

TOWARDS A FIFTEEN YEAR REVIEW

Progress since democracy – Looking forward

When freedom dawned in 1994, the people of South Africa mandated their first democratic government to deal with the legacy of apartheid – especially inequality, poverty and discrimination. It also had to take the country back into the international community which had isolated apartheid South Africa.

In line with the new democratic Constitution and the Reconstruction and Development Programme (RDP), government brought in policies to:

- meet basic needs
- build the economy
- democratise the state and society
- develop human resources
- build the nation.

After 10 years of freedom

In 2004, after 10 years of democracy, there had been much progress, but a lot more had to be done. Even as we dealt with the legacy of apartheid, changes in our society brought new challenges.

At the beginning of the Second Decade of Freedom, many were still excluded from the country's economy and from getting a fair share of the fruits of growth. While much had improved where government was in control – such as social services – things had moved more slowly where government depended also on the actions of others, such as creating jobs. The state itself needed to be more efficient and give better service.

The election of 2004 mandated government to implement programmes to sustain – and speed up – the positive developments and address the challenges. Calling for a partnership of all of society, it set the goal of halving poverty and unemployment by 2014. To achieve this, it set itself these priorities:

- growing the economy, as the main area of intervention
- new measures to help the poor enter the economy so they could move out of poverty
- improving state performance, the campaign against crime and South Africa's relations with other countries.

And now, after 15 years?

The foundation that was laid in the First Decade of Freedom and new initiatives since 2004 have put South Africa on a faster growth path. At the same time, some challenges have persisted. New ones have emerged with changes in our society and in the world that we are part of.

As we go forward, we need to learn the lessons of the past.

During nearly 15 years of freedom, what has been the impact of government policies in helping South Africa move to a society based on equity, non-racialism and non-sexism? How successful has government been in doing what it set out to do, and how can this be improved?

These are the questions government asked as it did a *Fifteen Year Review*.

Research was done inside government and by outside people. The results have been published as a discussion document.

The aim is to encourage everyone to discuss these issues as our country moves forward in building a new society.

How this pamphlet can be used

In every neighbourhood and community, in each sector of society or organisation, the questions can be asked:

- In what ways have things improved? What things have not improved?
- What difference have communities and individuals made? In what ways can we work together to take things forward?

This document is a summary of government's *Fifteen Year Review*. The detailed report is available on South Africa Government Online (www.gov.za).

REVIEWING THE IMPACT OF GOVERNMENT ACTION

The work of the clusters of government

1. Governance

Since 2004, the focus has been on consolidating democracy and improving state performance.

Democratic transformation

- Constitutional democracy – strong representative institutions and an independent judiciary have been established.
- Deepening democracy – new platforms have been created:
 - community consultation on integrated development plans
 - izimbizo, for direct interaction between government and the public
 - ward committees, now in 96% of wards
 - Thusong Service Centres – 125 centres by 2008
 - community development workers – over 3 000 trained.
- Democratising traditional leadership – new laws and institutions give traditional leadership a role in our democratic system.

Promoting good governance

- Towards an open and transparent state: – the Promotion of Access to Information Act, 2000 gives citizens access to information mainly in the state's possession.
 - Batho Pele puts "People First" as a guiding principle of the Public Service.
- Fighting corruption – government has steadily strengthened its hand to deal with corruption through the Special Investigating Units and Special Tribunals Act, 1996, Public Service Anti-Corruption Strategy (2002) and the Combating of Corrupt Activities Act, 2004:
 - three anti-corruption summits between 2001 and 2008 have extended the fight against corruption to all of society.

Public service and local government capacity

- Transforming the Public Service – the first 10 years saw remarkable progress in unifying separate civil services into an integrated public service. The Public Service is now also more representative of society.

- The Public Finance Management Act, 1999 and the Municipal Finance Management Act, 2003 are improving financial management.
- Capacity-building – a special focus since 2004:
 - Planning, monitoring and evaluation are being strengthened. There are plans for better management and a single public service.
 - A massive boost in training began when the training academy for public servants was launched in August 2008.
 - From 2004, Project Consolidate built capacity in 136 municipalities with special problems. In 2006, this hands-on approach was taken into the Five-Year Local Government Strategic Agenda.

Some key issues for special attention

- Increased protests show a need to strengthen platforms for more regular interaction between representatives and citizens.
- Service to the public needs much improvement in many areas.
- Implementation weaknesses are limiting the effect of anti-corruption campaigns.
- Government, especially municipalities, has challenges in recruiting and keeping the people it needs.



2. Social

Social programmes have done much to improve people's lives, but more long-term solutions are needed.

Raising poor people's income

- Social grants programme – this has been the main factor in reducing the number of people with very low incomes. There were 2,5 million beneficiaries in 1999 – now there are over 12 million.

Declining income poverty

Percentage of people on:	1995	2005
Less than R322 per month	53%	48%
Less than R174 per month	31%	23%

Expanding access to services

- Basic services – progress is being made to make sure everyone has access to drinkable water, sanitation and electricity.
 - Poor households receive free basic services: 6 000 litres of water and 50 kwh of electricity per month.

Some key issues for special attention

- The quality of social services needs improvement.
- Despite a big education budget, the system produces output that is weak overall.
- Government aimed to transfer 24,9 million hectares of agricultural land to blacks by 2014 – so far only 4,8 million hectares have been transferred.
- Despite declining poverty and faster economic growth, income inequalities did not decrease and in some sectors increased.
- The rapid increase in the number of households results in high demand for basic services and social assistance.

Expanding access to services

- Education – measures to promote education have increased attendance.
 - More is being spent on public schooling, Early Childhood Development, Adult Basic Education and Training and Further Education and Training (FET).
 - The number of students in Higher Education grew from 300 000 in 1986 to 750 000 in 2005. FET college enrolments grew by 34% from 1998 to 2002.
- Health – programmes to build clinics, hospitals and healthcare centres mean that 95% of South Africans now live within 5 km of a health facility.
 - Malaria cases declined from over 50 000 in the late 1990s to about 5 000 in 2007. TB treatment success rates are around 70%.
 - During the 1990s, HIV-infection increased rapidly but now it is slowing down. Among women under 20-years old attending antenatal clinics, HIV decreased from 16% in 2004 to 13,5% in 2006. By mid-2008, over 480 000 people had been started on antiretroviral therapy.

Expanding ownership of assets

- Housing – by 2008, 3 132 769 housing subsidies were approved, and 2 358 667 units were completed. This brought housing to 9,9 million citizens.
 - Land – the land restitution programme has transferred assets worth R12,5 billion to 1,4 million beneficiaries and support grants worth R15,2 billion.

Households with access to:	1996	2007
Electricity for lighting	58%	80%
Water (at least 200 m from house)	62%	88%
Water at dwelling	61%	70%
Sanitation	50%	71%
Five-year olds in school	23%	81%
Six-year olds in school	49%	91%

3. Economic

After stabilising the economy, the focus shifted to faster and shared growth.

Growth and wealth creation

- The Accelerated and Shared Growth Initiative for South Africa (AsgiSA) – to halve poverty and unemployment by 2014, economic growth must average 4,5% a year from 2004 until 2009 and 6% to 2014. AsgiSA focuses on overcoming things stopping the economy from growing that fast.
- Growth – the economy has grown every year since 1994, accelerating from 2006. It is above the 4,5% target for 2004-2009.
 - It has grown faster than the population, so average income per person grew by 1% from 1994-2003 and 4% from 2004-2007.
- Employment – unemployment increased after 1994, peaking at 31% in 2003. After that it fell, and was 23% in 2007.

Macroeconomic stability

- Debt and inflation – government reduced its debt from nearly half the country's annual product in 1994 to below 20%.
 - Inflation was 19% in 1991. Since 1994, it remained below 10% until 2008.
- Investment and savings – investment has increased in the last few years. Government is investing R482 billion in infrastructure between 2008 and

2011. Private-sector investment is much higher than it was.

Microeconomic reform – transforming the economy

- Industrial policy – the National Industrial Policy Framework and Industrial Action Plan of 2007 will speed up improving the economy's capacity to provide goods and services.
- Competition – since 2003, the Competition Commission has taken firmer action to ensure fair competition and pricing by large firms that still dominate our economy.
- Empowerment – the Broad-Based Black Economic Empowerment Act was adopted in 2003 and the Codes of Good Practice in 2007.
 - Black representation reached 22% in top management in 2006, and 27% in senior management.
- Skills development – sector education and training authorities and the National Skills Fund have initiated skills development interventions to assist the young, unemployed and lesser skilled.
 - The Joint Initiative for Priority Skills Acquisition (Jipsa) has led to more engineering graduates and the registration of artisans and placed 15 000 unemployed graduates in companies.
- Second Economy – the Expanded Public Works Programme (EPWP) created one million work opportunities – a year ahead of its target year of 2009.

- Government has expanded and streamlined support for small business.
- The Integrated Food Security Strategy and some provincial programmes to boost subsistence agriculture have shown steady improvements.
- A range of programmes are linking smallholders into agro-processing value chains in forestry, sugar and biofuels.

Some key issues for special attention

- Five years of faster growth have exposed weaknesses in our economy that prevent it from growing as fast as we need. AsgiSA identified the problems but more has to be done to deal with them.
- Unemployment remains a challenge and fewer people are in work or seeking employment compared with other developing countries.
- Our small business sector is small compared to other developing countries.
- We need to find second-economy programmes with mass impact rather than many small-scale ones.

4. Justice, crime prevention and security

After transforming the justice and crime institutions, the focus has been on making them more effective in bringing down crime.

Transformation

- Transforming and strengthening departments – the South African Police Service (SAPS), courts and prisons have changed from instruments of apartheid to providing safety and security for all.
 - Upgrading of technology and increased personnel is helping to make them more effective. By 2010, SAPS will have 193 240 members.
 - A review of the criminal justice system by government and the business community led in 2008 to further steps to strengthen the system.
- Transformation of the judiciary – by mid-2007, 52% of judges and magistrates were black and 30% women.
 - Judgments of the Constitutional Court have been aligned to the democratic Constitution. New courts have been created to improve access to justice, such as equality courts; small claims courts; and environmental courts.

Reducing crime and enhancing safety

- Overall trends – most crimes are stabilising or decreasing compared to 1994. But there has been a shift towards more violence in crime.
 - To deal with prison overcrowding, efforts such as building new prisons; alternative sentencing; correctional supervision; an awaiting trial project; and parole have been undertaken – but the problem has grown.
 - Partnerships with government such as community policing forums and Business Against Crime has grown – but much more is still needed.
- Violent crimes against women and children – combating such crimes has been a priority. Sixty-three specialised courts and Thuthuzela Care Centres to support victims have been established.
 - Minimum sentences and recent amendments to the Sexual Offences Act and Children's Act strengthened government's hand in fighting abuse.

- The 16 Days of Activism Campaign for No Violence Against Women and Children has helped mobilise communities against abuse.
- Organised crime – specialised units were created to fight organised crime:
 - by 2007, the Organised Crime Unit neutralised 738 syndicates and the Directorate: Special Operations (DSO) initiated over 1 000 prosecutions with an 85% conviction rate
 - in 2008, legislation was introduced to merge the DSO and SAPS Organised Crime Unit into a single agency within the SAPS.
- Illegal firearms – SAPS has destroyed over 500 000 firearms since 2000. Stricter legislation on firearm licensing has improved gun control.

Security

- Political violence – political violence was reduced in the first years of democracy. The Truth and Reconciliation Commission helped deal with the human rights abuses under apartheid.
- Border control – an interdepartmental committee and better technology have improved control of the country's borders.

Some key issues for special attention

- Police, courts and prisons need more resources, better use of them and more integrated action.
- Violent and organised crime are special challenges.
- Lack of migration policy undermines effective co-ordination.
- Greater mobilisation of society to participate in fighting crime is needed.
- The legitimacy of some criminal justice institutions are being tested by trends in public statements and action against senior officials.

5. International relations, peace and security

South Africa has become part of the international community, working for the interests of the country, of Africa and of the developing world.

Normalising relations with the world

- Diplomatic relations – in 1994, South Africa had only 65 foreign missions abroad – by 2008 there were 121. Missions in Africa grew from 17 to 45.
- International events – South Africa has hosted many big events since 1994, like the Rugby World Cup (1995), Non-Aligned Movement Summit (1998), World Summit on Sustainable Development (2002) and World Association of Newspapers Conference (2007), and it has won the bid to host the 2010 FIFA World Cup™.

Consolidating the African Agenda

- Continental institutions – South Africa contributed to the transition from the Organisation of African Unity to the African Union, hosts the Pan African Parliament and helped operationalise the African Union (AU) Peace and Security Council.
- New Partnership for Africa's Development – Nepad has become the framework for the rest of the world's engagement with Africa.
- African Peer Review Mechanism (APRM) – South Africa is one of seven countries to have gone through a peer review. It was commended for 18 best practices and has adopted a comprehensive APRM Programme of Action to address weaknesses identified in the review.
- Peace – South Africa has played a part in peacekeeping and conflict resolution in the Democratic Republic of Congo, Burundi, Sudan, Ethiopia-Eritrea, Côte D'Ivoire, Liberia, the Comoros and Zimbabwe.
- Investment and trade with African countries – Africa is now our fourth largest export destination.
- Strengthening the Southern African Development Community (SADC) – government works with SADC countries for greater integration. The launch of a SADC

Free Trade Area in August 2008 will lead to a customs union and a common market. Security co-operation has increased, through the Organ on Peace and Security, Regional Early Warning System, Regional Peacekeeping Training Centre and the SADC Brigade.

Participation in the international arena

- Building relations for development and a better world – South Africa has worked to strengthen co-operation among developing countries, forming new strategic relationships with countries like Brasil, India and China.
 - Relations with developed countries are being transformed to promote South Africa and Africa and to advance towards a fairer international system.
 - South Africa became a non-permanent member of the United Nations (UN) Security Council in 2007 for two years. It worked for observance of the UN Charter, multilateralism and stronger relations between UN and AU.
- Marketing South Africa and Africa – there has been a campaign since the 1990s to promote South Africa. Tourism has grown fast, creating over 400 000 direct jobs.

Tourism growth

	1998	2001	2004	2007
Foreign arrivals	5,73m	5,79m	6,68m	9,10m

- The 2010 World Cup is a big opportunity to market the country and, working with the rest of Africa, to improve the continent's image.

Some key issues for special attention

- Faster implementation of Nepad and a better regional climate remain key challenges.
- There is need for better alignment of political and economic diplomacy and stronger communication of foreign policy inside South Africa and abroad.

Targeted groups

Special focus on the sectors most affected by apartheid's legacy has helped improve their lives.

Focus on women, children, youth and persons with disabilities

- Policies and programmes – legislation, policies and programmes have been developed. There are co-ordinating structures in The Presidency and premier's offices to drive these programmes. Bodies promoting the interests of the targeted groups include the Commission for Gender Equality, Children's Rights Advisory Council, national and provincial youth commissions and the Umsobomvu Youth Fund.

Impact of programmes and policies

- Employment and decision-making – in 2004, Cabinet comprised 40% women. Representation

of women in provincial and local government has increased. More than 30% of senior managers in government are women, but the private sector lags behind in this regard.

- Basic services – targeting basic services towards the poor means many women and children benefit. Access to water, electricity and telecommunications makes a big difference to women and young people.
- Grants – out of 12 million people who received social grants in 2007, eight million received the Child Support Grant. 53% of housing subsidies went to women-headed households.
- Health – greater access to health services and free primary healthcare have benefited the targeted groups.
 - Severe malnutrition among children under five years has decreased, from 88 971 cases in 2001 to 28 165 in 2007. The number of children who had gone to bed hungry in the past year fell from 31% in 2002 to 16% in 2006.

- Education – compulsory education for children between seven and 15 years of age has seen more children at schools – almost 100% enrolment.
 - FET institutions were established in 1998, helping young people develop skills. In 2007, R1,3 billion went to the National Student Financial Scheme.
- Economy – women, youth and persons with disabilities have been the chief beneficiaries of internships, learnerships, youth service programmes, the EPWP, entrepreneurships and small business initiatives.
 - Interventions such as AsgiSA and Jipsa have put focus on the development of women and young people.

Some key issues for special attention

- Violent crime towards women and children remains a major challenge.
- Employment of persons with disabilities in both public and private sectors is less than it should be.
- Unemployment is especially high among women and young people.

LOOKING AHEAD

Fifteen years into our democracy, much has been done to eradicate the legacy of apartheid and to build a new, just society. Halfway through the Second Decade of Freedom, South Africa has notched up to a faster rate of growth and development.

But it is not yet enough.

What broad approach would enable government and the country to move to and sustain a still faster rate of growth and development, rather than just continue on the present path?

Could the challenges be met by an increased national effort based on broad collaboration of government and people and focused towards a few priorities?

Whatever is done, going forward will need to revolve around some core ideas, such as: speeding up growth and transforming the economy, fighting poverty, building social cohesion, international co-operation and building an effective developmental state.

Speeding up growth and transforming the economy

Faster and shared growth is essential for reducing unemployment and poverty. In turn, the country's productive capacity needs to be improved so we can grow faster, absorb more labour, including people with less skills, ensure competition, increase exports and ensure thriving conditions for small and micro-enterprises. There is also a need to develop second-economy programmes that have a mass impact.

There will be a need to take account of a shift in the cost of energy and to protect the environment.

Fighting poverty

Measures to overcome poverty are central to the comprehensive anti-poverty strategy that government is developing. Reducing unemployment is the key anti-poverty measure. It requires removing whatever barriers are responsible for the country having a weak, small business sector and many able-bodied people discouraged from seeking work.

Fighting poverty requires a special effort towards increasing people's chances of entering the labour market and setting up their own businesses. Education has enormous potential to break the cycle of poverty.

Building social cohesion and state legitimacy

Ensuring a harmonious society requires a reduction in inequality, through access to economic opportunities for all as well as sustaining pro-poor government spending.

Key to social cohesion are strong and legitimate public institutions. That requires better service by the state, improved platforms for public participation and reducing crime and corruption. Similarly, society has the responsibility to respect and protect the legitimacy and authority of state institutions.

Building a cohesive society also requires the promotion of solidarity and caring among all South Africans

rather than the values of individualism. State and society need to work together in developing a new value system.

Pursuing the values of international co-operation

Much work has been done to strengthen partnerships across the world, especially in Africa and the South. This needs to continue, still prioritising Africa and the countries of the South while maintaining relationships with industrialised countries. Strengthening strategic partnerships will help advance our national interests, and the deployment of our resources to advance African development.

Building a developmental state

To do the things outlined above, the state would need characteristics that include the following:

- it would need to be people-centred and people-driven
- it would need to be able to lead mobilisation of all sectors of society towards a common national agenda
- it would have to have the ability to implement programmes effectively and ensure that it has the right structures and systems for co-ordinated action
- it should be able to translate the broad goals and objectives in the Constitution and the electoral mandate into practical programmes and projects
- it also requires a strengthening of platforms for more regular interaction between citizens and their public representatives.

Vuk'uzenzele

What are the most important things you think government can do working together with you?

Voice your opinion, please send this form to:
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