Focus on child-centred policy

This issue of the PAN Newsletter focuses on the interface between child-centered evidence and related policy. It features a range of resources that illustrate how child-focused data and research evidence can contribute to and inform positive outcomes for children when formulating social policy. Our basis for this is the understanding that child poverty is structural, multi-sectoral and cross-cutting, so it becomes critical for it to be viewed as part of the bigger picture and not seen in isolation.

Child poverty needs to be placed on the agenda of broader development issues and informed by a robust analysis of structural inequality and the multi-dimensional nature of poverty. By recognizing that children carry the burden of intergenerational poverty there needs to be a move away from a generalised rights approach to a focus on socio-economic rights and the debate needs to be shifted towards inequality to stop intergenerational poverty.

In our feature article, Kath Hall from the Children’s Institute at the University of Cape Town, gives some insights on the principles and technical decisions that informed the design and application of the Children Count and National Child Poverty Monitor, as national statistical databases. A case study which dispelled some of the myths of child-headed homes also reveals that there was no evidence-base for the widely-held assumption that child-headed households are the result of the HIV epidemic and associated orphaning. An article on Birth to Twenty (Bt20), Africa’s largest and longest running study of child and adolescent health and development- also illuminates a number of instances where this study has been a unique source of information for policy decisions in South Africa.

In our regular features, we see the HSRC’s Research Use and Impact Assessment (RIA) Unit being profiled under the Spotlight; as well as a collection of child-centred reports, websites and other useful resources. We welcome your views and comments! Please contact us via our website or email pan@hsrc.ac.za

Looking at policy through a child-centred lens

In the last newsletter, we looked at the link between inequality and poverty, and how a multi-dimensional approach is needed when making policy choices to effectively address these issues. In this article, we go one step further and say that not only does poverty need to be addressed through a multi-dimensional and multi-sectoral approach, but in order to positively impact children, strategies and policies dealing with poverty need to be looked at through a child-centred lens.

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This newsletter aims to inform policy-makers, researchers and development practitioners in South Africa of emerging developments, results and good practice in the application of evidence-based policy-making. It is supported by the HSRC, and the Programme to Support Pro-Poor Policy Development (PSPPD), a partnership between the Presidency and the EU.

For more information go to www.pan.org.za   For contributions contact pan@hsrc.ac.za
Child poverty is structural and should be viewed as part of the bigger picture; it is multi-sectoral and cross-cutting and cannot be seen in isolation. Child poverty needs to be mainstreamed and placed on the agenda of broader development issues, from unemployment to transport, taking into account issues such as where children are living; what their living conditions are like; what their households are like; who is looking after them; what services they have access to or lack; how they are affected by “adult” issues, such as unemployment; and finally, what impact social grants have on them. Likewise, the research which informs policy should also focus on children. In other words, both the evidence and the policies they shape need to be targeted correctly to benefit children. The Child Support Grant (CSG), for example, has been hugely successful and has proven to reduce poverty because it is well targeted.

These, and other issues related to child poverty, were the subject of discussion at a recent child poverty roundtable held in Pretoria, hosted by the Programme to Support Pro-Poor Policy Development (PSPPD), a partnership between the Presidency and the EU. The purpose of the workshop was to examine the evidence that is available on child poverty, generate a better understanding of the nature of child poverty in South Africa, and identify a broader group to take the child poverty agenda forward.

One of several experts presenting at the roundtable was Kath Hall, researcher at the Children’s Institute, University of Cape Town (UCT). In her overview of the situation of children in South Africa, she pointed out that the reason child poverty is structural is because children are born into inequality, and poverty and inequality are racial, spatial, gendered and generational. Children carry the burden of a legacy of intergenerational poverty and structural inequality; and child poverty is part of the political economy (in that access to services and resources, opportunities and even family structure is pre-determined).

In his presentation on the background to multi-dimensional child poverty measures and the different approaches for measuring child poverty, South Africa has made some great strides towards reducing child poverty and addressing these issues but in the end, to really have meaningful impact, there needs to be high-level involvement in taking the child poverty agenda forward and government needs to strengthen coordination and monitoring to see where the gaps and challenges are; there needs to be a move away from a generalised rights approach to a focus on socio-economic rights and the debate needs to be shifted towards inequality to stop intergenerational poverty – and all of this needs to be done using a child-centred approach.

Statistics on Children: tips on grounding policy responses in solid evidence

"there needs to be a move away from a generalised rights approach to a focus on socio-economic rights"

George Laryea-Adjei of UNICEF emphasised the magnitude of inequality as an issue, highlighting that there are huge gaps between the rich and poor and that in almost every major poverty dimension, income-poor children are left behind. Poverty dimensions range from education, health and nutrition; to water, sanitation and shelter, among others.

A copy of the workshop report will be available on the Policy Action Network website www.pan.org.za in June. Email pan@hsrc.ac.za for more information.
Anumber of principles and technical decisions underlie the design, method and dissemination of this evidence base. Some of these are summarized here:

**Indicators**

Indicators are useful in that they enable us to measure change over time. They require:

- a clearly defined and consistent denominator (the total population under study, which may vary depending on the indicator – be it all children, or school-age children, or orphaned children), and
- (ii) a clearly defined and consistent numerator (the definition of the specific sub-group of interest – be it the number of children with electricity at home, or the number attending school, or the number who live with a biological parent).

Indicators are usually presented as proportions or percentages, so that the measure is consistent over time even if the population changes.

Statistical indicators are powerful tools, but can be meaningless or misleading if analyses are undertaken in a vacuum. To be policy relevant, statistical analysis is best done in conjunction with other forms of research such as rich qualitative research, legal analysis and policy review which all help to inform the design and interpretation of statistical analyses. A multidisciplinary environment is an ideal base from which to do statistical work.

It also helps to have a clear framework. For instance, in the Children Count Project, the set of 40 indicators in six domains articulates with children’s socio-economic rights, and with a multi-dimensional model of poverty or deprivation.

**Selecting Data**

The choice of data source is important. The main considerations for the Children Count include:

- data quality – where it is important to assess risks to internal and external validity
- sample size – which must be nationally representative and large enough to allow for disaggregation, and
- regularity which should enable annual updates if possible.

As far as possible, the Children Count uses sources which are regarded as ‘official’ (such as household surveys conducted by Statistics South Africa) which enables them to provide child-centred analyses that shadow official population statistics, and avoid the problem of policy-makers distorting the data.

**Analysing Data**

Key considerations when analyzing data should ensure that:

The analysis is accurate: human error is always a risk, and to reduce this all analyses are triangulated i.e. different researchers do the analysis independently, and then compare results.

The analysis is rigorous: for instance it is important to include confidence intervals when monitoring indicators over time, to avoid making false claims about apparent changes.

Explicit definitions and technical notes are made available so that users have a clear understanding of what is being measured, and can appraise the method. For instance, many reports refer to poverty rates, but poverty lines and measures differ vastly and are not necessarily comparable.

**Dissemination: getting research into policy**

Research can be reported in many ways. For a non-academic, practitioner audience, it is important to strike a balance between rigour and accessibility – so that reports are simple without being simplistic, and objective while still making policy-relevant points. A dedicated in-house communications department at the Children’s Institute includes a journalist and professional materials developer, who help with the development and editing of fact sheets and policy briefs.

Getting the research to the right users is one of the hardest tasks – where careful thought should be given to the audience and the media they use.

**Website:** As a rule, all the statistical indicators are made available on a website for public access (www.childrencount.ci.org.za), and hard copy is important too.

**Print (Hard Copy):** A selection of indicators with accompanying texts is published annually in the South African Child Gauge, and copies are sent to over 1000 targeted recipients including key office bearers in national, provincial and local government departments, statutory bodies, parastatals and commissions, the judiciary, the legislature (including parliamentary researchers and all MPs), international development organisations, civil society groups, academic institutions and the media.

**Audience Database:** Keeping the database up to date is an enormous undertaking, and requires ongoing administrative work by a communication officer.


**Presenting the Analyses**

The analyses are presented at various forums, including in parliament, to government departments and civil society forums, and in academic/policy research groups.

Wide reach is important, but it is not enough. Rather, the Children’s Institute works on a continuum from ‘making research available’ – both generally and in more targeted ways – to working with advocacy groups, harnessing the media and, at the most adversarial end of the continuum (and last course of action), using research evidence in litigation.

**Birth to Twenty (Bt20): a unique source of information for child policy**

As part of its aim to profile the use of evidence to inform policy in South Africa the Policy Action Network (PAN) chatted to Prof Linda Richter, a Distinguished Research Fellow at the HSRC who has been involved in the Birth to Twenty (Bt20) longitudinal study since its inception, to find out how this data has been used to influence policy.

Bt20 is Africa’s largest and longest running study of child and adolescent health and development, and one of the few large-scale longitudinal studies in the world. The study is a birth cohort study, and in 1990 began to track the development of 3,273 newborn infants.

The study is a unique source of information for policy decisions in South Africa and the following cases can be highlighted:

- Information on children’s recognition of cigarette brands, for example, was used by the Minister of Health from 1997 to 1999 to push forward progressive tobacco legislation, preventing public advertising and the sale of cigarettes to minors. How did this unfold?

According to Dr Richter, the study found that seven-year old children recognised Peter Stuyvesant branding more than the South African flag around 1994. Parliamentarians responded to this and were receptive to proposed legislation around tobacco advertising.

- The early age of school entry revealed by longitudinal data was used by the Ministry of Education in 2004 to legislate a minimum age for school enrolment.

- More recently, a South African tool, the Healthy Active Kids Report Card, which focuses on issues like obesity and nutrition, was developed drawing data from a range of sources including Bt20. An international collaboration, known as the First 1000 days, reveals international trends and highlights the importance of the first two years (including pregnancy) in shaping the next 18 years of a young individual. This project, The Consortium of Health-Orientated Research in Transitioning Societies, included the 1982 Pelotas (Brazil) Birth Cohort Study, the Institute of Nutrition of Central America and Panama Nutrition Trial Cohort (INTC; Guatemala), the New Delhi Birth Cohort (India), the Cebu Longitudinal Health and Nutrition Survey cohort(CLHNS; Philippines) and the BT20 study.

Tools: The Children Count

**What is the Children Count?**

Children Count – ‘Abantwana-Babalulekile’ is an ongoing data and advocacy project of the University of Cape Town: Children’s Institute which presents child-centred data on many of the areas covered under socio-economic rights. These are organised into themes or ‘domains’ which articulate the main socio-economic rights – demography and care arrangements, income poverty and social security, education, health status, housing and basic services. Within each domain is a set of indicators, which measure specific outcomes for children.

The site includes downloadable fact sheets on 40 child-centered indicators. It also includes an interactive tool that will allow you to download graphical presentations of the data such as bar graphs, trend graphs, tables and maps. It is possible to view data by year and province, and in some cases by age group, sex and race.

Each indicator includes a commentary that provides context and gives a brief interpretation of the data, as well as technical notes and definitions for each indicator.

**Why focus on ‘child-centered’ data?**

South Africa has an array of administrative data sets and the national statistics body, Statistics South Africa, undertakes regular national population surveys which provide useful information on a range of issues. However, most information about the social and economic situation of people living in South Africa does not focus on children exclusively or as a clearly defined sub-set in the context of the household. This presents a real challenge for those interested in understanding the situation of children. “Child-centred” data means using national population or household data but analysing it at the level of the child. This is important because the numbers can differ enormously depending on the unit of analysis. For instance, national statistics provide information on the unemployment rate, but only a child-centered analysis can provide information on how many children live in households where no adult is employed.

Case Study: Dispelling myths about child-headed households in South Africa

**Context**

This case study will focus on work about child-headed households. The context is a widespread (national and international) prioritization of child-headed households as a key focus of the HIV/AIDS response.

Locally, in South Africa this manifests in numerous policy guidelines ranging from the National Strategic Plan on HIV/AIDS and the Children’s Act, to draft policies of the Education and Housing departments. These were based on a widely-held assumption that child-headed households are the result of the HIV epidemic and associated orphaning. The problem was that there was no evidence base for these assumptions.

Following qualitative research in high-prevalence areas in which researchers noticed that the occasional child-headed households they encountered were not necessarily orphans, and tended to be temporary arrangements, the Children’s Institute set out to conduct the most rigorous possible analysis of national data.

**Analysis**

After analyzing 21 official national surveys from 2000-2006, they concluded that HIV orphaning was not the main reason for the establishment of child-headed households – on the contrary, the vast majority of children in these households had living parents. In addition, there had been no increase in the proportion of children living in child-headed households in the seven-year period despite significant increases in orphaning rates over that time. The results suggested that other factors or considerations, even ‘strategic choices’, underpinned the establishment of child-headed households. In this context, the proposed responses risked being inappropriate, even damaging.

"...the rise of orphaned child-headed households continue to surface..."

**Dissemination: getting research into policy**

The research was published as an academic paper – which was important, as much of the discourse and related assumptions about the causes and nature of child-headed households emanated from within the academic literature. However, it was also important to target key groups locally, including policy makers, international development organisations, parliamentarians, the media and certain civil society groups – as child-headed households were increasingly being perceived and portrayed as the horrific manifestation of an epidemic that was killing parents and exhausting the capacity of extended families to care for orphaned children.

The team developed a fact sheet entitled ‘Statistics on Children in South Africa – Child-only Households’ which was distributed with a covering letter to the entire database (over 1000 key individuals across a spectrum of public sector and civil society groups). Media releases were circulated, catalyzing a flurry of media interest and reporting. The research was presented at a large national AIDS conference where, despite being counter-current and even controversial, it won the prize for best paper. More publicity followed and specific effort was made to make the research available to the relevant division within the Department of Social Development.

**Conclusion**

Popular perceptions are hard to reverse, and assumptions about the rise of orphaned child-headed households continue to surface, particularly in the media (which has a short attention span). But the research is well-established and has been frequently referred to – most recently in the widely publicized report by the Institute of Race Relations entitled “First Steps to Healing the South African Family”

**Related research**


SPOTLIGHT ON…
HSRC’S Research Use and Impact Assessment (RIA) Unit

The Research Use and Impact Assessment (RIA) Unit is a cross cutting unit in the Office of the Deputy CEO: Research. This unit seeks to enhance the use and impact of scientific research from the HSRC and other sources of research, as well as manage the HSRC’s relationships, reputation and brand, by incorporating the objectives of 4 subunits.

Some of the projects that the RIA are currently working on include:

- Enhancing Research Utilization by ensuring that the research results flows into the hand of the right people in a format that they can use.
- Leveraging portals (i.e. Policy Action Network (PAN), Social Aspects of HIV/Aids Research Alliance (SAHARA), Southern Africa Regional Poverty Network (SARPN), Employment Policy Network (EPN) establishing more online Communities of Practice (CoP’s) in order to strengthen networks between policy makers, researchers and civil society.
- Curation of social science research data for purposes of preservation, access and re-use.
- The synthesis of research and tailoring it for specific stakeholders/audiences. This includes enhancing the production of Policy Briefs, Rapid Evidence Assessments and Systematic Reviews.
- Encouraging dialogue between researchers, policy-makers and civil society through colloquiums, roundtables, seminars and conferences.

The Impact Assessment Unit (IA) within the RIA has the primary role of influencing the uptake of evidence in social sciences in order to inform policy and practice. The activities are directed at both internal and external research projects, utilizing appropriate approaches and methodologies to evaluate its impact (whether desired or undesired) in a timely manner. The RIA focuses on synthesizing primary research projects in order to better understand the reach and impact of HSRC’s research as well as developing and maintaining adequate data for ongoing monitoring.

Policy Brief
Influencing Policy for Children in Tanzania: lessons from Education, Legislation and Social Protection

Authors: Masuma Mamdani, Rakesh Rajani and Valerie Leach
Publisher: REPOA (Research on Poverty Alleviation) Tanzania
Source: [http://www.repoa.or.tz/documents_storage/Publications/REPOA%20Brief%20April%202009.pdf](http://www.repoa.or.tz/documents_storage/Publications/REPOA%20Brief%20April%202009.pdf)

This brief summarises three case studies of policy/programme developments regarding child well-being in Tanzania and examines the political drivers of change that influence policy and action on child well-being. In its analysis of the three case studies it aims to identify sound systems and mechanisms to enable support for children, especially the most vulnerable children, given limited resources and capacity constraints. It finds that while the issues are complex, the planned initiatives that resonate with and respond to broad public concern are more likely to gain traction, exercise accountability, and are sustainable.

In contrast, efforts that are technically driven and which over emphasize the provision of funds are unlikely to be effective because they miss the political drivers of change in the country. The most vulnerable children may require targeted assistance through specific interventions, but this can only succeed within the context of universal provision of essential services.

A key recommendation from this study would be that effective change in influencing policymaking and law reform, within the Tanzanian context, requires a better understanding of and a need to engage with a citizen-centered political dynamic, in order to encourage broad-based community engagement as opposed to an apolitical technical development programme. Linked to this, an observation suggests that enacting new legislation in a context where the need for a children’s statute has never enjoyed a groundswell of concern among parents, politicians and donors (alike) is likely to result in haphazard implementation and uncertain in the absence of consistent public expectation and pressure for change.
Resources: Useful Websites

The Children’s Institute

The Children’s Institute provides research evidence to assist policy-makers and practitioners to create policies, programmes and institutions that could best support the interests of children in South Africa. As one of the leading institutes in child policy research and advocacy in South Africa it focuses on child rights, child poverty, child health services, and care in the context of HIV/AIDS.

The Children’s Institute, a unit within the University of Cape Town, aims to harness the collective academic capability at an institution level to promote enquiry, to build capacity through teaching and training, and to present research evidence to guide the development of policies, laws and interventions for children. One of their recently developed resources include the Children’s Act Guide for Child and Youth Care Workers (CYCWs) which aims to equip practitioners with the necessary knowledge and understanding of how to interpret and apply the new law.

Should you want to get a better and comprehensive understanding of the status and welfare of children in South Africa and for recent developments in child policy research and related advocacy activities, this would be a useful website to visit http://www.ci.org.za/

The Children’s Rights Centre

This website provides information on children’s rights including:

- Policy and laws that uphold children’s rights, such as the African Charter on the Rights and Welfare of the Child, the United Nation’s Convention on the Rights of the Child, the South African Bill of Rights, and others.

- Resources, news, and advocacy campaigns on particular issues affecting children such as education, family life, discipline, poverty, violence, HIV/AIDS, disability, and many others.

- The voice of children themselves especially in the photo-documentary “Visions & Voices: Children’s Rights & Realities”.

It also provides information about the Children’s Rights Centre, their work and their publications.

http://www.childrensrightscentre.co.za/site/default.asp

The African Child Information Hub

The African Child Information Hub is a platform for the exchange and dissemination of information and networking among organisations, experts and advocates for the rights and welfare of the child. The Info Hub offers the following services:

- A database of over 1,000 child-focused organizations
- Data and Statistics on indicators of the wellbeing of children in Africa
- News
- An events calendar
- The African Child E-Newsletter
- Reports, documents and research publications on the state of children
- Major Speeches/Presentations
- Documentaries and other video resources
- ACPF Publications

They welcome information on related issues, policies, programmes and events.

http://www.africanchildinfo.net/site/

UNICEF

The development of a Situation Analysis of Children and Women is a central function of UNICEF’s mandate. It is a programme output that strongly supports national efforts and institutions. It is part of the UN’s overall effort to support national capacity for promoting human development and fulfilling the human rights of citizens. The assessment and analysis shows child-relevant dimensions of national development problems and points the way to possible solutions and priority actions (some of which may be supported by the UN). It promotes extensive value-add in the analytical use of available data and qualitative studies from Government, international development cooperation partners and civil society.

http://www.unicef.org/sitan/index_43348.html
South Africa’s Children: a review of equity and child rights

The South African Human Rights Commission and UNICEF have launched a new report, titled “South Africa’s Children: A Review of Equity and Child Rights”. It presents an analysis of key indicators to assess the fulfillment of children’s rights in the country, including: adequate standard of living, basic health, education, family environment and alternative care, special protection and civil rights.

The Report acknowledges the significant progress South Africa has made in fulfilling the rights of children. The country has one of the most progressive constitutions in the world, and a system of laws and policies has been put in place to ensure basic support for children. The delivery of essential services has been expanded in significant ways to all groups of society since the end of apartheid. Yet, inequities in access to the essentials of life still exist, affecting in very strong ways in which children access the opportunities that the country has for the fulfillment of their rights.

For example, compared to a child growing up in the richest income quintile, a child in the poorest quintile is:

- two times less likely to have access to adequate sanitation and water;
- two times less likely to be exposed to early childhood development programmes;
- three times less likely to complete secondary education;
- seventeen times more likely to experience hunger;
- and twenty-five times less likely to be covered by a medical scheme.


Tool for Policy Influence: Handbook on Monitoring, Evaluating and Managing knowledge for policy influence

CIPPEC has published "Handbook on monitoring, evaluating and managing knowledge for policy influence". The main purpose of this handbook is to facilitate the investment process of a public research institute (PRI) in developing a system (from the simplest to the most sophisticated) of monitoring and evaluation (M&E), and knowledge management (KM) of the impact of research on public policy.

The handbook is available for download at http://onthinktanks.org/2011/02/14/handbook-on-monitoring-evaluating-and-managing-knowledge-for-policy-influence/

Changing Social Policy - The Child Support Grant in South Africa

An important historical record of one part of post-apartheid South Africa’s policymaking, Changing Social Policy in South Africa charts the generation of the Report of the Lund Committee, which ultimately resulted in the establishment of the Child Support Grant (CSG) in post-apartheid South Africa.

This report provides a broad overview of the context of policy reform at the time of South Africa’s transition to democracy, looks at the patterns of poverty and inequality that the first democratically elected government of South Africa had to address and also delves into the welfare sector, first under apartheid, and then the move towards developmental social welfare. Through this work, Lund allows readers to understand the transformation from traditional and discriminatory welfare under apartheid, to the more progressive and developmental social welfare system to emerge in South Africa. Changing Social Policy in South Africa provides a unique lens into the manner in which evidence, ideology, financial possibilities, personality, struggle and compromise all came together in the business of policymaking. http://www.hsrcpress.ac.za/product.php?productid=2213
Developing social policy for children in the context of HIV/AIDS: A South African case study

This paper aims to contribute to the debate on how best to meet the needs of children in the context of an HIV/AIDS pandemic, and how the particular context of policy-making influences what can be and is done. It examines how three policies related to financial and other care for children have been formulated since the mid-1990s. It addresses whether and how children affected by HIV/AIDS should be targeted in public policy and focuses on issues relating to both the content of the policies, and the process through which they were developed, as well as how process and content influenced each other. It also examines, among others, the extent to which policies are targeted at children with particular needs, or instead provide for a specified minimum level of care for all. http://www.ci.org.za/depts/ci/enews/April2009/developing.html

Children's Act Guide for Child and Youth Care Workers: First Edition

(First Edition)

By Prinslean Mahery, Lucy Jamieson and Kathy Scott

Children's Institute, University of Cape Town, and National Association of Child and Youth Care Workers

This guide explains the sections of the Children’s Act that affect child and youth care workers; it should be read in conjunction with the relevant sections of the Act and is not intended to replace it. All social service professionals with a responsibility of implementing the Act are strongly encouraged to attend a training course on the Act. http://www.ci.org.za/depts/ci/pubs/pdf/resources/general/2011/ca_guide_cycw_2011.pdf

A national budget is a powerful economic policy instrument, offering a major opportunity for governments to influence income distribution and address the causes and impact of poverty – and of course, ensure child wellbeing.
Announcements

Social Policy Association 2011 conference: Bigger societies, smaller governments?
04 - 06 July 2011
There will be three plenary presentations in addition to the paper and symposium sessions and the other events that form part of the conference.

Australian social policy conference: Social policy in a complex world
06 - 08 July 2011
Incorporates the 2nd Chinese social policy workshop and a Higher degree research workshop workshop and aims to bring together researchers, practitioners and policy makers from across disciplines and provide an opportunity to explore research and practice.

Civicus world assembly: Society and global decision-making: Doing it better
10 - 12 September 2011
A global gathering for civil society, donors, governments and businesses to find common solutions to global challenges.

Call for papers: 2011 Symposium on governance and the eradication of poverty: New perspectives from multidisciplinary analysis
20 - 22 October 2011
A symposium jointly organised by the Institute for Poverty Alleviation and International Development (IPAID) at Yonsei University (Wonju Campus) and the journal of Public Administration and Development, which seeks to be a convening space for more effective solutions to poverty.

Community engagement: The changing role of South African universities in development
08 - 09 November 2011
The deadline for abstract submissions for the South African Higher Education Community Engagement Forum (SAHECEF) conference is 29 April 2011.