figures are based on updated poverty, the gross geographic product (GGP) and HDI statistics for South African municipalities produced by the HSRC for the 2004 calendar year. Statistics for some of these indicators have now been updated to 2006.

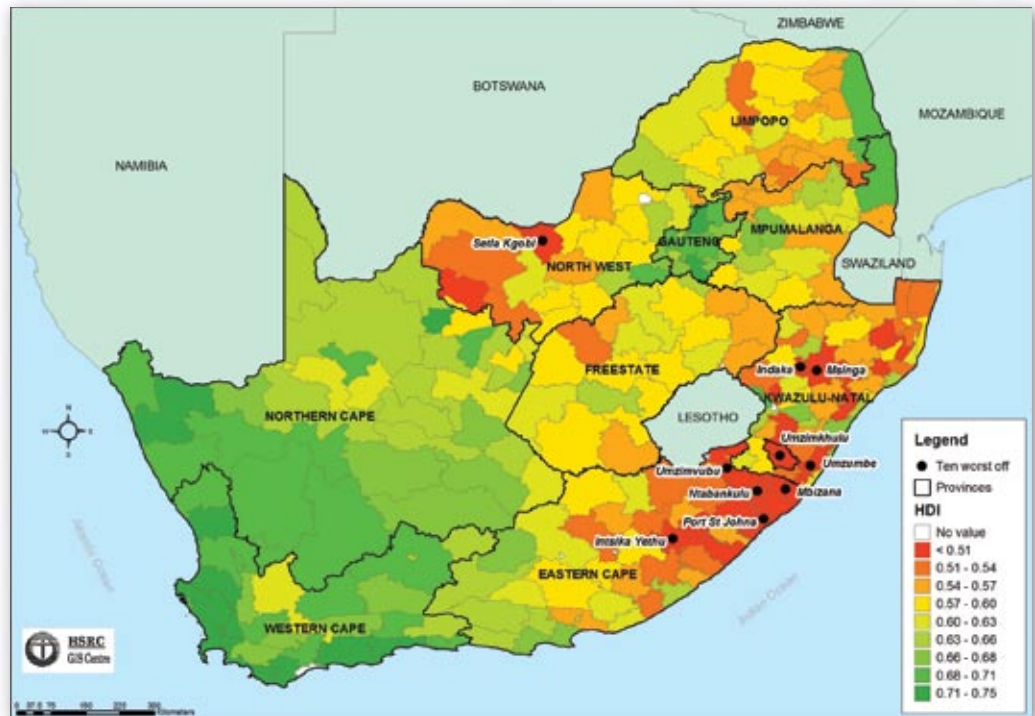
What is disturbing in the case of Ntabankulu is that although this municipality is one of the poorest in the country, it is not the worst off in terms of the GGP. In 2004, the GGP for this municipality was R203 million and it ranked 43rd from the bottom out of 257 municipalities.

Clearly, there is something terribly wrong in this municipality and the government needs to do something drastic about it. It is

critical that the national and provincial governments undertake detailed research in this area to understand the underlying factors that make this the poorest and most underdeveloped municipality in the country. This will enable the government to identify and implement appropriate intervention strategies to solve the problems.

Indaka municipality in the KwaZulu-Natal midlands is the second worst-off in terms of its HDI, followed by the municipalities of Umzimkhulu in the Eastern Cape,

WORST 10	BEST 10
Ntabankulu	Overstrand
Indaka	Langeberg
Umzumbe	Midvaal
Umzimkhulu	City of Tshwane
Msinga	Saldanha Bay
Umzimvubu	George
Intsika Yethu	City of Cape Town
Mbizana	Cape Agulhas
Nqutu	Mossel Bay
Setla Kgobi	Stellenbosch



In Ntabankulu, the average life expectancy is 42 years; the national average is 49 years

and Msinga and Umzumbe in KwaZulu-Natal.

The four municipalities with the highest HDI scores are in the Western Cape with Stellenbosch (HDI=0.75) being the best-off municipality in the country. The other municipalities that have high HDI scores are Cape Agulhas, the City of Cape Town and Mossel Bay, all with HDI's of 0.74. In Gauteng, the municipalities of Midvaal and the City of Tshwane (HDI = 0.73) have the highest HDI values, coming in just under those in the Western Cape. ●



WITHOUT LANGUAGE, everything is nothing in education



The meeting of the Association for the Development of Education in Africa (ADEA) Biennale in Libreville, Gabon in March 2006 will be remembered as the turning point in the use of African and international languages in school education. KATHLEEN HEUGH tells us why.

THE ADEA MEETING provided an opportunity for intense debate among the continent's ministers of education, education specialists and development agencies (<http://www.adeanet.org>). Quality, excellence, literacy and early-childhood education were the thematic concerns under scrutiny.

Namibia's Deputy Minister of Education, Dr Becky Ndjoze-Ojo, however, refocused discussion on a deceptively simple message from one of the research reports tabled at the meeting: unless pupils can understand the language of textbooks and the language used by teachers, they learn very little.

There are a number of critical conditions necessary for successful education systems. However, if simple communication between learners and teachers is ineffective, there is little to be gained from spending resources on new curricula, programmes, classrooms,

textbooks or technology.

The Libreville meeting took place 53 years after the *UNESCO Report on the Use of Vernacular Languages in Education*. The 1953 report established mother-tongue education as a necessary foundation for literacy and successful education. This has been interpreted across Africa to mean mother-tongue instruction for two to three years, followed by a transition to an international language (English, French, Spanish or Portuguese) as the medium of education.

The ADEA-UNESCO Institute for Education (UIE) stocktaking report on mother-tongue and bilingual education, tabled in Libreville, however, brought convincing new evidence which demonstrates that two to three years of mother-tongue instruction is not enough.

The majority of school pupils, especially in

poor socioeconomic communities where literacy levels are low, require at least six years of quality learning and teaching of a second language before they are ready to use this language as a medium for learning. The African language best known or widely used in the community needs to continue to function as the primary medium of instruction to the end of grade 6 at the same time as the international language is being taught competently as a subject. If all goes well, learners would then be better prepared to begin learning through the international language from the beginning of grade 7.

Detailed research into the achievement of pupils in different language education programmes across sub-Saharan Africa shows findings similar to large-scale longitudinal studies in the USA (see table below, adapted to include the recent findings of research from the ADEA-UIE study).

Under most conditions, only those learners who have at least six years of mother-tongue medium and good second-language instruction will be able to catch up with learners who always learn through an international language like English. Those who switch to

the international language earlier than this reach a plateau of language proficiency well below 50% in the international language by grades 5–6 and then increasingly fall behind in all subjects up to the end of secondary school.

English. Most teachers do not know how to help their learners successfully bridge this gap.

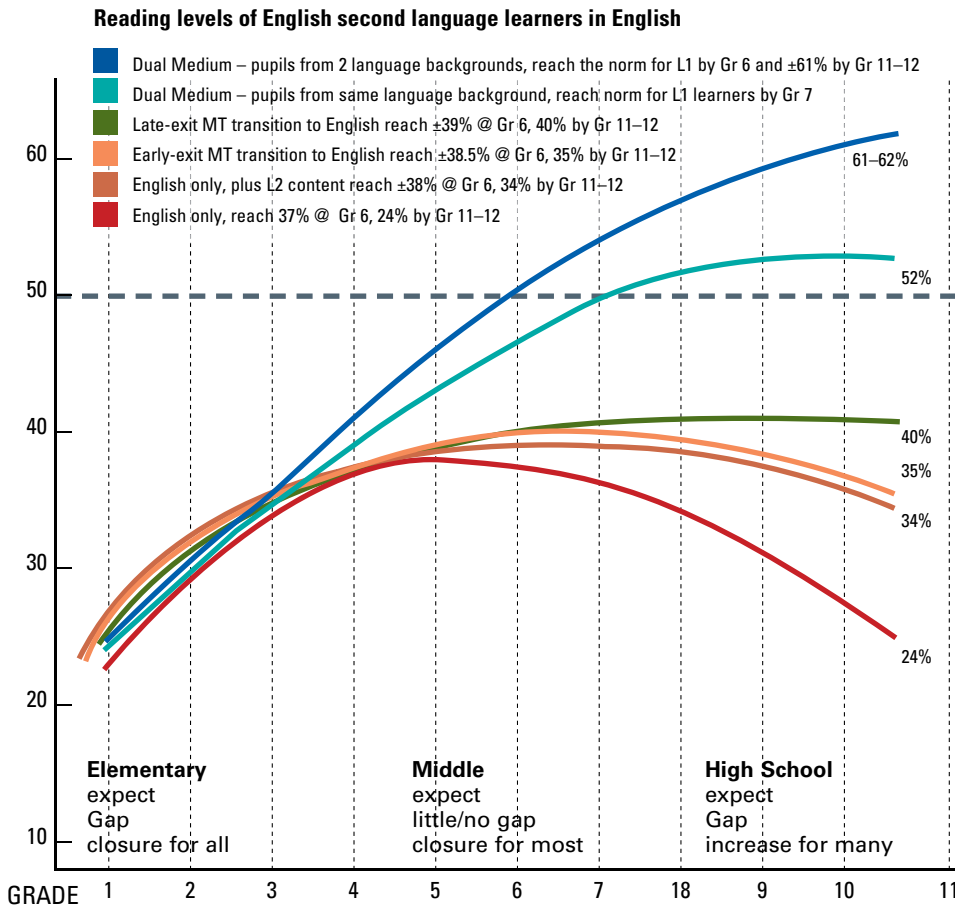
The new evidence was difficult for education ministers, senior officials, and development agencies to accept. Donor agencies,

the longitudinal effects on learners' performance by grades 5–6. Educational impact has to be tracked to grade 6 in order to assess the longevity of the benefit and cost-effectiveness of literacy and language programmes.

Poor results at grade 6, as evidenced in the South African Grade 6 Systemic Evaluation or the second Southern [and Eastern] Africa Consortium for Monitoring Educational Quality tell us that further expenditure on existing programmes for learners who have been left behind by grade 6 will render poor returns.

The ADEA-UIE Report will have repercussions across the education system. Most particularly, it makes recommendations for teacher-education provision as well as literacy and language programmes in universities and other institutions of higher education. Most significant of these is the need to ensure that all teachers understand that they should play a significant role in the academic literacy development of their learners. Literacy development extends beyond grade 3 and a subject teacher is not simply a subject specialist. Teachers have to ensure that learners develop academic literacy in that particular subject as well.

Finally, the report addresses the issue of costs. Expenditure on education that fails pupils is wasted. However, the initial investment in African languages and the better-resourced teaching of the international language can be recovered within five to ten years. There is no blueprint for the continent, however, and short-term miracles are unlikely. Each country will have to establish its own timeframes and



Graphs adapted from: Thomas & Collier, 1997:53; consistent with findings in SADC and South African studies, 2002–2005

The ADEA-UIE report also draws attention to the gap between early school literacy programmes which focus on teaching pupils to read simple narrative stories in grades 1–3, and the academic literacy requirements from grades 4 onwards. This has been referred to as the gap between ‘learning to read’ and ‘reading to learn’. There is a significant cognitive leap for pupils when they are suddenly required to read geographic, historical or scientific texts from grade 4 onwards.

This gap is doubled when learners have to make this cognitive leap at the same time they are expected to switch from mother-tongue to English medium, as in South Africa. Most learners simply fall into the gap between learning in the mother tongue and learning through the second language of education,

Unless pupils can understand the language of textbooks and the language used by teachers, they learn very little

such as the World Bank, which have invested heavily in early mother-tongue programmes followed by a rapid switch to French, English or Portuguese, found the evidence particularly disconcerting. An additional three or more years of African language instruction requires challenging adjustments to programme design and delivery.

An earlier draft report had drawn heated response from the advocates of an early transition to French or English programmes. Evaluations, which have shown positive results of the initial mother-tongue instruction and early transition to English or French in grades 1–3, have usually neglected to show

prioritise a number (not necessarily all) of languages for educational development alongside improving teachers' subject knowledge and educational resources over the next few decades.

As one of the authors of the report, HE Wolff put it so aptly: ‘Language is not everything in education, but without language everything is nothing in education’.

Dr Kathleen Heugh is a chief research specialist in the Education, Science and Skills Development research programme. The full report, Optimizing learning and education in Africa – the language factor: A stock-taking research on mother tongue and bilingual education in sub-Saharan Africa, is available on <http://www.adeanet.org>.



A quarter of a century into the epidemic: Challenges in HIV and AIDS research

As we approach the third decade of the AIDS epidemic, HIV is still considered a new and complex disease for which there is no cure.

As such, it presents unique challenges for research. In this article, GEOFFREY SETSWE reviews the status of HIV and AIDS research, and asks whether AIDS is over-researched.

MILESTONES IN THE 23 YEARS of effort and investment in AIDS research have resulted in numerous advances. These include the identification of the human immunodeficiency virus (HIV); the development of drugs to treat HIV infection; advances in the treatment and prevention of several HIV-related diseases and infections; the identification of barriers to access to prevention of HIV; the discovery that antiretroviral drugs can dramatically reduce the risk of HIV transmission from a pregnant woman to a foetus, and a reduction in the number of new HIV infections in some countries.

Beyond its direct impact on the treatment and prevention of AIDS-related conditions, HIV and AIDS research has also led to major advances in other areas of science and medicine. It is helping to unravel the mysteries surrounding many other infectious, malignant, neurological, autoimmune and metabolic diseases. Most importantly, HIV research has significantly enhanced our understanding of the immune system and the ways in which our bodies fight against disease and infection.

This research has also provided an entirely new drug design and development paradigm for treating viral infections. For example, the

development of the ‘flu drug, Relenza, directly benefited from AIDS research; and the drug known as 3TC, developed to treat AIDS, is now the most effective therapy for chronic hepatitis B infection.

Drugs developed to prevent and treat AIDS-related opportunistic infections also provide benefit to patients undergoing cancer chemotherapy or receiving anti-transplant-rejection therapy. AIDS is also providing a new understanding of the relationship between viruses and cancer. Other areas in which HIV and AIDS research has contributed include:

- ▶ Accelerated research into viruses in general and retroviruses in particular;
- ▶ Insight into the treatment with protease inhibitors of other conditions, including bone loss and heart muscle damage;
- ▶ Enhanced understanding of the spread of infectious agents through the blood/brain barrier (which has implications for research on Alzheimer’s disease, dementia, encephalitis and meningitis);
- ▶ Improved treatment and prevention of infections among people with advanced breast cancer, organ transplants and autoimmune conditions; and
- ▶ Improved diagnostic tests to detect cancer cells and tuberculosis.

Yet it seems that HIV and AIDS research has reached an impasse. Despite the great research discoveries, there is still no cure for AIDS; the potential for the development of an effective vaccine is many years away; more than 40 million people are infected; about 20 million people have died from this epidemic and HIV has become the leading cause of death among the 15–59 year age group. In fact, HIV/AIDS is outstripping bubonic plague as the world’s worst epidemic.

There are literally thousands upon thousands of research programmes into this pandemic. The assumption is that more research might bring better HIV prevention. We also presume that creating awareness of HIV and AIDS on a larger scale would bring instant changes in behaviour, attitudes and practices, but research has proven us wrong, says Sharon Ekambaram of the AIDS Consortium. Knowledge of HIV and AIDS does not automatically translate into changes in behaviour, attitudes and practices.

She concludes that although there is still room for expanding our understanding and knowledge of certain aspects of the HIV and AIDS epidemic, there are relatively few real research gaps. AIDS researchers concur that there are few other communicable diseases which can compare with the extent to which AIDS has been researched. Put simply, HIV and AIDS are over-researched.

Solveig Freudenthal, a Swedish anthropologist, disagrees. He says that although the knowledge of how to prevent HIV transmission exists, research results are seldom utilised in the implementation of HIV-prevention and care programmes. He identified the following areas that still need to be researched:

- ▶ The dominant norms and youth culture that place young people’s sexual health at risk, and the ways in which young people resist those norms;
- ▶ Specific socioeconomic contexts and, in particular, an understanding of gender differences in the way that young people find social acceptance on a sexual level, and to investigate young men and women’s perceptions of sexuality and gender relations;
- ▶ The need to understand how to best influence policy-makers, how to select, train and supervise peer educators, how to address gender and cultural factors, and how to scale up programmes;
- ▶ Media studies for developing innovative approaches for reaching

more remote rural areas; and

- ▶ How to make reproductive-health services more user-friendly for young people.

At the XV International AIDS Conference in 2004, 9 000 papers were delivered in about five days. This is a clear indication that the field of HIV and AIDS is over-researched and out of proportion to society’s success in tackling the pandemic. As the statistics rise, so does the research mountain. And all the research presented at conferences and published in journals is a drop in the ocean compared to the research that lies in cupboards and is not acted on. Instead, efforts should be channelled towards quality, innovative and collaborative research that address specific questions.

What are the current challenges in HIV and AIDS research? The AIDS epidemic is complex and is fuelled by biomedical, social, economic and political forces. Solutions can no longer be expected from one group of scientists, laboratory, clinical, social, behavioural or policy experts. HIV and AIDS research spans the spectrum of basic science, clinical research, prevention interventions, policy development, ethics, social science and operations research.

HIV/AIDS research has resulted in tremendous advances, including a dramatic reduction in AIDS-related mortality and the discovery of increasingly effective treatments for HIV disease and its related

FIGURE 1: Some of the major challenges in HIV and AIDS research

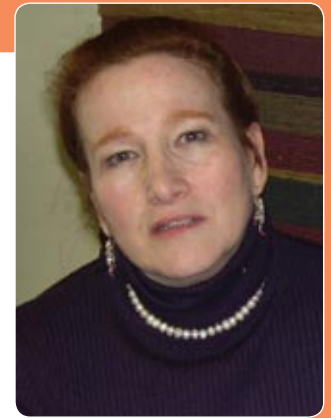


conditions. Despite these advances, millions of people are being infected and at least 3 million die annually.

The research community is challenged with the need to continue to develop interventions to address an epidemic that increasingly affects the poor, women, and young people throughout the world. It is essential for researchers to now pool their resources and to work on innovative research projects in multidisciplinary teams with the different disciplines sharing their best practices. It is also necessary to, firstly, conduct evidence-based research to determine which interventions are effective and, secondly, to implement them. ●

Prof Geoffrey Setswe is a chief research specialist in the HSRC’s Social Aspects of HIV/AIDS and Health research programme.

Catherine Cross



FOREIGN MIGRATION'S IMPACT: the skills gap?

THE PROSPECT OF MIGRATING workers fuels fears of job losses and crime. But if managed correctly, a more important and positive effect may well be on the skills shortage, which is a major obstacle limiting the growth of our economy.

The skills gap in South Africa is not only felt at higher levels, where firms make decisions to advertise and recruit overseas for skilled migrants. The gap is also spread right across the lower levels of formal-sector employment and in the informal sector, where the South African poor look first if they cannot get a wage job.

Worldwide, there is only one recognised way to fill skills gaps fast, and that is through migration. Migration is often put forward as a way of 'filling jobs that citizens do not want to do', but in this country, it is more about filling vital positions our own citizens are not yet capacitated to fill.

International migrants want to work hard, and they are drawn from the best-educated and most skilled people in their countries of origin. And migrants coming here now are already helping to reduce the skills gap, although not fast enough.

Another problem with our present skills gap is that we do not know what our current skills shortfall would be like without migrants. That is, their skills role in the economy is not effectively quantified or recognised. Migrants filling high-level jobs are probably nearly all legal, documented workers known to the Department of Labour. However, it seems that many of those at the lower levels may be undocumented workers claiming to be South African, some of them working with false

What will foreign migration do to the South African economy once a steady stream of new migrants hit our borders? A reporting workshop of the African Migration Alliance recently launched a book, *Views on Migration in Africa*, which drew attention to the strong prospect of rising migration rates from Africa into South Africa over the next decade, says CATHERINE CROSS.

identification documents. In this case, such workers are not counted as foreign migrants.

We create this negative and unwanted situation by making it hard for migrants to enter South Africa legally. By trying to hold jobs open for South African citizens when there are not enough citizens qualified to fill them, we choke off our own economic growth and stifle job creation.

This is a thorny dilemma for the government, which cannot be seen to encourage foreigners to come here for blue- and white-collar jobs while South Africans themselves desperately need this work. However, holding these jobs open for South African nationals is not realistic. If we had South Africans able to fill these jobs, they would be filled already, and big business would not be complaining.

The very best and most effective skills training will not produce qualified workers overnight; it will be years before we can fill our own skilled-jobs shortfall.

In this part of Africa, we do not have an established tradition of starting and running businesses, and, unlike in West Africa, local children do not grow up exposed to commercial skills. Migrants bring these skills with them and when they hire South Africans, they pass on the skills we largely lack in our indigenous cultural repertoire.

It is a painful truth that some businesses run by the very poor are suffering from competition from foreigners who are more skilled, better educated and better capitalised. But for small business in the informal category – now very underserved with training – the mentoring that migrant employers provide is likely to be the most effective, far-reaching and quickest skills-training programme open to us.

Time is running out. While South Africa tries to kick-start skills provision, our overseas competitors are busy grabbing market share. This is already happening worldwide in markets now dominated by the developed countries with better-skilled workforces than ours. Why not open up a little to migration, and go further towards creating a more flexible labour market using migrants from the north who have the skills we need?

We need to meet the challenge of international industrial and commercial competition as cheaply, quickly, and efficiently as possible, or we risk our economy sinking. Do we have any alternative to migration? ●

Catherine Cross is a chief research specialist in the Urban, Rural and Economic Development research programme. Views on Migration in Sub-Saharan Africa. Proceedings of an African Migration Alliance Workshop can be ordered, or downloaded free of charge, from www.hsrapress.co.za.

SKILLS DEVELOPMENT STRATEGIES for inclusive and productive cities

A skilled labour force is central to the economic development of nations and cities. However, local governments in South Africa do not have a mandate to promote skills development. JOHAN ERASMUS reports.

THE SOUTH AFRICAN GOVERNMENT aims to achieve an economic growth rate of 6% per year, which it believes will lead to a reduction in unemployment, and ultimately, to a better quality of life for all. But the skills shortage is a key obstacle to achieving this objective and thus government has assumed a substantial role in providing comprehensive education, training, and skills enhancement programmes.

From an analysis of relevant legislation and related policies, it is apparent that local governments are not assigned the power to provide education and training; the government and the nine provincial governments are responsible for this. However, it follows from the developmental role of local governments that they should in fact seek to facilitate the education and training that would enhance their development objectives and competitive advantages.

CONTRIBUTION OF SACN CITIES

Together, the nine member cities of the SACN play a vital role in the social and economic life of the country.

- ▶ In 2004, the populations of the nine cities of the SACN amounted to 37% of the total South African population.
- ▶ The cities gave employment to approximately 5.5 million people, nearly half (49% of the 11.5 million workers in South Africa in 2004.
- ▶ Collectively, the nine cities contributed to 59% of the total wealth created in South Africa in 2004.

Most local governments in South Africa, including the cities of the South African Cities Network (SACN), have thus far paid little attention to the potential contribution of skills development strategies to their development programmes. Members of the Cities Network are Buffalo City Municipality, the City of Cape Town, Ekurhuleni Metropolitan Municipality, eThekweni Municipality, the City of Johannesburg, Mangaung Local Municipality, Msunduzi Local Municipality, Nelson Mandela Metropolitan Municipality, and the City of Tshwane Metropolitan Municipality.

It is against this background that the Productive Cities Reference Group of the SACN has initiated a programme to assist member cities to develop and implement skills-development strategies. To this end, SACN has commissioned the HSRC to develop a Toolkit that will assist the cities with preparing skills development strategies as part of their local economic development (LED) programmes.

The Toolkit consists of three parts:

1. An explanation of the role of skills in economic development;
2. An exploration of the 'space' available to the cities to contribute towards skills development, with a focus on national and provincial policies, programmes, legislation and funding (a list of useful websites pertaining to relevant institutions and skills policies

and programmes is available in the Toolkit);

3. The identification of particular skills-development strategies and an explanation of how cities may contribute to skills development, for example developing small, medium and micro enterprise (SMME) skills, sponsoring learners and students, and supporting schools, technical colleges and universities. Additional strategies are suggested for enhancing municipal capacity and mitigating the impact of HIV/AIDS on the municipal labour force and intellectual and skills assets within the city.

Part 3 also introduces the approach to skills-development strategies and explains the nature of these strategies. It is assumed that the



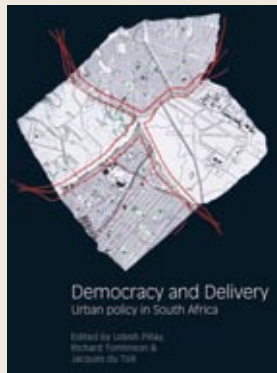
Adapted from: *Skills Strategy for the Nation*, p. 6, Department of Labour, Implementing the National Skills Development Strategy: the role of Sector Education and Training Authorities and the Department of Labour's Provincial Offices.

strategies have emerged from the LED component of the integrated development plan.

In summary: local governments will have to use national, provincial and sector plans as background information for their own skills-development strategies. This iterative process, where each level of the skills-development strategy affects the other, is shown in the diagram above.

Parts of the Toolkit synthesised material contain a comprehensive analysis of the skills environment. The comprehensive analysis that informs the Toolkit, a published abridged version of the Toolkit and a compact disc containing the comprehensive Toolkit may be obtained directly from the Programmes Administrator, SACN, e-mail sadhna@sacities.net. It can also be downloaded from the SACN website at www.sacities.net.

Dr Johan Erasmus is a chief researcher in the Education, Science and Skills Development research programme.



Democracy and Delivery: Urban Policy in South Africa

Edited by Udesch Pillay, Richard Tomlinson & Jacques du Toit

In a series of essays by leading academics and practitioners, *Democracy and Delivery* documents and assesses the formulation, evolution and implementation of urban policy in South African during the first ten years of democracy in rigorous detail. It tells the story of urban policy and its formulation in South Africa. As such, it provides an important resource for present and future urban policy processes, and will be an enlightening read for academics, students, policy-makers and government officials, as well as civil society.

2006 / 344pp / 0-7969-2156-3 / R190.00 / Softcover

Managing HIV in the Workplace: Learning from SMEs

Jocelyn Vass and Sizwe Phakathi

This study provides an in-depth analysis of the opportunities and constraints faced by six small- and medium-sized enterprises (SMEs) in managing the burden of HIV/AIDS within their companies. It focuses on the complexity of HIV risk dynamics, as well as the challenges of implementing effective HIV/AIDS intervention programmes, and highlights achievements despite resource constraints. Through qualitative research techniques, the study reflects not only the views and opinions of management, but also the experiences of ordinary employees as participants in HIV/AIDS interventions. It will be especially useful to company HIV/AIDS programme coordinators, who are often expected to implement what is regarded as HIV/AIDS 'best practice', even though these are often not part of standard business practice.

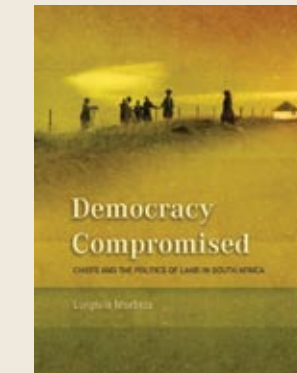
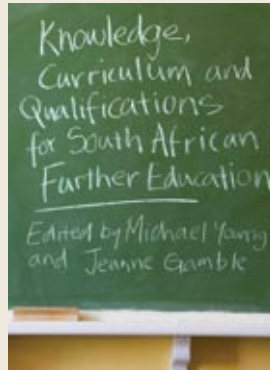
2006 / 108pp / 0-7969-2161-X / R80.00 / Softcover

Democracy Compromised: Chiefs and the politics of land in South Africa

Lungisile Ntsebeza

Democracy Compromised puts the spotlight on traditional authorities and addresses two main issues: first, how despite their role in the apartheid state, traditional authorities not only survived, but have won unprecedented powers of rural governance in South Africa's democracy, and second, how they derive their authority. An original and compelling study, it carefully details the fascinating history of the chieftaincy in the Xhalinga area of the Eastern Cape, and sheds light on both the historical and the current relationship between traditional authorities and the state, and the role of traditional leaders in the process of land allocation.

2006 / 326pp / 0-7969-2130-X / R240.00 / Soft cover



Knowledge, Curriculum and Qualifications for South African Further Education

Edited by Michael Young & Jeanne Gamble

While acknowledging the context of the FET sector, this collection of well-argued papers by prominent intellectuals seeks to remind policy-makers, researchers and teachers that students continue with their education and training primarily to acquire knowledge, be it disciplinary, professional or vocational – and are not necessarily focused on achieving outcomes or qualifications. They suggest that knowledge must be the starting point for the reform of curriculum, pedagogy and qualifications.

2006 / 168pp / 0-7969-2154-7 / R140.00 / Softcover

Disability and Social Change: A South African agenda

Edited by Brian Watermeyer, Leslie Swartz, Thereza Lorenzo, Margie Schneider & Mark Priestley

This powerful volume represents the broadest engagement with disability issues in South Africa yet. Themes include theoretical approaches to and representations of disability, governmental and civil society responses to disability, aspects of education as these pertain to the oppression/liberation of disabled people, social security for disabled people, the complex politics permeating service provision relationships, and consideration of disability in relation to human spaces – physical, economic and philosophical. Noteworthy is the inclusivity of its nearly fifty contributors, many of whom write both as disabled South Africans and as educators, parents, linguists, psychologists, human rights activists, entrepreneurs, mental health practitioners, academics, and NGO and government officials.

2006 / 424pp / 0-7969-2137-7 / R180.00 / Softcover

The Meaning of Mandela: A Literary and Intellectual Celebration

Edited by Xolela Mangcu

This lively, engaging and witty collection of lectures brings together the renowned African and African-American scholars – Cornel West, Henry Louis Gates Jr and Wole Soyinka – to reflect on the public meaning of the iconic Nelson Mandela. Any one of these authors would have been a pleasure to read in his own right, but to have all three of them enjoined in this common intellectual

effort is an enlightening experience. Graced with a Foreword by former chairman of South Africa's Truth and Reconciliation Commission and winner of the Nobel Peace Prize, Archbishop Desmond Tutu, *The Meaning of Mandela* should be required reading in philosophy and politics departments, a feature in the boardroom and an essential part of your carry-on luggage.

2006 / 64pp / 0-7969-2164-4 / R75.00 / Soft cover

