

Country Self-Assessment for the African Peer Review Mechanism

Socio-Economic Development

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i e r i
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ABBREVIATIONS AND ACRONYMS

ABET	Adult Basic Education and Training
ACCESS	Alliance for Children's Entitlement to Soc Security
AEASA	Action on Elder Abuse South Africa
A-G	Auditor-General
AICC	African Institute for Corporate Citizenship
AIDS	Acquired Immune Deficiency Syndrome
ANC	African National Congress
APRM	African Peer Review Mechanism
ARVs	Antiretroviral
ASGISA	Accelerated Shared Growth Initiative-South Africa
ASSA	Actuarial Society of South Africa
AU	African Union
BEE	Black Economic Empowerment
BUSA	Business Unity South Africa
BWA	Business Women's Association
BYDU	Benoni Youth Development Unit
CAFSA	Charities Aids Foundation of Southern Africa
CALS	Centre for Applied Legal Studies
CBOs	Community Based Organisations
CCAR	Country Corruption Assessment Report
CDW	Community Development Workers
CEDAW	Convention Elimination All Forms of Discrimination Against Women
CEO	Chief Executive Officer
CHAMSA	Chamber of Commerce and Industry of South Africa
CINDI	Children in Distress Network
COSATU	Congress of South African Trade Union
CRLC	Culture, Religious and Linguistic Communities
CSI	Corporate Social Investment
CSO	Civil Society Organisations
DBSA	Development Bank South Africa
DCR	Donor Co-operation Review
DEAT	Department of Environment and Tourism
DISSA	Disability Sport South Africa
DoH	Department of Housing
DPLG	Department of Provincial and Local Government
DPSA	Department of Public Service and Administration
DTI	Department of Trade and Industry
DWAF	Department of Water Affairs and Forestry
ECA	Environment Conservation Act
EEA	Employment Equity Act
EOF	Equal Opportunity Foundation
EPWP	Expanded Public Works Programme
FEDSAS	Federation of Governing Bodies of SA Schools
FEDUSA	Federation of Unions of South Africa
FFC	Financial and Fiscal Commission
FICA	Financial Intelligence Centre Act
FOSAD	Forum of South African Directors General

FSB	Financial Service Board
GEM	Girls Education Movement
GRI	Global Reporting Initiative
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
GEAR	Growth, Employment and Redistribution (Strategy)
GNI	Gross national income
GNP	Gross national product
HBMEs	House Based Micro Enterprises
HDI	Human Development Index
HEI	Higher Education Institution
HIV	Human Immunodeficiency Virus
HRDS	Human resources Development Strategy
HSRC	Human Science Research Council
IBSA	India-Brazil South Africa
ICASA	Independent Communications Authority of South Africa
ICD	Independent Complaints Directorate
ICT	Information Communication Technology
ID	Identity Document
IDC	Industrial Development Corporation
IDIP	Infrastructure Delivery Improvement Programme
IDP	Integrated Development Plan
IDZ	Industrial Development Zone
IEC	Independent Electoral Commission
IERI	Institute for Economic Research on Innovation
IK	Indigenous Knowledge
IKS	Indigenous Knowledge Systems
IMF	International Monetary Fund
IMFO	Institute for Municipal Finance Officers
INFSP	Integrated Nutrition and Food Security Programme
IOD	International Organisation Development
IP	Intellectual property
IPR	Intellectual property rights
ISO	International Organisation for Standardization
ISRDS	Integrated Sustainable Rural Development Strategy
ISS	Institute for Security Studies
JSC	Judicial Service Commission
JSE	Johannesburg Stock Exchange
JWG	Joint Working Group
kj.	kilojoules
LSM	Learner Support Material
LGBTI	Lesbian, Gay, Bisexual, Transgendered and Intersex
MDG	Millennium Development Goals
MEC	Member of Executive Council
MERS	Micro-economic Reform Strategy
MFMA	Municipal Finance Management Act
MFMTAP	Municipal Finance Management Tech. Assistance Programme
MIG	Municipal Infrastructure Grant
MISA	Media Institute of Southern Africa
MPs	Members of Parliament

MPCCs	Multi-Purpose Community Centres
MTBPS	Medium Term Budget Policy Statement
MTEF	Medium-Term Expenditure Framework
NA	National Assembly
NACF	National Anti-Corruption Forum
NACTU	National Council of Trade Unions
NADIS	New Age Disability Integration Services
NALEDI	National Labour and Economic Development Institute
NBI	National Business Initiative
NCOP	National Council of Provinces
NDA	National Development Agency
NEDLAC	National Economic Development and Labour Council
NEMA	National Environmental Management Act
NEPAD	New Partnership For Africa's Development
NGM	National Gender Machinery
NGO	Non-Governmental Organisations
NHS	National Health System
NPO	Non-Profit Organisations
NSDP	National Spatial Development Perspective
NWRS	National Water Resources Strategy
OAU	Organisation of African Unity
ODA	Official Development Aid
ODAC	Open Democracy Advice Centre
OECD	Organisation for Economic Cooperation and Development
OHS	October Household Survey
ORC	Office on the Rights of the Child
OSDP	Office on the Status of Disabled Persons
OSW	Office on the Status of Women
PGDS	Provincial Growth and Development Strategies
PPPs	Public Private Partnerships
PSAM	Public Service Accountability Monitor
PSC	Public Service Commission
UIF	Unemployment Insurance Fund
UN	United Nations
UNICEF	United Nations Children's Fund
US	United States
RAF	Road Accident Fund
RDP	Reconstruction and Development Programme
RIAs	Regulatory Impact Assessments
SACU	South African Customs Union
SADAC	Southern African Development Community
SAHRC	South African Human Rights Commission
SAICA	South African Institute of Chartered Accountants
SAIIA	South African Institute of International Affairs
SALGA	South African Local Government Association
SAMDI	South African Management Development Institute
SANCO	South African National Civics Organisation
SANEF	South African Editors Forum
SANGOCO	South African Non-Governmental Organisation Coalition
SAPS	South African Police Service

SARB	South African Reserve Bank
SARS	South African Revenue Services
SAWID	South African Women in Dialogue
SET	Science Engineering and Technology
SFWS	Strategic Framework for Water Services
SIU	Special Investigating Unit
SMMEs	Small. and Medium Enterprise
SMMEs	Small. Medium and Micro Enterprise
SRI	Social Responsibility Index
StatsSA	Statistics South Africa
SFWS	Strategic Framework for Water Services
TAC	Treatment Action Campaign
TB	Tuberculosis
VAT	Value Added Tax
VIPs	Ventilated Improved Pits
UN	United Nations
UNDP	United Nations Development Programme
UNDP/CSD	UN Department for Policy Coordination and Sustainable Development
UNGASS	UN General Assembly's Special Session on HIV and AIDS
WFW	Working for Water
WoF	Working on Fire
WSP	Water Services Program
WSSD	World Summit on Sustainable Development
WTO	World Trade Organization

Overview

South Africa enters its second decade of freedom as a united, non-racial and non-sexist democracy. Centuries of foreign colonial rule and decades of apartheid colonialism had impacted on the political economy and the socio-economic fabric of the country. The resultant racial, gender and spatial imbalances, largely recognised as legacies of an abhorrent past, persist albeit in diminishing forms. The transition to the democratic South Africa in 1994 has witnessed major transformations across the political, economic and social spheres. This has enabled significant progress in reducing the disparities between the peoples of South Africa whilst progressively shifting resources to enable better and more adequate access to services and infrastructure by those most discriminated against in the past.

By 2006, the country had converged on a set of socio-economic objectives. These are best articulated as goals submitted by the Presidency, which includes the need to:

- Reduce inequalities;
- Reduce wealth- and asset-gaps between rich and poor;
- Halve poverty and unemployment by 2014;
- Meet the Millennium Development Goals;
- Grow the economy by accelerating to an economic growth rate of at least 6% by 2010;
- Ensure that the benefits of economic growth are more equally distributed between the formal and informal economies;
- Improve the quality of life of all South Africans by enhancing their access to housing, water electricity, health care, sanitation etc.

Government has argued that the developmental state must play an active role in the promotion and attainment of these goals. As such, the South African state should be seen to undertake an “accumulative” function, whereby it redresses market generated inequalities through the application of corrective measures defined by the quest for social justice.

This technical report is a review of submissions on Socio-economic Development made to the South African Secretariat for the Country Self-Assessment Report of the African Peer Review Mechanism (APRM). It is an initial attempt to capture an accurate representation of all submissions made to the Secretariat on the core focus area of socio-economic development in South Africa. Through-out the report emphasis has been placed on submissions that have directly addressed the APRM questionnaire, but additional references have also been cited. These additional references are listed under their respective objectives following the summaries and before the objective specific appendices. Submissions that did not directly address the questionnaire have been captured as extensively as possible under relevant objectives.

In order to reflect the submissions as objectively as possible, we have documented the contents of each submission on the socio-economic focus area. This list follows in the next section. Categorising each submission, we noted which objective(s) the submission discussed and drew centrally on these for the report. To further ensure accurate representation we have captured the responses in full per objective in appendix one to six, which correspond directly to objectives one to six. Each organisation has been categorised by sector: 1) Civil Society 2) Government 3) Community Development Workers (CDW),¹ and 4) Other (typically individuals).

Where the questionnaire raised an issue or requested supporting evidence that was not responded to by the submissions we have incorporated additional references. Similarly, where the submissions have raised issues without associated evidence we have attempted to provide that evidence or indicate that there is an apparent lack of evidence. To further facilitate transparency we have compiled supporting data which consists of the complete unedited submissions as well as available references.²

¹ At this stage CDW submissions are not directly incorporated, instead provincial summaries of CDW submissions are utilised as a reflections of South Africa's communities feelings about socio-economic development.

² Submissions are indexed by their organisations' name and assigned reference code. Please see accompanying files with this report. Please contact the APRM Secretariat or IERI if these files do not accompany the report.

Compiled Submissions

Sector	Organisation	Soc Econ Objt One	Soc Econ Objt Two	Soc Econ Objt Three	Soc Econ Objt Four	Soc Econ Objt Five	Soc Econ Objt Six	Ref Code
Civil Society	Action on Elder Abuse South Africa (AEASA)			x	x			CS15
Civil Society	Actuarial Society of South Africa (ASSA)			x				CS14
Civil Society	AICC, ISS and SAIIA - Joint Submission							CS48
Civil Society	Alliance for Children's Entitlement to Soc Security (ACCESS)		x	x	x			CS13
Civil Society	Alzheimer's South Africa			x				CS16
Civil Society	Benoni Youth Development Unit (BYDU)		x	x				CS29
Civil Society	Black Sash		x	x				CS9
Civil Society	Business Unity South Africa (BUSA)		x	x	x	x		CS4
Civil Society	Careways Group				x			CS18
Civil Society	Centre for Applied Legal Studies (CALS)			x				CS19
Civil Society	Chambers of Commerce and Industry SA (CHAMSA)							CS51
Civil Society	Childline South Africa		x	x				CS20
Civil Society	Children in Distress Network (CINDI)			x				CS26
Civil Society	Children Sector	x	x		x	x	x	CS39
Civil Society	Children's Institute							CS21
Civil Society	Congress of South African Trade Unions (COSATU)	x	x	x	x	x	x	CS35
Civil Society	Culture Sector							CS42
Civil Society	Disability Sport South Africa (DISSA)		x	x		x		CS22
Civil Society	Disabled Sector	x	x		x		x	CS10
Civil Society	Equal Opportunity Foundation (EOF)				x			CS32
Civil Society	Federation of Governing Bodies of SA Schools (FEDSAS)							CS23

Compiled Submissions

Sector	Organisation	Soc Econ Objt One	Soc Econ Objt Two	Soc Econ Objt Three	Soc Econ Objt Four	Soc Econ Objt Five	Soc Econ Objt Six	Ref Code
Civil Society	Federation of Unions of South Africa (FEDUSA)	x	x	x	x	x	x	CS36
Civil Society	Human Science Research Council (HSRC)		x	x				CS8
Civil Society	Institute for Democracy in South Africa (IDASA)							CS44
Civil Society	Institute for Economic Research on Innovation (IERI)		x	x	x			CS33
Civil Society	Johannesburg Stock Exchange (JSE)							CS50
Civil Society	Joint Working Group (JWG)			x		x	x	CS1
Civil Society	Kagisano Financial Services				x			CS17
Civil Society	Kagontle Child Care Centre		x					CS31
Civil Society	Media Institute of Southern Africa (MISA)							CS45
Civil Society	Metropolitan			x				CS24
Civil Society	National Council of Trade Unions (NACTU)	x	x	x	x	x	x	CS52
Civil Society	New Age Disability Integration Services (NADIS)						x	CS25
Civil Society	Open Democracy Advice Centre (ODAC)			x			x	CS34
Civil Society	OUT			x		x		CS7
Civil Society	Public Service Accountability Monitor (PSAM)		x	x	x			CS5
Civil Society	Qabuka			x				CS27
Civil Society	Religious Sector	x	x	x	x	x	x	CS40
Civil Society	SA Institute of Corp. Fraud Management (SAICFM)							CS47
Civil Society	South African Institute of Chartered Accountants (SAICA)							CS46
Civil Society	South African National Civic Organisation (SANCO)		x	x			x	CS2
Civil Society	South African National Editors' Forum (SANEF)							CS49

Compiled Submissions

Sector	Organisation	Soc Econ Objt One	Soc Econ Objt Two	Soc Econ Objt Three	Soc Econ Objt Four	Soc Econ Objt Five	Soc Econ Objt Six	Ref Code
Civil Society	South African NGO Coalition (SANGOCO)	x	x	x	x	x	x	CS6
Civil Society	South African Older Persons' Forum							CS11
Civil Society	South African Students' Congress (SASCO)	x	x	x	x			CS54
Civil Society	South African Women in Development (SAWID)	x	x	x	x	x	x	CS38
Civil Society	Streetnet International		x					CS37
Civil Society	Summit Financial Partners				x			CS28
Civil Society	The Young Communist League (YCL)		x	x	x	x		CS30
Civil Society	Treatment Action Campaign (TAC)		x	x				CS3
Civil Society	United Business Women of South Africa (UBSA)							CS43
Civil Society	Women Sector	x	x		x	x	x	CS41
Civil Society	Youth Sector	x	x	x	x	x	x	CS12
Government	Department of Correctional Services							GD2
Government	Department of Education		x	x	x			GD13
Government	Department of Environmental Affairs and Forestry (DEAT)							GD11
Government	Department of Foreign Affairs		x		x			GD10
Government	Department of Home Affairs							GD9
Government	Department of Justice and Constitutional Development							GD8
Government	Department of Public Service Administration (DPSA)							GD5
Government	Department of Trade and Industry (DTI)							GD3
Government	Department of Water Affairs and Forestry (DWAF)				x			GD12

Compiled Submissions

Sector	Organisation	Soc Econ Objt One	Soc Econ Objt Two	Soc Econ Objt Three	Soc Econ Objt Four	Soc Econ Objt Five	Soc Econ Objt Six	Ref Code
Government	National Treasury	x	x	x	x	x	x	GD4
Government	Parliament	x	x	x	x	x	x	P1
Government	Presidency		x	x	x	x	x	GD1
Government	Public Service Commission (PSC)		x	x			x	GD7
Government	South African Police Service (SAPS)				x			GD6
Government	Eastern Cape	x	x	x	x	x	x	PG4
Government	Free State	x	x	x	x	x	x	PG5
Government	Gauteng		x	x	x			PG1
Government	Limpopo	x	x	x	x	x	x	PG7
Government	Mpumalanga	x	x		x		x	PG8
Government	North West	x	x	x	x	x	x	PG3
Government	Northern Cape	x	x	x			x	PG6
Government	Western Cape	x	x	x	x	x	x	PG2
Other	David Altman				x			IS1
Other	Ms. Helgaardt			x				IS2
Other	A. Majija	x	x					IS7
Other	Mzamo Masito			x				IS4
Other	I.T. Motaung		x					IS6
Other	D. Ncongwane and B. J. Misrole			x				IS5
Other	Mano Pillay							IS3

Section One - Standards and Codes

1.1 Introduction

Since 1994, South Africa has adopted a sustainable human development approach to transform and redress the legacy of apartheid underdevelopment. This is consistent with Commitment 3 of the World Social Summit on Development, which committed world governments to promote full employment in pursuit of sustainable livelihoods for their people, particularly the poor.

Sustainable livelihoods in South Africa are identified as a key thematic area for programme development to give effect to the commitments and goals of poverty eradication made to various international forums, such as the Millennium Summit and World Summit on Sustainable Development. This approach is concerned with people's capacities to generate and maintain their means of living, enhance their well-being and that of future generations.

The country has recognised that the viability and effectiveness of livelihood strategies are dependent upon the availability and accessibility of assets, services and opportunities which can be positively enhanced or adversely undermined by social structures, ecological factors or institutional processes. Therefore, the country has committed itself to developing the infrastructure of local communities as a key vehicle to local sustainable development.

1.2 Standards and Codes

What measures has the country taken to sign, ratify, adopt and comply with these standards?

- NEPAD Framework Document (2001)
Ratification and signature not required. RSA one of five initiating states of NEPAD.
- Right to Development in the African Charter on Human and Peoples' Rights (1981) including the Protocol on the Rights of Women in Africa
Charter ratified 9.7.1996
- African Charter for Popular Participation in Development (1990)
Ratification/signature not required
- World Summit on Sustainable Development (WSSD) Johannesburg (2002)
Hosted. Signature/ratification not required
- United Nations Millennium Declaration (2000)
Signature/ratification not required
- United Nations Declaration on the Right to Development
Signature/ratification not required

- The African Charter on the Rights and Welfare of the Child (1990)
RSA acceded 7.1.2000
- World Summit on Social Development Plan of Action (1995)
Signature/ratification not required.
- Constitutive Act of the African Union (2000)
RSA ratified 23.4.2001
- Convention on the Elimination of all forms of Discrimination against Women
(Beijing Platform for Action)
RSA signed 29.01.1993 and ratified 15.12.1995

1.3 Conclusion

South Africa has signed, ratified and acceded to most of the relevant international instruments highlighted in the APRM questionnaire, and is generally compliant with their reporting requirements. The country has also promulgated national legislation to give effect to the human rights obligations arising from these international commitments.

Although South Africa signed and ratified the United Nations Convention on the Rights of the Child, the country still has not submitted its report to the United Nations on the state of children as required by the Convention. The Convention obligates the State to ensure that every child has access to benefit from social security, the Child Support Grant, which is regarded by civil society as key for the growth and development of children, is only accessible to children below the age of 14 years.

The Convention further obligates the State to take measures to encourage regular attendance at schools and to reduce drop-out rates. However, the country is still faced with high drop-out rates of learners who never reach their matriculation. The Convention also obligates the State to take measures to ensure the survival of children so that they reach their full potential. In most cases poverty, particularly for poor learners, has been the cause of the high drop-out rate of learners. The country's school nutrition programme, which has had positive effects on the attendance of learners at primary level, is not yet available to poor learners at secondary level.

South Africa has signed the International Covenant on Economic, Social and Cultural Rights, but it has yet to ratify this instrument. The Covenant is the most important international treaty to protect the social, economic and cultural rights of people all over the world. This treaty forms part of what is often called the "International Bill of Rights". When a State ratifies this treaty, its government agrees to take steps immediately to realise the rights contained in the Covenant.

1.4 Recommendations

- The government, particularly the Department of Social Development, should investigate the socio-economic implications of the extension of the Child Support Grant to cover all poor children less than 18 years of age.
- The government should investigate the socio-economic implications of extending the school feeding scheme to benefit all poor learners at secondary level.
- Parliament should develop mechanisms to proactively initiate signature and ratification of key outstanding international instruments.
- The government should put in place measures to eliminate the drop-out of learners, particularly poor learners from school.
- There should be monitoring of progress towards achieving objectives

Section Two - Objective One

Promote Self-Reliance in Development and Build Capacity for Self-Sustaining Development

2.1 Introduction

Since 1994, South Africa has been transforming and redressing the legacy of apartheid underdevelopment through a sustainable human development approach. Structural inclusion of local communities in a broad spectrum of development activities is another important encompassing effort in South Africa's approach to development. While indicated throughout government policy, such inclusion is most evident at local government level, where various legislative instruments compel inclusion of and participation by the local constituencies in planning and oversight of developmental programmes. (Municipal Systems Act, Municipal Structures Act).

South Africa's establishing itself as a credible and competitive borrower is another distinguishing feature of the post apartheid era. Underpinning this credit worthiness has been a risk management framework that has expanded from capital market risk to include government-wide risk oversight. Increasingly, South Africa is building capacity to monitor and manage the state's financial exposure across a broad range of contingent risks. This increasing financial management capacity of government has virtuously supported the relative autonomy and self-control of its national development programme.

Challenges for South Africa's advancing sustainable development include the role of vulnerable groups such as children, the disabled, rural communities, and women, who are limited in their access and benefits from development initiatives.

The questionnaire asks two questions on this objective:

- 1) To what extent does the country have effective ownership of the orientation and design of national development programmes?
- 2) How is the national development programme funded?

These questions are reviewed respectively in Sections 2.2 and 2.3 below. Section 2.4 presents a summary of recommendations for this objective. Lastly, Section 2.5 reviews differences of opinion and outstanding issues identified by stakeholder submission for this objective.

2.2 Question One

To what extent does the country have effective ownership of the orientation and design of national development programmes?

Transforming and redressing apartheid's promotion of underdevelopment has been fundamental to the design of South Africa's development programmes. An early initiative in this regard was the Reconstruction and Development Programme (RDP), which was conceptualised as a people driven process similar to that of the Congress of South African Trade Unions (COSATU).³ The RDP committed the government to sustainable development, meeting basic needs for the entire South African population, and democracy. These commitments in the RDP required the government to confront social and institutional barriers to advance the quality of life for all South Africans, especially the poor and marginalised.

South Africa's new Constitution, various policies, regulations and guidelines translated the ideals and aspirations of RDP into practical application.⁴ The introduction of the Growth, Employment and Redistribution Strategy (GEAR) in 1996 was perceived by some as a shift in focus towards an emphasis on economic growth and macro-economic stability.⁵ In a country with high levels of poverty, it was inevitable that tensions were generated between the need for fiscal austerity and the developmental needs of the impoverished.

GEAR itself argued that a stable macro-economic outlook was a necessary condition for sustainable interventions to redress socio-economic development challenges and advance pro-poor economic growth. This changing emphasis had come under criticism and robust debates ensued over evolving macro-economic policies and strategy choices. Nonetheless consistent increases in budget allocations for development programmes since 2000 have demonstrated ongoing state commitment to improving the lot of the poor especially in terms of Education and Welfare expenditures.⁶

2.2.1 Design of Development Programmes and Stakeholder Involvement

The creation of national policies and strategies in South Africa involves a four-part collaboration of labour, government and business and civil society. All policies with a potential socio-economic impact are statutorily required to be considered in the National Economic Development and Labour Council (NEDLAC). The adoption of GEAR without reverting to a NEDLAC consultative process was an element of the criticism levelled against it. The NEDLAC institution and functioning is currently being reviewed by a team from the International Labour Organisation to identify ways of strengthening its effectiveness.

³ See the SANGOCO submission, pp.27-36, CS6.

⁴ For details see the Parliament submission pp. 25-42, P1.

⁵ See the SANGOCO submission, pp.27-36, CS6; and the Western Cape submission, pp. 83-85, PG2; also see Reference: Frye (2006).

⁶ See the Western Cape submission, pp. 83-85, PG2.

Consultation also takes place through “makgotla” and “imbizo” processes. These allow people to engage with government leaders and other state institutions across the different tiers of government. Also important is the emergent relationship between these consultations, the president’s State of the Nation addresses and the publication of detailed programmes of action organised according to the cabinet clusters of ministries. These are, by their very nature, not yet fully institutionalised and would therefore not be seen as replacement of processes which include publishing draft documents articulating policy, strategy and programme choices which explain the evidence-base upon which they are formulated and are then open for public comment.

After abolition of apartheid legislation in 1991, the RDP in 1995 marked a new era of development planning in South Africa. An important aspect of the RDP, later enshrined in the Constitution, was committing local government to lead the drive in promoting a better life for all South Africans. Under the current system local government is mandated to transform into developmental governments, which undertake integrated planning and delivery of services.

Complementing local governments’ role in providing infrastructure to development initiatives and channelling central government funds, the central government itself is designed to involve stakeholders widely in developing appropriate policies and resourcing of initiatives. The general development of national policies and strategies in South Africa occurs through a tripartite collaborative approach. Specifically, before finalisation all policies with potential socio-economic impact are considered in the tripartite NEDLAC.⁷ Other mechanisms for stakeholder involvement in the design of national development initiatives include Imbizo, Presidential working groups and advisory groups, and representations from State institutions supporting constitutional democracy.⁸

Human resource development, land reform, and the devolution of responsibility and resources to local government are key features of South Africa’s socio-economic development programme. Local government is regarded as crucial for achieving socio-economic development goals as it is closest to the country’s people, and constitutionally has been awarded the role of providing the physical space and resource management centre for service delivery and carries critical local knowledge and accountability. Being at the interface of development delivery local government is positioned to ensure optimum responsiveness to the specific and changing needs of communities, including constituencies targeted for special support. Constitutionally, the development of local government’s budgets and programmatic interventions requires consultation with and participation by the local communities.

With the central role given to local government, Integrated Development Planning (IDP) has been adopted to redress a history of poor planning at the local level and to encourage stakeholder involvement in development. The IDP has a five year focus linked directly to the local councillors’ term of office with regular reviews throughout

⁷ For further details see the Parliament submission pp. 25-42, P1.

⁸ State institutions supporting constitutional democracy are also known as Chapter Nine Institutions, because they are described in Chapter Nine of the Constitution. They include the Public Protector, the South African Human Rights Commission, the Commission on Gender Equality, the Commission on the Promotion and Protection of the Rights of Cultural, Religious, and Linguist Communities, the Auditor General, the Electoral Commission, and the Broadcasting Complaints Commission.

its duration. In development and revision of the IDP consultations are required. These consultations are designed to engage the municipal administration, national departments, provincial departments, councillors, communities, and other stakeholders in a process of discussion, negotiations and joint decision-making around the allocation of local resources.⁹ Submissions have noted that capacity and resource constraints at the local government level are impeding the usefulness of IDPs, despite the good participatory intentions of their design.¹⁰

In part, the problem originates from a widespread shortage of technical skills available to the various municipalities.¹¹ Vulnerable groups, such as the disabled, point out that local government has been unable to respond appropriately to their specific needs. Whilst this is indicative of the lack of appropriate technical skills it also suggests a lack of communication between the parties concerned and appropriate mechanisms to redress these concerns.¹² At the local level, there appears to be a lack of commitment and the absence of a strong political will to realize the national vision of women's empowerment.

In general it appears donors remain focused on promoting their own priorities rather than fitting into the national programmes.¹³ Evidence for this was found in the Donor Co-operation Review (DCR) commissioned by National Treasury in 1999. The DCR based its conclusions on a review of all donor aid to South Africa from 1994 to 1999.¹⁴ The lack of clarity on the impact and role of South Africa's National Development Agency (NDA), a statutory body established to coordinate and leverage resources from all donors is a concern often cited in submissions.

Challenges identified in the design of development programmes and stakeholder involvement includes:

- There is a need to define “sustainable development” nationally, so there is a shared understanding¹⁵
- Strengthening mechanisms that enhance political participation outside the electoral processes for organisations in civil society and by ordinary people.¹⁶
- Increase engagement with stakeholders from vulnerable groups such as children, the disabled, rural communities, and women.¹⁷

⁹ For details see the Parliament submission pp. 25-42, P1.

¹⁰ See the SANGOCO submission, pp.27-36, CS6; Limpopo Province submission pp. 15-18, PG7.

¹¹ See Women Sector submission, pp. 5-7, CS41.

¹² See Transcript; Technical Report Consultative Seminar 6 April 2006

¹³ See the SANGOCO submission, pp.27-36, CS6; Religious Sector submission, pp. 7-10, CS40; and the Eastern Cape submission, pp. 25-27, PG4.

¹⁴ Reference: IOD (2000)

¹⁵ See Transcript; Technical Report Consultative Seminar 6 April 2006. However, South Africa's recent National Strategy for Sustainable Development does this – see Reference: NSSD (2006).

¹⁶ See the National Treasury submission, pp. 109-111, GD4; and the Free State submission, pp. 28-33, PG5; FEDUSA, pp. 8-11, CS36.

¹⁷ See the North West submission, pp. 79-82, PG3; and the Disabled Sector submission, pp.29-33, CS10.

- Transformation of the welfare approach to a development approach as well as human resource scarcity amongst officials at the local level.¹⁸
- Transforming the legacy inherited by the new government should not be underestimated.¹⁹
- Ensuring inter- and intra-governmental integration, co-ordination and cooperation across levels.²⁰
- Comprehensive research and information on the environment with a focus on underdevelopment is necessary. This would give a context against which to assess the allocation and use of resources.²¹
- Many development initiatives are struggling to be sustainable. So methodologies used in sustainable development must be shared so these initiatives can learn.²²

2.2.2 Responsiveness to Needs

South Africa's development programmes are designed through the devolution of authority to local government to respond to the needs of communities structurally.²³ Efforts have been made to ensure the needs of vulnerable groups, particularly women, within those communities are also addressed.²⁴ However, submissions by some sectors of civil society, such as the Disabled Sector,²⁵ noted a need for government to improve development projects' responsiveness to their needs.²⁶ Additionally, submissions have reported that the scale and nature of resources available to date for these development programmes have been insufficient to address the inherited legacy of underdevelopment.²⁷

South Africa as a new democracy has a good track record on the election of women into public office at all levels of Government. There is an imperative to ensure that women in local government become fully empowered to fulfil the requirements of their position. In so doing they will provide a critical link between their constituents and the State and thereby promote improvements in the quality of life of women and children.

Democracy and transformation in South Africa provide the space for an inclusive and participatory process for women's involvement in decision-making at all levels of

¹⁸ See the Eastern Cape submission, pp. 25-27, PG4.

¹⁹ See the North West submission, pp. 79-82, PG3; SASCO submission, pp. 10-11, CS54.

²⁰ See the Western Cape submission, pp. 83-85, PG2; and the Limpopo submission, pp. 15-18, PG7.

²¹ See Transcript, Technical Report Consultative Seminar 6 April 2006

²² See Transcript, Technical Report Consultative Seminar 6 April 2006

²³ See Section 2.2.1 above; the Mpumalanga submission, pp. 21-22, PG8; and the North West submission, pp. 79-82, PG3; for details on the spatial structure of South Africa's development programmes see Chapter 5 in DBSA (2005).

²⁴ See the Parliament submission pp. 25-42, P1; and the Children Sector submission, pp. 5-7, CS39.

²⁵ See the Disabled Sector submission, pp.29-33, CS10.

²⁶ See also the Youth Sector submission, pp. 9-12, CS12.

²⁷ See the Western Cape submission, pp. 83-85, PG2; also see the Eastern Cape submission, pp. 25-27, PG4.

Government. The challenge is encouraging the participation of grassroots women in local government decision-making and service delivery.

2.2.3 Associated Training, Monitoring and Evaluation

The IDP process is designed to facilitate sustained ownership of development initiatives by building local capabilities. National government has development Guide Packs to facilitate all aspects of the IDP, from conceptualisation to implementation, monitoring and evaluation.²⁸ Some submissions have questioned the impact of these initiatives particularly given the fundamental shift the IDP process has taken in moving local government from an output focus to a focus on outcomes.²⁹ Organisationally, many of even the better resourced local municipalities do not have adequate monitoring and evaluation capacity that is central to the effective operation of the new developmental role given to local government.³⁰ Lastly, criticism has also been raised about the lack of systematic efforts to capture and diffuse institutional memories about the transformation and development programmes.³¹

2.3 Question Two

How is the national development programme funded?

South Africa inherited a legacy of debt, capital flight, and declining public and private sector investment from the apartheid period.³² In reaction to these challenges the government developed and then began to implement GEAR from 1996 to create macroeconomic stability. As previously mentioned some submissions have criticised GEAR as being too conservative a macro-economic strategy,³³ but its targets and macro-economic stability in general have been achieved.³⁴

South Africa has managed to achieve a stable economy with excellent indicators of future growth. Indicators of good economic management include the ratio of debt to exports of goods and services as well as the ratio of international reserves to total debt. Data also shows a positive trend in the ratio of annual total debt service charges and exports of goods and services. The strong economy has been attributed to good financial management within a sound macroeconomic framework.

This has meant that the country has been able to draw from domestic reserves to fund development programmes. An indication of this financial self reliance was the decision taken by South Africa in the mid-1990s not to access loans from the International Monetary Fund (IMF) and World Bank.³⁵ The critical factor in

²⁸ For details see the Parliament submission pp. 25-42, P1.

²⁹ See the Eastern Cape submission, pp. 25-27, PG4; SANGOCO submission, pp.27-36, CS6.

³⁰ See Govender and Pogue (2005).

³¹ See the SANGOCO submission, pp.27-36, CS6.

³² See the Parliament submission pp. 25-42, P1.

³³ See Section 2.2 above, as well as the SANGOCO submission, pp.27-36, CS6; and the Western Cape submission, pp. 83-85, PG2.

³⁴ For some indicators see Figure 2.1 below.

³⁵ See the National Treasury submission, pp. 109-111, GD4.

maintaining an independence from loan financing would be concerns surrounding conditionality and South Africa's ability to influence these in the national interest.

Since 1994, South Africa has been characterised by stable macro-economic policies and fiscal prudence in government expenditures. These actions have enabled South Africa to deepen its domestic capital market and enhanced a sustainable ability to fund development programmes.³⁶ South Africa has thus been able to assert national sovereignty over its development programme.

2.3.1 Internal versus External Resources for the National Development Programme

Civil society can also be a central player in development, where development is identified by and achieved by the communities and non-governmental organisations. Funding for civil society organisations is essentially derived from overseas trusts and foundations. Certain funding is available from the NDA and from national Lottery funds, but there have been numerous delays in the establishment of an effective administration for funding especially from the NDA.

Many civil society organisations have in their submissions raised concerns over reduced funding in recent years. This necessarily refers to a major transition in post-Apartheid South Africa for the sector. Under the previous regime, solidarity with the oppressed masses of the country saw large amounts of funding being made available to agencies directly linked to resisting apartheid and serving direct community-level developments. An associated, though not tested, link is the suggestion that decreased funding has led to a weakening of the participation of civil society in socio-economic development and as an agent of participative democracy across the board.

2.3.2 Indicators of Aid Dependence

In 1994, South Africa became a recipient of Official Donor Assistance (ODA). Despite these funds largely being intended to support the RDP programme, there was no established framework for managing donor funds. Currently, coordination of donor funds has been placed within the National Treasury which developed guidelines for ODA to assist the departments and levels of government with ultimate responsibility for ODA projects and programmes. The World Bank in its *2005 World Development Indicators* reports that net official development aid to South Africa rose from R2.84 billion in 1998 to R4.73 billion in 2003.³⁷ However, Figure 2.1 shows that both as a percentage of central government expenditure and as a percentage of GDP South Africa's ODA is a relatively minor component.³⁸

Additional indicators of South Africa's overall aid dependence are also reported in Figure 2.1. The generally prudent management of the economy since 1994 is reflected

³⁶ See the Parliament submission pp. 25-42, P1; the National Treasury submission, pp. 109-111, GD4; and Theme Two on Economic Governance and Management.

³⁷ The figures were converted from U.S. dollars in the *2005 World Development Indicators*, p.352, using average annual exchange rates reported in the SARB Quarterly Bulletin: Series 5339M.

³⁸ For an in-depth review of ODA in South Africa see: IOD (2000) Development Cooperation Report II for South Africa 1994 -1999.

in the sustained decrease of the ratio of total debt to GDP. A similar positive trend is also reflected in the ratio of total debt to exports of goods and services as well as the ratio of international reserves to total debt. Lastly, available data also indicates a favourable trend in the ratio of annual total debt service charges and exports of goods and services.

Figure 2.1 Indicators of Official Donor Aid Dependency

	Total Debt/GDP ³⁹	Total Debt/Exports ⁴⁰	International Reserves/Total Debt ⁴¹	ODA/GDP ⁴²	ODA/Actual Govt Budget ⁴³	Total Debt Service/Exports ⁴⁴
1994	49.7%	2.2	4.6%	-	-	9.4%
1995	50.4%	2.1	5.7%	0.51%	1.78%	9.5%
1996	49.0%	1.9	3.4%	0.49%	1.71%	-
1997	48.9%	1.9	8.5%	0.57%	2.07%	-
1998	48.7%	1.8	8.7%	0.40%	1.45%	-
1999	48.1%	1.8	11.6%	0.28%	1.04%	-
2000	44.4%	1.5	13.9%	-	-	9.8%
2001	45.3%	1.4	19.6%	-	-	-
2002	38.9%	1.1	14.5%	0.45%	-	12.6%
2003	39.8%	1.4	10.6%	0.38%	1.4%	8.9%
2004	37.5%	1.3	15.9%	0.29%	-	6.4%

Based on available submissions and supporting evidence, South Africa's national development programme appears to be driven by sustainable internal capacity. While external aid is significant, it appears to be largely complementary to internal resources. Given national development needs retaining this independence will be a challenge, but the record thus far is encouraging.⁴⁵ There was concern that autonomy is more complex than where the money comes from.⁴⁶ Community development workers (CDW) and some submissions have different perceptions of how national development programmes are funded. Some believed that most funds came from outside South Africa,⁴⁷ while others felt that municipal service charges covered these costs.⁴⁸ These misperceptions suggest the need for a better education process and more effective information sharing for this category of development practitioners.

³⁹ Source SARB Quarterly Bulletin: Series 4110M & Series 6006J.

⁴⁰ Source SARB Quarterly Bulletin: Series 4110M & Series 6616J.

⁴¹ Source SARB Quarterly Bulletin: Series 5273M & Series 4110M.

⁴² Source: IOD (2000) Development Cooperation Report II for South Africa 1994 -1999, p. 77.

⁴³ Source: IOD (2000) Development Cooperation Report II for South Africa 1994 -1999, p.77, and World Bank (2005) 2005 World Development Indicators, p. 352.

⁴⁴ Preliminary estimates based on the World Bank World Development Indicators database and annual average exchange rate figures from the SARB Quarterly Bulletin: Series5339M.

⁴⁵ See the National Treasury submission, pp. 109-111, GD4.

⁴⁶ See Transcript, Technical Report Consultative Seminar 6 April 2006 and NACTU submission, pp. 12-15, CS52.

⁴⁷ See the Eastern Cape submission, pp. 25-27, PG4; Religious Sector submission, pp.7-10, CS40.

⁴⁸ See the Parliament submission pp. 25-42, P1.

2.4 Recommendations

Recommendations from the submissions to enhance South Africa's capacity and sovereignty over its development programmes included:

- Remove constraints to access by vulnerable groups, especially women⁴⁹, to development programmes and prioritising their development.⁵⁰
- Utilise National and Provincial government departments, as well as the Private sector to foster the ability of local government to deliver development initiatives to their constituencies.⁵¹
- Develop and enhance processes and mechanisms that engage communities so that they are not passive recipients of assistance, but instead are active in shaping strategies for their development.⁵²
- Reinforce oversight of international commitments to ensure independence in development and expand capacity for sustainable development.⁵³
- Get information about corporate social responsibility. The private sector's role and contribution must be included with evidence.⁵⁴
- Get information from the National Development Agency as the co-coordinator of ODA.⁵⁵
- Investigate the role of parliament in oversight of ODA.⁵⁶
- Rural areas must be given a greater focus⁵⁷

2.5 Conclusion

South Africa has developed an inclusive sustainable development programme since the advent of democracy. A critical sphere of activity of the current development programme is local government. Submissions largely agreed on the potential benefits of this local design as well as the need to increase local government's capacity. However, there were clear differences in the perceived urgency to address this

⁴⁹ See Transcript, Technical Report Consultative Seminar 6 April 2006

⁵⁰ See the Parliament submission pp. 25-42, P1; the Disabled Sector submission, pp.29-33, CS10; and the Western Cape submission, pp. 83-85, PG2.

⁵¹ See the Parliament submission pp. 25-42, P1; and the Northern Cape submission, pp. 11-13, PG6.

⁵² See National Treasury submission, pp. 109-111, GD4; the Eastern Cape submission, pp. 25-27, PG4; the Northern Cape submission, pp. 11-13, PG6; Religious Sector submission, pp.7-10, CS40; and Mr. Majija's submission, IS7.

⁵³ See the Parliament submission pp. 25-42, P1; National Treasury submission, pp. 109-111, GD4; and the SANGOCO submission, pp.27-36, CS6.

⁵⁴ See Transcript, Technical Report Consultative Seminar 6 April 2006; and NACTU submission, pp. 12-15, CS52.

⁵⁵ See Transcript, Technical Report Consultative Seminar 6 April 2006

⁵⁶ See Transcript, Technical Report Consultative Seminar 6 April 2006

⁵⁷ See Transcript, Technical Report Consultative Seminar 6 April 2006

capacity. While evidence is limited, it appears that the designed role of local government facilitating development is significantly constrained by the local governments' capacity to deliver. In addition, submissions reflected a need to increase engagement with vulnerable groups in the design and implementation of development programmes. Supported by stable macro-economic policy, South Africa has focused on utilising internal resources in the rolling out its development programme. National autonomy and locals needs have thereby been prioritised while simultaneously engaging with complementary international commitments and international assistance.

Central to this theme is the question of the vision of the outcomes of development for any given country under review. The Constitution begins to set out a framework for this vision, but what failed to come through in the submissions was uniformity in the understanding by different sectors and organisations and institutions of what constitutes South Africa's developmental agenda. Whilst there was no conflict over the ideal of a non-racial, non-sexist, democratic and prosperous country, some differences emerged in the assessment of the appropriate strategies to address this, the implementation of programmes and the pace thereof.

A further important issue is the need for assessment of non-governmental players in South Africa's development programme.⁵⁸ Actually, this inadequacy was raised in many fashions across most of the objectives. In Objective One, questions included the role played by civil society and its relationship to the structure of government's development programme. Within civil society assessment was seen to be particularly needed over community-based organisations (CBOs), non-governmental organisations (NGOs), and the private sector through its corporate social investments (CSI). Hence, a related issue not adequately assessed was the role donor-funding played in South African based non-governmental agencies and whether the sources for this are domestic or foreign.

⁵⁸ See SAWID submission, CS38; Mr. Majija's submission, IS7.

Section Three - Objective Two

Accelerate Socio-Economic Development to Achieve Sustainable Development and Poverty Eradication

3.1 Introduction

In South Africa, class and racial divisions perpetuated by apartheid created a legacy of institutional underdevelopment and poverty. The Reconstruction and Development Programme (RDP) in 1995 marked the first comprehensive approach to the eradication of poverty, working poverty and inequality.⁵⁹ Another critical landmark was the adoption of the South African Constitution in 1996.⁶⁰ The Constitution entrenched the rights to basic services and social security for all citizens on a basis of equality, non-racism and non-sexism.⁶¹ In order to ensure these rights are upheld the Constitution in Chapter Nine established safe guards like the Human Rights Commission and the Gender Equity Commission.⁶² Recently, the State has sought to address constraints to growth and development directly through an Accelerated and Shared Growth Initiative for South Africa (ASGISA).⁶³

ASGISA is a collaborative initiative focused on six primary constraints to accelerate economic growth and development in order to ensure that the State can meet its commitment to halve poverty and unemployment by 2014.⁶⁴ The six primary constraints include: volatility and level of the currency; the cost, efficiency and capacity of the national logistics system; shortage of suitably skilled labour amplified by the impact of apartheid spatial patterns on the cost of labour; barriers to entry, limits to competition and limited new investment opportunities; regulatory environment and the burden on small and medium businesses; and deficiencies in state organisation, capacity and leadership. In order to address these constraints ASGISA is undertaking six interventions in support of and complementary to existing initiatives, these include: infrastructure programmes; sector investment (or industrial) strategies; skills and education initiatives; informal economy interventions; macro-economic issues; and public administration issues.

In addition to ASGISA, the challenge faced by local government around its capacity to facilitate development is an example of an area where specific interventions have been developed to overcome a critical constraint.⁶⁵ National Treasury has categorized all municipalities in terms of high, medium and low capacity with specific capacity development initiatives developed for each level. There is also a range of specific local government capacity development initiatives like the Municipal Finance

⁵⁹ See Section 2.2 above for details.

⁶⁰ Act 108 of 1996.

⁶¹ For details see National Treasury submission, pp. 111-120, GD4; and Parliament submission, pp.43-61, P1.

⁶² See Footnote 8 in Section Two, above, for a list of these institutions.

⁶³ See Chapter Three in DBSA (2005) for an overview of South Africa's socio-economic development policies and associated debates.

⁶⁴ ASGIS (2006).

⁶⁵ For some examples of implementation challenges confronting local government see DPLG (2005).

Management Technical Assistance Programme (MFMTAP) with funds to build local governments' institution and human resources for development.⁶⁶ Increased efficiencies in revenue collection has also benefited these efforts, with associated revenue overruns being used for social spending by government.

In addition to National Treasury's initiatives, the Department of Provincial and Local Government (DPLG) launched Project Consolidate in 2004 in order to identify constraints faced by local government in policy design and implementation.⁶⁷ Project Consolidate is focused on supporting municipalities in public participation, capacity building, integrated human settlement, provision of free basic services, local economic development, anti-corruption campaigns, and in undertaking monitoring and evaluation. Complementing its local government support, Project Consolidate is developing interventions to improve intergovernmental relations, financial viability of municipalities, intergovernmental fiscal relations, and long-term economic growth.

Within the above context, Section 3.2 reviews initiatives for socio-economic development and poverty eradication. Section 3.3 then reviews recent evidence of poverty eradication in South Africa. Lastly, Section 3.4 provides recommendations for the development of a national plan of action.

3.2 Question One

What is the country doing to accelerate socio-economic development and achieve sustainable development and poverty eradication?

South Africa has sought to simultaneously utilise and grow both a social security system and development projects in its efforts to accelerate socio-economic development and achieve sustainable development and poverty eradication. Underlying both dimensions is an explicit recognition by the State that the scale of poverty in South Africa is such that it is necessary to focus on poverty alleviation in the short-run with medium and long-run programmes focused on the goal of poverty eradication.⁶⁸ These programmes are reviewed in Section 3.2.1 and Section 3.2.2 below, but it is important to recognise congruence between these initiative and others reviewed under this theme.⁶⁹ It is also important to make the point that all the sections relate to each other with progress under one objective impacting on progress in the others.⁷⁰

3.2.1 The Social Security System

South Africa's social security system is built around social insurance to protect those in formal employment as well as social assistance grants to protect the unemployed and members of the second economy.⁷¹ Submissions reflected general agreement that

⁶⁶ National Treasury also has teams of experts resident in municipalities to assist with capacity.

⁶⁷ DPLG (2004).

⁶⁸ See the National Treasury submission, pp. 111-120, GD4.

⁶⁹ Particularly complementary to these programmes are the initiatives discussed in Section Four and Section Five.

⁷⁰ See Transcript, Technical Report Consultative Seminar 6 April 2006

⁷¹ See the Presidency submission, pp. 35-51, GD1.

South Africa's social security system is one of the country's most successful poverty reduction programmes.⁷² This sub-section begins with a review of legislative and policy commitments to the social security system. Resources of the social security system are then discussed. Lastly, identified challenges associated with the social security system are reviewed.

Legislative and Policy Commitments

There are three primary social insurance funds in South Africa: 1) The Unemployment Insurance Fund (UIF) 2) The Road Accident Fund (RAF) and 3) The Compensation Fund. The UIF provides temporary financial support to those who have lost formal jobs, and provides protection for unemployed domestic workers. UIF also provides a source of income for women on maternity leave. The RAF has been established to assist those injured and/or the dependents of those killed on South African roads. Lastly, the Compensation Fund is designed to provide benefits for dependents of workers killed on the job as well as benefits to injured workers.

In addition to national commitments, provincial governments reported innovations to the delivery of social assistance grants to ensure benefits are accessible to the poorest and most vulnerable members of society.⁷³ However, the Public Service Commission (PSC) has found that many of these programmes have not been well managed or implemented.⁷⁴

Civil society submissions warned of misperceptions and the lack of correct information with respect to the social security system that need to be managed. An example mentioned in a submission is reported reluctance by some to participate in anti-retroviral programmes in the mistaken belief that they may lead to ineligibility for the disability grant provided to people seriously ill with Aids.⁷⁵

Submissions mentioned difficulties experienced by children who do not have birth registration documents and who therefore cannot benefit from child support grants. They also highlighted the need to monitor childcare grants more effectively to ensure that they reach their intended beneficiaries.⁷⁶

Resources

Social insurance funds are separately funded from the main State budget. Social assistance grants are currently being overseen and administered by the Department of Social Development at a national and provincial level, but this is being revised with the establishment of a South African Social Security Agency to administer social assistance grants.⁷⁷

⁷² See NACTU submission, pp. 12-15, CS52; SASCO submission, pp. 10-11, CS54; Women's Sector, pp. 5-7.

⁷³ See the Gauteng submission, pp. 70-73, PG1; the Western Cape submission, pp. 85-92, PG2; and the DOE submission, p.13, GD13a.

⁷⁴ See the PSC submission, pp.22-25, GD7.

⁷⁵ See the TAC submission, CS3; also see the Black Sash submission, pp. 5-8, CS9; also see Mr. Motaung's submission, IS6.

⁷⁶ See the Childline submission, CS20.

⁷⁷ See the Presidency submission, pp. 35-51, GD1.

The Government's social security programme has made a large impact on the lives of over 10 million poor people.⁷⁸ Its high take-up has led some submissions to question South Africa's long-term financial capacity to sustain the system of social grants.⁷⁹ Applicants are means tested and grants are targeted at non-working-age people: children under 14 and old age pensioners. There is no social assistance available for unemployed and poor people of working age. Measures to address extreme poverty and hunger include:

- Cash transfers in the form of social assistance grants whose expenditure increased 3.7 fold between 1994 and 2004 - from R10 billion to R55 billion in 2005, and the number of beneficiaries grew from 2.6 million in 1994 to 10.5 million in 2005 (this allocation exceeds 3% of GDP)
- The extension of the Child Support Grant to children under the age of 14 – bringing the total number of children accessing the grants since 1997 to over 7 million (this exceeds the target Government set in 2004 of registering 2.4 million children)
- The social wage (monetary value of accessed basic services) which amounted to approximately R88 billion in 2003
- The Expanded Public Works Programme, and
- The establishment of the Agricultural Starter Pack Programme and The Comprehensive Agricultural Support Programme.

Women are steadily increasing their share of social security benefits and are the majority of social security beneficiaries. Nearly all caregivers receiving grants are women and 70% of old age pensioners are women. Until 2003 the majority of disability grant recipients were men but state information campaigns increased awareness levels and more women have taken up this grant since 2004. This has led to improvements in the quality of life of many black women. Girl children are also benefiting from improvements in the grant system particularly in respect of families affected by HIV and Aids.

Challenges

Identified challenges associated with the South African Social Security System include:

- Ensuring access and benefits to vulnerable groups, such as children, the disabled, the elderly, and women.⁸⁰

⁷⁸ See the Parliament submission, pp.43-61, P1; also see the Presidency submission, pp. 35-51, GD1.

⁷⁹ See the COSATU submission, pp.4-16 & 26-28, CS35b; also see the HSRC submission, pp. 9-19, CS8.

⁸⁰ See the Gauteng submission, pp. 70-73, PG1; also see the PSAM submission, CS5; the Black Sash submission, pp. 5-8, CS9; the Disabled Sector submission, pp.29-33, CS10; the ACCESS submission, CS13; the Childline submission, CS20; the DISSA submission, CS22; the BYDU submission, CS29.

- Increasing public awareness about the availability of social assistance grants.⁸¹
- The need to establish a strategy for how social grants can be used to facilitate people's economic independence and development.⁸²
- Disabled people tend to become more dependent on grants because there are fewer opportunities for genuine and income generating employment.⁸³
- Resolving delays in the processing of social assistance grants, particularly for highly vulnerable beneficiaries like children.⁸⁴
- Increasing monitoring to assess impacts and identify barriers to access.⁸⁵

3.2.2 Development Projects

In addition to the social assistance grants, the South African government also implements various development projects targeting poor communities and groups. Most have an income-generating element and are led by local governments. These projects are intended to promote self-reliance and poverty eradication as well as facilitating department re-orientation to service delivery to the poor.⁸⁶

Legislative and Policy Commitments

While most of South Africa's development projects are diffused across local government, nationally-led interventions include the Integrated Nutrition and Food Security (INFSP), the Expanded Public Works Programme (EPWP), the Working for Water (WfW) and the Working on Fire (WoF) Programmes. The INFSP improves household food security through food gardens and food parcels for families who have less than R200 a month to spend on food. The National School Nutrition Programme was introduced in 1994 to provide food for primary school children. The programme is being developed further to promote local economic development by encouraging local communities to participate in vegetable cultivation to raise the nutritional value of meals served at schools.⁸⁷ Despite the INFSP, submissions held that, particularly given the interrelationship to health, not enough was being done to ensure sufficient nutrition was available to all South Africans.⁸⁸ While the constitution says that

⁸¹ See the Gauteng submission, pp. 70-73, PG1; the North West submission, pp. 82-85, PG3; the Limpopo submission, pp. 15-18, PG7; the PSAM submission, CS5; the Black Sash submission, pp. 5-8, CS9; the ACCESS submission, CS13; the Children's Sector submission, pp. 5-7, CS39; Mr. Motaung's submission, IS6.

⁸² See the Gauteng submission, pp. 70-73, PG1; also see the PSAM submission, CS5; the Disabled Sector submission, pp.29-33, CS10; the ACCESS submission, CS13.

⁸³ See Transcript, Technical Report Consultative Seminar 6 April 2006

⁸⁴ See the Gauteng submission, pp. 70-73, PG1; also see the PSAM submission, CS5; the Black Sash submission, pp. 5-8, CS9.

⁸⁵ See the North West submission, pp. 82-85, PG3; also see the PSAM submission, CS5.

⁸⁶ For details the Parliament submission, pp.43-61, P1.

⁸⁷ For details the Parliament submission, pp.43-61, P1; and the Presidency submission, pp. 35-51, GD1.

⁸⁸ See the TAC submission, CS3.

everyone has a right to sufficient food and water, comprehensive legislation to realise that right is absent.⁸⁹

The EPWP has been designed to complement local development initiatives with a specific focus on infrastructure development and skills empowerment.⁹⁰

The WfW and WoF programmes are designed as land-care projects to rehabilitate and protect national environmental resources.

Resources

Since 2004 the INFSP has benefited 245,000 households with more than R31 million worth of food being delivered to over 18,000 of the poorest households across South Africa. In 2004/2005 95% of eligible learners, totalling 4.5 million learners, benefited from the school nutrition programme. Submissions indicated that the food security projects were among the best received for their ability to reduce poverty.⁹¹ The EPWP is designed to create over 1 million job opportunities over a five year period. In its first year, the EPWP created over 223,000 job opportunities paying over R823 million in wages.⁹² Of those who benefited from the programme in the first year, 38% were women, 41% were youths and 0.5% were people with disabilities, while its own target is for it to have at least 40% women beneficiaries. The WfW programme in 2004/2005 created temporary work for 32,000 people, while the WoF programme created jobs for 804 individuals.

Submissions by Civil Society have noted the enormous gap between the scope of the EPWP and needs, citing for instance that Stats SA reported more than 4.3 million unemployed nationally during the same period that the EPWP had created 223,000 jobs.⁹³ Similar gaps between the scale of the programme and needs were also noted around the school feeding scheme.⁹⁴ Sustainability, beyond the projects themselves has been another area of concern, particularly given what has been reported as an apparent lack of a coherent framework for these projects to be more than welfare and facilitate development.⁹⁵ An area that needs more attention is that of the working poor in the informal economy. Over 30% of the workforce operates within the informal economy, which contributes between 8 and 12% to South Africa's GDP.⁹⁶ A critical shortcoming of the development projects has been an inability by government departments to spend allocated funds, which appears related to capacity constraints, but again raises the paradox of the role to be played by development projects given the scale of need for focused poverty alleviation.⁹⁷

⁸⁹ A draft food security bill was tabled in 2002.

⁹⁰ For a critique of the EPWP see Chapter 6 in DBSA (2005).

⁹¹ See the Free State submission, pp. 28-33, PG5; the Gauteng submission, pp. 70-73, PG1; and the Western Cape submission, pp. 85-92, PG2.

⁹² See the Presidency submission, pp. 35-51, GD1.

⁹³ See the SANGOCO submission, pp.27-36, CS6; also see HSRC submission, pp. 9-19, CS8.

⁹⁴ See the YCL submission, CS30.

⁹⁵ See the HSRC submission, pp. 9-19, CS8; also see Northern Cape submission, pp. 11-13, PG6.

⁹⁶ See Transcript, Technical Report Consultative Seminar 6 April 2006

⁹⁷ See the HSRC submission, pp. 9-19, CS8; also see the Eastern Cape submission, pp. 25-27, PG4.

Challenges

Identified challenges associated with South Africa's development projects include:

- Ensuring that these temporary development projects are part of a coherent and monitored framework to facilitate sustainable employment in the formal sector.⁹⁸
- The inclusion of marginalised or ignored groups such as the rural poor, women, youth, the disabled and the working poor⁹⁹
- Despite the allocation of resources departments have not been able to spend available funds, which appears directly related to the challenge of institutional transformation.¹⁰⁰
- In the urgency to roll out development project for immediate poverty alleviation little planning occurs around the long-run role these projects will have.¹⁰¹
- Need for increased coherence among government levels and departments in initiating, co-ordinating and monitoring development projects.¹⁰²

3.3 Question Two

What are the outcomes of the policies and mechanisms to achieve sustainable development and poverty eradication?

3.3.1 South African Measures of Poverty and Development

Assessment of the impact of South Africa's development activities on poverty levels depends on how poverty is defined. Submissions made it clear that poverty is a multi-dimensional concept in which economic indicators (such as consumption and expenditure patterns, employment, social grants and social infrastructure) are important but not the only measures.¹⁰³ Submissions revealed little consensus on the relative importance of these various indicators of poverty.¹⁰⁴

Submissions from Government departments strongly argue that poverty levels in South Africa are declining and that substantial progress has been made in ameliorating and eradicating poverty.¹⁰⁵ Many submissions from civil society

⁹⁸ See the Northern Cape submission, pp. 11-13, PG6; the Disabled Sector submission, pp.29-33, CS10.

⁹⁹ See Transcript, Technical Report Consultative Seminar 6 April 2006

¹⁰⁰ See the Parliament submission, pp.43-61, P1; also see the Black Sash submission, pp. 5-8, CS9; see the Youth Sector submission, pp. 9-12, CS12.

¹⁰¹ See the Parliament submission, pp.43-61, P1; the Disabled Sector submission, pp.29-33, CS10.

¹⁰² See the Parliament submission, pp.43-61, P1; the Disabled Sector submission, pp.29-33, CS10; the ACCESS submission, CS13.

¹⁰³ See the IERI submission, CS33.

¹⁰⁴ For a discussion of issues in developing a South African measure of NALEDI (2005).

¹⁰⁵ See the Presidency submission, pp. 35-51, GD1.

organisations and organised labour disputed this.¹⁰⁶ Civil society groups and various Government departments including the National Treasury argued that agreement on definitions and measures of poverty is urgently needed to support poverty eradication interventions.¹⁰⁷

The debate on poverty and its various dimensions (including gender, disability and class) is a critically important one that deserves dedicated national attention and sustained dialogue. Some submissions called for a National Commission on Poverty to lead consultations and make recommendations.¹⁰⁸

Submissions noted that the relatively advanced nature of South Africa's first economy makes integrating it with the second more difficult.¹⁰⁹ If structural inequalities between the first and second economy are not addressed, the provision of welfare could exacerbate dualities and structural inequalities rather than reducing them.

The General Household Survey findings released in 2005 found that the male unemployment rate was 25,7% compared to the female unemployment rate of 34,3% in July 2004. The Survey also noted that of the 12,194,000 households in South Africa, 11,3% of households lived in informal dwellings in 2004.¹¹⁰

Civil society submissions acknowledged the need to better assess the extent to which their programmes and interventions actually assist with alleviating poverty and promoting socio-economic development. Income-based measures identify individuals who are unable to afford an absolute minimum standard of living for economic reasons.

3.3.2 Millennium Development Goals¹¹¹

While not reflecting the South African situation specifically, the Millennium Development Goals (MDGs) are a multi-dimensional international framework useful for measuring progress in socio-economic development. South Africa's 2005 MDG report shows appreciable positive improvements although they are contradicted by the growing prevalence of tuberculosis and HIV and Aids. While significant progress has been made in the empowerment of women and girls, much more needs to be done to ensure their continued advancement.

In September 2000, the United Nations Millennium Summit marked the international community's commitment to a specific agenda for reducing global poverty. The goals have been commonly accepted as a framework for measuring development progress.

¹⁰⁶ References around contemporary measures of poverty include: van der Berg et al (2005); Casel et al. (2004); Leibbrandt et al. (2005a & 2005b); and Meth (2006); for a review of literature see Desai (2005).

¹⁰⁷ See the National Treasury submission, pp. 111-120, GD4; COSATU submission, pp. 4-16 & 26-28, CS35b.

¹⁰⁸ See Transcript, Technical Report Consultative Seminar 6 April 2006.

¹⁰⁹ See the Streetnet International submission, CS39.

¹¹⁰ See StatsSA (2005).

¹¹¹ Statistics reported in this section are based on four sources in order to capture the most current figures available. These are 1) World Bank data. See: /devdata.worldbank.org/idg/; the 2005 South African MDGs Country Report (RSA 2005); the DoE submission, GD13; and the DWAF submission, GD12.

We review the goals in turn and then present available evidence on South Africa's progress in attainment.

Goal 1. Eradicate extreme poverty and hunger

The goal is two fold: First, between 1990 and 2015, halve the proportion of people whose income is less than one dollar a day. Second, between 1990 and 2015, halve the proportion of people who suffer from hunger.

	1995	2000
Population below \$1 a day (%)	6.2	11
Poverty gap at \$1 a day (%)	0.6	.031
Population below \$1 a day (%)	/	34/
Poverty gap at \$1 a day (%)	/	.131
Gini Coefficient	/	0.59
Percentage of total income/consumption held by poorest 20%	/	2.8

Goal 2. Achieve universal primary education

Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

	1990	1996	2001	2002	2003	2004
Net primary enrolment ratio (% of relevant age group)	88	/	89	89	89	/
Percentage of cohort reaching grade 5 (%)	75	81	84	/	/	/
Youth literacy rate (% ages 15-24)	95	/	96	/	96	98

Goal 3. Promote gender equality and empower women

Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015.

	1994	1995	1996	1997	1999	2000	2001	2002	2003	2004
Ratio of girls to boys in primary education	98	98	98	96	97	96	96	96	95	/
Ratio of girls to boys in secondary education	118	119	117	116	115	113	112	110	120	/
Ratio of young literate females to males (ages 15-24)	/	/	111	/	/	/	/	/	109	/
Share of women employed in the non-agricultural sector (%)	/	/	41	/	/	45	46	45	46	42
Percentage of seats held by women in national parliament	25	/	/	28	/	/	/	31	32	33

Goal 4. Reduce child mortality

Reduce by two thirds, between 1990 and 2015, the under-five mortality rate.

	1990	1995	1998	2001	2002	2003
Under 5 mortality rate (per 1,000)	60	59	59	/	60	66
Infant mortality rate (per 1,000 live births)	45	45	45	/	44	53
Immunization, measles (% of children under 12 months)	79	76	72	72	82	83

Goal 5. Improve maternal health

Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio.

	1994	1995	1996	1997	1998	2003
Maternal mortality ratio (modelled estimate, per 100,000 live births)	150	150	150	150	150	124
Births attended by skilled health staff (% of total)	84	84	84	84	84	/

Goal 6. Combat HIV and AIDS, malaria and other diseases

The goal is two fold: First, to have halted by 2015 and begun to reverse the spread of HIV/AIDS. Second, to have halted by 2015 and begun to reverse the incidence of malaria and other major diseases.

	1990	1995	1996	1997	1998	1999	2000	2001	2002	2003
Prevalence of HIV, antenatal care attendees (ages 15-24)	/	10%	14%	17%	23%	22%	25%	25%	27%	28%
Number of children orphaned by HIV and AIDS	/	/	/	/	/	/	/	.66 Mill.	/	1.1 Mill.
Incidence of tuberculosis (per 100,000 people)	186	337	/	/	/	/	337	489	513	536
Tuberculosis Death Rate (per 100,000 people)	/	/	/	53	68	79	96	113	132	/

Goal 7. Ensure environmental sustainability

This goal is three fold: First, integrate the principles of sustainable development into country policies and programmes and reverse the losses of environmental resources. Second, to halve by 2015 the proportion of people without sustainable access to safe drinking water. Third, by 2020 to have achieved a significant improvement in the lives of at least 100 million slum dwellers.

	1990	1995	1996	2001	2003	2004	2005
Forest area (% of total land area)	7.4	/	/	/	/	/	/
Nationally protected areas (% of total land area)	/	/	/	/	5.5	/	/
GDP per unit of energy use (PPP \$ per kg oil equivalent)	3.2	3.2	/	4.1	/	/	/
CO2 emissions (metric tons per capita)	8.3	8.3	/	/	/	/	/
Access to an improved water source (% of population)	/	60	60	71	/	79	81
Access to improved sanitation (% of population)	/	/	49	57	/	64	67

Goal 8. Develop a Global Partnership for Development

This goal looks across several dimensions which include:

- Develop further an open, rule-based, predictable, non-discriminatory trading and financial system.
- Address the special needs of the least developed countries.
- Address the special needs of landlocked countries and small island developing States. Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term. In cooperation with developing countries, develop and implement strategies for decent and productive work for youth.
- In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries.
- In cooperation with the private sector, make available the benefits of new technologies, especially information and communications.

	1995	2000	2001	2002	2003	2004
Youth unemployment rate (% of total labour force ages 15-24)	/	47	54	57	57	52
Fixed line and mobile telephones (per 1,000 people)	115	246	296	349	401	496
Personal computers (per 1,000 people)	28	/	69	73	/	/

3.3.3 World Summit on Sustainable Development

Submissions for civil society have noted that no overarching implementation plan exists regarding World Summit on Sustainable Development commitments.¹¹²

3.4 Recommendations

Recommendations for this objective included:

- Enhancing local government training and mentoring to increase their capacity to deliver of development responsibilities.¹¹³
- Enhancing capacity beyond the State to ensure the individuals and communities that receive public funds can utilise them effectively.¹¹⁴
- Integrated administration of poverty alleviation programmes under a social protection policy framework to ensure effective budgeting, spending and implementation.¹¹⁵
- Several civil society submissions have called for a marked expansion of social assistance grants because of the persistent gap between needs and available resources.¹¹⁶
- Among the proposals to expand social assistance grants have been advocates of a universal Basic Income Grant.¹¹⁷
- Increase focused incentives to leverage South Africa's formal economy to effect development, such as through development of enabling technologies.¹¹⁸
- Get more verifiable information about the involvement of the private sector and the contribution of corporate social responsibility.¹¹⁹
- Develop incentives to keep development workers and expertise in the rural areas.¹²⁰

¹¹² See BUSA submission, pp. 34-37, CS4.

¹¹³ See the Eastern Cape submission, pp. 25-27, PG4; the Mpumalanga submission, pp. 21-22, PG8; the HSRC submission, pp. 9-19, CS8; the Disabled Sector submission, pp.29-33, CS10; FEDUSA submission, pp. 8-11, CS36; Mr. Motaung's submission, IS6.

¹¹⁴ See the Eastern Cape submission, pp. 25-27, PG4; the Disabled Sector submission, pp.29-33, CS10.

¹¹⁵ See the Black Sash submission, pp. 5-8, CS9.

¹¹⁶ See the Black Sash submission, pp. 5-8, CS9; the ACCESS submission, CS13; the DISSA submission, CS22; the YCL submission, CS30; the Kagontle Child Care Centre submission, CS31; COSATU submission, pp.4-16 & 26-28, CS35b.

¹¹⁷ See the Black Sash submission, pp. 5-8, CS9; also see the YCL submission, CS30; COSATU submission, pp.4-16 & 26-28, CS35b; and the Religious Sector submission, pp.7-10, CS40.

¹¹⁸ See the IERI submission, CS33.

¹¹⁹ See Transcript, Technical Report Consultative Seminar 6 April 2006

¹²⁰ See Transcript, Technical Report Consultative Seminar 6 April 2006

- The crucial role of civil society organisations in development programmes needs more recognition¹²¹
- Private/public partnerships have a huge role to play in poverty alleviation and sustainable development. There must be an investigation into the existence of and need for these partnerships, especially at local government level.¹²²
- National debate about the contentious issues about the economy must be encouraged¹²³

¹²¹ See Transcript, Technical Report Consultative Seminar 6 April 2006; Mr. Majija's submission, IS7.

¹²² See Transcript, Technical Report Consultative Seminar 6 April 2006

¹²³ See Transcript, Technical Report Consultative Seminar 6 April 2006

Section Four - Objective Three

Strengthen Policies, Delivery Mechanisms and Outcomes in Key Social Areas including Education and Combating HIV and AIDS and other Communicable Diseases.

4.1 Introduction

This objective and the next in Section Five, review South Africa's efforts to ensure its entire population has access to basic needs. There are three specific dimensions examined within Objective Three:

- access to health care,
- combating HIV and AIDS and other communicable diseases, and
- access to education.

In Section 4.2.1 access to health care is addressed, in Section 4.2.2 interventions to reduce the incidence of HIV and AIDS are discussed, and in Section 4.2.3 interventions to reduce other communicable diseases are reviewed. Section 4.2.4 then considers access to education at the primary, secondary and tertiary level respectively. In each, discussion of legislation and policies is followed by review of the scale and scope of available resources before key challenges identified within the submissions are presented. Section 4.3 then turns to a review of outcomes in these areas. Lastly, Section 4.4 presents recommendation across the respective dimensions.

4.2 Question One

What measures has government taken to strengthen policy, delivery mechanisms and monitor outcomes in order to make progress towards social development targets?

4.2.1 Access to Health Care

Integration of the disparate racially divided public and private health care systems has been a major challenge after the unification of South Africa. Unification of the health care system has advanced significantly since 1994, but there remains a long way to go before all South Africans have access to quality healthcare. The poor and vulnerable are at higher risk of ill health because of poor living conditions exacerbated by a lack of consistent access to basic services, particularly potable water and water-borne sanitation. Adding significant strain to these efforts has been the demands placed on the national health care system by the HIV and AIDS pandemic.¹²⁴ In addition, high prices of medicines have meant exclusion from treatment for those who need it most.

¹²⁴ See the Parliament submission, pp. 62-121, P1; the Gauteng submission, pp. 79-87, PG1.

As a result, medicine pricing regulations have been effected and the Department of Health is currently working with stakeholders to effect transparency in pricing and address the relatively high price of medicines in South Africa.¹²⁵

Legislative and Policy Commitments

The overarching health policy framework set the change for health reform with the overall aim of unifying the health system, increasing access and equity in the provision of services, reducing health inequalities, strengthening the provision of health services and making healthcare affordable.¹²⁶

South Africa's health policy framework is based on a unified National Health System (NHS) organised around geographical districts or district health systems.¹²⁷ The White Paper for the Transformation of the Health System in South Africa, paid special attention to ensuring the issues affecting women, and in particular women from disadvantaged communities are addressed. The National Health Act (No. 61 of 2003) relates directly to areas such as the right of women and children to health care and the right of all people to dignity, integrity and privacy.

Owing to the scarcity of skilled health care professionals, the state has implemented several programmes to ensure the availability of adequate staff.¹²⁸ These programmes range from community service for several categories of health professionals to scarce skills allowances and the recruitment of health care professionals from other nations.¹²⁹ Another means through which the South African government has sought to address the scarcity of skills is by direct engagement of traditional healers. Community health workers are another important aspect of South Africa's ability to provide health care access to underdeveloped regions. Effective use of these community health workers has been hindered by the variety of abilities and indeterminacy about their role across the levels of government. However, the Department of Health has recently established a policy framework for community health workers but even that has noted gaps in its supervision and mentorship structure.¹³⁰ Submissions by civil society have noted the lack of an operational framework to achieve human resource targets, which is particularly important given the growing prevalence of HIV and AIDS.¹³¹

Resources

According to the Parliamentary submission between 1994 and 2004 over 1,200 new clinics were built, with 252 additional clinics undergoing major renovations and an additional 2,298 receiving new equipment and/or minor upgrades.¹³² The public

¹²⁵ See the Presidency submission, pp. 35-51, GD1; also see the National Treasury submission, pp. 120-125, GD4.

¹²⁶ See the National Treasury submission pp. 120-125, GD4.

¹²⁷ See the Parliament submission, pp. 62-121, P1.

¹²⁸ See Black Sash submission, pp. 5-8, CS9.

¹²⁹ See the Parliament submission, pp. 62-121, P1; also see the Presidency submission, pp. 35-51, GD1.

¹³⁰ See the Parliament submission, pp. 62-121, P1; also see the Presidency submission, pp. 35-51, GD1.

¹³¹ See the TAC submission, CS3.

¹³² See the Parliament submission, pp. 62-121, P1; also see the Presidency submission, pp. 35-51, GD1.

health sector is primarily funded through taxation, while the private health sector depends on voluntary insurance and direct payments for services. Underlying these two systems' parallel existence is a large inequity between them.

Vulnerable groups particularly need access to the health care system because of their higher incidence of poverty and associated health care needs.¹³³ Among the resources available to address this need of vulnerable groups is the free provision of health care to pregnant women and children between birth and five years of age. Similarly, persons with disabilities have the potential to access assistive devices to facilitate their independence, but unfortunately available evidence indicates at least some significant backlogs in providing these devices.¹³⁴ In order to address this backlog of assistive devices the Department of Health has recently made explicit budgetary provisions.

Challenges

Challenges identified around the provision of access to health care include:

- Integration of socially disparate health care facilities has been significantly independent of local government integration.¹³⁵
- Geographically specific financial and human resource scarcities have been made provision of health care to needy communities difficult.¹³⁶
- Salaries of health care workers and health professionals impact on access to quality care.¹³⁷
- The need for complementary legislation to support the health care system policy framework.¹³⁸
- Access in rural areas is particularly impeded by limited infrastructure, which needs to be addressed in a systematic co-operative way at the local level.¹³⁹
- Access for disabled people is difficult and sometimes humiliating, especially in the rural areas.¹⁴⁰
- Ensuring health care access as part of the broader promotion of human rights, particularly with regards to disease associated stigma.¹⁴¹

¹³³ See Youth Sector submission, pp. 9-12, CS12.

¹³⁴ See the Parliament submission, pp. 62-121, P1; the Gauteng submission, pp. 79-87, PG1.

¹³⁵ See the Parliament submission, pp. 62-121, P1; PSAM submission, CS5.

¹³⁶ See the Parliament submission, pp. 62-121, P1; PSAM submission, CS5;

¹³⁷ See Transcript, Technical Report Consultative Seminar 6 April 2006

¹³⁸ See the Parliament submission, pp. 62-121, P1; PSAM submission, CS5; SANGOCO submission, pp.27-36, CS6.

¹³⁹ See the Parliament submission, pp. 62-121, P1; Northern Cape submission, pp. 11-13, PG6; PSAM submission, CS5.

¹⁴⁰ See Transcript, Technical Report Consultative Seminar 6 April 2006

¹⁴¹ See Alzheimer's South Africa submission, CS16; DISSA submission, CS22; the National Treasury submission, pp. 120-125, GD4 and Sections 4.2.2 and 4.2.3 below.

- The critical constraint that limits access to health care lies in the inability to address a wide range of social issues and development.¹⁴²
- An equitable building clinic programme to ensure more facilities in rural areas.¹⁴³

4.2.2 Specific Interventions around HIV and AIDS

HIV and AIDS is a recognized barrier to socio-economic development. Its impact on skills is seen as a major impediment to augmenting and sustaining national productivity.¹⁴⁴ The impact is not just limited to the formal economy but also has severe current and future impacts on the national health care system, social cohesion, education and skills development.

Consensus exists across all sectors that HIV and Aids needs to be approached in a holistic way that addresses the disease, its relationship with poverty as well as its impacts on education and skills. There is general agreement that Government, civil society and the private sector need to work together to ensure the public is better informed about ARVs, especially in places where this is still unclear.¹⁴⁵

Legislative and Policy Commitments

There is an apparent ambiguity in national efforts to reduce HIV and AIDS, with civil society playing an important if quizzical role in State initiatives to reduce HIV and AIDS. Initiatives have largely been two dimensional focused on prevention and antiretroviral distribution. The national framework details strategies around prevention, treatment, care and support, research, as well as monitoring and surveillance.¹⁴⁶ Implementation of the comprehensive HIV and AIDS Care, Management and Treatment Plan began in 2004 with three central foci. First, preventing infection through promotion of lifestyle education as well as improved nutrition and more general poverty alleviation. Second, improving prevention of opportunistic infections through nutrition and lifestyle choices. Third, management of individuals affected by AIDS through antiretroviral treatment and other means.¹⁴⁷ This plan aspires to provide comprehensive care and treatment for people infected with HIV and AIDS as well as to strengthen the national health care system. In addition to these national initiatives, several government departments have developed their own initiatives to address HIV and AIDS.¹⁴⁸

The Department of Education published in the Government Gazette of 10 August 1999 , Government Notice No 20372 the National Policy on HIV/AIDS for Learners and Educators in Public Schools, and students and Educators in Further Education and training Institutions and later issued guidelines for educators and for learners. The Department of Education has subsequently established a Health Promotion

¹⁴² See OUT submission, CS7; AEASA submission, CS15.

¹⁴³ See Transcript, Technical Report Consultative Seminar 6 April 2006

¹⁴⁴ See the Parliament submission, pp. 62-121, P1;

¹⁴⁵ See Transcript, Technical Report Consultative Seminar 6 April 2006

¹⁴⁶ See the Parliament submission, pp. 62-121, P1.

¹⁴⁷ See the Parliament submission, pp. 62-121, P1;

¹⁴⁸ See the PSC submission, pp.22-25, GD7.

Directorate to support education for the eradication of HIV and Aids. For learners, the core DoE's intervention is a curriculum-driven Life Skills programme emphasising abstinence.¹⁴⁹

Six pieces of legislation address the health issues associated with HIV and AIDS. The National Health Act¹⁵⁰ established norms and standards and unified policies and strategies. It also enshrined confidentiality and counselling procedures. The Unfair Discrimination Act and the Employment Equity Act both prohibit discrimination based on an individual's HIV and AIDS status.¹⁵¹ The Basic Conditions of Employment Act, Occupational Health and Safety Act and the Compensation for Occupational Injuries and Disease Acts establish legal redress and rights for formal sector workers infected by HIV and AIDS.¹⁵² Submissions by civil society have acknowledged the substantial effort made to reduce HIV and AIDS, but many also identify systemic problems in many of the programmes. These problems ranged from those around advice on prevention and treatment, to legal gaps and delays in policy and programme implementation.¹⁵³

Resources

Before 1994, the South African state had relatively a limited response to the HIV and AIDS pandemic as well as other sexually transmitted diseases. Spending on HIV and Aids programmes by the Government has risen from R30 million in 1994¹⁵⁴ to R682 million in 2001 and in 2005 R2,844 million.¹⁵⁵ By late 2005, South Africa rolled out treatment centres in all health districts and 62% of sub-districts.¹⁵⁶ The concern over the prevalence of HIV and AIDS in the workplace is reflected in the fact that in 2003 77% of large public and private enterprises had adopted comprehensive HIV and AIDS workplace policies.¹⁵⁷

Challenges

- An apparent hesitancy by national government to resource its commitment to antiretroviral diffusion.¹⁵⁸
- Need to ensure that all schools are part of AIDS outreach programmes.¹⁵⁹
- Education for health care workers about disability and HIV and AIDS.¹⁶⁰

¹⁴⁹ See the DoE submission, pp. 6-13, GD13a.

¹⁵⁰ Act No. 61 of 2003

¹⁵¹ Act No. 4 of 2000 and Act No. 55 of 1998 respectively.

¹⁵² Acts No. 75 of 1997, No. 85 of 1993, and No. 130 of 1993 respectively.

¹⁵³ See TAC submission, CS3.

¹⁵⁴ See the Presidency submission, pp. 35-51, GD1; also see the National Treasury submission, pp. 120-125, GD4.

¹⁵⁵ UNAIDS (p. 549, 2006).

¹⁵⁶ See the Presidency submission, pp. 35-51, GD1; also see the National Treasury submission, pp. 120-125, GD4.

¹⁵⁷ UNAIDS (p. 552, 2006).

¹⁵⁸ See the Western Cape submission, pp. 92-96, PG2; Childline submission, CS20; CINDI submission, CS26.

¹⁵⁹ See the North West submission, pp. 85-88, PG3; BUSA submission, pp. 34-37, CS4.

¹⁶⁰ See Transcript, Technical Report Consultative Seminar 6 April 2006

- Improving conditions at health care facilities to promote health rather than increase risk and illness¹⁶¹
- Limited access to the health care system, particularly for vulnerable groups.¹⁶²
- Misunderstandings and misrepresentations of HIV and AIDS causes and effects.¹⁶³
- Ensuring that awareness and education programmes on HIV and AIDS translate into behavioural change.¹⁶⁴
- The need for greater and systematic monitoring and evaluation of HIV and AIDS programmes, projects and awareness campaigns.¹⁶⁵
- The legacy of poor public health care is also a challenge to combating HIV and AIDS because of the huge scale of development necessary to increase its coverage of all South Africans as well as the implicit tolerance of the disease's spread under the previous system.¹⁶⁶
- The needs of women in prevention programmes must be included.¹⁶⁷
- Develop a greater understanding of the impact of HIV and AIDS on the composition of families particularly in relation to children¹⁶⁸

4.2.3 Specific Interventions around Tuberculosis, Malaria and Other Diseases

HIV and AIDS have contributed to a severe outbreak of Tuberculosis (TB) in South Africa. Women face numerous challenges related to TB infections such as the tendency among women not to seek out health-care services. Another challenge relates to the long hospitalisation the treatment of TB requires, which places heavy time demands on women. Malaria is another significant health threat in South Africa. Lastly, South Africa has also committed itself to the eradication of polio.

¹⁶¹ See Transcript, Technical Report Consultative Seminar 6 April 2006

¹⁶² See the North West submission, pp. 85-88, PG3; BUSA submission, pp. 34-37, CS4; ACCESS submission, CS13; Qabuka submission, CS27.

¹⁶³ See the North West submission, pp. 85-88, PG3; BUSA submission, pp. 34-37, CS4; Qabuka submission, CS27; Mr. Masito submission, IS4.

¹⁶⁴ See Transcript, Technical Report Consultative Seminar 6 April 2006

¹⁶⁵ See the North West submission, pp. 85-88, PG3; BUSA submission, pp. 34-37, CS4; ASSA submission, CS14; ODAC submission, pp. 17-19, CS34; also see Transcript, Technical Report Consultative Seminar 6 April 2006

¹⁶⁶ See TAC submission, CS3; COSATU submission, pp.21-26, CS35b.

¹⁶⁷ See Transcript, Technical Report Consultative Seminar 6 April 2006

¹⁶⁸ See Transcript, Technical Report Consultative Seminar 6 April 2006

Legislative and Policy Commitments

As part of its National Health Strategy South Africa has undertaken to monitor TB and ensure that adequate support services are available for TB control. South Africa has also established a National TB Control Programme which has targeted reducing transmission and mortality associated with the disease.¹⁶⁹

South Africa has developed a National Malaria Control Policy that is focused on reducing mortality associated with malaria infection as well as strengthening State capacity for malaria control. Since 1994, a Malaria Advisory Group has developed policy and reviewed control programmes. In addition, South Africa collaborates with neighbouring Swaziland and Mozambique to control malaria. Lastly, South Africa has committed itself to the 'Roll Back Malaria' Initiative which aims to halve the burden of malaria by 2010.¹⁷⁰

Resources

In 2002, there was a year on year increase of 16% in the TB rate, which equates to an incidence of 494 cases per 100,000 people.¹⁷¹ While not endemic to all of South Africa's regions, malaria infections have been on the rise since the mid-1990s.¹⁷² The rise has been attributed to insecticide resistance and changing climactic conditions. The last confirmed incidence of polio in South Africa was in 1989 and South Africa is currently working on being certified polio free.¹⁷³

Challenges

- Opportunistic infections like TB are strongly related to the rising prevalence of HIV and AIDS.
- Among nations with available data, only Kazakhstan has more multi-drug resistant cases than South Africa.

4.2.4 Access to Education

The right to education is guaranteed by the South African Constitution.¹⁷⁴ Education and is regarded as an important driver of the country's socio-economic development. South Africa is committed to free basic education and it is compulsory for learners to be in school for at least 9 years. The post-apartheid education system rests on increased access and equity in education with priority given to historically disadvantaged communities and vulnerable groups such as people with disabilities and women.

¹⁶⁹ See the Parliament submission, pp. 62-121, P1; also see the Presidency submission, pp. 35-51, GD1.

¹⁷⁰ See the Parliament submission, pp. 62-121, P1

¹⁷¹ See the Parliament submission, pp. 62-121, P1.

¹⁷² See Section 4.3.3 for details.

¹⁷³ See the Parliament submission, pp. 62-121, P1.

¹⁷⁴ For details see CALS submission, CS19.

Children with disabilities and learners with special educational needs were previously placed in a separate ‘special’ school system distinct from the ‘ordinary’ education system. This parallel system further reinforced the marginalisation and exclusion of these children, particularly in rural areas and previously disadvantaged communities where resource scarcity means that few special school facilities exist. Recognising the need to move away from the parallel system, South Africa has adopted a policy that systematically moves towards the development of an inclusive education system to ensure access to education. Realising this transformation of the education system depends on capacity building and teacher skills in curriculum management.

Legislative and Policy Commitments

Several measures, National Education Policy Act (1996), South African Schools Act, (1996), Further Education Act (1998), and the Higher Education Act (1997) and associated Regulations and policies have been passed to ensure all South African have access to education. In particular the South African Schools Act promotes access quality and democratic governance in the schooling system. It also ensures that all learners have a right to education without discrimination and makes schooling compulsory for children aged seven to fourteen years. This legislation provides a unified foundation for school funding, qualification certification, and capacity development.¹⁷⁵ In its transformation of South Africa’s education system the State has explicitly tried to ensure access for vulnerable groups such as women and the disabled.¹⁷⁶ While acknowledging progress, civil society submissions have noted the need for significantly more progress.¹⁷⁷

During apartheid racial exclusion further perpetuated unequal access to education at the tertiary level. Transformation of the higher education system occurred through several policies in the mid-1990s. The Education White Paper 3: A Programme for the Transformation of Higher education and the Higher Education Act (1997) form the basis for the transformation of the higher education sector, with implementation being informed by the National Plan for Higher Education (2001). Besides just facilitating access transformation of South Africa’s higher education system was also designed to ensure these institutions increasingly focused on the needs of all South Africans and not just a privileged minority.¹⁷⁸ After initial transformation, the National Plan for Higher Education published in early 2001 continued and deepened the transformation of higher education in South Africa.¹⁷⁹ An important feature of the National Plan was the rationalisation of higher education institutions on an equal basis.

Across the South African education system government has in recent years moved away from radical transformation to an increasing emphasis on improving access to, quality of and equity within the system. To this end the National Financial Aid Scheme Act (No 56 of 1999) provides for the granting of loans and bursaries to eligible students at higher education institutions, as well as the administration of such loans and bursaries. The financial assistance has made it possible for students from impoverished backgrounds to access higher education. Another significant dimension

¹⁷⁵ See the Parliament submission, pp. 62-121, P1.

¹⁷⁶ For details see the Parliament submission, pp. 62-121, P1.

¹⁷⁷ See HSRC submission, pp. 9-19, CS8.

¹⁷⁸ See the Parliament submission, pp. 62-121, P1.

¹⁷⁹ For details see Parliament submission, pp. 62-121, P1.

in South African education policy has been an increased emphasis on teacher development with a national framework on teacher education expected in the near future.¹⁸⁰ Civil society submissions have identified the need to ensure inclusive and equal access to the education system for the disabled.¹⁸¹

Resources

Since 1994, the education budget has risen from R31.8 billion to R70.2 billion in 2003/2004, the latter figure representing six percent of South Africa's GDP.¹⁸² It was set at R76,6 billion in 2004/05; R82 billion in 2005/06 and is projected to be at least R89,5 billion in 2006/7. This shift indicates the priority placed on education in South Africa's socio-economic development. As with other social programmes responsibility for education provision has been shifted from central government to provincial governments that are responsible for the implementation of government policies. In order to ensure equity in education South Africa has established Norms and Standards for School funding which gives the poorest learners seven times more funding per capita than the wealthiest. This programme is also supported by the Equity Shares Project which directs larger funding allocations to neediest provinces.¹⁸³ A recent policy decision has been the amendment of the South African Schools Act to provide for "no-fee schools". During the 2006 school year 1000 schools are benefiting with funding at R594-00 per capita, thus accommodating more than 6 million poor learners. More schools are due to be declared "no-fee" schools from 2007. Submissions have noted that continued underdevelopment of the education system from the earliest years have perpetuated historical inequities despite policies that otherwise ensure equal access to education.¹⁸⁴

While South Africa has retained a relatively high level of funding for its higher education system, it has implemented a new funding framework that redresses the legacy of racial favouritism.¹⁸⁵ The new framework focuses on financial viability and emphasises outcome focused planning. Under resourced higher education institutions were also allocated over R150 million to address the backlog for capital projects in the late 1990s.¹⁸⁶

Challenges

Civil society submissions reflected a concern that despite all the policies the historic education divisions and inequalities persist and are compounded by language barriers.¹⁸⁷ The school curriculum is based on a human rights approach and should ensure gender sensitivity. However, there is a challenge arising largely because of

¹⁸⁰ See the Presidency submission, pp. 35-51, GD1.

¹⁸¹ See DISSA submission, CS22.

¹⁸² See the Presidency submission, pp. 35-51, GD1.

¹⁸³ See the Parliament submission, pp. 62-121, P1.

¹⁸⁴ See HSRC submission, pp. 9-19, CS8; EOP submission, CS32; COSATU submission, pp.21-26, CS35b.

¹⁸⁵ See the Parliament submission, pp. 62-121, P1; PSAM submission, CS5; Black Sash submission, pp. 5-8, CS9.

¹⁸⁶ For details see Parliament submission, pp. 62-121, P1.

¹⁸⁷ See Transcript, Technical Report Consultative Seminar 6 April 2006

socialization in our society. In further studies, young women are not always encouraged to enter the fields of mathematics, science, engineering or technology.¹⁸⁸

Another challenge in gender equity and access to education derives from Learner Support Materials (LSM). Each province chooses its own LSMs, which leads to some books being chosen that are insensitive to gender equity. In response, the Education Department has developed an Advanced Certificate in Education on Human Rights, which includes gender issues.

Gender violence in schools is another significant factor that impedes access to education in South Africa. Among learners, violence is perpetrated more often by boys and on both girls and other boys, for example on boys who do not conform to dominant norms of masculinity or on girls who are not sufficiently feminine. Given the structured power relations of schooling, the excessive use of disciplinary sanctions can lead to abuse by those in positions of authority (teachers, principals, school prefects and monitors) and by those who are able to exercise control through other means, for example physical strength or economic advantage (e.g. male pupils over female pupils or younger male pupils).

In many cases, the gender violence perpetuated within schools is sexual abuse. Many forms and incidents of gender violence in schools are not reported as such. Most often, gender violence is not considered differently from other forms of school violence.

Effective learning is directly related to and dependent on the social and emotional well-being of the learner. It is important to recognise that particular conditions may arise within the social, economic and political environment in which the learner lives, which impact negatively on the learner's social and emotional well-being, thus placing the learner at risk of learning breakdown. Such factors either impact directly on the learner or on his/her family or community. In all cases the learner's emotional and social well-being and development are threatened.

Learners are placed at risk by conditions arising in the wider society. Young learners learn best in an environment free of crime and violence, factors that disrupt the learning environment and contribute to trauma and emotional distress. Processes like urbanisation, the establishment of informal settlements or the eviction of farm workers that force families to move, disrupt the learning process and can lead to learning breakdown.

Submissions noted the need to reach out to vulnerable children at risk – orphans, street children, those who suffer abuse or who are in conflict with the law.¹⁸⁹ These children rarely access education and there is a high probability they will come into conflict with the law, in which case they will typically await trial without access to education. If convicted, they will often be placed in an institution without educational facilities. Other identified challenges include:

¹⁸⁸ See YCL submission, CS30; and HSRC submission, pp. 9-19, CS8.

¹⁸⁹ See Gauteng submission, pp. 79-87, PG1; ACESS submission, CS13.

- The need to ensure students get adequate career guidance.¹⁹⁰
- Ensuring that learning materials arrive on time.¹⁹¹
- Promoting a culture of professionalism amongst teachers.¹⁹²
- Increased numbers of matriculants getting exemption passes while government capping access to tertiary institutions¹⁹³
- Ensuring provision of adequate transport infrastructure to facilitate students' access to education.¹⁹⁴
- Resources to facilitate access are not available at the local level, despite their being allocated centrally.¹⁹⁵

4.3 Question Two

What are the outcomes of the policies and mechanisms on social indicators?

Monitoring and evaluation capacity remains a significant barrier to the assessment of outcomes of State interventions on social development.¹⁹⁶ Significantly, the first-phase of a government-wide monitoring and evaluation system was recently launched. With bi-monthly reporting, the system should significantly advance monitoring and evaluation across government.¹⁹⁷

4.3.1 Access to Health Care

According to the Parliamentary submission access to the public health care system has increased from 1.8 visits per patient per year in 1992 to 2.3 visits per patient per year in 2001.¹⁹⁸ Table 4.1 illustrates the racial divergence of medical coverage. A significant number of people in both urban and rural areas do not have medical coverage. According to Table 4.2, use of public health system is highest in the Eastern Cape, KwaZulu-Natal, and Gauteng (in that order). Lastly, Table 4.3, indicates that South Africa has a reasonable and consistent ranking for women and children's health, but the has been a rising risk of maternal and infant mortality.

¹⁹⁰ See Gauteng submission, pp. 79-87, PG1; HSRC submission, pp. 9-19, CS8; Youth Sector submission, pp. 9-12, CS12.

¹⁹¹ See Gauteng submission, pp. 79-87, PG1; Youth Sector submission, pp. 9-12, CS12.

¹⁹² See Gauteng submission, pp. 79-87, PG1.

¹⁹³ See Transcript, Technical Report Consultative Seminar 6 April 2006

¹⁹⁴ See Northern Cape submission, pp. 11-13, PG6.

¹⁹⁵ See ACCESS submission, CS13; CALS submission, CS19.

¹⁹⁶ See the Western Cape submission, pp. 92-96, PG2; Youth Sector submission, pp. 9-12, CS12.

¹⁹⁷ See the National Treasury submission, pp. 120-125, GD4.

¹⁹⁸ Parliament submission, pp. 62-121, P1.

Table 4.1: Medical Coverage for Persons

	Covered ('000)	Not Covered ('000)	Percentage Covered
Male	3509	19304	15%
Female	3393	20165	14%
Black African	2665	34060	7%
Coloured	754	3334	18%
Indian/Asian	411	727	36%
White	3061	1329	70%
Total	6902	39471	15%

Source: Stats SA, General Household Survey 2005

Table 4.2: Consultation of Public Health Workers

	EC '000	FS '000	GP '000	KZN '000	MP '000	NC '000	LP '000	NW '000	WC '000	SA '000
Public Sector	457	211	396	433	213	45	390	278	175	2,600
Private Sector	224	200	500	196	199	32	126	187	181	1,846
Unspecified	-	-	-	-	-	-	-	-	-	-

Source: Stats SA, General Household Survey 2005

Table 4.3: Indicators of Women and Children's Health

	2000	2001	2002	2003	2004	2005	2006
Lifetime Risk of Maternal Mortality (1 in number stated)	85	85	85	85	120	120	120
Women Using Modern Contraception (%)	49	49	55	55	55	55	55
Births Attended by Skilled Personnel (%)	82	84	84	84	84	84	84
Pregnant Women with Anaemia (%)	37	37	37	37	37	37	37
Infant Mortality Rate (per 1,000 live births)	49	54	55	56	52	53	54
Children under age 5 suffering from moderate or severe nutritional wasting	3	3	3	3	3	3	3
Mothers' Index Ranking	36 of 102	25 of 96	45 of 105	30 of 117	30 of 119	-	37 of 125

Source: State of World's Mothers Report 2000 - 2006

4.3.2 Interventions around HIV and AIDS

The growing prevalence of HIV and AIDS is expected to have an increasing impact on South Africa's socio-economic development. However, there are significant gaps in South Africa's monitoring of the pandemic as well as its ability to assess the associated outcomes of its interventions to reduce HIV and AIDS.¹⁹⁹ Submissions estimate that between 4.5 and 6.3 million South Africans are infected with HIV and Aids, although the latest UNAIDS figures put the figure at around 5,5 million

¹⁹⁹ See JWG submission, pp.13-14, CS1.

people.²⁰⁰ Analysis of the nature and incidence of HIV and Aids must inform policy and legislation. Challenges remains with respect to accurate data and accurate forecasting of the prevalence and spread of HIV and Aids. Submissions indicate that steps need to be taken to ensure Aids deaths are being captured in death certificate records.²⁰¹ There are legal, human rights and privacy issues associated with this call that have constitutional implications and require further investigation.

Anecdotal evidence supports the large scale prevalence of HIV and AIDS, in particular between 1996 and 2005 life expectancy has dropped from over 60 to over 50 years old.²⁰² As a result of the antiretroviral prophylaxis (ARV) programme for pregnant women nearly 78% of HIV-infected pregnant women are receiving ARVs.²⁰³ However, the percentage of HIV-infected South African in total that receive ARVs is only around 13 to 21%.²⁰⁴ Table 4.4 shows the marked increase of children (aged 0-14) with HIV and AIDS between 1999 and 2001. The trend among women is also on the increase. Similarly, mortality rates of infants and children under five are very high (Table 4.6).²⁰⁵

Table 4.4: South Africa's Incidence of HIV and AIDS²⁰⁶

People Living with HIV and AIDS	1997	1999	2001	2003
Adults (Age 15-49)	12.91%	19.94%	20.1%	21.5%

Source: Human Development Indicators 2000, 2001, 2002 and 2005

Table 4.5: Childhood Mortality Rate in South Africa

Per thousand life births	1998	1999	2000	2003
Infant Mortality	60	54	55	53
Under five mortality rate	83	69	70	66

Source: Human Development Indicators 2000, 2001, 2002 and 2005

Table 4.6: Life Expectancy of South Africans

Life expectancy at birth	Years
1970-1975	52.8
1995-2000	54.7
2000-2005	49

Source: Human Development Indicators 2000, 2001, 2002 and 2005

²⁰⁰ UNAIDS (2006).

²⁰¹ See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁰² TAC submission, CS3.

²⁰³ UNAIDS (p.554, 2006).

²⁰⁴ UNAIDS (p.557, 2006).

²⁰⁵ See IERI submission, CS33.

²⁰⁶ To date, only one study has examined the relationship between poverty and HIV and AIDS over time (Booyesen 2003a and 2003b). For a comprehensive literature review of the effect that HIV and AIDS has had on the South African economy, see Booyesen et al. (2003).

4.3.3 Specific Interventions around Tuberculosis, Malaria and Other Diseases

According to the Parliamentary submission in the decades preceding the 1990s there ranged between 2,000 and 13,000 malaria cases annually. By 1996, annual infections had risen to 27,000 and in 2000 there were over 61,000 infections.²⁰⁷ Promisingly, the Presidential submission has reported significant results in combating malaria since the early 1990s. In particular it notes infections dropping to 26,000 in 2001 and 15,000 in 2002.²⁰⁸ Table 4.7 shows that immunisations against tuberculosis rose between 1995 and 1999 while the cases of malaria almost doubled between 1997 and 2000.

Table 4.7: Illness, Immunisation and Health Expenditure in South Africa

	Percentage
One year olds fully immunised against Tuberculosis	
1995-1998	95%
1997-1999	97%
2003	97%
One year olds fully immunised against Measles	
1995-1998	76%
1997-1999	82%
2003	83%
Malaria Cases	Per hundred thousand people
1997	75
2000	143
Tuberculosis Cases	Per hundred thousand people
1997	242.7
1998	326
1999	323
2003	349
Health Expenditure (% of GDP)	Percentage
Public Sector	
1998	3.3
2003	3.5
Private Sector	
1998	3.8
2003	5.2

Source: Human Development Indicators 2000, 2001, 2002 and 2005

4.3.4 Access to Education

In 2002, there were 66 000 teenage girls who reported pregnancy as the main reason for not attending an educational institution. This rose to 86000 in 2004. Girls Education Movement (GEM) clubs are being established in all schools that are implementing the model in collaboration with Department of Education and UNICEF

²⁰⁷ Parliament submission, pp. 62-121, P1.

²⁰⁸ Presidency submission, pp. 35-51, GD1; also see the National Treasury submission, pp. 120-125, GD4.

in all nine provinces and life-skills training is provided in some provinces to improve outcomes.

The lack of learner support materials for learners with special educational needs such as Braille textbooks, also maintains existing inequities. The data on access to Tertiary education reveals that Black students now comprise 72% of all the students enrolled in tertiary education and that female students account for more than 50% of enrolment.²⁰⁹ However, there is cause for concern, as the data indicate that poor learners, particularly those in Black communities remain absent from science, engineering and technology fields. This is hardly surprising since the objective of the apartheid system of education was the deliberate exclusion of Black students from these fields of study.

Further, women's participation in tertiary education outstripped the men's by several times with the proportion of women rising from 42% in 1990 to 53% in 2000.

Tables 4.8 and 4.9 illustrate that a very small proportion of the population has a university qualification or post grade 12 diplomas, or is enrolled for such education. More than 50% of the population of working age (aged 15–65) has between Grades 7 and 12 as their highest educational qualification. Table 4.10 indicates that public expenditure on education, as a percentage of GDP, did not increase significantly between 1985 and 1997. Tables 4.11 and 4.12 show that literacy levels are high, compared with illiteracy rates. Table 4.13 indicates that a vast majority (more than 50%) of Africans fall into the non-degree/diploma category. Whites dominate the certificate/diploma and degree or higher categories. More than 50% of personnel are white. A vast majority of males (more than 60%) dominate the degree or higher categories, and more than 60% of personnel are male.²¹⁰ Lastly, the relatively slow pace of needs delivery can be seen in Table 4.14 and Table 4.15 shows the relative decline in education spending as a percentage of total government expenditures.²¹¹

Table 4.8: Population Attending Educational Institutions (7 years and Older),

Educational Institution	EC '000	FS '000	GP '000	KZN '000	MP '000	NC '000	LP '000	NW '000	WC '000	Total '000
School	2,328	763	1,826	2,886	1,000	209	2,191	1,067	1,049	13,320
University	31	27	164	64	16	-	26	27	51	409
Technikon	17	15	82	32	11	-	-	13	21	200
College	20	18	91	34	17	-	24	18	24	247
ABET	-	-	14	-	-	-	-	-	-	51
Other adult education classes	-	-	-	-	-	-	-	-	-	27
Other than any of the above	-	-	-	-	-	-	-	-	13	41

²⁰⁹ See Parliament submission, pp. 62-121, P1.

²¹⁰ See IERI submission, CS33.

²¹¹ See COSATU submission, pp.21-26, CS35b.

Source: Stats SA, General Household Survey 2005

Table 4.9: South African Population by Highest Level of Education

Population by working age (15-65)	Percentage		
	Feb-01	Feb-02	Jul-06
None	6.7	6.8	10.7
Grade 0 to Grade 6/Std 4	17.1	16.2	15.8
Grade 7 to Grade 12/Std 10	66	66.6	61.8
NTC I – NTC III	0.8	0.8	0.9
Dipl./cert. with Grade 11/Std 9 or lower	0.9	1	0.7
Dipl./cert. with Grade 12/Std 10	4.6	4.7	5.3
Degree and higher	3.3	3.4	4.0
Other	0.1	0.1	0.1
Unspecified	0.6	0.6	0.7
Total ('000s)	27,121	27,673	26,423

Source: Stats SA, Labour Force Survey, 2001, 2002; General Household Survey 2005

Table 4.10: South Africa's Public Education Expenditure

	Percentage
Percentage of GNP	
1985-1987	6.1
1995-1997	7.6
2000-2002	5.3
Percentage of total Government expenditure	
1985-1987	-
1995-1997	22
2000-2002	18.5
By Level (Percentage of all levels)	
Pre-primary and primary	
1985-1987	-
1995-1997	43.5
2000-2002	47.8
Secondary	
1985-1987	73.1
1995-1997	29.5
2000-2002	31.3
Tertiary	
1985-1987	24.8
1995-1997	14.3
2000-2002	14.6

Source: Human Development Indicators 2000, 2001, 2002 and 2005

Table 4.11: South African Literacy Rate

	Percentage
Youth Literacy rate	(aged 15-24)
1998	90.8
1999	91.0
2000	91.3
2003	93.9
Adult Literacy rate	(15 and above)
1998	84.6
1999	84.9
2000	85.3
2003	82.4

Source: Human Development Indicators 2000, 2001, 2002 and 2005

Table 4.12: South African Illiteracy Rate

Percentage of population 15 years of age and above	Percentage
1998	15.4
1999	15.1
2000	14.7
2003	17.6

Source: Human Development Indicators 2000, 2001, 2002 and 2005

Table 4.13: South African Skills by Race

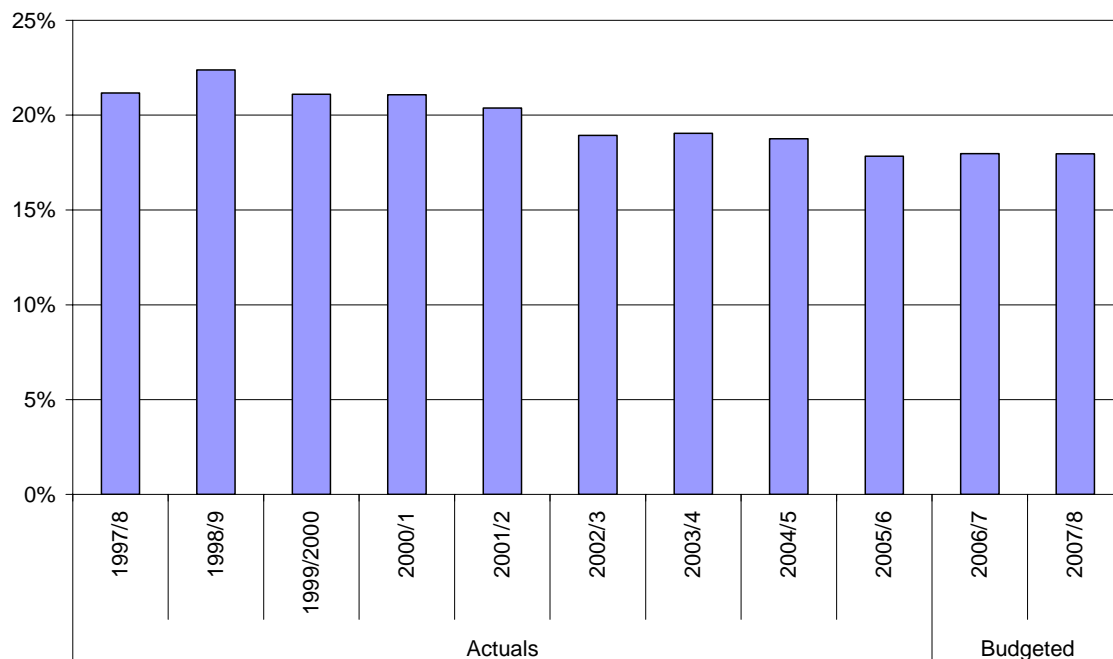
Aged 20 years and above	African	Indian	Coloured	White	Female	Male
Non Degree/ Diploma	93.7%	82.0%	94.2%	65.7%	90.3%	89.6%
Certificate/ Diploma	4.4%	8.9%	4.0%	16.8%	6.2%	5.9%
Degree or Higher	1.9%	9.1%	1.8%	17.4%	3.5%	4.5%
Total	20,019	784	2,414	3,183	14,118	12,304

Source: Stats SA, General Household Survey 2005

Table 4.14. Data from school register of needs, 1996 and 2000

	1996	2000
Learner to classroom ratio	43:1	39:1
Schools with no toilets	55%	17%
Schools with no telecommunications	60%	36%
Schools with no water	35%	28%
Schools with no electricity	68%	43%
Schools with poor buildings	16%	35%

Table 4.15. Education as percentage of total national and provincial spending, 1997 to 2008



Source: Calculated from, National Treasury. *Budget Review*. Statistical Tables. Relevant years.

4.4 Recommendations

4.4.1 Access to Health Care

- Social health insurance has been forwarded as a means to reduce the inequity between the private and public health sectors through a national-wide medical insurance scheme for all employed people based on their ability to pay.²¹²
- Public-private partnerships have been another means identified to facilitate the development of quality health care access for all South Africans, while also facilitating unification of the systems.²¹³
- Establishment of a co-ordinated strategy to enable efficient use of community health care workers, particularly for home-based care and HIV and AIDS care.²¹⁴
- The need to move from short-term interventions in the provision of human resources in the health care sector to long-term strategies that will eliminate the need for ad hoc interventions.²¹⁵

²¹² See the Parliament submission, pp. 62-121, P1; YCL submission, CS30; Ncongwane and Misrole submission, IS5. For opposition to this recommendation see SANGOCO submission, pp.27-36, CS6.

²¹³ See the Parliament submission, pp. 62-121, P1.

²¹⁴ See the Parliament submission, pp. 62-121, P1; CINDI submission, CS26.

²¹⁵ See the Parliament submission, pp. 62-121, P1; SANGOCO submission, pp.27-36, CS6.

- Monitoring and evaluation must occur to ensure that resources available to the health care system are used to increase and deepen access for all South Africans.²¹⁶
- Medical schemes and the private health care sector must devise schemes to ensure *pro rata* access is available.²¹⁷
- Community needs must be integrated in the development and monitoring of social programmes to ensure buy-in and effectiveness.²¹⁸
- Increased, adequate and equal transport to health facilities must be provided.²¹⁹
- Healthy living needs to be promoted as a pro-active step to complement the predominantly reactive nature of the national health care system.²²⁰

4.4.2 Interventions around HIV and AIDS

- Government, civil society and the private sector should collaboratively develop and roll-out an antiretroviral education campaign with a focus on previously disadvantaged communities where negative perceptions of HIV treatment persist.²²¹
- Government needs to ensure awareness about the disease changes behaviour.²²²
- HIV detection and treatment must be available to all infants and young children.²²³
- Further analysis of the impact of HIV and AIDS on pensioners needs to be conducted.²²⁴
- Social understanding of the needs and rights of individuals, especially vulnerable groups, infected with HIV and AIDS needs to be developed and disseminated.²²⁵
- The Department of Health should revise its recording of cause of death to monitor HIV and AIDS adequately.²²⁶

²¹⁶ See the Parliament submission, pp. 62-121, P1.

²¹⁷ See the Parliament submission, pp. 62-121, P1; Ncongwane and Misrole submission, IS5.

²¹⁸ See the Eastern Cape submission, pp. 25-27, PG4.

²¹⁹ See Transcript, Technical Report Consultative Seminar 6 April 2006

²²⁰ See SANCO submission, pp. 7-11, CS2.

²²¹ See the Parliament submission, pp. 62-121, P1; TAC submission, CS3; BUSA submission, pp. 34-37, CS4; CINDI submission, CS26; Qabuka submission, CS27; Mr. Masito submission, IS4.

²²² See the Parliament submission, pp. 62-121, P1.

²²³ See the Parliament submission, pp. 62-121, P1; TAC submission, CS3; ACCESS submission, CS13; Childline submission, CS20; YCL submission, CS30.

²²⁴ See the Parliament submission, pp. 62-121, P1.

²²⁵ See the Parliament submission, pp. 62-121, P1.

²²⁶ See the Parliament submission, pp. 62-121, P1; ASSA submission, CS14.

- Mistrust amongst stakeholders needs to be addressed to facilitate policy implementation.²²⁷
- HIV and AIDS needs to be approached in a systematic way that simultaneously addresses the disease, factors that contribute to it spreading like poverty as well as its impact on education and skill losses.²²⁸
- The nature and incidence of HIV and AIDS need further study to advise and direct policy and legislation.²²⁹

4.4.3 Access to Education

- The State needs to ensure that its transformation policies and laws are facilitating access to education for all South Africa, including higher education.²³⁰
- Historically underdeveloped institutions within the education system such as farm schools should be replaced by more developed and resourced education centres.²³¹
- Government should set targets for eradicating illiteracy.²³²
- Human resource development with greater stakeholder involvement should be approached holistically,²³³ including capacitating school governing bodies.²³⁴
- Reducing the cost of attending school by removing fees at the primary school level, facilitating free textbooks, and relaxing school uniform requirements.²³⁵
- Need to expand awareness of and sensitivity to the needs of people with disabilities, across society with a focus on teachers.²³⁶
- Conduct comprehensive research on the reasons for drop-outs beyond the compulsory years.²³⁷
- Compile information on Early Childhood Development and special needs education as important contributions to access.²³⁸

²²⁷ See SANCO submission, pp. 7-11, CS2.

²²⁸ See TAC submission, CS3; BUSA submission, pp. 34-37, CS4; Qabuka submission, CS27; YCL submission, CS30.

²²⁹ See ASSA submission, CS14; Metropolitan submission, CS24; Qabuka submission, CS27; ODAC submission, pp. 17-19, CS34; COSATU submission, pp.21-26, CS35b.

²³⁰ See Parliament submission, pp. 62-121, P1.

²³¹ See Parliament submission, pp. 62-121, P1; CALS submission, CS19.

²³² See Parliament submission, pp. 62-121, P1.

²³³ See HSRC submission, pp. 9-19, CS8.

²³⁴ See Transcript, Technical Report Consultative Seminar 6 April 2006

²³⁵ See CALS submission, CS19; COSATU submission, pp.21-26, CS35b.

²³⁶ See DISSA submission, CS22.

²³⁷ See Transcript, Technical Report Consultative Seminar 6 April 2006

²³⁸ See Transcript, Technical Report Consultative Seminar 6 April 2006

Section Five - Objective Four

Ensuring Affordable Access to Water, Sanitation, Energy, Finance (including Micro-Finance), Markets, ICT, Shelter and Land to All Citizens, Especially the Rural Poor

5.1 Introduction

Following the previous objective, Section Four, this objective reviews South African basic service delivery. There are six types of basic services reviewed in this objective:

- water and sanitation
- energy
- information and communication technologies
- land
- housing
- finance

Section 5.2.1 examines access to water and sanitation and Section 5.2.2 reviews access to electricity. In Section 5.2.3 access to information and communication technologies (ICT) is reviewed. Section 5.2.4 then analyzes access to land. Section 5.2.5 considers access to housing. Lastly, Section 5.2.6 considers access to finance. In each section a contextual overview is followed by a discussion of the legal and policy framework, resource allocation and availability, outcomes, and challenges. Recommendations, differentiated by sub-sections, conclude the section.

5.2 Question One

What policies and strategies has the government put in place to ensure that all citizens, in particular the rural and urban poor, have affordable access to basic needs?

South Africa has approached basic service delivery as a right for every citizen. To this end the Constitution holds access to clean water, sanitation and electricity as basic human rights. Facilitating this access is an important and fundamental means through which the government is working to improve the poorest citizens' quality of life. However, providing universal access to basic services is a complex process requiring co-ordination across several levels and divisions of society. Similarly, ensuring affordable access to ICT, housing, land and finance is central to South Africa's social transformation.

5.2.1 Water and Sanitation

The provision of clean water is a major tool for protecting human capital and reducing social asset poverty. It also contributes to the advancement of women as they, particularly the girl-child, tend to shoulder the burden that emanates from poor access

to water and sanitation. Since the advent of democracy in South Africa in 1994 there has been a dedicated programme to provide water services (water supply and sanitation) to the un-served. The programme has began under the RDP and is currently running under the Strategic Framework for Water Services (SFWS) as the Water Services Program (WSP) which is being implemented by local government and regulated, monitored and evaluated by DWAF since 2002. Its focus has also widened to include the provision of sustainable basic services and free basic services to all the people of South Africa.²³⁹

Legislative and Policy Commitments²⁴⁰

South Africa's formal recognition of water as a basic human right has been implemented in a free basic water policy since 2001. The policy provides free water up to a basic level with the consumer charged for subsequent use. Although targeting the poor, the initial provision of free basic water is universally applied to all South Africans.

Two Acts enable the National Government to fulfil these rights through DWAF:

- The National Water Act (No. 36 of 1998) which aims to ensure that water resources are protected, used, developed, conserved, managed and controlled in a sustainable manner, for the benefit all people. It established the priority of basic water supply to people together with the requirements of the environment over all other requirements and also the role of government as public trustee of the water resources of South Africa.
- The Water Services Act (No 108 of 1997) which created regulatory framework within which water services could be provided. This act was created as a result of the 1994 White Paper on Community Water Supply & Sanitation. It is important to note that Schedule 4 of the Constitution vests the responsibility for water and sanitation services in local government. National government, however, is provided with the regulatory function by this piece of legislation.

The National Water Resources Strategy (NWRS) (DWAF 2002) provides the implementation framework for the National Water Act (1998) and is founded on the National Water Policy (DWAF 1997) which preceded the National Water Act (1998). The NWRS has got the following four main objectives:

- Establish the national framework for managing water resources;
- Establish the framework for the preparation of catchment management strategies;
- Provide information; and
- Identify development opportunities and constraints.

²³⁹ See DWAF submission, GD12.

²⁴⁰ See DWAF submission, GD12.

The 1994 White Paper on Community Water Supply & Sanitation played a key part in creating an enabling policy framework, but since 1999 the local government (municipal) context has changed significantly. In 2002, DWAF underwent a process of transformation from implementer to regulator. The role local government plays in service provision also changed. This necessitated the revision the policy on water services (water and sanitation) which led to the compilation of the SFWS.

There are also existing policies on free basic water and sanitation, basic household sanitation and transfers of infrastructure from national government to local government. Each of these policies has got specific goals. These goals are as follows:

- Free basic water – all people having access to a functioning basic water supply should be provided with free basic water by 2005;
- Basic water supply - all people having access to a functioning basic water supply by 2008;
- Free sanitation water – all people having access to a functioning basic sanitation facility should be provided with free basic sanitation by 2010;
- Basic household sanitation – all people to have access to a functioning basic sanitation facility supply by 2010; and
- Transfers - all assets of water services schemes to be transferred from DWAF to water services authorities by 2008.

Resources²⁴¹

The government is using the Municipal Infrastructure Grants (MIG) to accelerate water and sanitation delivery. While cost recovery for water in particular is possible, it has proven difficult in practice. Over the past decade, the backlog in sanitation needs has been stable indicating that delivery has been slow and where it has occurred it has been at low levels of access. DWAF has additional funds available for water service operations, but that allocation will decrease as the MIG programme is rolled out. In addition to the MIG, municipalities can draw from the Equitable Share Redistribution Allocation Fund, local authority revenues, and State subsidies for service provision. However, this is not enough where municipalities cannot afford to provide the free allocation of water. This is especially the case for poorer communities where the demand for the free allocation is high and payment for services low. Cost recovery for water has been difficult to achieve.²⁴²

The new role of the national DWAF is defined in the SFWS as that of sector leader, with the following four core responsibilities: policy, support, regulation and information management. Infrastructure implementation and water services scheme operation are being transferred to local government and/or appropriate water services

²⁴¹ This section is based on the DWAF submission, GD12.

²⁴² See Parliament submission, pp.122-176, P1; COSATU submission, pp. 28-39, CS35b; also see Gauteng submission, pp. 73-79, PG1; Western Cape submission, p.95, PG2; North West submission, pp. 85-88, PG3.

institutions. Since the direct responsibility for infrastructure and its daily operation has moved away from DWAF to Water Services Authorities (Local Government), the funding will in future come from the MIG, the local government equitable share, the capacity-building grants and from local governments own funds. Table 5.1 below, provides capital expenditure on basic services infrastructure since 1994 and Table 5.2 provides an indication of the operational expenditure during 2005.²⁴³

Table 5.1: Capital Expenditure on Basic Service Infrastructure

Program	Water		Sanitation	
	Projects 1994 to 2004/5 - Budget	Projects 2004 / 2005 - Budget	Projects 1994 to 2004/5 - Budget	Projects 2004 / 2005 - Budget
DWAF-CWSS	R 7 130 500 000	R 84 800 000	R 1 261 600 000	R 41 000 000
DPLG-CMIP/MIG	R 4 337 800 000	R 1 502 000 000	R 1 541 500 000	R 792 400 000
DH-Housing	R 1 408 000 000	R 137 000 000	R 1 446 000 000	R 148 000 000
DPW-Schools & Clinics	R 109 900 000		R 147 900 000	
TOTAL SECTOR	R 12 985 700 000	R 1 723 000 000	R 4 396 500 000	R 981 500 000

Source: DWAF submission, GD12a.

Table 5.2: Estimated Water Services Operational Expenditure 2005

Perspective	Annual Water Services Operating Expenditure		
	Water Supply	Sanitation	Total for 2004/2005
National Revenue from User Charges	R 8 449 000 000	R 4 741 000 000	R 13 190 000 000
National Conditional Grants	R 634 000 000	R 271 000 000	R 905 000 000
Equitable Share (water services portion)	R 1 817 000 000	R 775 000 000	R 2 592 000 000
TOTAL SECTOR	R 10 900 000 000	R 5 787 000 000	R 16 687 000 000

Source: DWAF submission, GD12a.

Outcomes

The eradication of basic services backlogs only received priority in 1994. Limited information regarding backlogs was available before the start of the WSP. Some information was available via the National Census undertaken in 1991, which was used to determine the 1994 backlogs and improved information from the 1996 and 2001 census.

Table 5.3, below, shows that the pace of water services delivery increased significantly since the WSP began. By March 2005 only 3.7 million people out of an estimated 48.1 million people lacked access to water infrastructure, 92% of the people had access to an improved water source and a further 5.4 million people had access to

²⁴³ See DWAF submission, GD12.

infrastructure below basic service levels, therefore 81% of the population had access to at least basic level water supply.

Table 5.3: Sustainable Access to an Improved Water Source

Description	1994	1996	2001	2004	2005
Population (millions)	38.9	40.4	44.4	47.1	48.1
No access to infrastructure or access to infrastructure below basic service levels ¹ :					
Total	15.9	16.2	12.9	10.4	9.1
Urban	6.6	6.7	4.0	3.4	N/A
Rural	9.3	9.5	8.9	7.0	N/A
% access to basic service levels:					
Total	60.1%	59.9%	71.2%	78.7%	81%
Urban	70.3%	71.1%	84.6%	87.7%	N/A
Rural	44.4%	44.6%	51.5%	63.6%	N/A
No access to infrastructure	15.9			4.4	3.7
% access to improved water source including access to infrastructure below basic service levels	60.1%			90.7%	92%

Source: DWAF submission, GD12a.

Approximately 15.5 million people have been provided with access to basic level of water supply since the inception of the programme in 1994. An additional 5.6 million people have been provided with access to infrastructure below basic service levels. A total of 21.1 million people have been provided access to an improved water source since 1994. The percentage of people with no access to basic services have been halved since 1994 from 39.9% to 19% and the percentage of people with no access to an improved water source/infrastructure has been reduced even further from 39.9% to 8%.

Implementation in the rural areas is lagging behind implementation in the urban areas, but in the last few years there has been a huge effort to rectify this problem. In addition to the basic water supply delivery, the implementation of a free basic water supply began in 2003 and 75% of the served population were provided with free basic water by the end of March 2005. Government is not only committed to eliminate the backlog in basic water services but also progressively improving levels of services.

However, there is still much to be done to improve access to water. Many households still depend on unsafe sources such as dams, pools, stagnant water, rivers, streams and springs. The use of communal taps is high among African women users and results in valuable time lost in queues. Water services development plans are an integral part of the municipality IDPs in which basic service provision is developing. Public-private partnerships are in effect to ensure that there is a speeding up of service.

Progress in sanitation implementation has lagged behind the provision of water supply. Table 5.4 shows that the pace of delivery has however increased significant during the last few years and by March 2005, 16 million people out of an estimated 48.1 million people had no access to improved sanitation, that is 67% of the population had access to improved sanitation.

Table 5.4: Sustainable Access to an Improved Water Source

Description	1994	1996	2001	2004	2005
Population (millions)	39.8	40.4	44.8	47.1	48.1
No access to infrastructure:					
Total	20.4	20.6	19.4	17.1	16.0
Urban	9.1	9.1	7.3	6.4	N/A
Rural	11.3	11.5	12.1	10.7	N/A
% access to infrastructure:					
Total	48.7%	49.0%	56.7%	63.7%	67%
Urban	58.8%	60.9%	72.0%	76.9%	N/A
Rural	32.5%	33.1%	34.0%	44.5%	N/A

Source: DWAF submission, GD12a.

Implementation of sanitation in the rural areas has also lagged behind the implementation in the urban areas. This will require an increased effort to ensure reaching the goal that the sanitation backlog is eradicated by 2010. In addition, the implementation of a free basic sanitation policy ensures the affordable access to basic sanitation to the population by 2010. Implementation of this policy has not started yet but will run in parallel with the sanitation programme.

The widespread use of pit latrines poses a risk of spreading disease risks unless they are converted into ventilated improved pits (VIPs). Sanitation services for Africans are worse than for any of the other population groups, hence the cholera outbreaks in areas where the population is mostly African. By 2001, the situation had worsened, as more households had pits without ventilation, had bucket latrines or had no sanitation facilities, compared with the situation in 1996. Widespread lack of sanitation facilities also leads to contamination of water sources, creating a further problem for safe water provision. The lack of or poor sanitation has particular implications for women and girls, making them vulnerable and susceptible to diseases and to gender-based violence when they use public or communal latrines including those in schools.

Challenges

Bulk basic service infrastructure provision is a challenge for many municipalities, particularly in previously disadvantaged communities where these costs create a significant divide between access and utilisation. Adding to these challenges is a lack of beneficiary knowledge about their access rights and conservation responsibilities.²⁴⁴ Other identified challenges include:

- Cost recovery from higher level consumers is a critical component of water service subsidisation and is undermined by wide-spread use of water beyond the free allocation.²⁴⁵
- Many municipalities cannot afford to provide the free allocation of water.²⁴⁶
- Recuperating fixed costs under the free allocation system is difficult, particularly in areas where the free allocation is a large proportion of demand.²⁴⁷
- Inadequate sanitation has put additional pressure on water delivery and contamination can pose a real threat to water delivery.²⁴⁸
- Government has engaged the private sector in the provision of water, but this has created a situation where dependency develops rather than competency.²⁴⁹
- Water service provision needs to be better integrated in the IDP to ensure resource allocation is demand and need driven.²⁵⁰
- The need to create a balance between available basic services, the obligation of the government to provide them as well as the pressing needs of the poor.²⁵¹
- Transferring water services schemes operated by DWAF to water service institutions by 2008.²⁵²
- The institutional framework and functions of levels of government need to be finalised.²⁵³

²⁴⁴ See Gauteng Submission, pp. 73-79, PG1; Limpopo submission, pp. 15-18, PG7; Mpumalanga submission, pp. 21-22, PG8.

²⁴⁵ See Parliament submission, pp.122-176, P1.

²⁴⁶ See Parliament submission, pp.122-176, P1.

²⁴⁷ See Parliament submission, pp.122-176, P1.

²⁴⁸ See Parliament submission, pp.122-176, P1.

²⁴⁹ See Parliament submission, pp.122-176, P1; NACTU submission, pp.12-15, CS52; SASCO submission, pp. 10-11, CS54.

²⁵⁰ See Parliament submission, pp.122-176, P1; BUSA submission, pp. 34-37, CS4; DWAF submission, GD12a.

²⁵¹ See Limpopo submission, pp. 15-18, PG7; FEDUSA submission, pp. 8-11, CS36; Women Sector, pp. 5-7, CS41; also see Transcript, Technical Report Consultative Seminar 6 April 2006

²⁵² See DWAF submission, GD12a.

²⁵³ See Parliament submission, pp.122-176, P1; National Treasury submission, pp. 128-132, GD4.

- The financial framework for service provision needs to be revised to ensure sustainability.²⁵⁴
- Historic backlogs are significant challenges to diffusing access to basic services.²⁵⁵

5.2.2 Energy

Since 1994, providing electricity to the poor and previously marginalised communities has been a basic component of South Africa's development policy. This was done to address the legacy of racial discrimination that had largely denied the majority of South Africans access to electricity.

Legislative and Policy Commitments

The 1998 Energy White Paper provided a framework through which universal household access to electricity was pursued. Complementing this government restructured electricity distribution to ensure quality of supply at the lowest possible cost. In parallel to the water allocation scheme, the government established a free monthly allocation of electricity for all South Africans. Currently, the National Energy Regulator is charged with licensing generators, transmitters and distribution in South Africa. While the majority of South Africa's energy is supplied by coal-powered electricity plants, South Africa has committed itself to reduce its dependence on fossil fuels, which includes the increased use of bio fuels.²⁵⁶

Resources

The National Electrification Fund was established to cover the capital costs of electricity provision.

Outcomes

In 1994, approximately 36% of all household in South Africa were without electricity, while currently that figure is reportedly around 30%.²⁵⁷ Since 1994, over 435,000 homes per year have been electrified. The persistent need results from limited capacity at the local government level.²⁵⁸

Table 5.5 indicates a significant increase in the use of electricity between 1996 and 2001. The use of paraffin and wood has also increased for cooking and heating. These increases could result from the establishment of additional households and considerations of affordability, rather than from conscious shifts in the mode of energy used. The shifts in coal and animal dung usage are not significant. Solar power

²⁵⁴ See Parliament submission, pp.122-176, P1; Gauteng submission, pp. 73-79, PG1.

²⁵⁵ See National Treasury submission, pp. 128-132, GD4; Mpumalanga submission, pp. 21-22, PG8; Religious Sector, CS40.

²⁵⁶ See MEA (2005).

²⁵⁷ See Parliament submission, pp.122-176, P1.

²⁵⁸ See Presidency submission, pp. 35-51, GD1; also see Gauteng submission, pp. 73-79, PG1; Western Cape submission, p.95, PG2; North West submission, pp. 85-88, PG3.

usage is also not significant. While the use of electricity has increased in male-headed households, the increase was more rapid in those headed by women. The number of female-headed households using electricity for cooking increased by 22% but by just 5% amongst male-headed households.

Table 5.5 South African's Access to Energy

	Number of the population	
For Cooking	1996	2001
Electricity	4,265,305	5,761,354
Gas	286,657	284,295
Paraffin	1,943,862	2,394,919
Wood	2,073,219	2,292,674
Coal	320,830	310,059
Animal Dung	106,068	110,969
Solar		24,225
Other	63,629	27,210
For Heating	1996	2001
Electricity	4,030,850	5,493,021
Gas	107,689	124,982
Paraffin	1,294,964	1,641,458
Wood	2,417,724	2,758,861
Coal	735,632	734,455
Animal Dung	84,447	83,058
Solar		23,509
Other	388,266	346,361
For Lighting	1996	2001
Electricity	5,220,826	7,815,270
Gas	35,512	27,065
Paraffin	1,144,014	759,817
Candles	2,583,031	2,545,532
Solar		24,175
Other	76,190	33,845

Source: Stats SA - Census in Brief 1996 and 2001

Challenges

Submissions expressed concerns about inaccuracies in municipal billing systems. They also expressed more general concerns around the national electricity generation capacity.²⁵⁹ While most of the current challenges appear to be associated with distribution, continued strong economic growth will challenge electrical generation capacity in the medium to long-term. Electrification in rural areas remains a particular challenge as has been illegal access to the electrical infrastructure.

The use of paraffin and wood has also risen. The increased use of these energy sources are thought to result from people acquiring second households and affordability of these energy sources rather than a preference for them. These

²⁵⁹ See COSATU, pp. 28-39, CS35.

alternative primary energy sources carry a range of significant associated health hazards, including child poisoning and fires, the incidence of which rises sharply during the winter months.

5.2.3 Information and Communication Technologies

South Africa's telecommunication sector is characterised by its ongoing 'managed liberalisation'. South Africa is attempting to ensure its development as a knowledge society while simultaneously attempting to address historic inequities.²⁶⁰

Legislative and Policy Commitments

The Telecommunications Act in 1996 established sectoral regulations. Building on these initial reforms South Africa has legalised a second fixed line operator. South Africa has sought to ensure affordable access to ICT to support national visions of quality of life improvements through development of an information economy and knowledge-based society. The government has also created a State Information Technology Agency tasked with provision of ICT and related services.²⁶¹ South Africa has also aggressively addressed ICT convergence with legislation that provides a single framework for regulation and policy around convergent ICT technologies.²⁶² Another important development is the direct provision of phone and internet services by municipalities in order to make telecommunications less expensive to their residents.

Resources

Again, South Africa is faced with significant gaps in its citizens' access to ICT. Infrastructure is highly diverse with significant development in urban areas, but much lower diffusion in rural areas. Further impeding ICT access is the relatively high costs by international standards. Internet penetration appears to have reached a plateau at around four percent of the South African population. ICT skill scarcity because of international demand has added further strain on domestic development of ICT.²⁶³

Outcomes

Table 5.6 indicates that, between 1996 and 2001, access to telephony improved significantly. The use of cellular phones has increased significantly. However, a significant number of people either depend on using the telephone of their next-door neighbour, or make use of telephones even further away from their place of residence, or do not have access to a telephone at all.

²⁶⁰ See Parliament submission, pp.122-176, P1.

²⁶¹ See Parliament submission, pp.122-176, P1.

²⁶² See Parliament submission, pp.122-176, P1.

²⁶³ See Parliament submission, pp.122-176, P1.

Table 5.6: South African's Access to Communications Technologies

Facilities	Number of the population	
	1996	2001
Telephone in dwelling and cellular phone	2,591,249	1,595,187
Telephone in dwelling only		1,139,649
Cell-phone only		2,020,054
At a neighbour nearby	495,662	735,920
At a public telephone nearby	3,245,433	4,310,485
At another location nearby	486,736	355,995
At another location, not nearby	529,785	379,048
No access to a telephone	1,655,743	669,367
Not stated	54,963	

Source: Census in Brief 1996 and 2001

Challenges

- Potential barriers to electronic communications market should be avoided to facilitate bridging the digital divide.²⁶⁴
- Education is necessary for communities about the educational value of ICT so they can understand the need and embrace the technology.²⁶⁵
- Concerns that over-regulation may stunt the development and growth of ICT in South Africa.²⁶⁶
- Development of an integrated energy strategy for households.²⁶⁷

5.2.4 Land

Racial geographic mobility restrictions were an entrenched policy in South Africa before 1994. Thus, fundamental rights are enshrined in land reform in South Africa: the state must make reasonable measures to enable citizen to gain access to land on an equitable basis; loss of land tenure because of past discrimination is entitled to restitution of that property or equitable compensation.²⁶⁸

Legislative and Policy Commitments

Land reform in South Africa consists of three core initiatives: restitution, redistribution, and tenure reform. The restitution initiative is focused on providing restitution to people or communities dispossessed of land because racial discrimination. These individuals and communities were given four years between December 1994 and December 1998 in which to lodge a land restitution claim. While

²⁶⁴ See Parliament submission, pp.122-176, P1.

²⁶⁵ See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁶⁶ See Parliament submission, pp.122-176, P1.

²⁶⁷ See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁶⁸ See Parliament submission, pp.122-176, P1; Presidency submission, pp. 35-51, GD1; National Treasury submission, pp. 128-132, GD4; COSATU submission, pp. 28-39, CS35b.

priority is given to restoration of the dispossessed land, valid land claimants are alternatively entitled to provision of alternative land, the payment of compensation, some combination of compensation including provision of services and infrastructure development, or priority access to State land and housing programmes. While restitution began very slowly amendments shifted restitution settlement from a judicial function to an administrative function with an associated devolution of authority.

Land redistribution is designed to increase equity in land distribution, enhance income security and food security and strengthen employment and economic growth throughout South Africa. There are three primary dimensions to the redistribution initiative these are to effect land redistribution for agriculture development, settlement, and non-agricultural enterprises. The redistribution for agricultural development is focused on the release of 30% of land available for agriculture to previously disadvantaged people for agricultural purposes over a fifteen year period. In addition, redistribution for agricultural development includes ensuring access to tribal and municipal land for livestock grazing. The non-agricultural enterprise focus seeks to develop other land intensive industries such as eco-tourism, while the settlement programme is designed to provide secure settlement for individuals with insecure land tenure.

Lastly, tenure reform is focused on securing tenure in former homeland areas, former coloured areas, and on/off-site in (formerly white) commercial farming areas. Recognising the complexity and importance of tenure security, tenure reform is designed to balance the valid ownership rights by individuals and communities with the need to ensure individual rights to access to land are secure. Tenure reform is not an initiative to devolve ownership, but is focused on balancing legal and cultural traditions with secure tenure.²⁶⁹

Outcomes

Restitution began very slowly with only 41 land claims settled between 1995 and 1999, but since then amendments that have allowed negotiated settlements have led to over 36,000 settlements. In total between 1994 and 2004 about 3.5 million hectares have been delivered.²⁷⁰

Challenges

- Late lodging of claims because of expected feebleness of the restitution promise, which has increased pressure to reopen claims.²⁷¹
- Difficulties in rural claims including poor historical records and the patriarchal structure of rural communities.²⁷²
- Continued eviction of farm workers.²⁷³

²⁶⁹ See Parliament submission, pp.122-176, P1.

²⁷⁰ See Parliament submission, pp.122-176, P1; Presidency submission, pp. 35-51, GD1; National Treasury submission, pp. 128-132, GD4.

²⁷¹ See Parliament submission, pp.122-176, P1.

²⁷² See Parliament submission, pp.122-176, P1.

- Monitoring Project Consolidate, municipal grants, the Integrated Rural Development Programme and the Expanded Public Works Programme.²⁷⁴
- Accelerating land reform.²⁷⁵
- Monitoring of land restitution²⁷⁶

5.2.4 Housing

Housing access was a key part of the RDP and is a basic right in South Africa's constitution.

Legislative and Policy Commitments

In 1999 the government launched the Human Settlement Redevelopment Programme to improve and develop urban environments to date over R15 million has been spent in this regard. Similarly, the South African Police Service has noted its role in providing accessible police services to communities across South Africa.²⁷⁷ As part of the National Vision 2014 initiative the Government has committed itself to eliminating informal settlements by 2014. Legislation and policy support the development of an enabling environment for public and private sector investment in social housing projects.²⁷⁸

Outcomes

Between 1994 and 2005 the Housing Programme has provided more than 1.8 million housing opportunities to over 7 million individuals as well as making over 2.4 million housing subsidies available.

Table 5.7: Housing subsidies by province and category of subsidy, 1994 - 2004

	Project Linked	Individual	Consolidation	Institutional	Rural	Hostel Redvlpmnt	Total
E Cape	201,051	27,653	9,305	5,710	1,050	0	244,769
F State	79,920	15,364	8,127	1,300	2,459	516	107,686
Gauteng	709,352	52,639	841,161	19,105	563	162,282	1,028,102
KZN	234,574	14,353	28,477	21,197	10,248	0	308,849
Limpopo	91,425	4,348	3,252	0	61,606	353	160,984
M'langa	85,615	16,362	46,046	5,450	1,475	885	155,834
N Cape	37,631	7,688	384	1,000	0	0	46,703
N West	118,624	8,419	7,326	1,154	17,492	1,237	154,288
W Cape	157,984	10,998	48,343	6,998	0	4,866	229,189
Total	1,716,176	157,824	235,421	61,914	94,894	170,175	2,436,404

Source: Department of Housing, 2004

²⁷³ See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁷⁴ See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁷⁵ See National Treasury submission, pp. 128-132, GD4; also see Foreign Affairs submission, GD10.

²⁷⁶ See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁷⁷ See SAPS submission, pp. 34-36, GD6.

²⁷⁸ See DoH (2005).

Table 5.1 above demonstrates a clear urban bias. The most industrialised province, Gauteng, has claimed about 42% of the allocated subsidies between 1994 and 2004, although it houses only about 10% of the national population. Similarly, the Western Cape and KwaZulu Natal, which also have a relatively high urban concentration, have seen high levels of housing delivery.²⁷⁹

Challenges

- National efforts at housing have insufficient resources given the scale of needs.²⁸⁰
- Affordable housing needs to be integrated in the urban areas not located on the periphery.²⁸¹
- Definition of adequate housing.²⁸²
- Resale of RDP houses.²⁸³
- Monitoring Project Consolidate, municipal grants, the Integrated Rural Development Programme and the Expanded Public Works Programme.²⁸⁴
- Improving quality of houses affordable on the subsidy.²⁸⁵

5.2.5 Finance

South Africa's micro-lending industry has grown from R1 billion in 1992 to R10 billion in 1999 and R17 billion in 2005. However, the seventeen billion Rands only represented five percent of the total South African credit industry in 2005. South Africa's micro-finance industry has been identified as being atypical from that in other developing countries with most activity occurring among individuals with access to basic financial services, but not qualifying for bank loans.²⁸⁶ Despite this expansion of basic financial services remains a priority since 11 of the 27 million adult South African's do not have access to bank accounts. In response to this need the Mzansi initiative was launched in 2004 as part of the South African Financial Charter process. The Mzansi initiative pooled the resources of eight large private sector banks to create an accessible basic financial services product for poor South Africans that facilitate their participation in markets more generally. In its first year of operation the Mzansi initiative opened over 1.5 million new accounts for South African's who largely had not previously had access to basic banking services.

To date, most of the micro-finance provided in South Africa has been oriented towards labour intensive SMEs, despite the general uncompetitiveness of labour

²⁷⁹ COSATU submission, pp. 28-39, CS35b.

²⁸⁰ See PSC submission, pp.22-25, GD7.

²⁸¹ See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁸² See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁸³ See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁸⁴ See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁸⁵ See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁸⁶ See ECI (2005) and DBSA (Chapter 8, 2005).

intensive producers in South Africa's small open formal economy. As a result the uptake of this micro-finance has been reported as being disappointing. Submissions have sited the need for grass roots based micro-finance as an alternative to the established formal financial sector in South Africa.²⁸⁷ Micro-finance needs appear to be greatest in house based micro enterprises (HBMEs) that are integral to survivalist strategies of the permanently unemployable.²⁸⁸ However, at least in the medium-term even with the support of social capital, micro-finance provision to these HBMEs is not self-sustaining and requires micro-finance provision to be taken as part of the broader national poverty alleviation programme, which to date has not been broadly adopted in South Africa.²⁸⁹

Challenges

- Emphasis on micro-finance may marginalise already marginalised groups in terms of access to finance, especially women.²⁹⁰
- An absence of finance generally, not just micro-finance.²⁹¹

5.3 Recommendations

5.3.1 Water and Sanitation

- Intra-governmental authority and functions need to be clarified and co-ordination deepened.²⁹²
- Government needs to ensure provision of services is occurring in a financially sustainable manner.²⁹³
- Innovative water harvesting programmes should be investigated to assist in meeting community needs.²⁹⁴
- Investigate block tariffs²⁹⁵

5.3.2 Information and Communication Technologies

- Subsidize rural telephony for poor areas.²⁹⁶

²⁸⁷ See Mr. Altman submission, IS1; Summit Financial Partners submission, CS28; Careways Group submission, C18; Kagisano submission, CS17.

²⁸⁸ See Coetzee et al. (2001).

²⁸⁹ See FinMark (2006).

²⁹⁰ See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁹¹ See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁹² Parliament submission, pp.122-176, P1.

²⁹³ Parliament submission, pp.122-176, P1; Gauteng submission, pp. 73-79, PG1 for an alternative position see SANGOCO submission, pp.27-36, CS6.

²⁹⁴ Parliament submission, pp.122-176, P1.

²⁹⁵ See Transcript, Technical Report Consultative Seminar 6 April 2006

²⁹⁶ Parliament submission, pp.122-176, P1; Youth Sector submission, pp. 9-12, CS12.

- Enhance competition within the regulatory environment.²⁹⁷
- Enforce communication operators' line-roll-out obligations.
- Emergency telephone services should be seen as a basic human right.²⁹⁸
- ICASA should ensure adequate investments are being made in the upgrading of national communication infrastructure.²⁹⁹

5.3.3 Land and Housing

- Ensure empowerment of housing beneficiaries through intensification of housing delivery.³⁰⁰
- Develop a strategy for rural communities and farm workers.³⁰¹
- Clarification of intra-governmental responsibilities and authority.³⁰²
- Monitor and evaluate Project Consolidate in terms of local government's delivery of basic services³⁰³
- Housing delivery should account for social cohesion and integrated community development.³⁰⁴
- Women's access to land and property rights must be addressed.³⁰⁵
- Government should work with the private sector in developing housing finance for low income, but not necessarily poor South Africans.³⁰⁶
- Housing development should consider cultural sensitivities and family dynamics to enhance social cohesion as well as account for special needs like those of disabled individuals.³⁰⁷

²⁹⁷ Parliament submission, pp.122-176, P1.

²⁹⁸ Parliament submission, pp.122-176, P1.

²⁹⁹ Parliament submission, pp.122-176, P1.

³⁰⁰ Parliament submission, pp.122-176, P1.

³⁰¹ Parliament submission, pp.122-176, P1; COSATU submission, pp. 28-39, CS35b.

³⁰² Parliament submission, pp.122-176, P1; SANGOCO submission, pp.27-36, CS6.

³⁰³ See Transcript, Technical Report Consultative Seminar 6 April 2006

³⁰⁴ Parliament submission, pp.122-176, P1; PSAM submission, CS5; EOF submission, CS32.

³⁰⁵ Parliament submission, pp.122-176, P1; SANGOCO submission, pp.27-36, CS6.

³⁰⁶ Parliament submission, pp.122-176, P1; SANCO submission, pp. 7-11, CS2; YCL submission, CS30.

³⁰⁷ Parliament submission, pp.122-176, P1; Disabled Sector submission, pp.29-33, CS10; AEASA submission, CS15.

Section Six - Objective Five

Progress Towards Gender Equity in All Critical Areas of Concern, including Equal Access to Education for Girls at All Levels

6.1 Introduction

South Africa's goals towards achieving gender equality are guided by a vision of human rights. Typically, South Africa has put in place a comprehensive legislative and policy framework that obligates government to ensure the empowerment and development of women. South Africa's Constitution prohibits unfair discrimination and commits the country to ensuring women's development and empowerment. It established a Commission for Gender Equality. It is important to recognise that there are persistent difficulties in reconciling constitutional and traditional perspectives in equity.

6.2 Question One

What measures has the country taken to mainstream gender equity and with what results?

South Africa ratified the United Nations Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) in 1995. The South African Platform of Action was adopted after the UN Conference on Women in Beijing in 1995. CEDAW obliges the Government to ensure equality for women.

A number of laws aim to protect and promote women. Among these are the:

- Choice on Termination of Pregnancy Act (No. 92 of 1996)
- Domestic Violence Act (No. 116 of 1998)
- Recognition of Customary Marriages Act (No. 120 of 1998)
- Labour Relations Act (No. 66 of 1995)
- Basic Conditions of Employment Act (No. 75 of 1997)
- Employment Equity Act (No. 55 of 1998)
- Skills Development Act (No. 97 of 1998)
- Promotion of Equality and Prevention of Unfair Discrimination Act (No. 4 of 2000), and

- National Education Policy Act (No. 27 of 1996).

South Africa's Bill of Rights also puts women's rights at the heart of human rights. The Government promotes women's opportunities within its ranks. Various gender forums exist within national and local Government offices. The Women's Development Foundation provides mentoring and support for women political leaders and there is a Women's Parliamentary Caucus and Joint Monitoring Committee on the Improvement of Quality of Life and Status of Women. Recourse can also be sought in several institutions including the South African Human Rights Commission; the Public Protector; the Commission for the Promotion and Protection of Rights, Cultural, Religious and Linguistic Communities; the Commission for Employment Equity; the Commission for Conciliation Mediation and Arbitration.

At a continental level, South Africa signed the African Charter for Popular Participation in Development in February 1990, which demands that women be involved in plans that affect them. South African women are also actively participating in the Nepad Gender Forum. This Forum has helped draft the gender mainstreaming aspect in the framework of the African Union.

The impact of these steps is promising. South Africa has adopted the gender mainstreaming approach as a strategy to achieve women's empowerment and gender equality. Women hold leadership positions across tiers of Government. Women are also increasingly holding senior positions in business although this still lags considerably behind Government. The transformation of higher education in South Africa has improved the enrolment of women and by 2005 women students already comprised the majority at tertiary institutions. However, gender equity in senior management in higher education is still a matter of some concern.

TABLE 6.1 Access to Economic Resources

	Female	Male
Owners of non-VAT-registered business who need money to start their businesses and received a grant from government	35%	23%
Owners of non-VAT-registered business who need money to start their businesses and received a grant from non-government	4%	39%
Owners of non-VAT-registered business who need money to start their businesses and received a loan from a commercial bank	3%	10%
Owners of non-VAT-registered business who need money to start their businesses and received a loan from friends and/or relatives	84%	80%
Owners of non-VAT-registered business who need money to start their businesses and received a loan from money lenders/mashonisas	51%	3%

Source: OSW *Beijing +10 Report* (2005).

Targeted support measures for improving the lot of women have made a real difference not just for them but also for their families. These measures cover all aspects of life including health care; work; media; environment and promoting girls' development. Despite the concerted efforts to protect and defend them, abuse and violence nevertheless form a part of everyday life for many women and girls. This suggests an urgent need to bring men into gender equality efforts and that there are

constraints to successful implementation of policy that need to be cleared. Part of the problem is the lack of adequate information to guide and support actual practice of the various measures. It is recommended that research be conducted on gender issues to assess the effectiveness of pro-women policies, identify the obstacles and unintended consequences of well-intended policies so as to improve existing mechanisms for women's empowerment.

With respect specifically to education, South Africa has already eliminated gender disparity in primary and secondary education. Enrolment of female learners in higher education has increased from 44% of total enrolment in 1994 to 53% in 2003. Black students account for over 72% of enrolments in higher education.

The Government's commitment to the promotion of gender equality is met in part through the establishment of institutional mechanisms and a comprehensive National Gender Machinery for the advancement of women and gender equality in South Africa composed of different components such as Government, the Chapter 9 institutions, Parliament and civil society. South Africa has in place a National Policy Framework for Women's Empowerment and Gender Equality, which outlines the co-ordination framework for the NGM.

The National Gender Policy Framework outlines the three main goals of South Africa's National Gender Machinery:

- Achieve equality for women as participants, decision makers and beneficiaries in the political, civil, social, economic and cultural spheres of life
- Prioritise the needs of those women who benefited least from the system of apartheid, and
- Transform all national, provincial and local institutions by mainstreaming and integrating issues of women's empowerment and gender equality into their work. These include institutions of Government, independent statutory organisations, the private sector, the labour movement and organs of civil society.

South Africa has also established a number of independent State-funded constitutional institutions, statutory bodies and administrative mechanisms to monitor the protection and promotion of human rights, including the rights of women, in compliance with the Constitution and South Africa's international human rights obligations. These institutions work together to monitor and promote various aspects of human rights.

TABLE 6.2 Representation of Women

	1997	2002	2003	2004
Women Ministers in Cabinet	16%	33%	33%	43%
Women Deputy Ministers	62%	57%	50%	48%
Women in National Assembly	28%	31%	31%	33%
Women in National Council of Provinces	-	33%	38%	35%
Women Senior Managers in Public Service	13%	22%	24%	27%

Source: OSW *Beijing +10 Report* (2005).

Driven by the constitutional imperative of gender equality and non-discrimination, the South African Government has put in place clear targets to enable the advancement of women in political and decision-making positions. Within the framework of the White Paper on the Transformation of the Public Service, 1995 and the White Paper on Affirmative Action in the Public Service, 1998, a minimum target of 30% was put in place for women in management positions in the Public Service. The issue of numerical representation is one about ensuring that women are an integral part of decision-making structures in Government and that they are active and direct participants in making decisions that affect them directly.

In 1994, the first democratically elected Government took a series of decisions and implemented a series of policies to make South Africa a non-racial non-sexist society. Thereafter, in 1997, South Africa became a signatory to the SADC Heads of State Declaration on Gender and Development, which had set a minimum target of 30% women in political and decision-making positions by 2005. In 2005, SADC Heads of State revised this target to 50% women in decision-making positions in line with the AU parity stipulation. As a result of the Government's own policies and commitments, as well as the commitment by the ruling party, Cabinet took the decision that the goal of 50% for women in management in the public service is to be achieved by 2009.

The Presidential Working Group on Women established in 2004 comprises women from across all sectors of South Africa. This Working Group provides the platform for interaction between women's organizations and the President on issues that concern women, but also to raise awareness of emerging issues and trends that impact on women's lives.

Despite the progress in the public sector, gender equity in the private sector has been much slower. Women account for 52% of the adult population however an annual census of South African Women in Corporate Leadership shows that the number of women executive managers rose between 2004 and 2006 from 14.7% to 16.8%.³⁰⁸ And women only account for 6,6% of Board members in South Africa. As a general comment and reflection of the challenges that remain in promoting gender equity in South Africa, submissions indicated that existing policies are sufficient as long as their enforcement is effected more efficiently.³⁰⁹

Submissions noted that resources for women should target:

- Capacity building on human rights and basic training in law
- Training in project management, business management
- Conflict resolution and gender relations, and

³⁰⁸ See BWA (2006).

³⁰⁹ See SAWID submission, CS38; COSATU submission CS35c; FEDUSA submission, pp 8-11, CS36; NACTU submission, pp. 12-15, CS52.

- Training on the formation of companies, NPO's and other legal entities.

Training has to be based on adult education principles: learner-centred, culturally appropriate, and available in different locations for easy access; and, provide mentors to guide learning. Research is also needed about the private sectors contribution to addressing the challenges of gender equity.

In relation to the National Gender Machinery and gender equality, submissions highlighted the need for the relationship between the State and civil society to consider:

- The extent to which organizational forms promote and make visible gender issues institutionally
- The extent to which the state has the capacity to contribute to social change and avail resources for women's policy and programmatic initiatives, and
- The extent to which there is a coherent women's movement supporting the women's liberation and development, or small and divergent issue based groupings or combinations of the two.

A survey of women's groups identified the primary cross-cutting themes centring on critical capacity-building and organizational innovation to improve constructive engagement locally, regionally and continentally. 85.7% of the sample needed additional skills and capacity to meaningfully engage in AU and Nepad processes. 95.3% indicate that there is a need to strengthen the participation of women at all levels in decision-making, and 87% felt that the women's movement is fragmented and needs better structure and integration to be effective. There is a need to work cross sectorally on identified priorities.

These findings in the women's sector reflect macro issues in civil society as a whole. Submissions called for a better assessment of civil society's progress in the promotion of gender equity.³¹⁰ Research is also needed about the private sector's contribution to addressing the challenges of gender equity.

6.3 Recommendations

As highlighted in the submissions, the recommendations with regard to improving the conditions of women are:

- To design gender indicators in national, provincial and local governments
- To strengthen implementation of initiatives that focus on gender mainstreaming
- Make more information available to women as an empowering tool
- Greater incorporation of men into gender issues

³¹⁰ See Women Sector, pp. 5-7, CS41; Children Sector, pp. 5-7, CS39.

- Remove all the constraints in policy implementation
- Special attention to be paid to women's legal, educational, and employment status
- All forms of discrimination regarding women's access to land to be removed; the approach to housing and other social services to support gender equality; legislative obstacles and constraints to housing and credit to be removed; women to have equal access to education, training and economic opportunities; reproductive rights to be granted to women; facilitate more opportunities and choices for women to participate in economic decision-making.
- Evaluate the effectiveness of pro-women programmes, as the policies are in place.³¹¹
- Review the implementation of the framework for the protection of women including a focus on childcare and safe, affordable transport.³¹²
- Conduct an analysis of gender issues, how effective have the pro-women policies have been, what the obstacles are when women try to do things themselves, what the unintended consequences of well intended policies are, improve mechanisms already there.³¹³

³¹¹ See Transcript, Technical Report Consultative Seminar 6 April 2006

³¹² See Transcript, Technical Report Consultative Seminar 6 April 2006

³¹³ See Transcript, Technical Report Consultative Seminar 6 April 2006

Section Seven - Objective Six

Encourage Broad-Based Participation in Development by All Stakeholders at All Levels

7.1 Introduction

South Africa practices participatory democracy. Broad participation from interest groups and the general public promotes popular respect for laws and Government plans. This builds democratic stability. Public involvement in the governing of the country also ensures greater efficiency and effectiveness as programmes are tailored to meet real rather than perceived needs and desires. Having a say in decisions that affect one's life regardless of one's background also helps build a sense of common nationhood and equality. In South Africa, Government is committed to ensuring people have the knowledge and capacity to influence decisions that affect them.

7.2 Question One

What mechanisms have been put in place to promote and encourage effective participation in development processes by key stakeholders?

The Constitution of South Africa requires consultation and popular participation. Izimbizo projects bring Government to the people and allow the nation to interact with the President, Deputy President, National Ministers, Provincial Premiers and Members of the Executive Council and Mayors. The Presidency is also guided by agriculture, business and labour working groups in deciding on economic policy and strategy. 'Taking Parliament to the People' is an initiative of the National Council of Provinces.

Freedom of Expression is guaranteed by the Constitution and South Africa's robust media ensures open debate and the airing of alternative views. Equally healthy is the civil society lobby that plays a significant watchdog role while providing an important link to the people and special interest groups. The President has also established a number of working and advisory groups on youth, higher education, business, religion, economy, labour etc. All of these initiatives are important elements of the "People's Contract" and serve as important feedback loops for the President and the Presidency.

At the local government level, integrated development plans are drawn up through extensive consultation with all the people subject to the jurisdiction of the municipality. Ward committees provide direct contact between residents and local government. Community Policing Forums involve local residents in addressing crime. Multipurpose centres provide a platform for engagement including information exchange with the local community. Community Development Workers visit households and keep track of those people who are likely to be neglected by programmes such as the elderly, those living with or affected by Aids and people with disabilities. E-Government makes use of internet technology to provide online access

to public services. A Rural Development Framework requires participation of rural residents in planning development projects for them.

Clearly, progress is being made on both the legislative as well as policy framework fronts to advance the development of women by integrating gender concerns and perspectives into national policies and programmes. More can be done to ensure that gender perspectives are being mainstreamed. Women's voices need to be incorporated in integrated development plans to ensure that local government delivery meets the needs of women, particularly for rural-based women.

South Africa has committed itself to several relevant international protocols: these include the African Charter for Popular Participation in Development; the United Nations Millennium Declaration which centres on human development and promotes a global partnership for development; the World Summit Plan of Action; and the Right to Development in the African Charter on Human and People's Rights.

Despite these efforts, many of those who ought to be at the forefront of development planning decisions and activities are still unable or less able to do so. This is true for children, the youth, rural communities, women and the disabled particularly when this is multiplied as in the case of a rural, disabled child. Community participation in policy formulation and implementation is also weak. A critical requirement in this regard is the adequate capacity and resources in civil society to ensure its effective participation. The disability community have an apt saying that captures the need for continuous engagement with historically marginalised, excluded and disadvantaged communities – “Nothing About Us Without Us”

Decentralisation and the devolution of responsibility and resources to local government have increased the scope and scale of expected participation by civil society institutions. This situation compounds the strain, already experienced by local government for scarce skills and resources. Civil society's role in ensuring that the Growth and Development Summit Agreements are implemented needs support from the State. The fine-tuning of development indicators requires more guidance from civil society. Project Consolidate needs closer monitoring and a sharing of the lessons learnt. A comprehensive assessment is needed on the impact of broad-based participation in transformation and development.

Submissions noted the need for:

- The development of a public participation unit
- Improved communication strategies between local government and women
- The use of all 11 languages to communicate effectively with the people, and
- Better co-ordination of Government structures to reduce duplication of grants.

Submissions suggest the need to strengthen Government–community and Government-civil society relations. There is a need for a systematic and coordinated partnership between civil society and the Government, in support of nation-building;

and in support of the process of implementing Government priorities in South Africa to improve the living conditions of the majority of the people.

There is a need for internal cohesion, consistency and viable structured, integrated, and co-ordinated platforms for specific sectors such as women and youth at the national level to enhance their effectiveness for governance and policy engagement at local, regional and continental levels. There is also an imperative for a more co-ordinated platform for civil society organizations as a whole in South Africa, to determine overlaps, gaps in services, resource allocation and a unified voice.

The absence of a unified voice weakens civil society organisations. For civil society to effectively participate in partnerships they need to be empowered through resources, knowledge and skills for democratic dialogue and engagement. In this way, CSOs can fully engage in partnerships for development with the Government. Submissions have suggested the need to harmonise traditional and informal systems of governance, as Africans have abundant skills that are not being used correctly

The Government sees the social compact as an encompassing framework coordinating action between Government and social partners to integrate activities of Government and to harness efforts of civil society to realise national development objectives. The Social Compact or Vuk'uzenzele is about empowerment and developing democratic citizenship in South Africa by reinforcing high levels of pride among South Africans, combating HIV and Aids and promoting social values, ensuring a sense of belonging and hope for the future, mending the social fabric, and improving investor confidence.

In its many roles, the State has to balance the provision of services and create an environment for development that builds stronger collaborative partnerships with agents, namely, the civil society and the private sector to optimize its service delivery agenda. Submissions indicate that it is time to strengthen these links through co-ordinated frameworks of action to benefit the nation as a whole.

South Africa has made an important commitment to ensure language, religion and culture do not form barriers to stakeholders' participation through its establishment in 2002 of the Commission for the Promotion and Protection of the Rights of the Cultural, Religious and Linguistic Communities (CRLC). The CRLC has identified ensuring meaningful and constructive engagement in a socio-economic development programme that is reflective of a united South Africa as being part of its mission. Further efforts at ensuring inclusive engagements with stakeholders in South Africa's development programme include the 2004 Indigenous Knowledge Systems Policy, which explicitly acknowledges the value and contribution that South Africa's indigenous knowledge plays in national development.

7.3 Recommendations

A number of recommendations emerged from the submissions and are highlighted below:

- Government must create enabling mechanisms to encourage children to have greater participation in development

- Greater efforts to ensure greater community participation in policy formulation and implementation.
- Government to implement a human capital development strategy to ensure that young people are targeted and results in their employability and self employment.
- To implement the Growth and Development Summary Agreement, civil society organisations, must receive financial assistance.³¹⁴
- More efforts to include people with disabilities in development
- Need to increase educational efforts for people to know their rights and exercise them
- To do more to improve service delivery
- When narrowing the gap between the rich and poor, to make sure that people with disabilities are involved and that the programme is sensitive to people with disabilities.
- Mobilise rural youth to take a more active role in development
- Strengthen youth structures at local government level
- Incorporate children with disabilities in physical education and broaden their participation in sport and development
- Remove constraints in order for vulnerable groups such as women, youth, people with disabilities and rural communities improve their participation in development and place vulnerable groups in forefront of development projects
- Remove all institutional and social constraints to the participation of local communities in development structures and institutions
- Engage the civil society on the re-assessment of development indicators
- Capacitate local government to enhance service delivery
- Improve consultations with and participation of rural communities
- Improve access to information
- Ensure accountability of and feedback from participatory forums³¹⁵
- Assess the alignment of existing participatory structures with current needs in a changed context.³¹⁶

³¹⁴ See ; SANCO submission, pp. 7-11, CS2.

³¹⁵ See Transcript, Technical Report Consultative Seminar 6 April 2006

- Extend authentic participation to all levels, in particular to law making and replicate those mechanisms that have impact and advance development.³¹⁷
- Assess the impact of broad-based participation in transformation and development at all levels quantitatively and qualitatively.³¹⁸
- Differentiate the term “community” in each case to ensure that no group is isolated from participation.³¹⁹
- Set up Terms of Reference for each participatory forum/structure and adhere to these throughout the process.³²⁰
- Assess the role and spread of Multipurpose Community Centres in terms of information dissemination and consultative centres³²¹.

³¹⁶ See Transcript, Technical Report Consultative Seminar 6 April 2006

³¹⁷ See Transcript, Technical Report Consultative Seminar 6 April 2006

³¹⁸ See Transcript, Technical Report Consultative Seminar 6 April 2006

³¹⁹ See Transcript, Technical Report Consultative Seminar 6 April 2006

³²⁰ See Transcript, Technical Report Consultative Seminar 6 April 2006

³²¹ See Transcript, Technical Report Consultative Seminar 6 April 2006

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