



HSRC
Human Sciences
Research Council

REVIEW

VOLUME 12 NUMBER 5

OCTOBER/NOVEMBER 2014



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PRODUCTION

The *HSRC Review* is produced by the Science Communication Unit, HSRC
Design and layout: Blue Apple



TAKING STOCK OF NHI PROGRESS, PAST AND PRESENT

The road travelled to get to the point where National Health Insurance (NHI) is now accepted by the government and the first pilot projects to be implemented in the process have been identified, was long and difficult, with many commissions and committees investigating and interrogating this option. Even now NHI has not been rolled out to the whole nation.

The first NHI proposals were made as far back as 1928 by a Commission of Old Age Pension and National Health Insurance. To put it into historical context: that was the year of the new national flag controversy; the year Eskom opened its first thermal power station; the year Mangosutho Buthelezi was born and the year politician and sugar magnate, James Hulett, died.

And 86 years and eight commissions, committees and investigations later, South Africans are still talking about the impending NHI, although we are now closer than ever to full implementation with the publishing of the Department of Health's (DoH) NHI proposal contained in the 2011 green paper.

Looking back at history, it is fascinating to compare the green paper of today with a proposal by a Committee of Enquiry into NHI in 1941, chaired by James Collie. For example, the Collie commission suggested that the NHI be financed by voluntary contributions from the government, employers and employees, and be administered by a central board comprising the three parties financing NHI. The 2011 green paper proposes that the NHI be financed through contributions by the government, employers and individuals, but that contributions be mandatory. It also proposes that the system be publicly administered by an independent National Health Insurance Fund.

The NHI reflected in the green paper has since advanced in leaps and bounds. The current programme is much more sophisticated – from its financial and administration systems, and its advocacy for an entitlement programme that is free for all South Africans and provides comprehensive expanded service benefits, to good quality control systems, including a risk engine to prevent corruption by all those involved in the programme, from the ground up.

So where does the policy discord lie? In a nutshell: the DoH proposes a single-payer system, where the National Health Insurance Fund (rather than private insurers) pays for all healthcare costs, with no co-payments, no VAT and a comprehensive package of service. Individuals can buy medical scheme complementary cover (top-up) if they choose.

Opponents to the green paper proposal believe the health system is not ready for NHI and must improve first, although they prefer a multi-payer system where individuals choose among competing health insurers for their care; support co-payments and VAT as a source of revenue; propose an itemised list of services to choose from; and recommend that medical schemes offer the same package as NHI.

Progress made since 2011 in implementing pilot programmes includes the development of diagnosis related groups – a patient classification system and a medical coding scheme; the establishment of a health standards and compliance office;

the completion of an audit of public healthcare facilities; and the development of a white paper in which consideration was given to the comments arising from the consultation process. The country awaits with interest the release of this paper.

There have been some missed opportunities in the development of the NHI to date, including the observations by the Parliamentary Monitoring Group that most pilot facilities do not have NHI project managers or service improvement plans and that staffing is insufficient; NHI pilots are improving quality of care, but the system itself is not piloted; since 2012 there has been no improvement plan for health facilities in place despite an excellent move by the Department of Health to audit all the health facilities to identify defects that need urgent improvement; and the quality of and access to healthcare to improve.

What is the way forward? Strong stewardship is needed to get the white paper published and the NHI Bill prepared and sent to parliament. Consultation with interested parties must continue throughout the NHI roll-out process. The strengthening and quality improvement of public health services must continue, and an NHI Fund must be established and governed by an independent body with expertise and understanding of the needs of the public. And lastly, and perhaps most importantly, the new NHI system itself must be piloted if the programme is to have any chance of success.



Professor Olive Shisana,
CEO, HSRC

HOPE AND THE DRIVE TO SURVIVE

What allows people to remain connected to life despite significant challenges? How is it that some people give up while others seem to find even the smallest evidence that life is worth living?

This topic was explored at an HSRC seminar by Dr Sophie Yohani, director of the Faculty of Education's Counselling Centre at the University of Alberta in Canada, and Avivit Cherrington, a doctoral candidate in Educational Psychology at the Nelson Mandela Metropolitan University in Port Elizabeth.

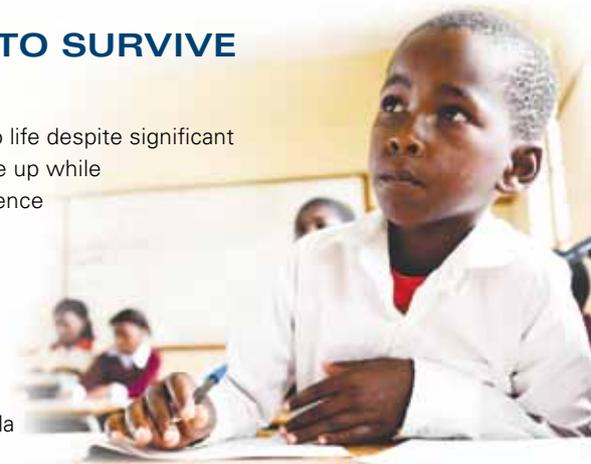
The ability to deal with adversity has been linked to hope, defined as a process of anticipation that involves the interaction of thinking, acting, feeling and relating, and is directed towards a future fulfilment that is personally meaningful.

The researchers said global issues of poverty, oppression, violence and forced migration bred uncertainty, fear and feelings of entrapment; however hope could transcend adversity, spreading empowerment, connectedness, courage and liberation.

The seminar highlighted the dimension of hope as survival, 'a belief that you will be liberated from harm, that options will always be available to you, and that you can rest assured that everything will be fine'.

The study drew on visual participatory explorations of hope with rural primary school children in QwaQwa, South Africa, and refugee children resettling in Canada. It examined how hope was linked to human change processes in the past three decades, and key factors identified for the development of hope in children and youth.

The presenters shared participants' personal experiences of survival-oriented hope and their insights into hope as protection from emotional, physical and psychological harm. They also examined how hope could be nurtured in psychosocial practice with children, the implications for policies relating to children's health and well-being, and programmes for community development and social change.



REPO-RATE INCREASES NEGATIVELY AFFECT HOUSEHOLDS

Changes in monetary policy affected household credit and ultimately household consumption in South Africa, according to Dr Emmanuel Owusu-Sekyere, a senior research specialist in the HSRC's Economic Performance and Development programme (EPD). He presented a study on the impact of monetary policy on household consumption in the country at an HSRC seminar.

He said household consumption in South Africa was largely driven by credit-debt due to easy access to credit. This was demonstrated by the high level of household debt to disposal income ratio of 76% in South Africa, which made households highly vulnerable to changes in local monetary policy through its impact on the cost of credit.

The study aimed to assess the impact of the recent increase in the repo rate by the Monetary Policy Committee on household credit and consequently, household consumption, in South Africa. To predict the likely outcome, the study used quarterly data from the first quarter in 1994 to the fourth quarter in 2012.

LIQUOR OUTLETS AS A MEANS OF SUPPORT

A study on the socioeconomic profile of liquor outlets in Limpopo digressed from the popular debate on the negative outcomes of liquor consumption, with the government currently considering legislation to ban alcohol advertising.

The study was conducted by Stewart Ngandu *et al* of the HSRC's Economic Performance and Development (EPD) programme, and highlighted the socioeconomic status of liquor outlets in the province. It was the first study of its kind in the province and enhanced understanding of the extent to which liquor outlets contributed to the livelihood of their owners, the provincial economy at large and some regulatory issues.

According to Ngandu, regardless of the specific outcomes of the government's legislative processes, provincial liquor boards still have the task of regulating liquor outlets. Their ability to effectively and efficiently do so is strongly influenced by the extent to which they understand the socioeconomic profile of these outlets.



A key finding included the role of liquor outlets in providing work opportunities that were linked to sustainable livelihoods. A relatively large number of outlets started because the owner had lost previous employment.

The results indicated that liquor outlets were significant contributors to provincial employment as the source of an estimated 14 000 jobs. Women were the principal beneficiaries of these work

opportunities as they occupied 64% of all permanent positions, an estimated 9 010 female jobs in the province.

With respect to record keeping and compliancy issues, there were generally poor levels of value-added tax (VAT) and Unemployment Insurance Fund (UIF) compliance among liquor outlets, as well as poor record keeping, suggesting that liquor outlets in Limpopo were run on a fairly informal basis.



Sacha Knox, a research specialist in the Governance and Security Programme at the African Institution at the HSRC, one of the key organisers of the AYGS at the University of Johannesburg earlier this year

YOUNG GRADUATES AND SCHOLARS TO DEBATE THE MERITS OF BRICS BANK

The Africa Young Graduates and Scholars Programme (AYGS), a research capacity building programme for young researchers, was conceived in 2005 to help bridge the existing gap of expertise on African affairs among the continent's youth.

The AYGS' annual conference will be held at the University of Cape Town from 2–4 March 2015 under the theme, *Agenda 2063: An opportune moment for Africa*.

As part of the conference, a model African Union (AU) debate challenge will be held to evaluate the debating and public speaking skills of young graduates and scholars. The challenge will simulate an AU summit, where different country representatives will provide their view on the debate topic, *Genesis of the new BRICS bank: What's in it for Africa?*

Download the concept note and call for position papers at <http://bit.ly/1xR5aOn>

HSRC TO CO-ORDINATE 'BLUE ECONOMY' CORE GROUP

Funding valued at US\$55 000 was awarded by the Indian Ocean Rim Association (IORA) Special Fund to create a core group focusing on the Blue Economy and in particular aspects related to Operation Phakisa, South Africa's response to growing the ocean economy.

Prof. Bohler-Muller, deputy executive director of the HSRC's Democracy, Governance and Service Delivery programme, who presented the application on behalf of the Department of International Relations and Cooperation (DIRCO), sat as a country representative on the IORA academic group. Bohler-Muller said countries that immediately expressed an interest in participating were Mauritius, Sri Lanka, Australia and Oman.

The HSRC, under the membership of the Republic of South Africa, seeks to co-ordinate the development of the IORA Blue Economy Core Group, which entails a framework for academic co-operation and researcher exchanges in the areas of blue growth, especially maritime safety and security, and aquaculture and food security.

She says in the longer term, the focus will be expanded to include shipping, and oil and gas exploration. For South Africa, the development of such a core group strengthens the African agenda on sustainable development through the promotion and facilitation of collaborative activities in support of regional co-operation and growth, and by advancing South-South collaboration through the IORA member states. Also read the article "The big blue" on page 5.

HSRC CONCLUDES RELATIONSHIP WITH THE SWISS GOVERNMENT

A science symposium hosted by the Ambassador of Switzerland, Christian Meuwly, concluded an agreement between the HSRC, the Swiss Embassy, the University of Basel and other social partners to commit to the ideals of the Swiss-South African Joint Research Programme (SSAJRP).

SSAJRP has been promoting scientific and technological co-operation between Switzerland and South Africa since 2008. The programme is one of several bilateral research co-operation programmes organised by the State Secretariat for Education, Research and Innovation (SERI).

SSAJRP fosters research partnerships between Swiss and South

African scientists through joint research projects. It facilitates university faculty and student exchanges to promote knowledge transfer and innovation in both countries. It also supports industry-oriented projects with potential for innovation and the generation of market-oriented outputs through a number of academia-industry initiatives.

Prof. Olive Shisana, CEO of the HSRC, said the organisation has always enjoyed a vibrant relationship with the Swiss, more specifically in the area of the social sciences and humanities, adding that the interested parties have jointly embarked on activities to support young researchers and common areas of research deemed as priorities.



Swiss Ambassador
Christian Meuwly

This has resulted in a memorandum of understanding (MoU) with the University of Basel.

Ambassador Christian Meuwly added that the purpose of the event was to showcase Switzerland's commitment to the social sciences and humanities.

'Focusing on a networking and linkages event on social sciences and humanities will aim to strengthen research across international networks and disciplines in pursuit of shared goals, for example in health, demographic change and well-being; in smart, green and integrated transport; and in climate action and resource efficiency,' he said

The partnership also expects broader collaboration in the area of social sciences, co-operating with foreign representatives on the African continent.



CEO Olive Shisana and Prof. Max Bergman, Department of Social Science, University of Basel, during a discussion at the symposium

NEW@HSRC



Dr Jaya Josie (PhD in Public Finance and Administration, University of the Western Cape), previously a senior research manager in the Economic Performance and Development programme, has been appointed to head up the HSRC's new BRICS Research Centre.



Alexandra Mhula Links (MCom in Economics, University of the Western Cape) has taken up a position as a researcher in the Economic Performance and Development programme. Before joining the HSRC she was a consultant assistant in advisory line service at Ernest & Young in Mozambique.



Phumudzo Maboho (MCom in Business Management, University of Johannesburg), has joined the HSRC as the director of human resources. She was previously employed at the Auditor-General South Africa (AGSA) as a human capital business partner where she worked for 11 years.



Prof. Gillian Marcelle (DPhil, University of Sussex), an internationally-renowned policy specialist, research scholar and advocate in science, technology and innovation (STI), has been appointed to lead the Centre for Science, Technology and Innovation Indicators (CeSTII). Before joining the HSRC she was associate professor in strategy and innovation and director of international partnerships at the University of the Witwatersrand.



Dr Evans Mupela (PhD in Economics and Policy Studies of Technical Change, UN University-MERIT Institute/Maastricht University, Netherlands) has joined the HSRC as a post-doctoral research fellow in the Economic Performance and Development programme. Previously, he worked as a senior lecturer in the computer science department at Walter Sisulu University in Mthatha.



Sikhuthali Nyangintsimbi (Master's in Business Leadership, Unisa), has been appointed head of Enterprise Risk Management. Before joining the HSRC he was senior manager, internal audit, at SekelaXabiso, a consulting business, and also served as the key point of accountability for client relationships in the North West province, leading various projects through the entire internal audit value chain.

THE BIG BLUE: REGIONAL NETWORKS ACROSS THE INDIAN OCEAN

The Department of International Relations and Cooperation (DIRCO) is preparing for South Africa's role as Indian Ocean Rim Association (IORA) deputy chair to Indonesia from 2015 to 2017, and its position as IORA chair from 2017 to 2019. *Narnia Bohler-Muller* tells us more about the focus on regional collaboration across the Indian Ocean rim and the Blue Economy.

As South Africa is finding her feet as a fully integrated member of the international community post-1994 as a member of the United Nations, African Union, India-Brazil-South Africa Dialogue Forum (IBSA), and most recently, the Brazil, Russia, India, China, South Africa (BRICS) association, among others, it is necessary to complement these complex collaborative global and regional relationships with research partnerships that enhance the sharing of knowledge and skills.

HSRC collaboration

In this regard the HSRC has begun contributing to the international agenda, in particular to the establishment of the BRICS Research Centre, as well as being a member of the BRICS Think Tanks Council (BTTC) that advises leaders on issues related to the BRICS vision and strategy, and common research agendas.

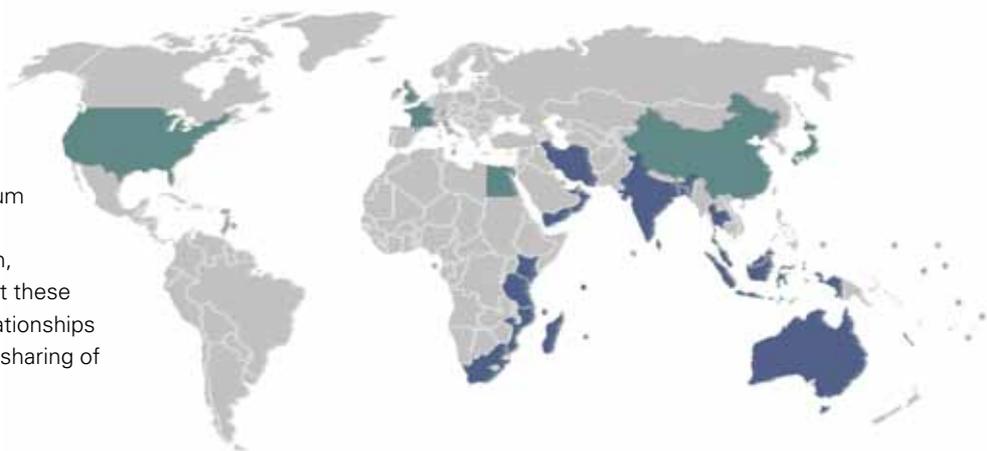
Another initiative the HSRC has embarked upon with the Department of International Relations and Cooperation (DIRCO) is to begin preparing for South Africa's chairing of the Indian Ocean Rim Association (IORA) from 2017 to 2019. South Africa will be IORA deputy chair to Indonesia from 2015 to 2017.

The 'Perth principles' provide guidance for the peaceful, productive and sustainable use of the Indian Ocean.



The importance of developing the Blue Economy

The IORA 'Perth principles' provide guidance for the peaceful, productive and sustainable use of the Indian Ocean and its resources. Paragraph 4 of the Perth Declaration states that:



The Indian Ocean Rim region is home to nearly one-third of the world's population and is of high economic significance.



'IORA is the lead body for promoting regional collaboration across the Indian Ocean rim. We will take forward IORA's role in addressing the development, security, resource and environmental challenges that face our region through policy-oriented consideration of opportunities and risks and high-quality projects...'

For South Africa, the area that we are most well placed to develop is that of the Blue Economy. This priority is in line with the South African government's adoption earlier this year of the first phase of Operation Phakisa – a mechanism to fast-track the deliverables of the National Development Plan (NDP). Phase one focuses on the ocean's potential for sustainable economic growth and human development.

The Indian Ocean Rim region is home to nearly one-third of the world's population and is of high economic significance due to its strategic location. Half of the world's trade travels through this region. In addition, the region possesses a

variety of natural resources that are vital for the well-being of its inhabitants, trade and environmental stability. IORA has begun to place more emphasis on growing the Blue Economy in a sustainable and inclusive manner.

Growth through the Blue Economy is a long-term strategy to support sustainable and inclusive growth in the marine and maritime sectors. The Indian Ocean is a valuable resource that is a main driver for the Indian Ocean Rim economies, and holds great potential for innovation and job creation.

As the economic potential of the Indian Ocean and its rim has not yet been fully realised, it is vital to focus on unpacking the meaning and value of the Blue Economy in ensuring sustainable growth in the region through the co-operation of the IORA member states. South Africa can make her mark by leading this initiative that is fortuitously in line with the NDP.

The economic potential of the Indian Ocean and its rim has not yet been fully realised.

Securing our seas and ocean food sources

Two focus areas could be maritime safety and security, and aquaculture and food security.

The first priority area relates to a number of risks and threats IORA member states face: territorial maritime disputes; maritime piracy; terrorism against ships, ports and other critical infrastructure; organised sea-borne crime and trafficking; and potential impacts of natural or man-made disasters or extreme events. These risks and threats affect national security and are detrimental to peaceful trade in the region.

Aquaculture relates to farming finfish, shellfish and aquatic plants. It is one of the world's fastest growing food sectors and already provides the planet with nearly half of all the fish consumed globally. It is therefore important to develop knowledge around this area, especially as it relates to food security – a major problem facing Africa in particular.

Important research questions deserve further investigation. These relate to the effectiveness of regional co-operation and governance; the applicability and role of existing regional institutions in addressing socioeconomic challenges; relationships within, among and beyond regions (bilateral and multilateral relationships) as well as the role of the United Nations; and the legal regimes that govern the oceans and seas.

Clearly this is a huge opportunity for the HSRC to continue contributing to the global good in ways that simultaneously enhance national interests. Read more about the HSRC's involvement in IORA research in NewsRoundup on page 3. ■

Author: Professor Narnia Bohler-Muller, deputy executive director, Democracy, Governance and Service Delivery programme, HSRC.

UNPACKING THE TRUE POTENTIAL OF LIMPOPO'S TOURISM INDUSTRY

A new study has found that tourism in Limpopo contributes significantly to the national and provincial economies of South Africa, with more than 5% to Limpopo's economy and 3% to the national economy. *Selma Karuaihe, Nthabiseng Tsoanamatsie, Lebogang Mashile and Maria Molokomme* relate the key findings.

The study was compiled by the HSRC with the aim of measuring the actual contribution of the tourism sector, which is not normally measured as a clearly-defined industry but rather treated as a critical economic sector based on the value it adds to other sectors of the economy.

Its objectives included establishing the current composition of the tourism industry in Limpopo; the ways in which tourism contributed to provincial and national economies; the types of available attractions and tourism packages; its B-BBEE compliance; factors that hindered the diversification of tourism; threats to the tourism industry and other potential areas of development.

Study methods

The research team conducted face-to-face interviews using a structured questionnaire with either the owners or the managers of the tourism establishments and tourist attractions, and with key informants. The key informants were mainly experts from government departments dealing with tourism initiatives, district municipalities and the Limpopo tourism agencies in the respective districts.

Findings in a nutshell

- Empirical findings from the study supported secondary data that the tourism sector contributed to the national as well as the provincial economies.
- The tourism sector accounted for more than 5% of Limpopo's economy, measured in terms of tourism spending as a percentage of GDP¹.

¹ Measured in nominal/current prices



Limpopo Province tourism information centre

- The study showed that despite the provincial government's effort to introduce policies and strategies on tourism, the majority of respondents felt such policies were not effective.
- Where government provided incentives to boost tourism in the province, such incentives and marketing strategies were not known.
- The largest component of the accommodation category was the bed and breakfast (B&B) component, which represented 28% of the sample. This was followed by guest houses at 25%, lodges at 18% and hotels at 14%, with the remaining accommodation types accounting for less than 5%.
- In terms of attraction composition, the largest category was represented by nature reserves (32%), followed by art galleries, wildlife and adventures (14%). All other types of attractions accounted for less than 10%.

Other findings

Growth potential

Limpopo experienced increases in growth of domestic tourism (measured in bed nights by origin) between 2007 and 2012, while growth in international tourism declined over the same period as a result of the global economic meltdown. In 2010, the tourism sector's contribution to the GDP was higher for both the national as well as the provincial economy, resulting from the gains of the FIFA World Cup in South Africa.

About 54% of the accommodation establishments employed up to three people, while 23% of the establishments employed between four and six employees. The majority (54%) of

employees were female, and 56% of family members who worked at establishments qualified as employees.

Respondents from the accommodation and attractions categories indicated there was a shortage of relevant skills in the tourism industry.



Skills

The majority of respondents from the accommodation (52%) and attractions (70%) categories indicated there was a shortage of relevant skills in the tourism industry in their respective districts.

Compliance of tourism industry with government regulations

The majority of accommodation establishments (89%) and attractions (57%) were registered for tax purposes. About 55% of accommodation establishments and 62% of attractions indicated they didn't belong to any industry associations. When it came to grading, half of accommodation establishments (48%) were graded, while most of the attractions (67%) were not graded, although perceived grading as important to their business.



The provincial tourism sector was compliant with SA's national codes of good practice around B-BBEE-EE.



The highest star grading for most accommodation establishments was the 3-star grade (55%) followed by the 4-star grade (30%). Some of the main challenges they faced in getting graded were the specific grading requirements, especially for the small establishments; clients' expectations of certain standards that had to be met by establishments; and the high costs associated with keeping the standard, which made it unprofitable to operate the business.

More than 50% of both accommodation and attractions respondents indicated they complied with the transformation policies of government by showing their certificates of compliance. Responses by tourism owners and managers were in line with those of key informants; 56% of them stated the provincial tourism sector was compliant with South Africa's national codes of good practice around broad-based black economic empowerment employment equity (B-BBEE-EE).

registered for tax purposes, the provincial government could make special incentives for those who comply or introduce measures to deal with those who fail to comply in order to increase the revenue potential from such sources.

- There is a need for the stakeholder database to be regularly updated at all levels of government (provincial and local tourism authorities in the respective districts) and to improve communications among the various tourism stakeholders.
- There is a need to encourage a strong value chain among the various clusters in order to strengthen economic benefits that arise from such linkages. ■

Authors: Selma Karuaihe, senior research manager, Economic Performance and Development (EPD) programme, HSRC; Nthabiseng Tsoanamatsie, researcher, EPD, Lebogang Mashile, junior researcher, EPD; Maria Molokomme, junior researcher, EPD.

The full report, Contribution of the tourism industry to the economy of the Limpopo province, compiled by the HSRC, is available on www.hsrc.ac.za.

There is a need for the stakeholder database to be regularly updated.



Recommendations

The study recommended that:

- The government maximises the potential of the tourism sector's contribution to the national and the provincial economies by raising awareness of the potential policies and incentives of which stakeholders can take advantage.
- Since the majority of the respondents indicated they complied with the transformation policies and were





Alexandra township in Johannesburg with Sandton in the background

INCOME INEQUALITY AND LIMITATIONS OF THE GINI INDEX: THE CASE OF SOUTH AFRICA

South Africa is ranked the fourth most unequal society in the world. Recent research has shown that the Gini index as a measure of income inequality has some limitations. *Margaret Chitiga, Emmanuel Sekyere* and *Nthabi Tsoanamatsie* examine some of these flaws and their relevance to income inequality in South Africa.

The Gini coefficient or index is a prominent measure of income inequality. It leverages a scale of 0 to 1 to derive deviation from perfect income equality. A Gini index of 0 would imply perfect income equality, while an index of 1 would imply complete income disparity. The World Bank is the main organisation that provides the Gini index data. However, data is only available for 130 countries. Numerous other organisations provide statistics on income inequality and the ranking of countries using the World Bank’s Gini index data.

Among the BRICS countries of Brazil, Russia, India, China and South Africa, South Africa has the highest income inequality index, a Gini index of 0.63, and the highest global ranking as the fourth unequal country in the world. Brazil comes second with a Gini index of 0.55 and a global rank of 13. China, Russia and India follow in the far distance, although the latest data available for China and India was from 2005 (Table 1).

Table 1: Income inequality (Gini coefficient) ranking of BRICS countries

BRICS country	Gini index	Global rank	Reporting year
South Africa	0.63	4	2009
Brazil	0.55	13	2009
China	0.43	54	2005
Russia	0.40	68	2009
India	0.33	116	2005

Source: *Index Mundi, April 2014 (compiled from World Bank data)*

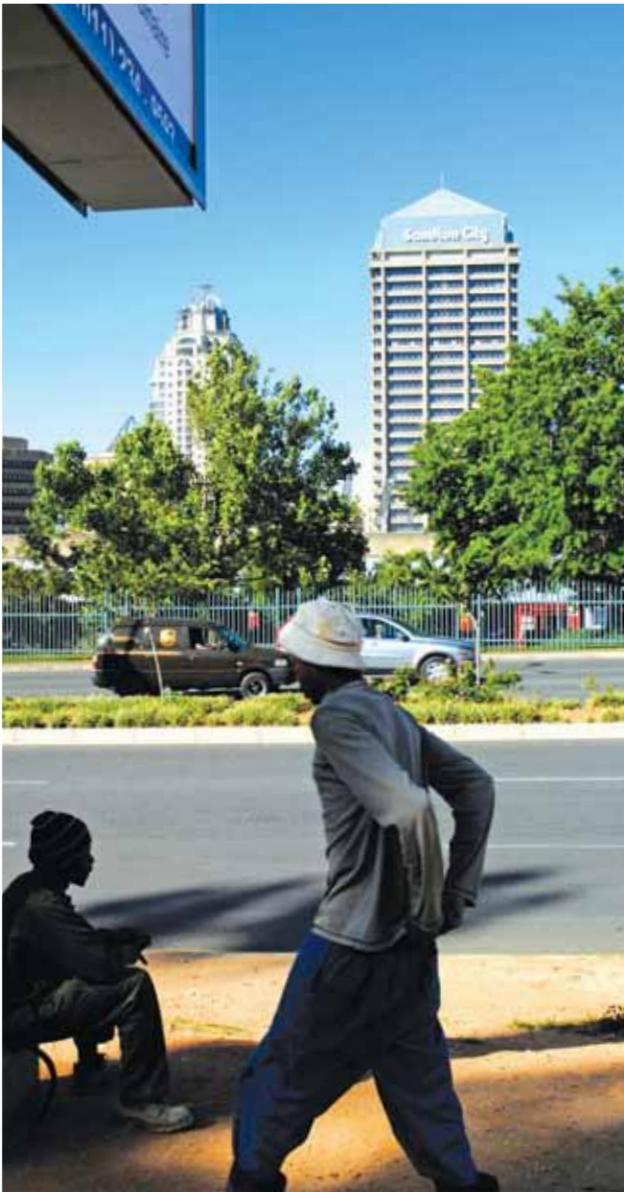
In the Southern African Development Community (SADC) region, South Africa ranks third behind Seychelles and Namibia, which have higher Gini indices of 0.66 and 0.64 respectively. In terms of international rankings, Seychelles is ranked as the most unequal country in the world, with Namibia third and South Africa fourth. The Democratic Republic of Congo (DRC) follows closely after South Africa with a Gini index of 0.61 and is ranked fifth globally. However, the DRC’s data is from 1994.

The Gini index is a relative measure that fails to capture absolute differences in income.



Limitations of the Gini index

The Gini index has been found to have a number of limitations. The first is referred to as the ‘income concept’. Income can be defined at the household level weighted by household size, other scales or at individual level taking into consideration financial holdings or just wage earnings. Each income definition gives a different measure of income and different levels of income inequality. Thus differences in income concepts can lead to differences in measures of income, inequality and the ranking of countries.



A Gini index based on individual incomes is different to a Gini index based on household incomes for the same country. As a result, the rankings of countries change depending on whether the index is based on household incomes or individual incomes, creating some subjectivity in its use and interpretation.

The income of the informal sector is also excluded from the measurement of income inequality using the Gini index. In most developing countries, the informal sector accounts for almost 90% of employment. In agro-based subsistence-driven economies, income could exist in different forms other than money. Countries also have different income tax regimes; regressive, proportional and progressive, with some being more redistributive than others.

Additionally, the Gini index is a relative measure that fails to capture absolute differences in income. It is possible for the Gini index of a country to rise due to increasing income inequality while the number of people living in absolute poverty is actually declining. This is because the Gini index violates the Pareto improvement principle, which says income inequality can increase with an increase in all incomes in a given society. Thus, although the level of income inequality has

increased, the Gini index fails to capture the fact that absolute levels of income have also increased. Similarly, the Gini index could reflect a lower level of income inequality in a scenario where there is a decrease in all incomes in a given society.

Furthermore, two countries could have different income distributions but the same Gini index. For example, in a country where 50% of the people have no income and the other 50% of the people have equal income, the Gini index is 0.5. In another scenario, where 75% of people with no income account for 25% of a country's total income, and the top 25% of people with an income account for 75% of the country's total income, the Gini index will also be 0.5. Consequently, as a basis for ranking the differences in income inequality between countries, the Gini index could be misleading.

The index does not capture social benefits or interventions that bridge inequality between rich and poor.



The Gini index also does not capture social benefits or other interventions aimed at bridging inequality between rich and poor. Subsidised housing, healthcare, education and social grants for the vulnerable are measures that subsidise household incomes, reducing income inequality to some extent.

Demographic changes or characteristics of the population are not reflected by the Gini index. Countries with high ratios of elderly people whose main sources of income are pensions, or countries with high student ratios are likely to have higher levels of income inequality as measured by the Gini index.

Its measure and ranking of a country must be taken subjectively.



Inequality and government intervention in South Africa

Income inequality still remains a challenge for South Africa as a country. This is due to persistent racial undercurrents that drive disparities and social stratification in South Africa as a whole. These disparities transcend income to negatively impact access to employment opportunities, education, quality healthcare and basic necessities such as electricity, water and sanitation.

Uneven distribution of the gains from growth also means that the quality of life and availability of income earning opportunities are further driven by the part of the country in which a person lives. It must be conceded, though, that South Africa has made impressive strides in

bridging the gap in the quality of life between rich and poor in areas such as housing, electricity provision, healthcare delivery and education infrastructure. South Africa has also performed commendably in other development goals such as HIV/AIDS and tuberculosis control, infant/maternal mortality and gross basic school enrolment rates.

Social grants reduced poverty by 45% for the lower poverty line from 1993 to 2013. As per the food poverty measure, poverty levels declined from 33% in 1993 to 25% in 2013. In terms of cost to the budget, social assistance in South Africa currently amounts to R120 billion, representing 3.4% of GDP. Social insurance schemes have also been reformed, establishing an unemployment insurance fund (UIF). The UIF now covers previously excluded groups such as domestic workers, seasonal farm workers and other categories that were not included in social assistance schemes.

However, the construction of the Gini index does not capture the impact of these interventions on income inequality in South Africa. The limitations of the index as previously discussed imply that its measure and ranking of a country must be taken subjectively and in exclusion of absolute income gains, mobility between income classes, differences in the income distribution of countries, differences in tax regimes and its impact on household disposable income, demographic changes, improvements in development outcomes and other government interventions that actually reduce household poverty.

If the Gini index was capable of capturing the impact of all these positive developments in South Africa and the other factors previously highlighted, South Africa's current income inequality index and international ranking could have been much better. ■

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NAVIGATING THE GOVERNMENT'S DEVELOPMENT PATH

The challenge for South Africa lies in its ability to translate its plethora of development plans into implementable programmes and projects that culminate in the achievement of set goals and objectives within the designated timeframes. *Mimi Ndokweni et al* indicate why implementing the most recent of these, the National Development Plan, will remain a struggle.

The main objectives of successive governments since the onset of democracy have been to create jobs, reduce poverty and bridge income inequality. These objectives have translated into several development programmes aimed at ensuring high and sustainable economic growth, an equitable distribution of the gains from growth, and bridging the gap between rich and poor through social safety nets and efficient service delivery.

These development programmes include the Reconstruction and Development Programmes (RDP) of the early 1990s; the Growth, Employment and Redistribution (GEAR) strategy in 1996; the Accelerated and Shared Growth Initiative for South Africa (ASGISA) in 2005; The National Industrial Policy Framework out of which emerged the Industrial Policy Action Plan (IPAP) in 2007 and the New Growth Path (NGP) in 2010.

All of these programmes met with a measure of success (and some obstacles), and were eventually overtaken by the National Development Plan (NDP) – Vision 2030, South Africa's long-term socioeconomic development roadmap.

The loudest criticism came from COSATU, which alleged the NDP did not address unemployment.



The National Development Plan

This policy has been adopted as the cornerstone and blueprint for a future socioeconomic development strategy for South Africa.

The NDP defines a desired destination and identifies the role different sectors of society need to play in reaching that destination, serving four broad objectives: providing overarching goals for what the country wants to achieve by 2030; building consensus on the key obstacles to achieving these goals and what needs to be done to overcome those obstacles; providing a shared long-term strategic framework to advance the plan's long-term goals; and laying the foundation of how best to use limited resources.

South Africa's Gini index, unemployment rate and poverty rates are worse off than the 1996 levels.



The high-level objectives to be achieved by 2030 include reducing the number of people living in households with a monthly income less than R419 per person (using 2009 prices) from 39% to zero, and reducing inequality as measured by the Gini coefficient from 0.69 to 0.6.

The core elements of a decent standard of living are housing, water, electricity and sanitation; safe and reliable public transport; quality education and skills development; safety and security; quality healthcare; social protection; employment; recreation and leisure; a clean environment and adequate nutrition.

To realise these goals, the plan draws on the energies of the country's people, growing an inclusive economy, building capabilities, enhancing the capacity of the state, and promoting leadership and partnerships throughout society.

Although the NDP was well received by the broader society, there was also strong criticism from some quarters as to what was not in the plan.

What is missing from the NDP?

The loudest criticism came from the Congress of South African Trade Unions (COSATU), which alleged that the NDP did not address the real problems around unemployment because it was silent on industrialisation. It said that for the government to generate decent jobs, it had to revamp the manufacturing sector, which would generate the right mix of decent jobs in the economy and complement the services sector.

Instead of industrialisation, the NDP puts more emphasis on small- and medium-scale enterprises in the services sector as the main drivers of future economic growth, perpetuating the tradition of unskilled low-wage labour in the country.

The NDP puts more emphasis on small- and medium-scale enterprises in the services sector.



The NDP is lenient on reducing income inequality in South Africa; it proposes a reduction of only 0.1% in the Gini coefficient by 2030, raising questions about the government's commitment to reducing income inequality. Furthermore, looking at what little progress has been made after 20 years of democracy, there is a general sense of scepticism as to whether the lofty goals of the NDP can be achieved 16 years from now, by 2030. South Africa's Gini index, unemployment rate and poverty rates are currently worse off than the 1996 levels, as illustrated in Table 1.

Table 1: Trends in key macroeconomic indicators over the last 20 years

Indicator	1996	2004	2013
Unemployment	20.6%	27.7%	25.0%
Gini coefficient	0.60	0.67	0.62
Poverty rate	40.2%	48.3%	42.1%
GDP growth	4.30%	4.60%	1.90%

Source: *Global Insight and World Bank*

Challenges to its successful implementation

South Africa, like many of its African neighbours, does not lack the capacity to formulate policy, as demonstrated by the NDP. The challenge lies in its ability to translate these policies into implementable programmes and projects along the different tiers of government – provinces, municipalities and local government – culminating in achieving the set goals and objectives within the designated timeframes.

The three key areas South Africa as a country has always struggled with – and which are essential in building a capable, developmental and democratic state as stipulated in the NDP – are the ability to implement policy, enforce legislation and deliver services.

South Africa has always struggled with... the ability to implement policy, enforce legislation and deliver services.



South Africa would struggle with a straightforward implementation plan for the NDP because contestation is inherent in democratic institutions. Thus, the better the quality of political institutions, the more demanding the political debate over the modus operandi, the more divergent the expectations of the different stakeholders, and the more difficult to achieve convergence and implementation in a commonly agreed direction.

Furthermore, the successful implementation of the NDP would largely depend on the quality of South Africa's human capacity at the provincial, municipal and local government levels. Is there sufficient capacity at these levels of government to adequately align the policies of the NDP with their respective integrated development plans (IDPs)?

Closely related to this are issues of accountability and transparency at these lower tiers of government, which is the focus of Chapter 15 of the NDP, namely the role of civil society in partnering with the government to ensure the successful implementation of the NDP. What shape or form this role would take and what would be the mechanisms for redress are additional issues to be addressed.

Conclusion

Significant effort must be put into translating the lofty ideals of the NDP into practical, implementable programmes and projects that are well aligned with the IDPs of local government. It is imperative that the right oversight structures are in place, such as monitoring and evaluation (M&E) frameworks to ensure optimum enforcement, transparency and accountability at all levels.

Multiple stakeholders are crucial in realising the successful implementation of the plan. It would be useful

to employ already existing structures established by civil society to see where synergies could be leveraged with government structures for cordial, productive and proactive engagement and discourse. This would mitigate the usually violent approach by communities to register displeasure with the government.

Multiple stakeholders are crucial in realising the successful implementation of the plan.



The NDP also proposes the establishment of a government school to train the public sector to enhance capacity in the requisite areas. This is a step in the right direction aimed at addressing the capacity shortfalls of the public sector. The school would also be a platform for government to leverage the enormous expertise in South Africa's universities. Finally, the assistance of South Africa's development partners, aside from funding, should be maximised while learning from international best practices. ■

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LONE MOTHERS, SOCIAL SECURITY AND DIGNITY

Comprehensive social security could play a critical role in helping to protect and respect people's dignity.

Gemma Wright and *Andrea Royeppen* report on a colloquium presented at the HSRC on lone mothers, hosted by PAN: Children.

There is a Setswana phrase that goes, 'Mma ngwana o tshwara thipa ka fa bogaleng'. Translated directly into English it means 'a mother holds a knife by the blade (sharpest part of the knife)', and is interpreted as meaning that a mother will do anything in her power to protect her child from danger.

In many respects, this phrase encapsulates the findings of a recently completed study titled *Lone mothers in South Africa – the role of social security in respecting and protecting dignity*. The three-year project, which involved collaboration between researchers at the University of Oxford, the HSRC and the University of the Western Cape, was funded by the UK Department for International Development and the Economic and Social Research Council.

Link between dignity and grants

Although dignity and social security are of relevance to people regardless of their age and gender, this project focused particularly on lone mothers because, as a diverse group, they throw into sharp relief the challenge of being both breadwinner and caregiver in the context of high levels of poverty and unemployment. Lone mothers were

broadly defined as women who did not live with a spouse or partner and who were the main caregivers of one or more children under the age of 18. The main focus of the study was on lone mothers of working age.

**Dignity was understood
and experienced as
being an important and
relational value.**



Dignity and social security are both mentioned within the South African constitution, but the connection between them is relatively under-explored. The South African Bill of rights stipulates, 'Everyone has inherent dignity and the Right to have their dignity respected and protected' and that the state must take 'reasonable legislative and other measures, within its available resources, to achieve the progressive realisation [of providing] access to social

security, including, if they are unable to support themselves and their dependants, appropriate social assistance’.

Notwithstanding these commitments, working-age adults, including caregivers of children, are not yet entitled to social assistance in their own right unless they are disabled, although many caregivers intersect with the social security system in relation to the child support grant (CSG), which is social assistance for children living with low-income caregivers.

Poverty was described by lone mothers as erosive of their dignity.



Poverty erodes dignity

A total of 36 focus groups and 16 in-depth interviews were undertaken in the Eastern and Western Cape with low-income lone mothers who received the CSG for one or more children. Almost 200 lone mothers took part in the focus groups.

The study explored how lone mothers interpreted the meaning of dignity in the context of their own lives, and the impact of poverty and inequality on dignity. Their experiences of interacting with the social security system were explored in three ways: as applicants of the CSG; as users, custodians and consumers of the CSG for a beneficiary child; and in their status as CSG recipients, in the eyes of others.

The participants were also asked what they thought of a grant intended for their own material needs (rather than those of their children), and the extent to which they regarded the CSG as a manifestation of social solidarity or ubuntu.

Interviews were also held with senior policy makers in government about dignity and social security policy design and implementation, and social attitudes were explored more broadly about dignity, poverty and social security using data from the HSRC’s South African Social Attitudes Survey (SASAS).

The study found that dignity was understood and experienced as being a very important and relational value, or the extent to which one feels valued by important others.

The main reason lone mother respondents said their dignity should be protected and respected was because of their roles as caregivers: they took this role extremely seriously. Poverty was described by lone mothers as erosive of their dignity partly, but not exclusively, because of how it impeded their ability to fulfil their roles as caregivers. Accounts were given of how poverty negatively impacted on their sense of self-esteem, worthiness, autonomy and self-respect. Many of the methods and strategies of surviving poverty were also described by lone mothers as being detrimental to their sense of dignity, particularly begging, demeaning work for family and neighbours, tolerating precarious employment, and transactional sex.

The CSG plays a vital role in helping lone mothers provide for their children, yet was perceived by many as being so small an amount as to have little impact on the protection of their dignity as caregivers. The process of applying for the CSG was described by many as being detrimental to dignity, as was the opprobrium often associated with their status as CSG recipients. Nevertheless, as demonstrated by the in-depth interviews in particular, the use of the CSG as an income stream contributed positively and in dignity-enhancing ways to the lives of many of the informants.

Decent work route to dignity

Decent paid work, however, was regarded by lone mothers as the main route to attaining dignity. In the absence of sufficient employment opportunities, there was strong support for the introduction of a form of social security for lone mothers, both among the participants in the focus groups and more broadly within the social attitudes survey.

This study comes at an important time when the status of child poverty in South Africa is under the spotlight. It has been noted that child poverty is inextricably linked to the poverty level of the caregiver, as child poverty cannot be addressed if the caregiver and household cannot meet their material needs.

Decent paid work was regarded as the main route to attaining dignity.



Widening the debate on social grants

The study calls for the CSG debate to be redirected to one that focuses on its adequacy rather than just the defence of its existence and impact, and for the debate to be widened to the constitutional commitment to the progressive realisation of comprehensive social security.

Comprehensive social security, if implemented in a way that promotes social solidarity and is sensitive to the dignity of applicants, could play an important role in helping to protect and respect people’s dignity. Until such time as these issues are addressed the phrase, ‘Mma ngwana o tshwara thipa ka fa bogaleng’ will continue to epitomise the daily challenges faced by many caregivers across South Africa as they struggle to meet their own needs and those of their children in the context of high levels of poverty and unemployment. ■

Authors: Prof. Gemma Wright, professor extraordinaire, Archie Mafeje Research Institute, UNISA, and research director, Southern African Social Policy Research Institute; Andrea Royeppen, PhD intern, Pan: Children (<http://children.pan.org.za/>) a web-based platform managed by the HSRC and UNICEF.

The Role of Social Security in Respecting and Protecting the Dignity of Lone Mothers in South Africa: Final Report, by Gemma Wright et al is available on <http://bit.ly/1sUPPIm>.

ENGENDERING CHANGE: ATTITUDES TOWARDS WOMEN IN POLITICS IN SOUTH AFRICA

A United Nations Millennium Project report in 2005 argued that women in office were more likely to advocate for legislation and policy that would improve gender equality and benefit children and families. So, how do South Africans feel about women in politics? *Jaré Struwig, Steven Gordon and Benjamin Roberts* explore public perceptions on the increase in women's political representation in South Africa.

There is academic evidence to suggest that female participation in political formation also reduces corruption and increases the transparency of decision-making bodies. International studies indicate that the introduction of legislation or political party rules that specify the use of quotas for female candidates is an effective means by which to increase women's political representation and promote gender equality.

The South African Social Attitudes Survey (SASAS) is the HSRC's nationally representative survey that has taken place annually since 2003 among, on average, 3 000 adult respondents aged 16 years and older, living in private households in all nine provinces of South Africa. A detailed set of questions on democratic attitudes was fielded during the 2010 and 2013 rounds of the survey to ascertain public attitude towards women in politics.

The researchers found that since the adoption of the Millennium Development Goals in 2000, South Africa had made impressive gains in relation to women in political life and was one of only a few countries to have surpassed the target of women holding 30% of seats in national parliament.

South Africa have surpassed the target of women holding 30% of seats in national parliament.

Overall support for female political participation

A set of nine statements relating to the role of women in the political system was read out to respondents who were asked to rate their level of agreement or disagreement using a five-point scale ranging from 'strongly agree' to 'strongly disagree'. As illustrated in Figure 1 on page 17, the South African public appeared to agree women should have a greater place in politics in the country. A majority of adult citizens acknowledged the need for greater involvement of

women in politics, would vote for female candidates, and favoured increased quotas for women in political parties and legislation that binds political parties to having women candidates on their lists.

A progressive turn

The researchers found that between 2010 and 2013, there were general improvements in attitudes towards women in politics. For instance, a majority of respondents believed women needed to get more involved in politics (78%), which represented a significant increase since 2010 when 69% of the adult public shared this view.

The proportion of adult citizens who believed men were better politicians than women declined from 43% in 2010 to 33% in 2013. The share of respondents who felt their needs would be better addressed if more women were in politics grew from 40% in 2010 to 46% in 2013. Other attitudes remained more static, particularly whether there should be legislation or quotas that would force parties to have more women on their candidate lists.

Do men and women share similar views?

While gender-based differences in opinion were found in relation to female political participation, the level of support voiced by men was appreciably higher than one might typically assume. This is an encouraging sign for ongoing efforts to promote gender equality in the country. The results, disaggregated by gender, were as follows:

- There was a resolute aversion by men and women alike to attempts to influence voting decisions, with sizable shares believing it was unacceptable for men and women to influence the electoral choices of members of the opposite sex. More than half (51%) of men agreed that men had no right to tell women which party to vote for, compared to 69% of women.
- Almost three quarters (73%) of men thought if there were more women in politics their needs would be better addressed, compared to 77% of women.
- More than a third (35%) of men thought legislation should force parties to have women on their lists, compared to 55% of women.

- A little more than half (51%) of men thought that quotas for women in political parties should be increased, compared to 69% of women.
- Less than half (47%) of men thought women needed to get more involved in politics to solve problems that concerned them, compared to 59% of women.
- More than two fifths (42%) of men disagreed with the statement, 'men are generally better politicians than women', compared to 58% of women.
- Less than a fifth (22%) of men agreed with the statement, 'I will never vote for a woman', compared to 16% of women.

A class divide

Significant population group differences were found across all nine questions. On average, Indian respondents tended to express higher support for women in politics than other population groups. Better educated South Africans were found to be more supportive of women in politics, with a lower likelihood of believing that men were better politicians than women and a greater willingness to vote for a female politician. Those living in rural areas were found to have more conservative attitudes towards women in politics, and were more inclined to agree that male politicians better protected their interests than female politicians.

The South African public appeared to agree women should have a greater place in politics.

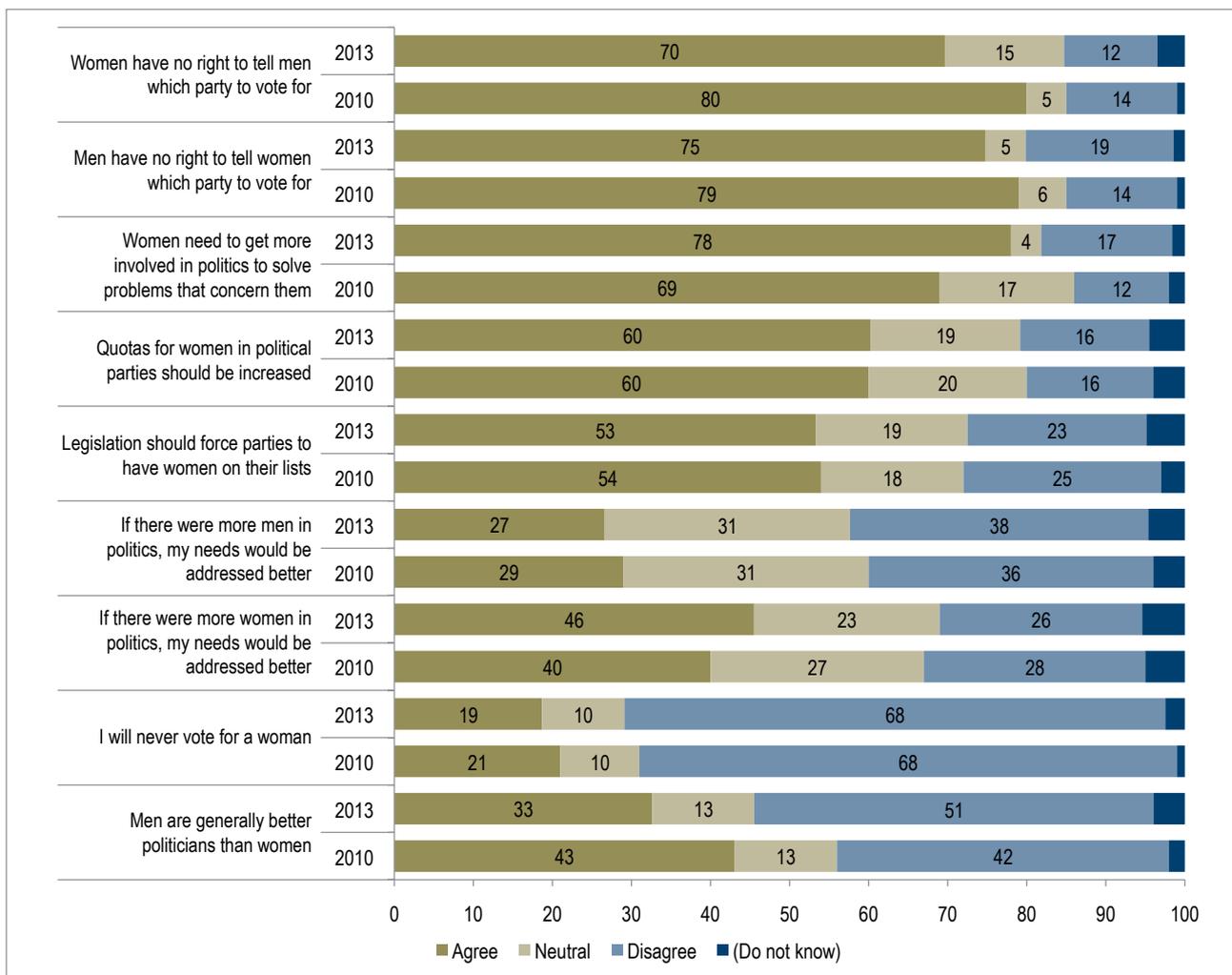


Conclusion

These results are positive, and suggest that alongside the significant progress South Africa has made in opening up national politics to women, public attitudes towards women in politics are supportive and increasingly favourable. However, it was also evident that a significant minority of men continued to retain patriarchal views concerning women in politics. More needs to be done to address such patriarchy and promote greater acceptance of female participation in the political arena. ■

Authors: Jaré Struvig and Benjamin Roberts, co-ordinators of SASAS, Democracy, Governance and Service Delivery (DGSD) programme, HSRC; Steven Gordon, PhD research trainee, DGSD, HSRC.

Figure 1: Politics and gender role attitudes, 2010 and 2013 (row percentages)



Source: IEC Voter Participation Survey (VPS) 2010, 2013. Note: Due to rounding off percentages may not add up to exactly 100%.



PRIDE AND PREJUDICE: TRENDS IN SOUTH AFRICAN NATIONAL PRIDE

The recent commemoration of Heritage Day and Heritage Month raised questions about the state of social cohesion and national identity in the country after 20 years of democracy. Are we proudly South African? What are we most proud of and what shames us about our country? *Benjamin Roberts, Steven Gordon, Jarè Struwig* and *Greg Houston* examine trends in national pride since 2003.

To assess levels of national pride, we analysed data from the SA Social Attitudes Survey (SASAS), a national survey series that has been conducted annually by the HSRC since 2003. Each SASAS round consists of a representative sample of South Africans aged 16 years and older living in private homes, with interviewing conducted in the last quarter of each year.

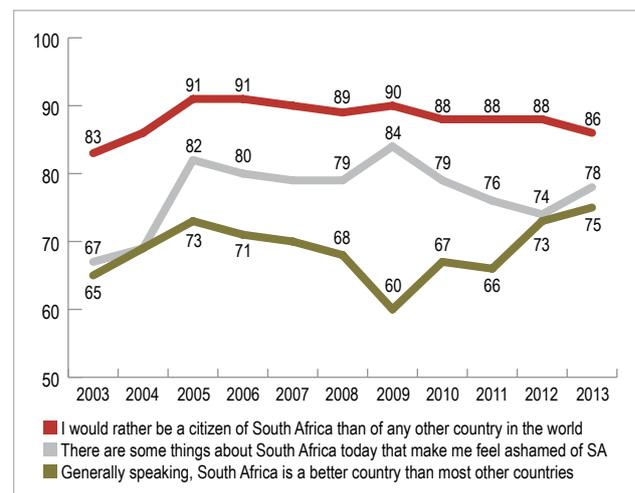
Measures of general national pride have been included in every round of the survey, while indicators examining different dimensions of pride were fielded exclusively in 2003 and 2013. The availability of such data allowed us to examine the extent and changing nature of pride over the last decade.

A proud nation

South Africans voiced resolute and fairly consistent positive views in relation to the country on measures of general pride in the 10 years between 2003 and 2013 (Figure 1). In particular, the share that agreed with the statement, 'I would rather be a citizen of South Africa than of any other country in the world', remained high and showed limited variation (83%–91%).

Similarly, there was broad agreement that 'South Africa is a better country than most other countries', supported by 73% to 84% of respondents since 2005. A discernible upswing on both measures was apparent in 2009, which was probably due to the euphoria leading up to the 2010 FIFA World Cup, though this effect was short-lived.

Figure 1: Trends in national pride in South Africa, 2003–2013



Source: HSRC SASAS 2003–2013

Such expressions of pride were not blindly uncritical, with a significant proportion in each round of interviewing admitting there were 'some things about South Africa today that make me feel ashamed'. The share reporting a sense of shame rose between 2003 and 2005 then fell more appreciably from 73% to 60% between 2005 and 2009. Over the last four years, a reversal has again occurred, with concern rising to 75% by 2013.

Interviews conducted in late 2012 by the SASAS team as part of an IEC-commissioned study examined factors underlying feelings of national shame.

Some of the commonly cited reasons included economic inequalities, poor educational standards, unemployment and deprivation, crime and corruption, and state inefficiency.

Sports was the most frequently mentioned source of national pride.



Aspects of pride

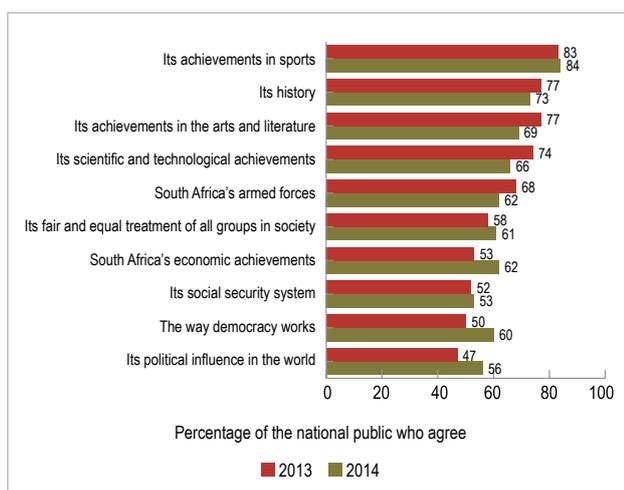
To better understand national pride in the country, we looked at pride in specific achievements, based on questions evaluating 10 different dimensions in 2003 and 2013 (Figure 2). In 2013, sports was the most frequently mentioned source of national pride, with 83% reporting that it made them proud of their country. This was followed by pride in the country's history, and arts and literary achievements (both 77%), as well as scientific achievements (74%).

By comparison, distinctly lower pride ratings were provided for those dimensions that related more to politics and governance. These included fair and equal treatment (58%), economic achievements (53%), the social security system (52%), the way democracy works (50%), and global political influence (47%).

Lower pride ratings were provided for dimensions related to politics and governance.



Figure 2: National pride dimensions, 2003 and 2013 (ranked in descending order on 2013 results)



Source: HSRC SASAS 2003 and 2013



Differences (in national pride) between population groups were more prominent.



In terms of change over time, the ranking of the top five items was the same in both 2003 and 2013, with sports achievements remaining stable and increased percentages of the population declaring pride in arts and literature, science and technology, and the defence force.

Other notable changes in ranking were attributable to percentage-point declines in pride in three specific areas: the functioning of democracy, influence in the world, and performance of the economy.

Who is proud of the country's achievements?

Only minor variations in national pride were evident on the basis of age and gender. Differences between population groups were more prominent. White and Indian adults were found to be considerably less proud than other South Africans on the following domains: fair and equal treatment, the social security system and the political influence of South Africa in the world. No difference could be discerned with regard to the literature, science and sport dimensions, suggesting similar levels of cultural pride.

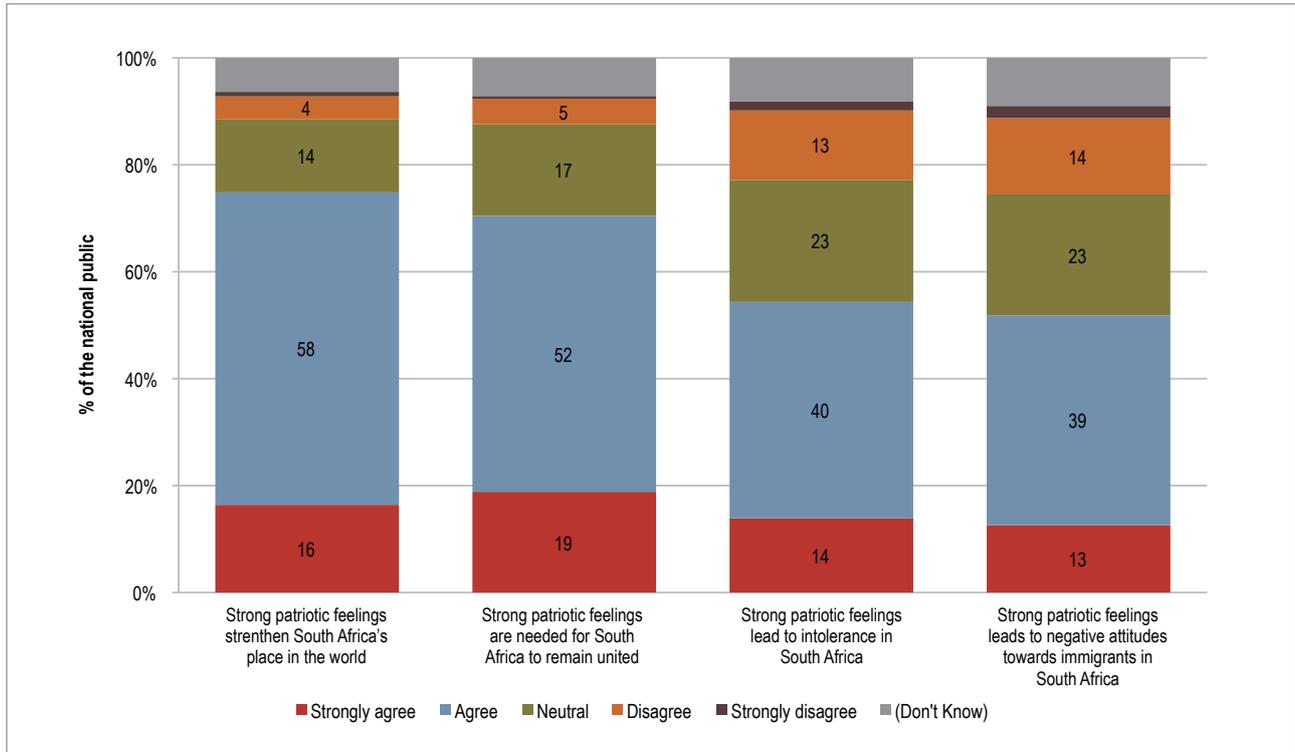
Low levels of pride on certain dimensions observed in Figure 2 seemed to be related to public dissatisfaction with political elites and political institutions in the country. Those South Africans who were dissatisfied with the current political leadership in the country, and who distrusted their national and local governments, were found to be less proud of South Africa's democracy, influence in the world, and economic achievements.

Perceived political effects of national pride

The 2013 survey round also included items designed to better understand the perceived positive and negative impacts of strong feelings of national pride in the country.

As Figure 3 shows, almost three-quarters of South Africans believed that strong patriotic feelings served to strengthen the country’s place in the world and help maintain unity among its people.

Figure 3: The effects of nationalism, 2013



Source: HSRC SASAS 2013

Yet, more than half of adult South Africans also believed that such feelings promoted greater intolerance in South Africa, particularly towards immigrants. Therefore, while the public was more inclined to feel that the positive effects of strong national pride outweighed the negative, concerns about the detrimental effects that such pride could have on the country were voiced by a sizable share of the population.

South Africans remained resolutely proud of their country.

Conclusion

Since 1994 the South African government has initiated a nation-building programme to promote pride in a common national identity to build greater social cohesion in the country. The survey results suggested South Africans remained resolutely proud of their country in general, while cultural pride more explicitly has remained broad-based and relatively stable over the decade between 2003 and 2013. In this respect, South Africans continued to exhibit levels of national pride that placed it alongside mature democracies such as the United States, Australia, Canada and New Zealand.

Pride in political dimensions showed some signs of reversal.

However, it was disconcerting that pride in political dimensions showed some signs of reversal over the period, and that fairly large shares expressed shame about certain developments in the country as well as concerns about the possible political consequences of too much pride in our society.

From an accountability perspective, these increases in political (and economic) disillusionment over the decade could be interpreted as a growing distance between public expectations and reality concerning democracy performance, the degree of state responsiveness, and the nature and pace of change and progress. Addressing such discontentment should be seen as central to ongoing efforts to promote social cohesion as well as restoring and building a sense of civic pride and legitimacy. ■

Authors: Benjamin Roberts and Jarè Struwig, SASAS co-ordinators, Democracy, Governance and Service Delivery (DGSD) programme, HSRC; Steven Gordon, PhD researcher trainee, DGSD, HSRC; and Greg Houston, Chief Research Specialist, DGSD, HSRC.

EXPLORING SOUTH AFRICANS' PREFERENCES FOR GOVERNMENT COMMUNICATIONS

Effective communication between government and citizens is a key component of democracy. Given the differentiated access to communication channels, the diversity of the South African population, and the increasing importance of information and communication technologies, how can the government better reach out to citizens? *Elmé Vivier, Diana Sanchez Betancourt, Dineo Seabe and Marie Wentzel* provide insights into the opportunities to improve communication between local government and citizens.

While the South African government provides a broad range of channels and technologies through which citizens can access information (e.g. municipal offices, *imbizos*, mass media technologies such as television and radio etc.), new and innovative information technology-based tools are constantly emerging. These range from municipal websites and social media platforms like Twitter to mobile phone applications such as that launched in 2014 by the Johannesburg Roads Agency for the public to report road-related problems using smartphones.

These developments are part of a broader global development trend to create smart cities, where local government systems (where technology is the cornerstone for providing services) and information communication technologies (ICTs) are key communication channels between government and citizens.

While this developmental path needs to be interrogated as a sustainable option for municipalities, a particular concern in the South African context is the potential of these technologies to transform the government-to-citizen and citizen-to-citizen interface. Will these serve to overcome or exacerbate the digital divide? After all, according to the 2011 census, although 16% of households accessed the internet through a cellphone, nearly 65% had no access to the internet at all, reflecting continued inequality and the importance to understand the value and scope of using various channels of communication.

Citizens' preferred channels to receive information

Within this context, and in an effort to better understand information flows between citizens and the state, the 2013 South African Social Attitudes Survey (SASAS) included a module on citizens' communication preferences for receiving information from local government. The survey included a sample of adults aged 16 years and older. Options included television, radio, print media such as newspapers or municipal newsletters, face-to-face engagements, and ICT media such as the internet and cellphones.

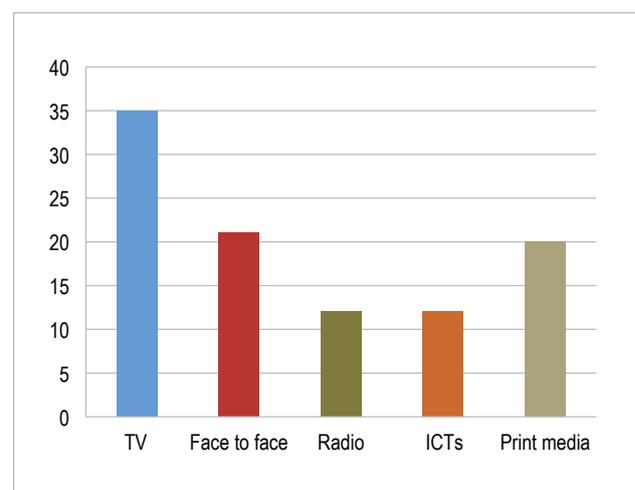
Television stood out as the most popular choice to receive information from the government.



The module formed part of the HSRC's work as a research partner for the national treasury-led Cities Support Programme, which recognises the importance of effective engagement between citizens and local governments in improving service delivery.

As Figure 1 shows, television stood out as the most popular choice to receive information from the government (35%), with print media and face-to-face interactions being nearly equal as the second most preferred communication channel (20% and 21% respectively). Radio and various information technologies were less popular overall (both at 12%).

Figure 1: Most preferred medium to receive information (national average)

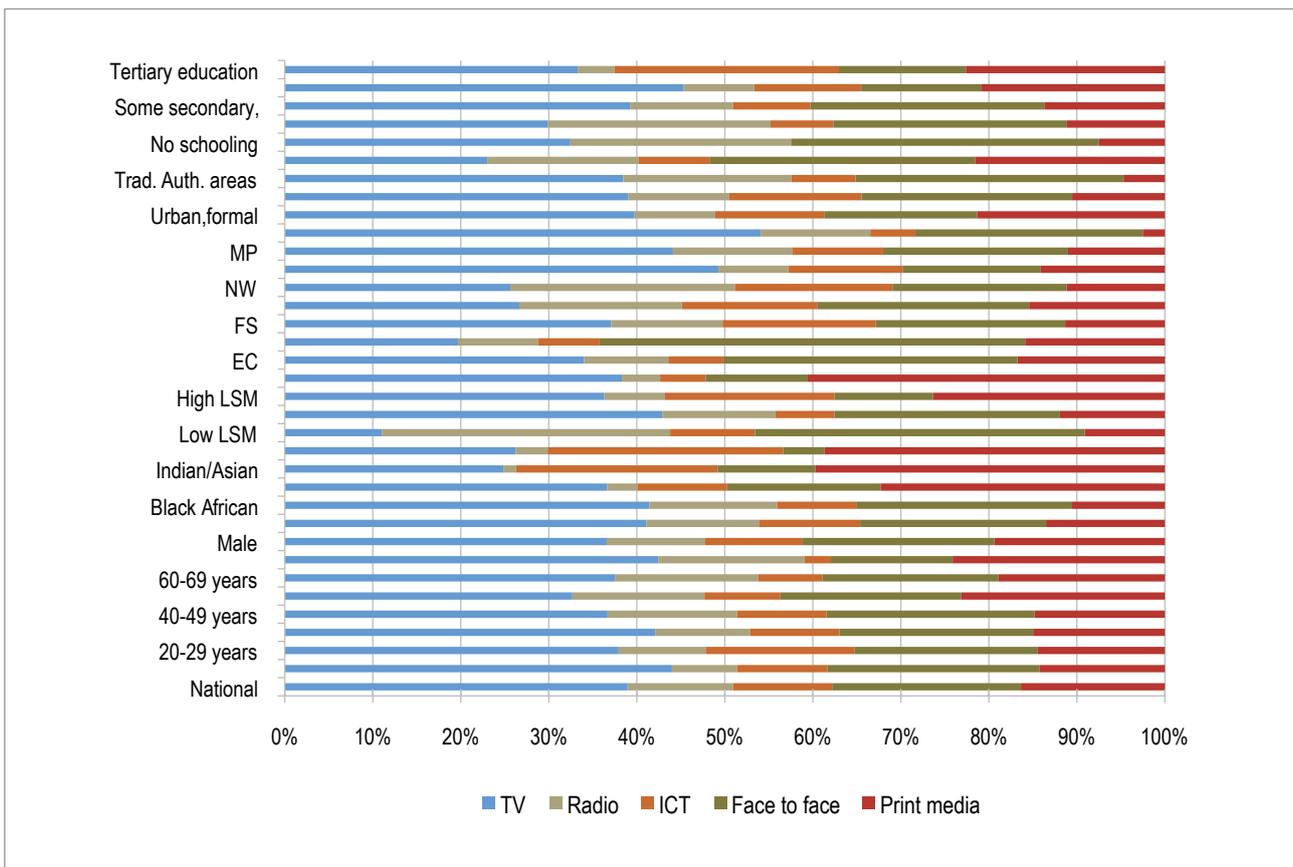


Source: HSRC SASAS 2013



When considering the results by age, gender, race, living standard measure (LSM), province, geotype and education, some significant differences between demographic groups emerged that did not fit the national pattern and illustrated some subtle but relevant nuances (see Figure 2).

Figure 2: Most preferred medium to receive information from local government



Source: HSRC SASAS 2013

Television, while still the medium of choice for most, and particularly popular in Limpopo (52%) and Gauteng (47%), was much less popular among those who lived in rural areas (and especially those in the Northern Cape), those with a low LSM, or among white and Asian groups.

Printed media was considered the most preferred communication medium for many white (37%) and Asian (39%) respondents and Western Cape residents (39%), even more so than television, and was most popular among older citizens and men.

Face-to-face engagements were preferred by respondents with no education.



Radio, on the other hand, showed mixed results across the spectrum of demographics. Only respondents from the North West selected radio equally with television at 25%, while those from the low LSM indicated a preference for radio at 31% (after face-to-face engagements).

Face-to-face engagements were preferred by respondents with no education (32%), or from a low LSM (35%) or medium LSM (25%), while high LSM and more educated groups, as well as residents of urban formal areas, showed the least interest in this form of direct interaction.

Finally, ICTs were rated the lowest of all the choices and were not the primary choice of communication channel of any demographic group. It did however feature among those with a tertiary education (25%), from the high LSM (19%), or from the Asian (23%) or white (26%) race groups. Those with no schooling, from traditional authority areas, and of the higher age ranges showed the least interest. Even among 20–29 year olds, who showed more interest in ICTs than any other age group, television and face-to-face still remained their preferred medium for information.

The government's communication strategies should take into account access to and preferences for specific communication channels.



Embracing a differentiated approach to government-citizen communication

As the research indicated, South Africans relied on different sources for information, and access (and by implication, social and economic conditions) remained a critical issue. Some specific matters deserve attention.

Firstly, the government's communication strategies should take into account access to and preferences for specific channels of communication. Additionally, low interest in specific media could indicate a need for greater education and awareness around those channels. For instance, greater emphasis could be placed on print media in the Western Cape as this was the most preferred communication channel, or in other provinces it may signal a need to enhance the use of radio and face-to-face engagements.

Secondly, for those with little or no education, access to technology may be the primary factor determining communication preferences. The lack of interest witnessed in major information technologies (ICT and in some instances, television and radio), and the limited reliance on print media, reflect socioeconomic disparities across the South African landscape. Education also played a major role in enabling individuals to optimise the potential use of ICT tools. Therefore, if local governments increasingly rely on ICTs as a major communication tool (under a smart city trajectory) without addressing issues of access and skills, this will pose a major challenge for effective engagement with citizens.

Finally, the results showed that across living standard measures, geographic spaces and even levels of schooling, people desired direct interaction with government representatives. Citizens and residents valued processes that built personal relationships and trust, which is essential for access to information to translate into meaningful engagement.

Conclusion

A better understanding of citizens' preferred channels of communication can help the government develop strategies to improve communication and to access target groups. In particular, a variety of strategies and technologies are needed to communicate with particular sectors of the population. While broad-based strategies remain relevant, understanding the nuances around communication preferences will allow the government to develop targeted campaigns that will permit more genuine communication tailored to specific needs, interests and capacities of particular demographic groups (e.g. youth, elderly and urban or rural dwellers).

Efforts to expand access to and the use of certain technologies should also take into account socioeconomic challenges, education and awareness. It is ultimately not only access to but also the use and value of communication tools that translates into meaningful engagement between the government and a better informed citizenry. ■

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LOCAL IS LEKKER: THE RELEVANCE OF LOCAL AGRICULTURAL INNOVATIONS IN RURAL SOUTH AFRICA

Innovation often occurs in unexpected forms and in the least obvious places in our societies, like the informal sector. The relevance of informal innovation in rural South Africa should not be overlooked as it makes important contributions to local economies, say researchers *Alexandra Mhula-Links, Tim Hart and Peter Jacobs*.

Farmers face constantly rising input costs and are increasingly vulnerable to fast-changing climatic challenges. These pressures force them to continually search for new ideas and farming practices that cut the costs of agricultural production, help them cope with climatic risks and allow them to farm in more environmentally friendly ways. These innovations are considered the basic ingredients of the so called smart farming revolution of the 21st century. In the larger rural context, how useful are these innovations as panaceas for the various economic, developmental, environmental and social challenges facing poorer societies today?

Findings from new research about two farming ventures debunk the old misperceptions regarding formal and informal innovation that are still entrenched in the field of innovation studies¹.

The first case study illustrates how a new machine has improved the harvesting of peanuts that are produced on a fully commercialised large farm. The second example shows how a small informal farmer adopted a new method of producing liquid fertiliser from crop residues that proved to be cost saving as well. In both examples, the innovations were informally disseminated to other farmers who required these innovations.

Questioning the formality of innovation

To make sense of the learning that flows from these examples, it is important to see them against the background of how innovations occur. Some studies indicate that innovations are often developed informally, in the sense that they are carried out by workers, managers and owners of formal enterprises (statutory registered and regulated), rather than by traditional research and development (R&D) departments or institutes with specific technology development mandates.

Exactly 30 years ago, James E Katz pioneered the area of innovation that highlighted the relevance of informal shop floor level innovation activities in formal urban-based

organisations. Findings from studies in developing countries also illustrate the presence of informal innovation at formal enterprise level.

Turning to South Africa, there is an astounding lack of research documenting innovation in marginalised areas, especially in rural communities. One exception is an older study on innovation activities in Limpopo that noted while this predominantly rural province appeared to be lagging behind when it came to high-technology innovation activities, it had the largest acknowledged share of informal innovation activities in the country at around 35%. These sometimes simple innovations often lead to improved standards of living for the inventors, their families and even their communities.

These innovations often lead to improved standards of living for the inventors, their families and communities.



The Peanut Blower – Dr Ruth Segomotsi Mopati District Municipality

The Peanut Blower, a mechanical implement attached to the rear of a tractor, improves the peanut harvesting process by extracting harvested peanuts and depositing them in trucks that drive alongside. This innovation arose from a need to reduce the size of the farm workforce during peanut harvesting season, and to reduce the harvesting time to ensure the peanuts got to the market as quickly as possible. In addition, the device reduces the physical handling of the nuts, which ensures better quality.

The Peanut Blower was designed by the farmer-owner of a registered commercial peanut exporting farm. He took his design to a light engineering company in a nearby

town where the design was refined and the Peanut Blower manufactured. The newly-designed machine was then tested on the farm and approved by the owner. A few months later it was diffused to other local farms through the informal networks of the farmer-owner and engineering company. A second version was manufactured and sold to a neighbouring farmer who then made some adaptive changes to suit his needs.

Despite the fact that the enterprises involved were all statutory registered entities, the Peanut Blower and the accompanying innovation activities were informal. This was because the relationships in this community were largely informal and there was no support from sectoral or national innovation systems actors, such as the science councils, universities or private commodity research institutes.

Locally designed innovations are often based on local needs and local demand, and can be distributed to other areas by means of larger networks. Local networks have a limited capacity to spreading innovations beyond local areas.

Locally designed innovations are often based on local needs and local demand.



Liquid Fertiliser – Mopani District Municipality

Smallholder farming, often of an informal nature and focus, is a fairly common activity in rural South Africa. A female farmer in this district produces vegetables for home consumption and for the local market. While she has received advisory services from the local department of agriculture extension, neither she nor her agricultural activities are registered with any statutory bodies.

A couple of years ago she was visited by the local extension officer whose role is to provide information and link local farmers to specialists. She informed him that with the increasing cost of inputs, she needed alternative ways to fertilise her crops. He suggested that she consider using the manure from her livestock and plant residues to produce a liquid fertiliser.

A crop specialist came to the farm and demonstrated how to make the liquid fertiliser by combining decomposed manure and plant residues with water and allowing this mixture to seep and decompose. Although liquid fertiliser is not strictly a new innovation, it was new to this farmer. She experimented with this technique and was amazed with the results. She saved money on fertiliser and was able to use the by-products from her farming activities that she had previously thrown away, to produce fertiliser.

She told friends and relatives about the liquid fertiliser and its benefits. Following a growing interest from community members and friends, she hosted a course on manufacturing and applying the liquid fertiliser.



Liquid fertiliser by combining decomposed manure and plant residues

While this farming enterprise is informal, the farmer is linked to the formal agricultural sector through the local extension service. She informally diffused the innovation to other potential users who were also unaware of the innovation and its usefulness. Diffusion occurred through informal networks without the assistance of the primary diffuser, the extension service.

There is no clear line between formal and informal innovations in the formal or informal sector.

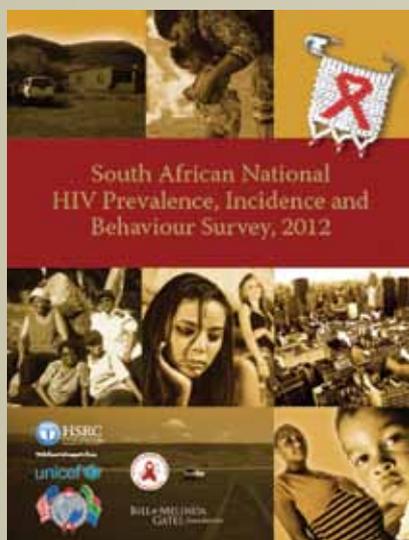


Implications

These examples illustrate that rural areas of South Africa are conducting important innovation activities with the objective of either making a profit or improving the standard of living of the innovators and their local communities. There is no clear line between formal and informal innovations in the formal or informal sector. Local people, regardless of their formality, are looking at innovative ideas for their economic and social development. In understanding these innovation activities, one should not focus on their formality and informality but rather on their role and effectiveness in addressing local challenges. ■

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¹ This summary draws on an article accepted for publication in a forthcoming issue of the *African Journal of Science Technology, Innovation and Development* (AJSTID). Based on HSRC research conducted during 2012 and 2013, it forms part of the Rural Innovation Assessment Toolbox (RIAT) study, a Department of Science and Technology (DST) funded project.



South African National HIV Prevalence, Incidence and Behaviour Survey, 2012

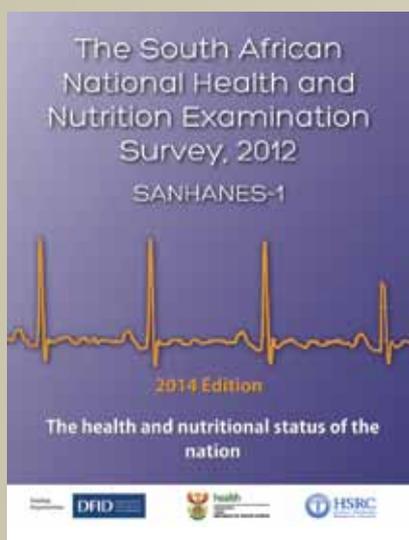
Authors: Shisana O, Rehle T, Simbayi LC, Zuma K, Jooste S et al.
Pub month & year: November 2014
ISBN (soft cover): 978-0-7969-2482-7
Format: TA4 (280 x 210mm)
Extent: 200 pages
Estimated Price: tbc
Rights: South Africa

What the book is about

Currently 6.4 million people in South Africa live with HIV; this figure represents a quarter of the burden of HIV infections in sub-Saharan Africa and 18 percent of the global burden. With this view, the South African National HIV Prevalence, Incidence and Behaviour Survey, 2012 is a crucial report for government, policy makers and other stakeholders as they work towards reducing the HIV epidemic in South Africa.

This 2012 HIV survey is the fourth in the series of national population-based surveys. The survey was conducted from December 2011 to November 2012. As with previous surveys, it was designed to investigate the overall HIV prevalence, incidence and behaviour as well as social determinants that drive the epidemic. It also served to collect data to help monitor the National Strategic Plan 2007–2011 and set the baseline for the 2012–2016 NSP. This report is a must-read and essential for researchers who want to understand the HIV dynamics in South Africa.

Number of graphs: 24
Number of tables: 75
Number of illustrations: 2 maps



South African National Health and Nutrition Examination Survey (SANHANES-1) Subtitle: The health and nutritional status of the nation 2014 Edition

Authors: Shisana, Labadarios, Rehle, Simbayi, Zuma et al.
Pub month & year: March 2014
ISBN (soft cover) 978-0-7969-2476-6
Format: TA4 (280 x 210mm)
Extent: 424 pages
Estimated Price: R320.00
Rights: South Africa

What the book is about

South Africa is undergoing a process of epidemiological transition from infectious to non-communicable diseases (NCDs). Reliable estimates of population health parameters are therefore essential to understand the nature of the changing disease profile and translate such information into effective health promotion and disease prevention programmes.

The 2012 South African National Health and Nutrition Examination Survey (SANHANES-1) is the first of a series of surveys designed to assess the health and nutritional status of adults and children in South Africa. The survey is unique in that it combines personal interviews with standardised physical examinations, diagnostic procedures, and a variety of laboratory tests. The results provide information on a broad range of health topics and associated risk factors, which were beyond the scope of previous Demographic and Health Surveys (DHS). The SANHANES data address the National Department of Health's priority health indicators and will produce national references for such measurements as height, weight, and blood pressure. The findings presented in this report will be of interest to both health practitioners and researchers.

Number of graphs: 37
Number of tables: 160
Number of illustrations: 3