



2013/14: Issue 5

For the final issue of the From Evidence to Action for 2013/14 we have created a digest of five Department of Science and Technology DST Human and Social Dynamic Science Seminars and Policy Cluster Workshops held in the course of the 2013/14 financial year. We provide highlights and executive summaries, with links to presentations and useful references. Resources from a further six workshops will be provided in the next issue of **From Evidence to Action** as the information becomes available.

To provide some background, the **Science Seminars** are designed to better ensure that research feeds into active policy processes, and to serve as a vehicle for disseminating policy-relevant research results, sharing expertise and experience, facilitating policy dialogue, and building the capacity of researchers and policymakers in ways that bear on public policymaking. The **Government Cluster Policy Workshops** are a key initiative of the Human and Social Dynamics in Development Grand Challenge (HSDD GC), which is one of five 'Grand Challenges' underpinning the DST's 10 Year Innovation Plan. The DST contracts the Human Sciences Research Council (HSRC) to implement these workshops, which are similarly designed to better ensure that research feeds into active policy processes, policy-relevant research results are disseminated and that the capacity of researchers and policymakers is developed in ways that bear on public policymaking.

Please let us know if this digest was useful to you and contact us on vfichardt@hsrc.ac.za or send a comment from the Policy Action Network website, where you can also subscribe to alerts, or join on-going debates and discussions.

The Policy Action Network team

The Exploring the relationship between spatial inequality and attitudes to inequality in South Africa (10 September 2013)



Department of Science and Technology Science Seminars and Policy Cluster Workshops

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Presentations from this workshop can be downloaded at: www.pan.nodexx

This DST Government Policy Cluster Workshop was hosted in collaboration with the Human Sciences Research Council (HSRC), as well as the South African Government's Social Protection & Community Development, Economic Sectors & Employment and the Infrastructure Development Clusters.

The GCPW was informed by a research project which was undertaken collaboratively between researchers at the University of Oxford and the HSRC. By investigating whether citizens'

attitudes to inequality in South Africa are associated with their experience of inequality at the local level, the study attempts to provide new insights into inequality in South Africa to support evidence-based policy making. The project was motivated by three pressing needs: first, the need to better understand the unequal spatial configuration of poverty and

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deprivation at small area level as a measure of people's lived experience of inequality; second, the need to better understand public attitudes towards inequality and towards policy options for redress; and, third, the need to explore whether people's attitudes are influenced by their lived experience of inequality.

Previous research has shown that people's first-hand experience of inequality may play an important role in shaping their beliefs about the sort of society in which they wish to live, and the means through which they aim to achieve that goal. New empirical measures of exposure to inequality are being developed, using data from the South African Index of Multiple Deprivation (SAIMD) 2001 and the South African Social Attitudes Survey (SASAS). Government urges further inter-departmental, inter-cluster collaborative engagement with research on the challenges of multi-dimensional poverty.

CASASP explained the need for a measure of spatial inequality that reflects peoples' lived experience. SAIMD data includes deprivation of income and material possessions, employment, education, and a clean living environment, from which an overall composite index has been derived for people in different neighbourhoods across the country. Exposure to inequality as defined by movement between home and workplace within a 20 kilometre range (or within a municipal area) is an appropriate indicator, although there are weaknesses to the definition. Thus for example, residents of Alexandra, Johannesburg are far more exposed to inequality than are residents of remote and rural King Sabata Dalindyebo District Municipality in the Eastern Cape. The interaction between deprivation and exposure to inequality was measured by statistical regression models, which were

mapped to depict neighbourhood intensity, thereby predicting areas of potentially high crime or social unrest, factors which may be driven by association with both exposure to inequality and the prevalence of poverty. Using data from SASAS, the HSRC indicated the need for nuanced understanding of public beliefs, preferences and policy attitudes in relation to both inequality and redress and how these have changed over time. Since the question was first asked in 2003, consistently between 75% and 90% of South Africans across races, age groups and social classes have agreed that income differences in South Africa are too large. South Africa emerged as ninth highest amongst the 40 countries in which this question was asked in 2009, behind such countries as Hungary, Ukraine, Portugal and Russia. South Africans recognise inequalities and see the need for intervention. Similarly, there is an overwhelming recognition that South African society needs to be more egalitarian. Between 50% and 60% recognise the existence of conflict between different social classes, especially as manifested in worker-management tensions.

A strong preference for increased wages for unskilled and low skilled workers emerges, but with a willingness to tolerate large earning differentials, reflective of similar findings in Brazil and Germany. South Africans are supportive of government-led redistribution, although with a slight downward trend from 78% to 66% from 2006 to 2012. This support is lower than in Hungary, Portugal and France but much higher than in the USA and Denmark. Significant differences emerge between variables of race, education, employment status and geography, with the highest support for redistribution occurring amongst black Africans; people with low levels of education; the unemployed;

and residents of urban informal or rural localities. In relation to specific policies, the provision of a decent standard living for the unemployed; school integration; and tertiary opportunities for historically disadvantaged students have broad support. Conversely, land reform, affirmative action, and race quotas in sports teams have much less support amongst those with higher levels of education and those in skilled occupations. Nevertheless, there is a firm basis for a social compact in regard to policy interventions designed to produce a more just society.

A wealth of socio-economic data is available to facilitate further interrogation of public responses to government interventions and economic realities. It appears that people are voting with their feet. The general household survey shows that only 43% of rural households have income from employment and one-third rely on social grants. This contrasts with the two-thirds of urban households with employment income and reflects a massive redistribution of wealth from cities to rural areas. Also, despite social conditions, the employment rate, although qualitatively inferior in urban informal settlements, is only slightly lower than in urban formal areas. This suggests the need for a more supportive approach by government to informal settlements and urbanisation. Individuals and households with the capacity to migrate to urban areas are doing so in order to enhance their access to services and opportunities. A key planning process that enhances such access is densification. An associated paradox is that more concentration actually leads to greater spatial inequality. Finally, more research is needed to elucidate the social dimensions of achieving economic vitality.

[This overview was provided by Dr Stephen Rule, Rapporteur]



PRESENTATIONS

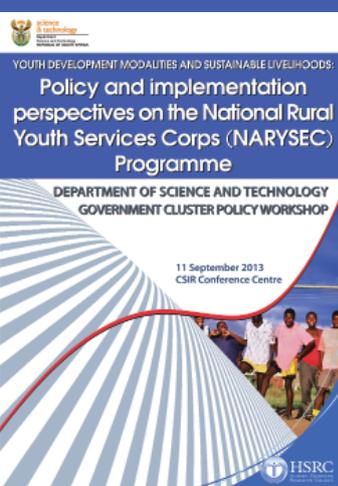
The following presentations can be downloaded on the Policy Action Network at the URL above:

- *Introduction to the ESRC Pathfinder inequality study*, Prof. Michael Noble, Director, Centre for the Analysis of South African Social Policy (CASASP), University of Oxford and Dr Gemma Wright, Centre for the Analysis of South African Social Policy (CASASP), University of Oxford
- *A solidarity society? Inequality beliefs and support for redress in contemporary South Africa*, Mr Benjamin Roberts, HSRC
- *Spatial inequality: Cause or effect of social inequality?*, Prof. Ivan Turok, HSRC
- *Persistent Inequality: Space, education and the labour market*, Murray Leibbrandt, SARChI Chair: Poverty and Inequality Research, Director, Saldru, School of Economics, University of Cape Town
- *Inclusion, Access and the Urban Advantage*, Prof. Philip Harrison, South African Research Chair in Development Planning and Modelling, University of the Witwatersrand
- *Attitudes to inequality in South Africa*, Mr David McLennan and Dr Michael Noble.

ADDITIONAL REFERENCES FROM THE WORKSHOP

The following were referred to at the workshop and are linked below:

- Information on the Economic Science and Research Council (ESRC) *Pathfinder Research Projects*
- *New Growth Path* (NGP 2010) from the Ministry of Economic Development.
- *The National Development Plan* (NDP) aims to eliminate poverty and reduce inequality by 2030. According to the plan, South Africa can realise these goals by drawing on the energies of its people, growing an inclusive economy, building capabilities, enhancing the capacity of the state, and promoting leadership and partnerships throughout society. The popular version in all official languages and two-page illustrated versions are also available.
- *South African Index of Multiple Deprivation 2001 at Datazone level* (Noble et al., 2009) which presents the South African Index of Multiple Deprivation 2001 (SAIMD 2001) at datazone level.
- Also find HSRC publications refuting the so-called 'dependency culture': *Attitudes to work and social security in South Africa* presents findings from a module in the HSRC's 2006 South African Social Attitudes Survey that was designed by the Centre for the Analysis of South African Social Policy at the University of Oxford. Also look at the policy brief, *No sign of a dependency culture in South Africa*.



Youth Development modalities and sustainable livelihoods: Policy and implementation perspectives on the National Rural Youth Services Corps (NARYSEC) Programme (11 September 2013)

Presentations from this workshop can be downloaded at: www.pan.nodexx

This Department of Science and Technology Government Cluster Policy Workshop spoke to Outcome 7 in government's programme of action, namely the creation

of vibrant, equitable and sustainable rural communities. Specifically Output 4 - improved employment and skills development opportunities (indicator: number of youth

participating in the National Rural Youth Service Corps [NARYSEC]). Participants in this workshop reflected on the successes of and challenges faced in applying the



approach and methods used in the NARYSEC programme, drew upon comparable programme experiences, and examined pertinent research evidence. The rapporteur has provided the following highlights:

- There are many programmes, NARYSEC prominent amongst them, which skill rural youth and assist them to obtain employment or to become entrepreneurs. Those running these programmes need: To be more familiar with other programmes through improved mechanisms for information sharing and should collaborate together where appropriate.
- 'Scaling up' of programmes of this kind is difficult, but necessary.
- Youth participating in development schemes often receive, as well as their stipends, support in various forms from the social security system. This is not necessarily a problem, but it should be recognized as part of the system rather than tacitly ignored.
- Government is itself sometimes slow to provide employment opportunities for NARYSEC and other scheme graduates, though it is a major employer. This is a challenge which government needs to address.
- NARYSEC and other schemes are generally directed at young people with relatively low levels of education. However, the rate of unemployment is such that even graduates find ways of enrolling. This needs to be looked at sympathetically and means devised to assist such well-qualified but unemployed youth to benefit from the programmes.
- Discipline and character-building are particularly necessary for young people who may be demoralized

by unemployment and lack of opportunities. NARYSEC's answer to this, apparently successful, has been to make use of the services of the Department of Defense, though not formal military training. Such questions of morale and motivation need to be taken seriously in policy initiatives in this area.

- There is always a tension between numbers and quality. The experience of NARYSEC has been that it is best to enable quality training and clearly useful work rather than crowding in excessive numbers of trainees and losing focus on quality and effectiveness.
- Procurement policies, in place to protect against corruption and to ensure quality, should nevertheless be looked at closely to try and avoid unintended discrimination against young entrepreneurs. Training programmes can raise expectations that may later be dashed because of barriers to entering the market.
- NARYSEC commenced by targeting all areas as equally as possible. However, there is a question as to whether resources should not be directed more to areas that are the most receptive and where, therefore, there is more value achieved for expenditure.
- NARYSEC attempts to reach the disabled, without having them off to separate programmes. This however can be difficult, as by definition disability can make certain kinds of work difficult or even dangerous.
- The many difficulties encountered by rural women are reflected in challenges to the work of programmes such as NARYSEC. As one rural woman was reported to have said, 'all these

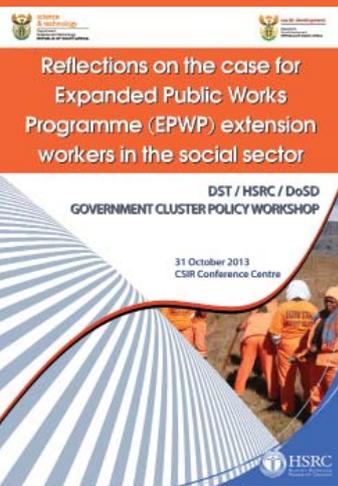
projects and programmes come and get us excited only to end shortly'. Real knowledge of the lives of rural women is necessary to enable useful work to take place amongst them.

- Implementation of programmes must be based on continuing research leading to specific knowledge about a range of issues. Some of these are: Knowledge about migration: what is an 'urban' and a 'rural' young person in contemporary South Africa?, Knowledge about locality: different parts of the country vary greatly, and uniform policies are unlikely to be equally effective everywhere, and, understanding of social class differences within rural communities.

[Highlights provided by Dr Sean Morrow, Rapporteur]

PRESENTATIONS

- *Modalities and successes of the National Rural Youth Services Corps (NARYSEC):* Dr. Anton van Staden (Programme Manager, Department of Rural Development and Land Reform - DRDLR)
- *Youth civic participation as a determinant of an activist identity: perspectives from the Yizo-Yizo generation, South Africa:* Dr Tsakani Ngomane (Coordinator for Outcome 7, Department of Performance Monitoring & Evaluation) A window into the life of a rural woman: Resilience and agency against all odds: Dr. Thenjiwe Meyiwa (HSRC)
- *Belonging and youth citizenship in contexts of adversity:* Prof. Sharlene Swartz, (Research Director, HSRC)



Reflections on the case for Expanded Public Works Programme (EPWP) extension workers in the social sector (31 October 2013)

Presentations from this workshop can be downloaded at: www.pan.nodexx

This DST Government Cluster Policy Workshop provided a platform to address and critique the subject of EPWP contribution to national development. It was agreed that it was opportune to hold an informed debate on the future relevance of the EPWP programme in light of the completion of the MTSF framework in March 2014. The timing was also opportune as it was the end of the 2nd phase of the EPWP Social Sector plans 1 and 2 and thus provided a critical moment for strategic reflection and informing the way forward.

EXECUTIVE SUMMARY

The workshop was attended by more than 80 delegates, mainly from government departments (notably Social Development, Treasury, Public Works, Health and Labour), local government and the HSRC. The workshop comprised seven presentations by experts and several question and discussion sessions. The EPWP is a labour-intensive programme which makes systematic use of public expenditure to boost productive employment and to develop marketable skills among the historically disadvantaged communities, notably women, youth and people with disability, thereby contributing towards the national goal of alleviating poverty. The specific objectives are to draw significant numbers of the unemployed into productive work to enable them to earn an

income and to gain education and skills within the first five years of the programme; to ensure that participants can translate the experience into either establishing their own business or become employed and; to utilise public budgets to reduce and alleviate unemployment.

Four sectors are identified as having the maximum job creation potential: infrastructure, environment, social and economic sector programmes. Within the social sector, home and community-based care and early childhood development are specifically identified, for implementation primarily by the departments of Social Development, Health and Education. The workshop was seen as opportune, given nineteen years of post-apartheid development and the anticipated advent of Phase 3 of the EPWP in 2014. A study commissioned by the Social Sector Cluster in 2010 made compelling justification for the continuation of the EPWP but noted that a lack of clear prioritisation of service delivery or job creation or poverty alleviation, as well as in respect of remuneration and skills development and of the monitoring and evaluation framework of the programme. The brief of the workshop was to discern lessons learnt especially in relation to service delivery and employment creation; the effectiveness of targeting the neediest groups; as well as issues of geographical spread; remuneration levels; training and career-pathing; funding; the implementation of volunteer and service programmes elsewhere; the future roles of

citizens and all levels of government. Mr Nkere Skosana (DSD) highlighted the contradiction of calling for volunteers but not providing adequate training, while the EPWP was supposed to be creating paid jobs. To enhance implementation, several structures were established. The most consistent of these are the National Steering Committee and Provincial Social Structure Steering Committees, which have met on a monthly basis for the past 10 years to drive the programme. Other workshop delegates called for the proactive management of workers either directly or through contracted NPOs; and for commitment by government officials to ensure that implementation happens.

Ms Pearl Lukwago-Mugerwa (DPW) recalled the growth and development summit in 2003 where all the Government sectors, together with the social partners confirmed that the EPWP is a requirement for the country. The previous public works programme was extended to include the environment and culture sectors, the social sector and latterly, the non-state sector. The social sector has intervened in the form of the Early Childhood Development (ECD) and the Home and Community Based Care (HCBC) Programmes and has exceeded its job creation target of 150 000, by delivering 178 000 work opportunities owing to its labour intensive nature. In EPWP Phase 2 more broadly, the target of 4.5 million jobs was exceeded by 0.4 million. Although the social sector created 68% of work oppor-



tunities, only 43% were full-time equivalent (FTE). The social sector has a very good footprint at provincial level but is struggling at local level, with top performers being in Gauteng and KwaZulu-Natal. Since inception in 2000, the cost per FTE has declined from R56 262 to R27 376 and R23 134, with some inconsistencies owing to incomplete reporting.

The social sector incentive grant is too small. Sports RSA Eastern Cape, for example, have relied this financial year solely on the incentive grant, which will not be sustainable in future years. There is a need to revisit the funding model so that the sector can continue to deliver the EPWP. In trying to be cost-effective, costs were cut which resulted in contravention of minimum stipends in terms of the Ministerial Determination (MD) of the EPWP. The mid-term review report indicates that the social sector is unable to attract young people. Having identified the challenges, the social sector proposes greater effort to attract youth into the sector; adoption of a demand-driven approach that is both top-down and bottom-up; monitoring of service delivery impacts; expansion of programmes for massive implementation at local level; and interface between sectors to realise the value chain. There has been constant engagement with Treasury for additional funding allocations and with national departments for the provision of oversight for provincial departments. Other workshop delegates pointed out the need for institutionalisation of the EPWP in departments; deliberate ring-fencing of appropriate budgets; and adequate training of workers.

Mr Donald Maphiri (National Treasury) speaking in his private capacity indicated that the objectives of the EPWP are poverty reduction, work experience, on-the-job training and skills and the improved quality of services. However, he opined that if there

is too much focus on job creation at the expense of quality of services, then the purpose of the public service is undermined. Regardless of whether the EPWP employers are government or private sector, the services should be delivered efficiently and effectively to the targeted beneficiaries. The process needs to be governed by strategic plans in the relevant social sector departments (social development; health; education); costed using national costing models; resourced with appropriate professional skills; and delivered in terms of specified norms and standards. It was pointed out that EPWP extension workers are not represented in professional bodies or bargaining councils, and the Ministerial Determination (MD) is relied upon to deal with wage levels and working conditions.

The current MD daily rate is R66.34, up from R60 two years ago. Also, the incentive grant, the most important mode of financing, is R150 per day. Thus, standardisation and fair remuneration needs to be achieved, especially if the principle of career-pathing and progression is to be introduced. Different qualification levels and experience need to be recognised. The social sector differs from other sectors in that it requires more developed skills to deal with people, rather than the focus on infrastructure programmes in other sectors, where less skilled workers are needed. There should thus be better alignment between skills, experience and remuneration, although this could never match the much higher remuneration rates in government departments. Current government funding levels are at around only 17% for ECD and 25% for HCBC of what would be required to reach all potential beneficiaries.

Simulation exercises for full funding of these programmes, with increased minimum daily wages of R80 for EPWP workers, result in budgets around R19-billion for ECD and

R4-billion for HCBC. Eligibility requirements for funding service providers are relatively complex and appear not to be cognizant of the lack of general public exposure to concepts such as generally accepted accounting practice (GAAP). Guidelines for NPO funding which specify integrated service delivery and clarify levels of intervention, norms and standards for wages, materials, facilities, transport, utilities and quality frameworks, should be adopted in the EPWP. Additionally, guidance should be provided in preparing business plans; setting up organisations; and lump sum funding should be considered to fund operational equipment. Additionally, because disclosure of co-funding is not adequately dealt with in the NPO Act, the NPO Act should be amended to make it obligatory when receiving money from the state, to reveal other sources of funding in order to prevent the practice of double-dipping.

Professor Arowolo (HSRC) indicated that in the context of his engagement with the Decent Work agenda for Africa, the South African EPWP commenced at two entry points in the social sector, namely HCBC and ECD and has great potential to expand into other areas such as school nutrition, school sports committees, maintenance of schools, construction of schools, adult education, teacher aids and special schools, administrators to support the schools and community development workers, voluntary counselling, nutritional appraisals, malaria officers, community health workers, community development workers, youth care workers, child care workers, emergency full relief and social security. The success of any programme lies in the design of the programme and the implementation arrangements. If the design is defective, you can be sure that the delivery is going to be misdirected. If the design is good but implementation arrangements are not adequate, the result is confusion, inefficiency



and ineffectiveness.

For Phase 3 of the EPWP, there is need to skill up the participation of non-State actors, the CWP and the NPU. Guidance should come from a set of core principles that distinguish EPWP from other initiatives and create a minimal level of uniformity and standardisation, particularly in the wages, numeration, and there should be stronger emphasis on providing permanent and dependable work opportunities, informed by social impact analysis, and continually monitored. The EPWP should be seen as a sub-set of the South African Decent Work country agenda. A policy basis of this nature keeps interventions in focus. Indicators must be defined for the expected outcomes (employment, number of jobs created, capacity developed, and institutional provisions) and baseline data must be collected. Determination of targets must reflect on the resources available: human, institutional and financial. Programme design must also reflect on the previous interventions of the programme, the human, material and financial resources. A combination of the three speaks to activities, outputs and outcome. Programme design should also look at issues of M&E to be able to determine the milestones.

Implementation arrangements reflect on issues of co-ordination and collaboration and one supreme advantage of the social cluster and all the clusters is that a stake is set for institutional collaboration. The purpose of the government cluster system is to instil and retain an integrated and synchronised approach to policy formulation and co-ordination; to combat a silo approach to governance; and to build collegiality and shared perspective on Government priorities. Is the current system working or can it be simplified, or even be made more complex? One of the challenges of a cluster system is the large number of outputs and activities at the different levels of governance involving different categories of beneficiaries. A 5-year plan logical framework broken down into a series of annual plans and budgets, allows you to reflect as to go on, on what is working and what is not working. The M&E logical framework

as conceptualised by Government should be seen as operating within the theory of change, the basic message of which is you are able, as you implement the programme, to use data generated, to ask questions. The HSRC is positioned to partner with social clusters because of the opportunities for collaborated work, particularly in terms of capacity building; design of an M&E framework that addresses high-level recommendations; and strengthening the monitoring processes and in specific evaluations.

Ms Ruth Mvelase (Department of Labour) said that the Ministerial Determination (MD) sets conditions with which must be complied. The MD covers all EPWP workers. Included are environment and culture sector programmes, such as working for water, fire woodlands, people and parks, energy costs, waste, tourism investing in culture; infrastructure sector programmes, such as construction, rehabilitation and maintenance of rural low volume roads, storm-water drains, water reticulation and basic sanitation, footprints, sidewalks, bicycle paths and schools and clinics; and social sector programmes such as ECDs, HCBC and community safety. Implementers may be government departments, NGOs, CBOs or community programmes. The MD only permits variations from specific sections in the Basic Conditions of Employment Act. Thus, an overtime rate is not paid; notices conveying employees' rights cannot always be displayed; notice of termination or severance pay is not necessary because contracts are fixed-term; and the minimum wage is R70.59 per day, linked to an inflation-related adjustment every November. However, proposed amendments to labour legislation may have an impact on the severance pay issue. Workers qualify for Unemployment Insurance benefit on termination in terms of the Unemployment Conditions Act. Compliance is required with the Occupational Health and Safety Act. The code of practice assists with the implementation of the MD by providing guidelines on working conditions; setting rates of pay; disciplinary and grievance procedures; and the promotion of uniformity. Beneficiaries must be locally-based people who are

prepared to work on the EPWP. Only one person per household can be employed and no more than 20% skilled employees should be imported from other communities. Targets are the poorest of the poor, disaggregated as 55% women; 40% youth aged 16 to 35; and 2% people with disability. Also, if the employer or worker is informed a day before, that work will not take place the next day, the worker is entitled to full pay and if a project is completed earlier than anticipated, workers should receive agreed remuneration in full. Other specifications are a training allowance; a disciplinary code and a grievance procedure. Examples of offences warrant warnings or dismissal must be stated. Where there is poor work performance, there should be counselling, guidance and training. An employment contract must be provided for a task-rated worker.

Mr Vic van Vuuren (ILO) emphasised the importance of innovative lateral thinking about the EPWP because hitherto it has not significantly impacted on the high unemployment rate in South Africa. He pointed out that more than 1 billion people worldwide lack access to roads; nearly 1 billion are without access to all-weather roads; 884 million do not have safe drinking water; 1.6 billion have no reliable sources of energy; 2.4 billion lack sanitation facilities; and 4 billion are without modern communication services. At a smaller scale, this reflects the reality in South Africa. Infrastructure has the biggest share of public investments is a growing part of developmental agencies' portfolio. Such investments have the potential to alleviate the poverty of many through the jobs they create. This potential is not often realised because many projects are equipment-intensive and frequently reliant on foreign contractors. Studies have shown that making greater use of local labour and resources is 20% less costly; and creates 3 to 5 times more jobs. NEDLAC needs to debate the effectiveness of EPWPs and capacity building of the institutions that they represent.

On the basis of 33 years of experience with employment intensive investment programmes (EIIPs), the ILO can inform

the debate and can replicate best-case examples when requested. Current ILO projects in Limpopo are experiencing low retention rates of trained workers owing to their movement to other jobs once trained. Nevertheless, 70 000 road-building jobs were created and skills have been acquired to manufacture brick paving; and to lay and build roads. Recent research on ILO projects in Asia confirmed that the efficiency of rural infrastructure service delivery can be considerably improved through participation of private sector and small-scale contractors. The major constraints identified by some contractors were delays in settlement of payments; increases in the price of construction materials; high interest rates; the need for further training; corruption; and poor quality of supervision. Similar constraints occur in South Africa. Attention needs to be given to achieving gender and youth targets; addressing the risk of HIV/AIDS that increases in new worker communities; coordination between government departments and provinces; accreditation of workers; innovative thinking; public-private partnerships; and mass youth registration for the EPWP.

During the open discussions one participant stated that South Africa has inspirational in the inclusion of social sector services in the EPWP, because most public employment programmes tend to focus on

labour intensive infrastructure development. Nevertheless, the impact of the EPWP on poverty has been low because other aspects have been prioritised and not enough has been paid in terms of the stipends. Another participant urged the EPWP to become more focussed, reducing the number of objectives, and discarding aspects of the programme that were not working. Mr van Vuuren (ILO) indicated that levels of remuneration are low internationally. He stated that until the South African education system is able to produce employable people, mass employment programmes may be the only space in which they can be provided with work. Mr Ramachela (DSD) indicated that wages are set at a low level because public employment programmes are not meant to displace the existing labour market. Prof Arowolo (HSRC) felt that like the EPWP, most projects have multiple objectives. A good programme design specifies objectives and indicators and can therefore accommodate multiple objectives. [Executive summary provided by Stephen Rule, Rapporteur]

PRESENTATIONS

- *EPWP opportunities in the social sector:* Ms Pearl Lukwago-Mugerwa, Department of Public Works
- *Programme design and institutional arrangements for programme manage-*

ment, Prof Oladele Arowolo, HSRC

- *Funding mechanisms,* Mr Donald Maphiri, National Treasury
- *Conditions of service, including compliance and issues of regulatory mechanisms,* Ms Ruth Mvelase, EPWP, Department of Labour

WORKSHOP REFERENCES

The Expanded Public Works Programme (EPWP) website has up-to-date documents and reports on the EPWP, and an archive with background documents.

ADDITIONAL READING FROM HSRC AND AISA

- *Budgeting for job creation in social welfare services: exploring EPWP opportunities* (2005)
- *Evaluation of the Expanded Public Works Program in the North West* (October 2009)
- *The business of the Expanded Public Works Programme (EPWP) in the social sector* (2005)
- *The role of expanded public works programmes in halving unemployment*
- *Policy brief: Integrating Employment Creation and Skills Development: The Case of Expanded Public Works Programmes in South Africa* (August 2013)



Policy-relevant Indicators to Monitor Household Food-security Status in South Africa



This DST Science Seminar was hosted by the Department of Science and Technology (DST), the Human Sciences Research Council (HSRC), Stellenbosch University (SU) and the University of KwaZulu-Natal (UKZN).

Policy-relevant Indicators to Monitor Household Food-security Status in South Africa (12 November 2013)

Presentations from this workshop can be downloaded at: www.pan.nodexx

What do we know about the numbers and composition of low-income food insecure households in South Africa? What policy interventions exist to help these households access enough nutritious food for a healthy life? How have government and civil-society interventions impacted on the ability of poor households to meet their food needs? Answers to these questions require closer scrutiny and better knowledge of how to

measure household food-security status and the indicators that can inform food policy.

Indicators and measurement methods of food security in South Africa must be grounded in a specific socioeconomic context. It also requires a clear understanding of how South African food security has been evolving and to place domestic devel-



opments in a global food security context.

The workshop aimed to:

- Explore the meanings of the concept of food security and how these are expressed in policies and programmatic interventions of government departments and civil society groups;
- Assess the usefulness of existing indicators to monitor food security- including the quality of available data and information sources; and
- Investigate the range of low-cost and high-frequency approaches available to measure and monitor household food security in South Africa.

The workshop discussions took place under three themes:

- Measuring food security in the context of South Africa's double burden of hunger and malnutrition
- Towards developing a comprehensive/ composite indicator for food security in South Africa
- Diversity of household food access in South Africa: comparing tools

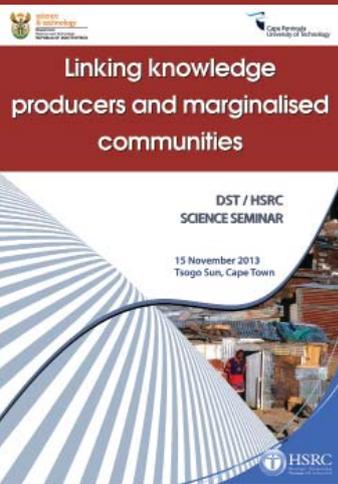
PRESENTATIONS

- *Exploring the relevance of ultra-processing in the development of policy indicators to monitor household food security status* Dr Jean-Claude Moubarac, Centre for Epidemiological Studies in Health and Nutrition, University of São Paulo, Brazil; Institute for Global Food Security, McGill University, Canada
- *Analysis of the household food security indicators in the rural areas of the Limpopo Province* Prof. Luc D'Haese, University of Stellenbosch, Prof. Hettie Schönfeldt, University of Pretoria, and Prof. M Karaan University of Stellenbosch/National Planning Commission
- *Urban food security – Local and international measurement challenges* Dr Jane Battersby, University of Cape Town
- *Assessing dietary diversity in South Africa: What does it tell us?* Prof. Nelia Steyn and Prof Demetre Labadrious, Human Sciences Research Council,

and Prof. Hannelie Nel Stellenbosch University

- *Social dimensions in food security measurement: what and how to measure?* Dr Joyce Chitja, Africa Centre, University of KwaZulu-Natal
- *Assessment and measurement of empowerment of women as a determinant of food security in rural households* Dr Maxwell Mudhara, S. Sharaunga, S. Sinyolo and M. Maziya, Africa Centre, University of KwaZulu-Natal
- *Food security information derived from national household surveys: current situation and future prospects* Dr Isabel Schmidt, Statistics South Africa
- *Diversity of food access among low-income households in South Africa- comparative evidence from household surveys* Dr Peter Jacobs, Human Sciences Research Council
- *Food price monitoring as a policy-relevant indicator of diverse food access* Mr Christo Joubert, National Agricultural Marketing Council (NAMC)





Linking knowledge producers and marginalised communities (15 November 2013)

Presentations from this workshop can be downloaded at: www.pan.nodexx

This DST Science Seminar was hosted by the Department of Science and Technology (DST), the Human Sciences Research Council (HSRC) and the Cape Peninsula University of Technology

BACKGROUND

Since 1994, DST has promoted the role of universities in innovation and competitiveness through a focus on industry interaction, particularly with firms in high-technology formal sectors. In contrast, higher-education policymakers have tended to promote community engagement, equity and social development. A wide range of projects have long existed in which universities cooperate to promote local development in fields such as water, conservation of indigenous species, and regional development.

Recently, there is growing potential for convergence and alignment between these two policy tracks (Kruss 2010). DST policy has recognised the need to be more inclusive of people and activities in the informal economy, the need to take into account other forms of knowledge, and the need to understand the complex social and cultural dynamics that influence the adoption and diffusion of innovation.

At the same time, across the higher education system, there has been a shift towards

institutionalisation of a broad concept of community engagement and social responsiveness as integral to academic scholarship, to the core missions of teaching and research and linked to economic and social development.

A range of strategic initiatives, funding programmes, development projects and networking interventions have been rolled out over the past five years by DST-related agencies. One example is the pilot Community University Partnership Programme, initiated in four rural universities. In 2012, DST partnered with the OECD (2012) to problematise the emergent concepts of grassroots innovation, bottom of the pyramid innovation, inclusive innovation, and so on, and to promote the notion of innovation for inclusive development. In all these policies and plans, universities and science councils are assigned key roles as knowledge producers, to partner with communities, particularly to the social and economic benefit of marginalised and rurally-based communities.

Formal policy has the potential to overcome the disjuncture between the innovation and higher education spheres, but in practice there remains contestation, misunderstanding, and resistance to change. Community engagement practitioners tend to focus on philanthropic community service projects, with little awareness of the potential for knowledge intensification and innovation that can lead to inclusive development. Universities are often expected to take on social development roles that are not well suited to their knowledge-generation role.

Some would argue that there is an incompatibility between the drivers of science systems and the drivers of local technology demand at a much lower level within marginalised communities (Diyamett 2008). Hence universities should focus on innovation and expanding the 'knowledge frontiers' appropriate to local conditions, while the task of generating the lower-level technology typically required in local communities should be left to other research institutes. Here the case is made that universities should not be reduced to acting as development agencies. In contrast to such a position, others argue for a more holistic approach, in which universities are involved in the full spectrum of knowledge and technology capability building (NACI 2009, Jamison 2009, CEPD 2008).

Where there is agreement on broad developmental goals and roles, there are few proven strategies of how to achieve them. There is a reported lack of best-practice models that can support interaction between academics and marginalised communities to transfer technology and research. The challenges of interaction are myriad, including power imbalances between academics and community members, differing knowledge bases, the need to build trust, and the reality that local power relations and shifting political conditions often undermine hard-won gains.

The workshop aimed to draw together researchers in universities and science councils with policy makers in the higher education and innovation spaces. The purpose was to debate the role of knowledge



producers in different types of universities and science councils in promoting innovation with marginalised communities. Researchers presented their new work, and all participants grappled with the policy implications of the emerging evidence.

PRESENTATIONS

- *Setting the scene: the role of diverse types of university in innovation for inclusive development*, Dr Glenda Kruss, Director, Education and Skills Development, Human Sciences Research Council
- *Rethinking science, technology and innovation policy: understanding performers and context* Prof. Gillian Marcelle, Wits Business School, University of Witwatersrand
- *What are the enablers of academics' interaction with marginalised communities to enhance livelihoods?* Mr Michael Gastrow and Mr Bongani Nyoka, Education and Skills Development programme, Human Sciences Research Council
- *Understanding knowledge networks from the bottom up in rural district municipalities: spaces for intervention* Dr Peter Jacobs and Mr Tim Hart, Economic Performance and Development, Human Sciences Research Council
- *Service-Learning partnerships as a mechanism to promote sustainable livelihoods* Ms Jacqui Scheepers, Cape Peninsula University of Technology
- *Innovation in informal settings, but in which direction? The case of small cotton farming systems in Argentina* Dr Valeria Arza, CENIT/UNTREF, Buenos Aires, Argentina
- *Rural health systems in South Africa: local innovation and potential for social inclusion* Dr Erika Kraemer-Mbula and Dr Lindile Ndabeni, Institute for Economic Research, Tshwane University of Technology
- *Innovation in water management: making science and technology relevant for poor communities* Ms Lesego Nkhumise and Prof. Gillian Marcelle, University of Witwatersrand



Following up

In the next issue of From Evidence to Action we will provide resources for the following six DST seminars and workshops, concluding the series for 2013/14:

- *Practical Strategies for Servicing Basic Energy Needs in the Subsidised Housing Sector: Policy Dialogue* (13 November 2013)
- *Bi-literacy and multilingualism in schools: managing learning and teaching in local and an international language* (20 February 2014)
- *Child Health: Improving the quality of care during the first 1000 days* (25 February 2015)
- *Urbanisation: How to Harness the Potential?* (26 February 2014)
- *SABSM* (April 2014 TBC)
- *Skills shortage: Rising above the rhetoric and bridging the gap using science communication* (April 2014 TBC)

This newsletter is supported by the HSRC and 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. The HSRC has attempted to make the information in this newsletter as accurate as possible and it is intended for personal and/or educational use only. It is provided in good faith without any express or implied warranty. The content of this newsletter can in no way be taken to reflect the views of these partners, including the HSRC.

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