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SERVICE DELIVERY

REVIEW

A learning journal for the Public Service



*Changing
the face of the
fisheries industry*

*The IECs
Adv Pansy Tlakula on
project managing
elections*

*Towards a
gender conscious
classroom*

My Public Service – My Future

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We belong
We care
We serve

Invitation for contributions

The *Service Delivery Review* is largely seen as a tool for sharing experiences and therefore for learning within the Public Service. The journal is a forum for debate and continuous exchange of views. We therefore encourage public servants and beyond, to submit to us responses to articles or any other service delivery issues that they feel trigger debate and require engagement. Responses/letters should not be more than 500 words. The editor reserves the right to edit long responses/letters. Contributions can be sent to mpumi@dpsa.gov.za or Dudley@dpsa.gov.za



Dudley Moloi

Redoing the basics

Two South African writers or 'public intellectuals', William Gumede and Leslie Dikeni, edited an interesting lamentation on the dearth of ideas and, consequently, the lack of innovation in the country's public discourse. The book, pertinently titled *The Poverty of Ideas: South African Democracy and the Retreat of Intellectuals*, was published at the tail-end of 2009.

The Poverty of Ideas is a collection of writings by just over a dozen writers (including the editors themselves). The range of the book's inquiry covers the probings of the educationalist, Prof. Jonathan Jansen, to those of poet/novelist James Mathews. It is perhaps not so much the merit or otherwise of how the book tackles its chosen subject matter that had rattled many a critic, nor the woe-be-me tone of the thinkers in the supposedly post-apartheid intellectual wilderness, but rather the *idea* of a poverty of ideas, both in pre-apartheid and post-apartheid South Africa, that hits one as somewhat oxymoronic.

In fact, South Africa's intellectual output, broadly defined and especially relating to the public sector, had been prodigious. South Africa has produced many 'Roll-Royce' policies, or products of ideas that continue to receive much international acclaim. The challenge is not so much the poverty of ideas, but rather that of *doing*, following through, going beyond 'mere theorizing and conceptual analysis' by also seeking 'practical impact on society', as social and political analyst, Eusebius Mckaiser, pointed out in his review of *The Poverty of Ideas*.

A powerful idea that has emerged in post-apartheid South Africa, at least in public administration, is the concept of *Batho Pele*. The idea of *Batho Pele*, or putting people first, is synonymous with public service excellence. It has, as well as having become a highly recognizable brand, permeated even the remotest localities and activities in South Africa. It is not uncommon to find enterprises bearing *Batho Pele* this or that, like 'Batho Pele Tombstones' spotted somewhere along the beaten tracks between Tshwane and Polokwane.

What is being underscored here, in so many words, is the interplay of every (working) day thoughts, language and behaviour or actions that are critical to internalizing *Batho Pele*. Perhaps our brethren in the religious sector understood this process of psychic change as a driver of common good or *Betho Pele* when referring to the essence of well-intentioned thought, aka 'the spirit', as 'dwelling in us'. Similarly, *Batho Pele*, as the idea-catalyst of mind-shifts and behavioural and institutional transformation has to dwell within our leaders in the public service.

Rank discourtesy is not *Batho Pele*-like. Neither is incessant undermining of government efforts to build the capacity of interned graduates by turning them into tea boys or tea girls congruous with the *Batho Pele* principles of caring and belonging. The *Batho Pele* principles are powerful management tools, and though they are often thought of as being projective of a particular service delivery ethos, they are equally about what goes on inside one's head, because thoughts, words and language have a bearing on conduct.

'The transformation of our Public Service is to be judged, rightly, by the practical difference people see in their everyday lives,' said a former South African public service and administration minister, Dr Zola Skweyiya, on the occasion of the gazetting of the White Paper on Transforming Public Service Delivery, popularly known as the *Batho Pele* White Paper, in 1997. Government's vision, under the leadership of Dr Skweyiya, was very clear. It sought to, in the former minister's words, 'turn words into action' by ensuring that *Batho Pele* becomes 'primarily about *how* services are delivered', with emphasis on improving the managerial efficiencies and effectiveness in the service delivery value chain.

How close or far the Public Service is from the original vision envisaged by Dr Skweyiya is literally an expensive question without simple answers, but one that public servants should, nonetheless, unceasingly continue to articulate and execute. ■

My Public Servant, My Future

At the very least, our work is focused on having to realize only one of the twelve outcomes in our outcomes-based performance approach, namely outcome 12 that instructs us to work under the theme: ‘An efficient, effective and development-orientated public service, and an empowered, fair and inclusive citizenship.’

The maximum focus of this portfolio covers all issues that will ensure the total consolidation, stabilization and activation of state machinery around the sustenance of the values of our administration as enshrined in our Constitution and affecting all three spheres of government, as well as state-owned entities. These include the promotion and maintenance of a high standard of professional ethics; the promotion of an efficient, economic and effective use of resources; ensuring a developmental administration; ensuring that the needs of the people are responded to; the maintenance of public administration that is accountable; and enforcing a public administration that is representative of the people of this country.

The Public Service Commission (PSC) continues to monitor compliance with these values through annual reports on the state of the Public Service.

We know that we still have departments that find it optional to respond to findings of the PSC. For our part, however, and as indicated in our debate last year, our Deputy Minister is representing us in leading compliance by attending to the reports of the PSC. The values outlined above constitute the mandate of the Ministry for the Public Service and Administration and both us and those who only know us as a ministry of salaries, hiring and firing ought to remember this. To realize these values, we must improve the quality of service delivery and accessibility; maintain effective systems, structures and processes; leverage information technology as a strategic resource enabler; eliminate barriers of entry into the public service and facilitate effective entry and cadre development; and encourage effective human resources management practices through norms and standards. We also have to promote a healthy and safe working environment for all public servants; ensure appropriate governance structures; ensure citizen engagement and public participation; fight corruption effectively; and contribute towards improved public service and administration in Africa and the international arena.

The Ministry continues to deal with issues across the Public Service in fulfilling its mandate. The following serves as examples of this:

- We are reviewing the ministerial handbook. This handbook is an instrument providing guidelines on dealing with matters relating to the benefits and privileges that the following categories of public officials and their families are entitled to: Ministers, Deputy Ministers, Premiers, Members of Executive Councils and Presiding and Deputy Presiding Officers of Parliament.

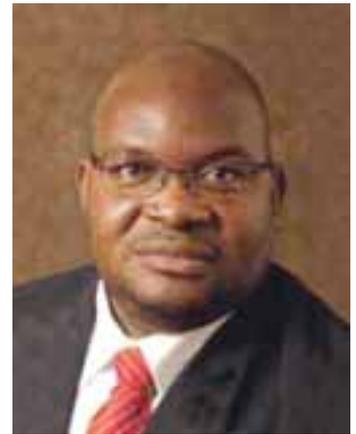
The main focus of the review is to standardize the interpretation of the handbook, to amend sections thereof to allow more room to concentrate resources in the delivery of services, and to provide for categories of officials and their families who are not taken care of in the current dispensation, such as officials with disabilities.

After thorough consultation with all interested parties and benchmarking with several countries on the continent and in the world, a draft amended version of the handbook is now available. It has been referred to Cabinet for authorization to invite public participation to shape the final version, especially considering public expectations that this Government will deal with whatever loopholes have been identified in a responsive manner.

We want to stress that we are not placing ourselves at the centre of determining the tools of trade and the financial support for such officials. Rather, we are providing administrative instruments of control so that there is no room for the finances and the tools of trade for their development to be used out of context, intention and spirit.

It is important for us to say this, because we know that as a country we have created a commission that deals with issues of determining the tools of trade for our public officials to do their work.

- We continue to intervene in situations where there are disputes between executive authorities and accounting officers at both national and provincial level so that our commitment to resolve value-laden processes is not compromised at any level. Through



*Minister for the Public Service and Administration,
Masenyani Richard Baloyi*

“... At the very least, our work is focused on having to realize ... “An efficient, effective and development-orientated public service, and an empowered, fair and inclusive citizenship.” ...”

“... We believe our task is to make a mark to ensure that what remains in people’s minds after the victory celebrations following the recent local government elections is smart and faster working for accelerated service delivery and clean governance ...”

such interventions, we have managed to influence the transfer of some of the officials in the interest of the public and effective service delivery.

We also managed to facilitate the early exit of some officials for the same reasons, although informed by different circumstances. This is not an easy task and we often spend a lot of time dealing with cases to find amicable settlements.

It should not be forgotten that ours is a government subscribing to the rule of law and the rule of administrative law. That means that there is no room for arbitrary application of sanctions and that everyone has the right to be heard and to seek recourse to the courts of this country.

We are proud to say that, notwithstanding these complexities, we are acquitting ourselves so well of our task that most of these cases are concluded administratively rather than through the courts of law.

The main point in this regard is that we always strive to maintain a balance between the Executive Authorities and the Accounting Officers so that the political-administrative interphase between them is in the interest of accelerating service delivery and so that solutions are not counterproductive and do not compromise values where there is a serious and irretrievable breakdown in relationships. The Ministry is including this aspect in our project to reposition the Public Service so that it can be managed effectively. Should it require the amendment of the Public Service Act to ensure this, we are prepared to champion that course.

Our aim is the creation of an environment in which the Public Service can become what we envisage and to ensure that human resources processes are managed better from recruitment to retirement.

- Yet another ministerial responsibility concerns our effort to vigilantly take forward the fight to ensure compliance with the values of our administration at the local sphere of government.

In this regard, we will work closely with relevant departments to ensure that the provisions of the Constitution are realized and that our administrative values find expression in whatever we do at all three spheres of government, as well as within state-owned entities. Soon, our Deputy Minister will lead us in unveiling a programme of action to deal with this matter.

The idea is to give effect to the commitments we made as an ANC-led government to build better communities through the delivery of better services to the people at coal-face.

As the classical English saying has it, ‘strike while the iron is still hot’. We believe our task is to make a mark to ensure that what remains in people’s minds after the victory celebrations following the recent local government elections is smart and faster working for accelerated service delivery and clean governance.

We are taking the fight against corruption at public-service level very seriously. We established the Anti-Corruption Unit to fight this scourge with every means at our disposal. On this issue, I want to refer you to what entomologists say in characterizing an insect called a wasp. They say that:

- A wasp has a lifetime stinging capability unlike a bee, which can sting once only.
- It can transform itself and evolve to survive.
- Once stung by a wasp, you become very scared of it.
- A wasp only attacks when confronted or its nest is threatened.
- It has the competency of targeting and never misses.

Wasps come in different shapes and sizes and hit their targets accordingly. We know of wasp-the-elephant, which stings strongly, no matter how big the target is. We know of wasp-the-donkey, which will put on the run even a stubborn target. We know of wasp-the-juvenile, which attacks at a speed no-one can evade.

La’va va nga risa tihomu ku fana na mina va swi tsundzuka leswaku laha u nga tshama u luma hi mimpfi kona, ungo ya ntsena loko xolwe a sindzisa. Swi ta va tano eka Mfumo. La’vo yiva, la’vo tirhisa swiyimo swa vona ku tifumisa swi nga fambi hi ndlela, la’vo rhangela hi lunya ro tikisela vanhu hi ndlela yo hlota nseketelo eka ntlangu wa vukungundwana (patronage) va ta tshwela.

Ku hambana eka mimpfi ya hina na le’ya ntumbuluko hi leswaku mimpfi ya hina yi ta luma na vaxolwe, naswona yi na vuswikoti byo landza ni hi masema.

We warn all those involved, be they corruptors, corruptees or manipulators of the environment, that they better not find themselves on our list, for they will find themselves in a hot spot!

- Public Service Induction (PSI) is one of the key mandatory programmes that PALAMA is currently rolling out. There is PSI for public servants who do not belong to senior management and then there is *Wamkelekile*, the induction programme aimed at senior management members. Concerning the latter, PALAMA has also made the programme available on an e-learning platform for senior managers who cannot attend the classroom phase. It is critical to note that both the induction programme for new entrants into the Public Service and the re-induction programme are aimed at ensuring the inculcation and sustenance of the values and attributes of a professional public service cadre.

PALAMA is also focusing on gender issues and 90 gender-mainstreaming training sessions were conducted, with 1 866 officials having been trained recently. Furthermore, 20 new PALAMA courses were assessed for gender sensitivity and inclusivity.

Notable also is the fact that PALAMA will soon become a preparatory school for our public servants.

- SITA was created as an agency to achieve cost-saving by facilitating bulk buying of information technology (IT) services, coordinating partnerships between Government and industry players, and by improving access to IT for the public.

A targeted record of SITA's performance under the theme *SITA today, SITA tomorrow, SITA to the future* was made at the National Council of Provinces. We explained why we embarked on a turnaround strategy, what the strategy entailed, what we achieved through the strategy and what we are doing to consolidate the gains resulting from the strategy.

- On 4 June 2010, we launched the Multi-Media Innovation Centre. The Centre provides a learning platform on innovation implementation to the public sector in support of Government's efforts to entrench a culture and practice of innovation to improve service delivery. It is a walk-through centre that, among other things, showcases public sector innovation and provides a safe environment to incubate and test solutions that improve or enhance service delivery.
- In our budget debate last year, we indicated that the Centre for Public Service Innovation (CPSI) developed an appropriate device for visually impaired teachers that will assist them in functioning more independently in the education environment in partnership with the Department of Basic Education and the South African National Council for the Blind. Today we are reporting that training material had been designed and developed and training conducted in four provinces, and that from October 2010 to February 2011, 20 assistive devices had been piloted and tested by visually impaired teachers throughout the country. The project is now ready to be handed over to the Department of Basic Education.
- For this financial year, the PSETA has planned four critical projects, namely the Integrated Rural Youth Project in partnership

with the Department of Public Service and Administration (DPSA), the North West Unemployed Youth Empowerment Project, the Training Co-operatives Project and the Military Veterans Project that focuses on up-skilling veterans to become tour guides or create new ventures.

- Government as employer has also established GEMS to address the historic imbalances and inequities in the provision of conditions of service to public service employees. These inequities and imbalances were identified in the 1999 Personnel Expenditure Review, by public sector trade unions and by the majority of public service employees, namely black females who did not have the privilege of accessing medical scheme subsidies. Let us also not lose sight of Resolution 7 of 2000 of the Public Service Coordinating Bargaining Council (PSCBC) in terms of which the employer and labour agreed to investigate the restructuring of medical assistance for public service employees.

Besides inequity, the high costs of and the poor governance arrangements in open medical schemes, as well as the absence of influence over the quality control of services provided were additional and significant weaknesses identified in the historic system.

Without bias or exaggeration, we are pleased to report that GEMS has grown exponentially over its five years of operation and now covers more than 555 000 members throughout the public service and more than 1 500 000 beneficiaries or 3% of our population.

The GEMS story is a success story of a partnership between Government as employer and organized labour, and I am proud to announce that we continue to work together to deal with important issues such as the restructuring of the scheme's administration and labour representation on the Board in terms of which organized labour will play a role in determining labour representative membership.

- I can confirm that wage negotiations are in progress between Government and labour in the PSCBC. As usual, it is not easy. As Government and organized labour we continue to work hard to conclude the negotiations without any

disruption to services. We are also starting a campaign called 'My public Servant, My Future'. With this campaign we want to accelerate employer-employee contact and information sharing; reflection on general issues concerning the work conditions and compensation of our public servants; the services that our public servants are delivering; and the role of civil society, academia, traditional institutions, legislative bodies, institutions supporting constitutional democracy, and others in answering questions related to the state of our public servants. The aim is to find one another and possibly contribute towards finding solutions that conventional wisdom, systems and practices are not providing.

In conclusion, our resolve to deepen good governance transcends beyond our borders, hence our championing of, among others, the African Peer Review Mechanism, post-conflict reconstruction and development in affected countries on the continent and the United Nations Convention against Corruption and Organization for Economic Cooperation and Development. ■

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Dudley Moloi

Gone to the Polls



SDR editor, **Dudley Moloi**, talks to the executive head of the Independent Electoral Commission, Advocate Pansy Tlakula, about project managing the aspirations of South Africans through the electoral process.

South Africa's Independent Electoral Commission (IEC) has a formidable pedigree. Not so much because of the fact that the IEC embodies a democratic milestone in the country's bitter past, but more because this chapter-nine institution has been consistently upholding the strategic vision and administrative flair that have been a hallmark of the quality of its work since its interim phase in 1993 and formalization in 1997.

The IEC has organized and overseen seven elections, four national and three local, including the May 2011 local government election. These were conducted during the period that covers the cumulative leadership of Judge Johann Kriegler, Advocate Digkang Moseneke, Dr Brigalia Bam, Professor Mandla Mnchunu and the late Judge Herbet Qedusizi Msimang, among others.

Advocate Pansy Tlakula joined the IEC in 2002 and has led and project managed three of the seven elections, including two national elections and the recent May 2011 local government elections.

Dudley Moloi (DM): When you joined the IEC in 2002, did it feel like a mammoth task to be Chief Executive Officer of the IEC, especially in the light of the Commission's leadership pedigree?

Pansy Tlakula (PT): I came here from the South African Human Rights Commission. My love is and will remain human rights. So, when I joined the IEC I knew nothing about elections, except as a voter. But at the same time, I also knew that the task we execute forms one of the pillars of human rights in any part of the world.

It is from this perspective that I looked at the elections.

DM: Did you see your new job at the IEC as a continuation of your past human rights activities?

PT: It was in a sense. Once you look at the work of the Commission from a human rights perspective, it stops being just about logistics for elections. It becomes more than that, though a very large part of the work is about logistics. Even when you have to put logistics in place, they have to be from a human rights perspective. For instance, when you undertake voter education you have to cater

for all South Africans in the respective languages that they understand. As you know, we have a number of dominant languages that we use in our voter education drives. But as an organization we have gone beyond these. The voter education material we produce also covers the indigenous language of the San people, for example. Similarly, the ballot papers cater for visually impaired people. These interventions provide some kind of human rights perspective on the right to vote.

DM: The IEC recently got a United Nations award, among many others. What do you think are the organizational success factors that attract such accolades?

PT: Much of the innovation on the part of the Commission is due to the fact that we are a new organization and have a lot of space to be innovative in and to try new things that have not been done before. That is the advantage of being a new organization. Before we were established, there was no organization like us in the country. We have told ourselves that since we are a fairly new organization, we are also a continuously learning organization.

After each election we sit down and ask ourselves what is it that we can do differently? And what is it that we can do to raise the bar and bring in innovation, but not just for the sake of innovation? For example, information technology can be like a runaway train. It can dictate and run ahead of you. But we have always asked what mechanisms we can put in place to strengthen the credibility and the integrity of the elections and ensure that our

processes are transparent and that everybody accepts the outcomes of the elections.

DM: Since the work of the Commission is largely technology driven, how do you strike a balance between IT and human aspects?

PT: In other countries, what tends to happen is that IT companies approach institutions to sell them their IT solutions (it also happens in South Africa). And once they have enticed you to favour the IT solution, they try to fit it into business processes. This is not our approach. We determine at a strategic level whether there are gaps in

“... I think what we want South Africans to know is that this office has some very gifted people working for it. The organization has been able to achieve a lot because of the people, across the board, who work here ... Their level of efficiency and work ethic humbles me.”

our business processes. If there are, we explore how these could be addressed. We may ask how IT companies can assist us in filling the gaps or dealing with a particular challenge. Only then do we approach IT companies with clear specifications of what we require to address a particular challenge. In that way we are in control. If you do not work out what it is you are trying to resolve, or what it is you are trying to achieve at a strategic level, IT companies can end up running your organization.

DM: *Who does the Intellectual Property (IP) belong to in cases of IEC-driven IT solutions?*

PT: It lies with us. We retain the IP. When we started, we did not have a strong IP clause, or any IP clause for that matter, in the agreements we had with the companies that developed our systems. But we have now looked at this and have closed that loophole. We are not saying that our systems may not be used elsewhere, but that our permission must first be obtained to do so.

DM: *What do you do between elections, since they take place at intervals of five years?*

PT: We have 800 employees in this organization and we run like any other organization. The IEC conducts continuous voter education and to prepare for any election takes two years of planning. The minute the calendar says 2012, the 2014 elections are upon us!

Like all other government departments, there are also certain administrative processes that we have to comply with. For instance, we were required to complete our current audit parallel to the 2011 local government elections. Another of our administrative functions include meeting the requirements of the Auditor-General that each of the approximately 200 000 people the IEC employs during elections must sign a contract and the register of attendance.

Between elections, we are also involved in by-elections. In the past, we used to have very few by-elections. But from 2007, we have seen the number of by-elections increase at a very fast pace, sometimes to a by-election per month. We just held the general local government elections, and there are already vacancies in some of the recently contested municipal wards. We also provide international technical assistance to other countries like the Democratic Republic of the Congo (DRC).

DM: *Speaking of project management, what is the worst call that you have received in the middle of an election; one that made a few of your hair turn grey?*

PT: Firstly, an election project is overwhelming in its entirety. If it goes wrong, people can lose their lives. We have seen examples of that in many parts of the world. So, what you have to do in any election is to make sure that you plan for each and every eventuality. You must say yes, this is my plan, but ask what is my back-up plan when things do not work out? Once you have a back-up plan for each and every plan that you have in place, there is very little that can surprise you. You have to make sure (and feel) that you are completely in control of the situation and you can only be in control of the situation if you start planning early. One realizes quickly enough that, right from the start, you are running out of time. In elections there is no time for postponing deadlines, because a deadline is a deadline.

Secondly, you have to pay attention to detail and be meticulous about it. You need to monitor your milestones meticulously, because if you miss one milestone, it will have a snowball effect. So, elections require meticulous planning and attention to detail, not just from a logistics point of view, but also from a legal point of view.

DM: *Given the fact that much of the leadership of the IEC comprises women, does gender have a bearing on both the administrative style and the success factor in running electoral operations?*

PT: Because I have never been a man, it is difficult for me to compare and say that 'when I was a man, this is what it was like and now that I am a woman, this is the situation'. But what I can tell you is that the robustness with which political parties engage on issues does not lessen because you are a woman – there is nothing like that. They will raise issues robustly, whether a man or a woman is at the helm. The only difference will probably be the manner in which they raise them!

But I think what has assisted us in our relationship with political parties at all levels really is the mutual trust that exists, and has been built between this organization and the political parties that are our main clients. Once you have been able to build that trust, you will find that the job of running an election becomes easier. You have to be transparent and truthful and if you have made a mistake, you do not cover up that mistake. By the same token you must also be able to make them understand that you have a constitutional mandate and a task to perform. You consult with them, but at the end of the day they have to understand that the decision making lies with us.

(continued on page 8)

Pansy Tlakula



(continued on from page 7) – *Gone to the polls*

DM: Anything you would like to say that has not been covered by my questions?

PT: I think what we want South Africans to know is that this office has some very gifted people working for it. The organization has been able to achieve a lot because of the people, across the board, who work here. IEC employees comprise some of the most gifted people that I have ever come across – and I have been around for a long time and have worked in many places. Their level of efficiency and work ethic humbles me.

DM: To what do you ascribe this mixture of commitment and efficiency you refer to?

PT: I think it is because we set a very high standard for ourselves as an organization in all that we do and, more importantly, the positive feedback that we get inspires us to strive to do even better. There is nothing as painful as working very hard and all that you get is negative feedback. That can be very demoralizing.

Another contributing factor is the fact that our mandate is very specific. We do not have to go all over the place trying to understand

our mandate. Moreover, we do not entertain any barriers in executing our mandate. Just before the 2011 local government elections, for example, many people spoke of voter apathy and possible low turnouts without any evidence or research to support their assertions that South Africans are apathetic. I remember at one point I put my head on the block, saying that we will have a 50% turnout, though I do not even know where I got that figure from! The point is that we were swimming against a tide of media reports that predicted a low turnout. What happened is that we got a 57% voter turnout, which is something that does not happen easily in local government elections elsewhere in the world.

So, we put out positive messages that gave people the confidence that we were in control. Without a display of confidence, everyone begins to doubt your capability to deliver. Overall though, we have been quite fortunate with the support that we have been given by the Government and the people of South Africa that enabled us to execute our mandate fairly well. ■

Climate change lessons for KZN

– By *Kemantha Govender*

KwaZulu-Natal is getting lessons on climate change ahead of the all-important United Nations (UN) conference on the pressing subject later this year.

KZN MEC for Agriculture, Environmental Affairs and Rural Development, Lydia Johnson, took to the streets of Ntuzuma township in an awareness drive about climate change. The province has been affected by disasters such as drought, floods and lightning in the past few years.

Women-led environment co-operatives joined Johnson to educate locals about climate change, sound environmental management and the creation of environmentally sustainable livelihoods.

‘Our objective is not to speak just about the upcoming conference, but rather what people can do right here in their communities to avoid hazardous climate disasters. Impacts of climate change are global phenomena, which can only be managed through concerted and structured efforts at local levels,’ said Johnson.

She explained that communities can suffer from the effects of climate change, such as the impact it has on agricultural food production. ‘We are here to seek your involvement in programmes and activities that do not only curb the effects of climate change, but enhance food security and environmental management.

‘One good example of that is the food security campaign that we have in this province, the *One Home One Garden, One Indigenous Tree and One Fruit Tree Campaign*. What this Campaign conveys to us is very practical, even for urban settlements like our townships.

‘If all households here in Ntuzuma can have food gardens to fight hunger and malnutrition at a household level and can have trees to serve as windbreakers, it can assist you as a community. It will not render you immune to disastrous weather patterns of climate change, but it will assist you somewhat in minimizing the effects,’ said Johnson.

Environmental activists from the two co-operatives shared information on the importance of taking good care of the environment. The co-operatives are involved in initiatives like removing alien plants and rehabilitating local streams. They encouraged other women to follow suit and start playing a vital role in sound environmental management.

Johnson will be visiting other communities across the province as preparations for the UN conference gain momentum. – *BuaNews* ■

‘Saving Electricity in a Hurry’ to address challenges

A new publication, *Saving Electricity in a Hurry*, has been launched by Energy Minister Dipuo Peters to help the country deal with its electricity issues.

The publication, commissioned by the International Energy Agency (IEA), is a brief case study that highlights lessons from recent electricity shortfalls in Chile, Japan, New Zealand, South Africa and the United States.

IEA Executive Director, Nobuo Tanaka, said international cooperation was needed to address energy challenges. ‘It is imperative to have discussions around the issue so we can get a solution to address the challenges we are faced with. *Saving Electricity in a Hurry* will ultimately help with the problem of climate change,’ Tanaka said.

Peters said energy is important for economic growth and it is still important for people to continue to use electricity wisely. ‘There is still a need to engage more with the developing economies in as far as energy is concerned. This will ensure that the country deals more effectively with the energy challenges we are faced with,’ Peters said.

A Memorandum of Understanding (MOU) will be signed between the Department of Energy and the International Energy Agency. The MOU will allow the two parties to work together on matters relating to energy.

In a bid to ensure that South Africa deals effectively with energy challenges, a 20-year energy programme will be introduced to ensure sufficient energy for the country.

Cabinet recently approved the country's 20-year energy master plan meant to unlock investment in the power sector and help build reserve capacity. Peters explained that the 20-year electricity master plan entails a strategy on saving energy. – *BuaNews* ■

Zuma calls for African investment in infrastructure

President Jacob Zuma has called on African nations to contribute resources to sustain continental development alongside its international partners.

Africa is moving in the right direction with a focus on its economic growth, but it needs funds to maintain the momentum, Zuma told delegates at NEPAD's 10th anniversary at the African Union (AU) summit in Equatorial Guinea.

While praising NEPAD's achievements over the last ten years, Zuma expressed concern about the lack of financial commitment from Africa's leaders for infrastructure development.

He suggested strengthening public-private partnerships to aid projects. 'The involvement of the private sector is critical to achieving our infrastructure initiatives. We must embark on mutually beneficial public-private partnerships in championing our projects.'

The AU has had to embark on cost-cutting measures, with two of its major funders – Egypt and Libya – in turmoil after political uprisings this year. Consequently,

programmes of NEPAD, which falls under the AU, have been hampered by a lack of funding. Such programmes are intended to address escalating poverty and underdevelopment.

Economic growth rates for the continent for 2012 are predicted between 5.5 % and 5.8 % Zuma said, adding that Africa was the third fastest growing region in the world. He said the continent has strengthened collaboration with friends of Africa, existing multilateral partnerships and the private sector.

Many African countries have recently signed agreements and trade partnerships with several investors from the world's leading economies like China and India. 'If we are indeed devoted to ensure NEPAD continues to be a success, we must, as Africans, ensure that we commit financial resources to this programme individually and collectively,' he said.

Zuma also called on the continent to unite in the war against poverty, hunger, homelessness and underdevelopment, by ensuring that programmes are sustainable.

Meanwhile, speaking at the climate change conference held on the sidelines of the summit, Zuma called for African countries to speak in unity at the upcoming 17th conference of the Parties of the United Nations Framework Convention on Climate Change (COP17) taking place in Durban later this year.

The first objective, Zuma said, must be continued support for multilateral processes, the implementation of decisions made in Cancun and the vigorous pursuit of the completion of work agreed to in Bali in 2007.

Secondly, as a vulnerable continent, Zuma said Africa must prioritize an outcome that will ensure that the global climate regime protects the environment for future generations. 'A determination must be made on the 2nd Commitment Period of the Kyoto Protocol, and clarity must be obtained on how to ensure a fair and comparable contribution by non-Kyoto Parties. All countries of the world have a common responsibility to reduce climate impacts.' – *BuaNews* ■

Foundation phase learners to take more subjects

From next year onward, learners in Grades 1 to 3 will be required to take four subjects to help them cope better with the work load expected of them in the higher grades.

'The curriculum review process in 2009 alerted us to the fact that there is far too big a leap between the Foundation Phase (Grades 1–3) and the Intermediate Phase (Grades 4–6). Learners jump from three subjects to eight. This may account for the drop in results that we see as children move up the grades,' said Basic Education Minister Angie Motshekga, speaking at the recent release of the Annual National Assessment results.

English will also be a requirement for learners who will later be taught in the language. 'All learners whose Language of Learning and Teaching will be English from Grade 4 onwards will be required to take English as a subject from Grade 1. What this means is that the teaching of English will occur alongside home language instruction for those learners who choose English as a Language of Learning and Teaching in later grades,' said Motshekga.

The move to include English as a subject from Grade 1 follows recommendations approved by the Council of Education Ministers in 2010 that from 2012, the language chosen by the learners as a Language of Learning and Teaching from Grade 4 shall be taught as a subject from Grade 1 and not from Grade 3, as is the case at present.

From 2012, all learners in Grades 1–3 will be required to take four subjects, namely Home Language, First Additional Language, Numeracy and Life Skills.

The Minister said they will also reduce the number of subjects in the Intermediate Phase from 2012 as a means of ensuring that the 'emphasis on the foundational skills will continue to be strengthened'.

However, she emphasized that English will not replace the home language in the early grades and each learner will be taught in his or her home language in the early grades, where it is practically possible. 'The move to English in Grade 1 is intended for those schools where the home language of learners is not English.'

Motshekga also acknowledged that improving the English language skills of teachers whose mother tongue is not English, will be a challenge. However, the Department is committed to doing this through a range of programmes.

Turning to Early Childhood Development (ECD) and Grade R learners, Motshekga said the Department will continue to strengthen its interventions in ECD and Grade R and is also working towards universal access to Grade R by 2014.

Between 2007 and 2010, there was an increase in the number of schools offering Grade R from 12 480 schools to 16 020 and an increase in the number of learners in Grade R from 487 222 to 707 203.

'This intervention is critical, as early exposure of learners to Grade R programmes assists in the smooth transition between home and school. In addition, children will learn the basics in Language, Mathematics and Life Skills.

'The evidence is uncontested that children, who have attended a centre or school-based pre-school programme in the year before school entry, perform better on assessments of reading and math skills.

'Our task remains to improve qualitatively the level of qualifications of Grade R teachers to ensure that we reach our goal of quality teaching at this level as well,' Motshekga said. – *BuaNews* ■

KZN government gets behind youth farmers

– By *Kemantha Govender*

Youth farmer Noah Nyawo wants more input from the KwaZulu-Natal (KZN) government to bolster agriculture activities. The twenty-three-year-old farmer was just one of hundreds that voiced their concerns at the KZN Youth Summit on Sustainable Agricultural Development.

‘The Summit was progressive. We put forward lots of issues. Our biggest thing is that we have not been considered when the budgets have been drawn up, yet we have potential and energy to be successful in farming,’ said the young Richards Bay farmer.

The young farmers called for a budget review for youth projects, improved communication with youth structures and facilitation of access to markets.

Nyawo said youth farmers must find a place in the local municipal markets first before competing with the export markets. ‘We hear about the Dube Trade Port all the time, but for now we need entry into the domestic market. We want to be able to compete in our domestic market first before thinking internationally. We just don't want to grow tomatoes; we also want to learn how to process them. And this is where we are right now,’ said Nyawo.

He added that most farmers are operating on a small scale with very little resources and need assistance from Government to become medium-size farmers. ‘For our farms to become more productive, we need resources and that include programmes to teach the youth about environmental matters and global warming,’ he said.

On conclusion of the Summit, the KZN Department of Agriculture, Environmental Affairs and Rural Development pledged

to avail more funds to support agricultural youth initiatives. Its budget for youth projects is expected to increase substantially.

MEC Lydia Johnson praised the youth for displaying commitment towards owning processes of their own development. ‘I see activists who are taking today's struggle against unemployment and poverty forward; young people who are not just complaining about the problems they have but are, instead, doing something to solve them and, at the same time, making a meaningful contribution to the country's economy.

‘We want to support you so that your efforts may begin to translate into tangible benefits in food security programmes and the economic development of our province. We want to see you become fully-fledged commercial farmers who are running successful businesses,’ said Johnson.

The Department's contribution will not only be limited to financial support, but is also geared towards training, capacity building in terms of skills development and giving information for the youth to know how to run successful businesses.

The Head of the Department, Sizwe Mkhize, assured young people of 100 % financial support if they come up with sound, sustainable environmental and agricultural projects.

‘We will spare no effort in promoting agriculture as a profession so that young people can see it as an attractive and worthwhile career to pursue... The Department is prioritizing the youth programme and the KZN youth policy will be developed in consultation with all youth formations,’ said Johnson. – *BuaNews* ■

Schools to play role in curbing climate change

– By *Chris Bathembu*

With climate change now widely recognized as the major environmental problem facing the world, the South African Government is taking awareness to schools with plans to incorporate more environmental studies into the school curricula.

Projects to curb climate change are also being designed and will be made available to all schools across the country, according to Basic Education Deputy Minister Enver Surty. He said officials were working on making sure that environment awareness formed part of and was central to all school curricula.

‘We all know by now that we have a problem of climate change and everybody is talking about it. So, we are using all platforms to redirect the attention of our young people to the importance of conserving the environment and making sure that we mitigate the impacts of the problem,’ Surty said at the 3rd annual Youth Water Summit organized by the Water Affairs Department.

With South Africa hosting the 17th United Nations (UN) Congress of Parties (COP 17) on climate change in a few months time, the Water Summit provided young citizens from all nine provinces and several SADC countries with a platform from which to share and discuss water and the need to save the environment. They all agreed that it was up to them to reverse the damage to the climate caused by global warming and made a commitment to save the world for future generations.

Water Affairs Deputy Minister Rejoice Mabudafhasi conceded that water shortages and climate change were among the greatest challenges facing South Africa's development. Analysts are even predicting that at current population growth and economic development rates, it was unlikely that the projected demand for water resources in South Africa would be sustainable into the future.

The problem is being worsened by unreliable rainfall and demands from agriculture and industries. Added to that is

the widespread introduction and spread of alien tree and plant species that, according to experts, have a great impact on the water shortage. Municipalities have also been forced to impose water restrictions in most parts of the country.

‘We started the Youth Summit as part of our Vision 2020, with the knowledge that if we don't do something now and educate the young about the importance of protecting water and the environment, we may be in trouble ... We want to instil the knowledge in them that water is important in their lives,’ said Mabudafhasi.

She noted that South Africa's population and economy were increasing at a steady rate while water levels remained the same. ‘If our water resources are not well-managed, protected, conserved and developed in a sustained manner, we will have a crisis,’ she said.

The problem of water shortage could also mean South Africa may not be able to achieve its Millennium Development Goals, as set out by the UN.

The Summit was being used as a platform to educate school-going children about the impacts of climate change, and programmes have been launched in rural schools across the country since its introduction three years ago. The programmes include the distribution of 281 computers to schools in Limpopo, North West, the Eastern Cape, KwaZulu-Natal, the Northern Cape and Mpumalanga. Learners use the computers to understand the importance of science and the climate.

According to Mabudafhasi, about 86 bursaries have been awarded to learners to study towards water-related careers. 'Our focus now is going to be to ensure that schools participate in this programme and

implement the proposed solutions to become model schools in water resource management,' she said.

Meanwhile, Mabudafhasi expressed confidence that South Africa's round of climate negotiations will be able to produce 'positive results' that will build on the achievements of both the Copenhagen and Cancun talks.

'Our negotiators have been working very hard and we are happy with the level of talks that we saw in Bonn (Germany) and yes, we are positive that Durban will signal a new direction in the fight against global warming if we all work together towards a common goal.'

Mabudafhasi stressed the importance of

a united front by developing nations, saying Africa needed to stand its ground. 'Rich nations need to come here with the understanding that ... they need to take responsibility [for the climate] as much as we also need to take some,' she said. She demanded less red tape and fewer conditions, 'otherwise the talks may become another set of empty promises'.

According to the World Bank, mitigation of climate change effects in developing countries will cost between \$140 billion and \$175 billion per year by 2030, while adaptation costs were expected to reach anything between \$75 billion and \$100 billion in the period leading to 2050. –

BuaNews ■

Alternative sentencing to reduce overcrowding

The National Commissioner of Correctional Services, Tom Moyane, says alternative sentencing of petty crime offenders would assist in preventing overcrowding in prisons.

'Overcrowding is an international problem,' he said. Addressing the National Press Club, Commissioner Moyane said discussions with various stakeholders on the matter were underway. Currently, there are 160 000 inmates in the country's prisons of which 47 000 are awaiting trial. The Durban-Westville and Pretoria prisons are among the most overcrowded in the country.

Asked if building more prisons would not be a solution to overcrowding, Commissioner Moyane said that alternative sentencing for those who committed petty crimes would be a better solution. He said that they were also looking at alternative sentencing

for women with babies. According to Moyane, women are only allowed to keep their babies with them for two years. After that, the babies are taken away to social workers or to family members. Commissioner Moyane also expressed concern about the high number of juveniles in the country's correctional facilities.

As an example of alternative sentencing, he said that the Department was looking into the possibility of tagging some inmates electronically to reduce overcrowding and that the costs of tagging were being considered at present. That would guide them about the possible implementation of such an alternative.

With regard to security at the country's 242 correctional centres, Moyane said the Department was installing perimeter fencing that was of an international standard. – *BuaNews* ■

Child arrests decline

– *By Francis Hweshwe*

Over 500 children were imprisoned for breaking the law between April last year and March 2011, as compared with 668 in the same period the previous year. Also, in the year leading to March 2011, another approximately 800 children were put under correctional supervision and 34 were fined. 137 received 'restorative justice' and 110 were sentenced to 'compulsory residence' (reform school) in the care of the Department of Basic Education.

According to statistics from the National Prosecuting Authority (NPA), a total of 15 588 children were 'diverted' from formal courts to Child Justice Courts in the same period in comparison to 16 173 in 2009/2010.

These statistics are reflected in a joint report of various departments involved in the implementation of the Child Justice Act of 2008, which the Department of Justice and Constitutional Development presented to Parliament's Portfolio Committee on Justice.

Among those who attended the briefing were members of Parliament's Portfolio Committee on Correctional Services and officials from various departments playing a part in implementing the Act. The absence of the NPA at the beginning of the meeting was

a cause of concern among members who attended.

The house heard that part of the objective of the Act was to establish a criminal justice system for children in line with the 'values underpinning our Constitution and our international obligations'. It was also to 'entrench the principles of restorative justice while ensuring children's responsibility and accountability for crimes committed' and to balance their interests and those of society around the rights of victims. The Act, furthermore, set to raise the minimum age of criminal capacity for children from seven to ten years.

Dedicated infrastructure that had been set up to deal with child matters includes all courts in the country, five reform schools, 64 psychiatric hospitals and rehabilitation centres, 28 child-and-youth-care centres and two 'one-stop child justice centres'.

According to the report, the Department of Social Development assessed a total of 32 494 children during the 2010/2011 period and an additional R30 million budget was supplied and divided among the Justice Department, the NPA and Legal Aid South Africa. For the 2011/12 period, over R52 million has been made available to deal with child crimes. – *BuaNews* ■

Modernizing the South African *Transport System*

– By Mr Sibusiso Ndebele, Minister of Transport –

Transport is a catalyst for economic growth and the engine for job creation in South Africa. Principal modes of transport for people in South Africa are rail and road, with few people utilizing air and even fewer utilizing the Indian Ocean and Atlantic Ocean that surround us, effectively classifying us as a maritime nation.

The provision of reliable, sustainable and safe transportation of people and goods from place to place is critical to the transformation of our country. Typically, an effective and safe public transport system will reduce transport costs, create job-and-income-generating opportunities and increase the value of real estate. An additional, direct impact will be the creation of sustainable communities, which will contribute to the reduction of energy consumption.

Investing in the transport sector

The question facing the South African transport sector is that of limited funding for infrastructure development and maintenance. However, this is by no means a South African problem only, as was indicated by US President Barack Obama in his State of the Union address earlier this year when he called for greater private sector investment in the provision of road infrastructure.

Supporting President Obama's drive to attract investment into public transport, Richard Geddes, an associate professor of policy analysis and management at Cornell University, states and I quote:

'Broadening the use of public-private partnership in the transportation projects can build new roads, bridges and tunnels quickly and efficiently without adding to the federal deficit.

'As a country we need massive investment in transportation infrastructure but we agree with President Obama that the fiscus cannot be used to meet these requirements. That investment must come from the private sector and not from government only.'

Our shared view is that we must develop methodologies that encourage private sector

‘... Transport is a catalyst for economic growth ... An effective public transport system will increase the quality of life of all our communities ...’



participation and investment in the provision of key infrastructure. Alternative funding models must also be developed for consideration, just as alternative construction materials and construction methodologies must be researched to enhance value for money.

In this regard the Passenger Rail Agency of South Africa (PRASA) held a market engagement conference at Gallagher Estate on 5 April 2011 where the new rolling stock programme and the business opportunities emanating from that exercise were presented to the numerous participants.

Following this, the Department of Transport hosted an international investment conference with the theme, *Creating winning partnerships through investment* in Cape Town on 13 and 14 June 2011. This provided an opportunity for dialogue between investors and the Department in the pursuit of alternative funding streams.

The state of transportation in South Africa

On a daily basis, more than 600 buses complete the 160-km trip from Tshwane to KwaNdebele. In the morning, they make the return trip along the Moloto Corridor. They carry commuters who often leave home at 03:00 in the morning and arrive back home at 21:00 in the evening. Government subsidizes these commuters to the value of R412 million per annum.

Of interest is that many of these commuters earn less than the subsidized amount per month. Noting these challenges, the Department is investigating an alternative and more cost-effective transport network for the Moloto Corridor that will be safe, cut down travelling time and address commuter needs effectively.

The completion and opening of the Gautrain rapid rail network Link 1 between Sandton and OR Tambo International Airport and Link 2 from Johannesburg to Pretoria usher in a new era in public transportation, matching world standards in rapid rail transport. It sets a benchmark for future rail developments in South Africa.

Of late, the Gauteng Freeway Improvement Project (GFIP), e-tolling and the future tolling of roads have been issues under discussion in

the media, on many radio discussion panels and among social networks around the country. However, it is important that relevant aspects are viewed within the appropriate context for the debates and discussions to be constructive.

The GFIP is an initiative that aims to encourage people to use public transport in an effort to alleviate traffic congestion on Gauteng’s freeways. The South African National Roads Agency (SANRAL) and its partners, the provincial government of Gauteng and the metro authorities of Tshwane, Johannesburg and Ekurhuleni, developed a project to upgrade or construct approximately 500 kms of road around the three metros. The GFIP follows a phased-plan design approach and the objective is to provide a safe and reliable, strategic road network that will optimize road-based public transport and the movement of freight.

In 2007, Cabinet approved the Project, after which SANRAL was required to follow with a further proposal on the intent to toll the roads that were part of the Project. Cabinet set numerous requirements that SANRAL had to comply with. SANRAL had to advertise widely the details of the project, the intent to toll, the proposed toll points and the expected toll tariff. The public was then given the opportunity to comment. After that, the Minister of Transport considered the comments and the related road sections were declared toll roads.

However, budgetary constraints and demands for housing, education, social grants, health facilities and other social obligations facing national and provincial governments necessitated the identification of alternative sources of funding for infrastructure development and a tolling system. Consequently, Government allowed SANRAL to source the funding elsewhere. Funding for the project implementation was obtained through the issue of Government Bonds. To re-pay this

‘debt’, the ‘Open Road Toll’ or e-tolling system was proposed.

Phase 1 has been implemented and those who have travelled on the part of the GFIP that has been completed will agree that we now have a state-of-the-art road network system.

However, despite the consultative process implemented since 2007 and the various decision makers and role-players involved in this project, the public is now raising numerous concerns about the final implementation of the tolling system.

I have accepted the need for further consultation to address the concerns of the public and suspended the implementation of e-tolling. A task team has been established to engage all stakeholders further in pursuit of a conducive and consulted position concerning the GFIP and e-tolling. The Steering Committee chaired by the Director-General has embarked on extensive public consultation to review the concerns raised and the assumptions underlying the determination of the tariff. A comprehensive report on the work of the Steering Committee will be submitted and reviewed in due course.

An announcement on the final outcome of this process will be made following further consultation with stakeholders.

South Africa finds itself at a cross-road concerning road infrastructure investment, which is needed not only to develop and build new roads but, more importantly, to manage our ageing road network. In going forward, we need a collective engagement of thoughts, ideas and alternatives on both construction and funding

methodologies that will ensure effective use of our current and future road network. It is with this objective that I appeal to all to engage in these processes proactively as we keep South Africa moving.

Transformation of the public transport sector

The transformation of the public transport sector is a fundamental objective. Following numerous meetings and interventions since 2009, it is with great pleasure that I can report on our progress with the *Rea Vaya Bus* Rapid Transit System.

Earlier this year, the taxi industry in Johannesburg became 66% shareholders of the *Rea Vaya Bus* Rapid Transit System. This constitutes one of the most significant Broad-based Black Economic Empowerment [BBBEE] transactions that our country has seen in the transport sector in recent years.

“... South Africa finds itself at a cross-road concerning road infrastructure investment, which is needed not only to develop and build new roads but, more importantly, to manage our ageing road network... I appeal to all to engage in these processes proactively as we keep South Africa moving ...”





The implementation and roll-out of the System in the four identified cities are progressing well. The Johannesburg *Rea Vaya* Rapid Transit System Phase 1 has been implemented successfully and is now operational. Commuters travelling to and from Johannesburg thus have another world-class public transport system to choose from when travelling. In Tshwane, the design is being reviewed to ensure alignment with the rail network. In Cape Town, Phase 1 has been completed with the routes to the airport and the inner city in operation. The budgetary constraints and challenges that exist are currently being addressed between my Department and the City of Cape Town. In Nelson Mandela Bay, final negotiations are taking place with the taxi industry. The Department is providing support and participating actively in the process. In respect of Durban, an inner city bus distribution network system is functioning. They are busy exploring other methods of rapid transportation at present.

In 2010, the taxi industry developed a strategy known as TR3 2020: Transforming Transportation and Building a Legacy, a groundbreaking initiative that we support fully, through the South African National Taxi Council (SANTACO). Jointly, we have identified three priority projects to be implemented this financial year, namely the establishment of an academy for the taxi industry; the *Hlokomela* initiative responding to road safety and customer care; and the establishment of cooperative and strategic alliances that will advance the diversification of the industry and lead to economic empowerment.

I also want to acknowledge the partnership we have established with the industry over the years. We were part of the establishment of SANTACO, the aim of which was to position the industry for growth as part of the transport sector.

SANTACO turns ten years in September this year and we want to congratulate the organization on this, the tenth year of its productive existence. We look forward to decades and decades and more decades of collaboration with SANTACO towards the provision of better public transportation for all.

Various other cross-cutting interventions dealing with the public transport system are also in progress. Firstly, our discussions with municipalities are focusing on the establishment of an integrated public transport system. Secondly, we are engaging with the taxi industry and small bus company operators in an effort to get them to become part of the transformation of the public transport sector. We are pursuing the objective that a portion of all current public transport

contracts will be allocated to these two public transport service providers through a negotiated framework.

Road infrastructure programme

It is generally acknowledged that over the years underinvestment in our road infrastructure, combined with the age of our roads, has resulted in the deterioration of our road network.

In 1997, the study 'Moving South Africa', indicated that the South African road network comprised 60 000 km of paved road. The report further indicated that only 18% of the road network was in a 'very good condition'. However, of greater concern was the fact that the report projected an increase of 20% in roads in poor condition by 2020. This could be attributed to the limited implementation of effective road maintenance on our network.

A further contributor was the limited budget allocation to implement effective road maintenance. More than 75% of our current road network is now 20 years or older. Based on the road design life span of 20 years and the various report indicators, 40% of the provincial road network has reached a crisis point because of limited maintenance. We estimate that a R75-billion investment over five years is required to arrest this situation.

A further point for consideration is the growth in the vehicle population. The Gauteng province, which is considered our economic hub, experiences a 10% growth in the vehicle population per annum. The road network is not keeping up with this growth and the result is congested roads, with safety being compromised and most importantly, a negative impact on the economy.

Noting the state of our roads as highlighted in various study reports, we launched the *S'hamba Sonke* Programme in Durban, KwaZulu-Natal on 18 April this year. The *S'hamba Sonke* – Moving Together Programme will see the Department of Transport launching a new roads upgrade and maintenance initiative to fix and upgrade the entire secondary roads network of South Africa.

The Programme will create 68 675 new jobs for emerging contractors and workers across the country. This ring-fenced, conditional grant will be implemented in the following five key areas:

- The rehabilitation of key arterial routes in support of rural economies through labour-intensive projects.
- The prioritization of labour-absorptive construction methods.
- The elimination of potholes on our roads.
- The creation of access roads to schools, clinics and public social infrastructure.

- The establishment of the Road Asset Management Systems [RAMS] and the introduction of the 'Know your Network' Programme, which will consist of regional engineers in all the provinces monitoring daily road conditions, including any possible overnight damage.

The *S'hamba Sonke* Programme has been allocated R22 billion for the current MTEF Cycle and the allocation for 2011/ 2012 amounts to R6.4 billion. Business plans supported by the MECs have been received from all provinces.

To ensure the effective implementation and monitoring of this Programme, project management units will be established in all provinces. Provinces will report to the Department on a monthly basis and the Department will report to National Treasury every quarter. Corrective action will be taken to ensure effective implementation where necessary. In addition to *S'hamba Sonke*, the national roads upgrade programme implemented through SANRAL will continue.

Going forward, SANRAL will focus on enhancing methods that will create more jobs and increase BBBEE in the implementation of key strategic projects.

Rail programme

Our passenger rail system has become an issue of serious focus and public scrutiny in the recent past as a result of two train collisions in Pretoria and Soweto, respectively. Public concern about the safety of the rail system is justified and we must assure the public that we will be able to deliver safe and reliable services on the way forward. It is important to remind Parliament and the nation of the state of our railways. After almost 40 years in operation, the current rail system (rail technology, operating procedures, service design and skills base) is fast approaching the end of its design life.

The poor levels of performance, reliability and safety, as well as high maintenance costs should be clear indicators to us. The systemic failures are primarily due to a combination of old technology; decades of underinvestment; deferred and poor maintenance; and a loss of critical skills. For example, the international norm is that it can be expected that a train will fail every 822 days. In our country, it stands at an average of 20 days. This tells a story that requires our urgent intervention and long-term solutions. We have a bold plan for the railways.

PRASA's strategy for the next three years has been informed by the demand for quality rail services, the current performance of the system and PRASA's capital investment/modernization programme. The strategy will culminate in two key focus areas, namely the operational recovery plan for rail services and the committed infrastructure investment/modernization programme with job creation targets.

PRASA's New Rolling Stock Programme is estimated to cost R97 billion over the next 18 years, with the first batch of trains expected to be delivered during the 2014/15 financial year. This Programme is being undertaken in conjunction with a feasibility study and formal meetings are held with stakeholders.

Durban to Johannesburg Corridor

A multi-agency structure comprising the Gauteng, Free State and KwaZulu-Natal provincial governments, the eThekweni and Johannesburg municipalities and the Departments of Trade and Industry and Public Enterprises has been established.

The structure will drive the development of passenger and freight services on the Durban to Johannesburg Corridor. It will also consider improvements to the Port of Durban, the future use of the old Durban International Airport site and the Harrismith, Cato Ridge and City Deep logistical hubs.

North-South Corridor

Our vision is of an Africa that has the transport infrastructure to facilitate the movement of goods and people by road and rail, effectively connecting all neighbours in the Southern African Region.

Road safety programme

On 11 May 2011, South Africa participated in the launch of the United Nations Decade of Action for Road Safety 2011/2020. The Decade of Action Programme seeks to halve road deaths and end the carnage on our roads. Road deaths affect us all. World-wide, 1.3 million people are killed annually, with 14 000 people being killed in South Africa. Every member of society, especially those who have lost loved ones in road accidents, will become the natural driving force of this Programme that commits us to developing and enforcing legislation on key risk factors, such as effective management and monitoring of speed limits; the elimination of drinking and driving; and increasing the use of seatbelts, child restraints and motorcycle helmets as a norm.



“ ... Public concern about the safety of the rail system is justified and we must assure the public that we will be able to deliver safe and reliable services on the way forward ... ”

Our response to this global call is contained in our multi-pronged programme involving all citizens and seeking to end road deaths. This includes the following interventions:

- Review and implementation of South Africa's Road Safety Strategy and action plan 2011–2020.
- Monthly reports on road accidents by all provinces, district municipalities and local municipalities to indicate the causal factors and the plans to address them.
- Monthly reports by all provinces, district municipalities and local municipalities on the implementation of the National Rolling Enforcement Plan.

It was agreed by all that at least one million drivers per month, 250 000 per week, or 45 000 per day, will be stopped and checked to ensure compliance concerning the possession of driver's licences and the road worthiness of vehicles. These targets will ensure that at least 60% of motorists will have been checked for compliance with road traffic regulations within a period of six months.

Further interventions include:

- Deployment of the First National Traffic Intervention Unit in high accident areas and hazardous locations.
- The introduction of road safety programmes as part of the life skills curriculum, as agreed on with the Minister of Basic Education, Ms Angie Motshega.
- Promotion of the 'Road Safety is Everybody's Business' approach through Community Road Safety Councils launched in the nine provinces.

In terms of our Constitution, road safety and traffic management are national, provincial and local government competencies. This shared responsibility creates challenges relating to coordination and results in a lack of uniformity in our efforts. It was with this in mind that the Road Traffic Management Corporation (RTMC) Act was passed by Parliament in 1999.

The Act established the Corporation as a legal entity chaired by the Minister of Transport, with provinces and municipalities as shareholders. Putting the RTMC in order has been one of the urgent tasks facing the transport sector. An Acting CEO was appointed to lead the Corporation in ensuring that it delivers on its mandate. The RTMC has now been stabilized and the organization is now positioned to lead our efforts to end road deaths and to create a safe road environment in South Africa and the region.

Maritime transport

The implementation of the maritime transport policy, which will address coastal shipping between our country and our neighbours, is a priority. Effectively, this seeks to increase regional trade through the

integration of activities. Furthermore, a skills development programme in line with the various maritime activities will be introduced for young people to meet Government's objectives of skills development within the maritime sector.

The global maritime industry provides the world with the means to transport numerous commodities, fuel, foodstuffs and other goods. The maritime industry is the lubricant without which the engine of sea trade will simply grind to a halt. Locally, it contributes 2.2% to the National Gross Domestic Product, which amounts to between R25 billion and R35 billion according to Port of Durban statistics.

Based on the four million tons of cargo that we currently handle, the South African Maritime Safety Agency has indicated that we require 36 000 seafarers for deployment at sea. At present, we have 1 800 seafarers at sea, which constitutes an opportunity to create further sustainable jobs. In addition, South Africa does not, in fact, own its own vessels. The need for South Africa to build its own ship register provides further opportunity for new entrants to enter into this sector to transform the sector's current status effectively.

Civil aviation

One of the key legacies of the 2010 FIFA World Cup is the investment of R17 billion in our airport infrastructure. We are now expected to start repaying this investment. The review and improvement of the tariff determination framework will continue to ensure effective service delivery within the aviation sector.

Airport infrastructure in provinces will be supported, with the objective of ensuring the provision of adequate and effective infrastructure to promote air transportation of both passengers and goods.

Current bi-lateral agreements that seek to increase tourism will be reviewed to ensure the success of relevant interventions and further discussions with all stakeholders will take place in the near future.

Conclusion

To ensure that the Department's mandate is achieved, an organizational review of our structure was done. The approved new organizational structure reflects a departmental structure based on modes that will elevate the functions of the Department from being focused on policy development to coordinating the implementation of transport sector programmes, namely improving our road network, public transport, investment in rail infrastructure and services, road safety, maritime and air transport projects.

This organizational structure will further ensure effective monitoring and evaluation of programme outcomes and provide single-point accountability. ■

... Our vision is of an Africa that has the transport infrastructure to facilitate the movement of goods and people by road and rail, effectively connecting all neighbours in the Southern African Region ...



Service Delivery Review
Volume 8 No 3 of 2011



Key Building Blocks for the Success of *our Tourism*

– By Mr Marthinus van Schalkwyk, Minister of Tourism –

The year 2010 was a year in which our country, and particularly our tourism industry, not only experienced the phenomenal success of hosting the Soccer World Cup, but also launched our tourism vision for 2020. As a country, we had the world's eyes on us prior to the hosting of the tournament. To the credit of the entire nation, we were able to showcase the best we have to offer in the true African spirit of generosity, sharing and *ubuntu*.

As the tourism sector, we have consistently focused on leveraging the success of the World Cup towards new, shared and green growth. Tourism's position as a sector that contributes significantly to our country's goals has been duly recognized with its inclusion as one of the six key growth pillars of the economy.

The National Department of Tourism (NDT) and the entire tourism industry in South Africa have taken great strides in terms of repositioning tourism and placing the necessary policy framework in place to ensure new and shared growth. I would like to take this opportunity to share with you our vision in more detail and I will do so around three themes, namely new growth, shared growth and green growth.

New growth in tourism

One of the most important building blocks we have put in place as part of our new growth plans has been the first ever National Tourism Sector Strategy (NTSS), which was approved by Cabinet on 2 March 2011.

This ambitious strategy represents our commitment to intelligent planning and policy formulation. It was developed over a two-year period in close collaboration with local and provincial government, an advisory panel of top industry minds, representatives of a variety of professional bodies, academia, tourism marketing agencies, civil society and the broader public.

The NTSS is a document that the entire sector is committed to. We have worked hard to ensure that our ambitious targets are coordinated and credible. The strategy rests on three pillars, namely driving the tourism economy, enhancing visitor experiences and ensuring sustainability and good governance in the industry.

We aim to increase the number of foreign tourist arrivals to South Africa from seven million in 2009 to 15 million by 2020, tourism's total contribution to the economy from R189 billion in 2009 to R499 billion by 2020, the number of domestic tourists from 14.6 million in 2009 to 18 million by 2020 and to create 225 000 new jobs by 2020.

To better streamline and align our efforts, our Department has also

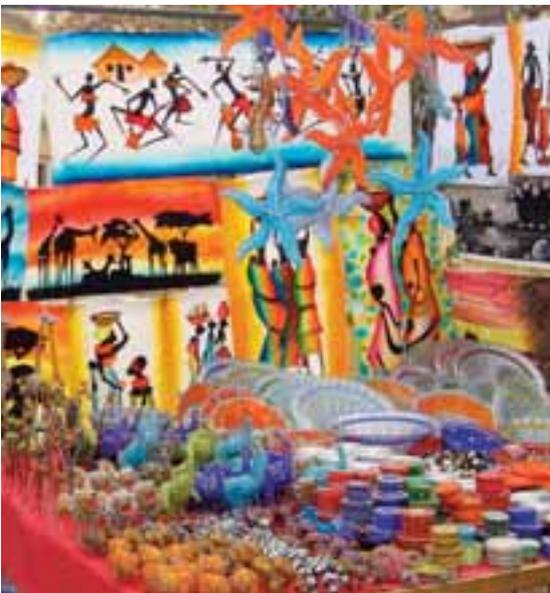


Marthinus van Schalkwyk

“... Tourism's position as a sector that contributes significantly to our country's goals has been duly recognized with its inclusion as one of the six key growth pillars of the economy ...”



6 ... In terms of hedging against risks such as economic downturns, higher oil prices and currency volatility, we are carefully rebalancing our portfolio and reviewing our market segmentation and understanding of the required product diversification ... 9



undertaken a review of current tourism legislation. The Tourism Act of 1993 pre-dates our democracy and will not facilitate the growth we have in mind. We intend to table a Tourism Bill in Parliament before the end of the financial year and we look forward to constructive interaction with members as we enrich it.

We will also be fostering new growth by accessing markets unlocked by the World Cup. In this context, we envisage maximising the value of our participation in a number of international and regional tourism platforms. We will seek cooperation with especially African partners to contribute to the economic prosperity of our continent through tourism. The NDT will also develop a Tourism International Relations Strategy to guide our engagements at multilateral level, including our participation in the BRICS formation, tactically.

We understand that our traditional markets in North America and Europe will remain important, particularly in terms of arrivals and spending, and these markets will certainly not be neglected. We will also aggressively pursue the long-term growth opportunities in, among others, China, India, South America and on our own continent.

In terms of hedging against risks such as economic downturns, higher oil prices and currency volatility, we are carefully rebalancing our portfolio and reviewing our market segmentation and understanding of the required product diversification. This includes the mix of international, regional and domestic tourists, the spread between high-value and middle-value markets and the blend of leisure, business and events tourism.

One important component of this approach is our increased focus on meetings, incentive trips, conferences and events. Business tourism has become a significant growth driver worldwide, sparking intense competition between cities and countries.

We understand that well-coordinated bidding mechanisms are required if a destination is to succeed in this competitive environment and we will establish a National Convention Bureau under the auspices of South African Tourism (SAT) this year.

Another important component of our focus on new growth is air access. Prior to Cabinet's approval of a five-year Airlift Strategy in 2006, only about 20 airlines operated to our destination. Five years later, more than 50 airlines, making around 230 000 aircraft landings and carrying about 33 million passengers a year, move through South Africa's ten principal airports.

As a country, we understand that we must avoid a silo approach to tourism and aviation planning. Greater convergence between tourism marketing plans, the role of the national carrier and priorities for international negotiations on flight routes and frequencies can be expected in future.

As a government, we continuously reiterate our commitment to the enhanced implementation of the 2006 Airlift Strategy decision, which is aimed at the phased liberalization of our air space with a view to boosting trade, tourism growth and our national development objectives.

The tourism sector, therefore, also welcomed the planned launch by South African Airways of a non-stop service to New York in May 2011 and a direct service to China towards the end of 2011, as well as Air France's planned launch of a new, thrice weekly, non-stop service from Paris to Cape Town in November 2011.

Shared growth in tourism

The tourism sector is not only a multi-faceted industry that contributes to economic growth on many levels; it is also a labour intensive industry with a significant capacity for creating jobs.

This is particularly true in terms of job creation in rural areas, as well as among women and the youth. In addition to contributing to an environment that is conducive to the creation of decent and sustainable jobs, the NDT will contribute 10 270 full-time equivalent jobs in the current financial year through its Social Responsibility Implementation (SRI) Programme and the Tourism Enterprise Partnership (TEP).

The sector is also a fertile environment for entrepreneurs and small, medium and micro enterprises (SMMEs). We will continue our partnership with the Business Trust to fund the TEP – a programme that will support about 530 small rural enterprises in this financial year.

In terms of its economic empowerment goals, the NDT will spend R253 million in the current financial year to fund tourism projects that are aligned to the Expanded Public Works Programme. We believe this will assist in transferring wealth to poor and rural communities by, among other things, ensuring ownership of assets and the facilitation of skills development.

Green growth in tourism

Let me turn to the third theme – the interface between travel and tourism and the green economy. The entire tourism value chain will have to contribute its fair share to our country's

Copenhagen commitments on climate change. This presents challenges to our industry, but also a multitude of opportunities. On the one hand, tourism is vulnerable to the impacts of climate change, and on the other, it contributes to the problem.

Like other economic sectors, our sector must mitigate climate change by reducing its growing carbon footprint – and we must do so in a measurable, reportable and verifiable manner. Let me stress that carbon offsetting is not enough – we need to fundamentally change the way the tourism sector operates in a carbon-constrained world.

The risk of a ‘do-nothing’ approach is that we will be burdened with stranded assets in 20 years, or less, from now. Fortunately, the required transition holds opportunities for new green jobs, green entrepreneurs and green investment. A green revolution in the tourism sector could also be a catalyst for green growth in the broader economy, given its labour intensity and the multiplier effect that cascades through the entire economy.

In terms of responsible and low carbon tourism, I am concerned about the lack of harmonization of accreditation, certification and labelling in our industry. There are some very admirable private-sector and civil-society-driven efforts that have created systems of integrity. But these are in silos and should find broader application.

This regulatory vacuum in terms of the tourism sector unfortunately creates space for abuse and green-washing. It also does not properly reward those in the industry that do play leadership roles by investing in low carbon, ethical, clean and green tourism transformation.

If a facility states that it is carbon neutral or committed to

responsible tourism, we need to know that they apply a minimum standard that we can trust and that our visitors can trust. It is about the integrity and reliability of destination South Africa.

We will, therefore, publish the National Minimum Standards for Responsible Tourism in the current financial year. These standards will deal with various dimensions of green and responsible tourism, including biodiversity conservation; energy consumption and water use; proper waste management; and mitigating greenhouse gas emissions. I trust it will establish the much-needed minimum criteria for responsible tourism and a transparent national accreditation process for sustainable tourism certification.

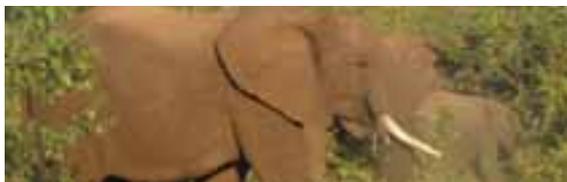
But that is only the first step. I would like us to work towards a system that will see Government, the private sector and civil society taking hands and building on international and local best practice.

That balance will have to be between self-regulation and a national system of integrity, transparency and accountability that will foster public trust and that could serve as a benchmark. And we need firewalls: the same stakeholders cannot develop standards, be accredited certifiers, receive such certification and monitor compliance.

“ ... We will ... publish the National Minimum Standards for Responsible Tourism ... (to) establish the much-needed minimum criteria for responsible tourism and a transparent national accreditation process for sustainable tourism certification ... ”

Conclusion

Our Department realizes that green growth in tourism is not a nice-to-have, but a must-have. I am convinced that a collaborative effort will help us to close the space that exists for green-washing and remove the confusion about what is credible and what not. Together we can move tourism’s green and social conscience from being a hyped concept to inspiring a paradigm shift. ■





Lulu Xingwana

Improving the Lives of the Marginalized

– By Ms Lulu Xingwana, Minister for Women, Children and People with Disabilities –

Our country is grappling with the challenges of unemployment and poverty. As we seek solutions to these challenges, we have to acknowledge that women constitute the majority of the unemployed and the rural poor in this country.

As part of our first-quarter plans for 2011/12, we held a national Rural Women’s Summit in Limpopo to provide a platform for sharing information on how to access various programmes provided by departments involved in the development of the rural poor.

Representatives of women from across our country cited lack of access to land and water as the challenges they face in initiating their development projects. Those who have secured land want developmental finance and access to markets for their produce. They also want skills development programmes that will enable them to improve their produce and achieve sustainable livelihoods where they live. We will be working with the Departments of Rural

Development and Land Reform, and Agriculture, Forestry and Fisheries to ensure that the aspirations of rural women are integrated into the Rural Development Strategy. Women want opportunities to develop themselves.

During the summit, we visited a number of development projects run by women in Tzaneen. With the support of Government, these women are running successful farms, as well as mining and arts and crafts projects. They are employing a number of people and their products are sold in various parts of our country and on foreign markets.

As the late comrade Oliver Tambo said, and I quote: ‘If we are to engage our full potential in pursuit of revolutionary goals, then, as revolutionaries, we should stop pretending that women ... have the same opportunities as men.’

We are engaging with the New Growth Path to highlight the severe impact of unemployment on women and people with

‘... women constitute the majority of the unemployed and the rural poor in this country ... Women want opportunities to develop themselves ...’



disabilities. We are developing a barometer to measure the number of women who will benefit from the five million jobs that we seek to create in the next ten years. We have to start with the R9 billion allocated for job creation and ensure that a predetermined percentage of it is dedicated to jobs for women. We will also ensure that women participate in the Green Economy projects in the country.

Constituting more than 50% of the population, women remain severely underrepresented in decision-making positions. Women constitute less than 10% of CEOs and chairpersons of boards of companies listed on the Johannesburg Stock Exchange (JSE). They hold less than 16% of directorships and 21% of executive management positions. The number of better-performing companies with 25% or more women directors and executive managers continued to decrease from 58 in 2008 to 37 in 2010. We still have 27 JSE-listed companies without even a single woman at directorship or executive management level. One example is Checkers, which does not have a single woman on its board, despite the vast majority of its customers and workers being women.

Clearly, there is an urgent need for extra measures to be taken to hasten the process of the transformation and empowerment of women. We have to find measures to address this abnormality, which is a major indictment on transformation as far as it relates to women in South Africa.

We are working on the Gender Equality Bill that will provide us with the necessary legislative authority to hasten the empowerment of women and address issues of enforcement and compliance towards the attainment of our target of 50/50 gender parity. The process of consultation with civil society and other stakeholders on the Bill is underway and we expect it to culminate at the National Women's conference to be held later this year. After the Conference, the final Draft Bill will be submitted to Cabinet for approval by March 2012.

The enactment of the Gender Equality Bill will lead to systemic improvements for women and facilitate the attainment of gender equality. We hope that it will empower us to deal with issues like the appointment of an all-male cabinet in the Western Cape government, which I regard as a demonstration of political arrogance on the part of the Democratic Alliance (DA), sending a message to the women of the Western Cape that no woman in that province, other than the Premier, is capable of being in the provincial government.

Socio-economic participation for people with disabilities

When addressing a junior wheelchair championship in 1995, our first democratically elected president, former President Nelson Mandela, said and I quote: 'The new South Africa we are building should be accessible and open to everyone. We must see to it that we remove the obstacles, whether they stem from poor access to facilities, poor education, lack of transport, lack of funding or unavailability of equipment. Only then will the rights of disabled to equal opportunities become a reality.'

These words by former President Mandela remain true today. People with disabilities face more severe obstacles than any other section of our population when it comes to socio-economic participation. The many challenges faced by people with disabilities include lack of access to economic opportunities, transport, education and health services, including assistive devices. We still have cases of discrimination against and a violation of the rights of people with disabilities.

To respond to these challenges, the Department will focus on improving access to education through the promotion of the inclusive education policy. We have to promote the integration into mainstream education of children with special needs while acknowledging that children with severe disabilities will still need special schools.

Following the incidents of abuse that we dealt with at schools such as Philadelphia and Phelang last year, we have decided to conduct an audit of all special schools in the country. This audit should provide information on the state of each of these schools and inform appropriate interventions that have to be made to enhance the learning environment for children using these facilities.

Transport remains a major barrier limiting participation of people with disabilities in social, educational and economic activities. We will work together with the Department of Transport to ensure that our public transport strategy and initiatives respond to the transport needs of people with disabilities, including the standardization of designated parking. Our task will be to monitor that all developments in the transport sector integrate disability considerations.

The Department will develop and implement the National Accessibility Campaign, which will focus on areas such as reasonable accommodation at the work place; access to buildings where government services are provided; the promotion of Braille, sign language and other accessible communication formats; and access to assistive devices and disability grants. This Campaign will be aimed at promoting equal opportunities for people with disabilities.

We are very concerned about the continued failure of both the public and private sector to advance towards the target of 2% employment equity for people with disabilities. Our country attained only 0.9% in 2010 and the last report of the Employment Equity Commission indicates that Government is trailing behind the private sector in this regard. People with disabilities constituted 0.6% of state



employees and 1% of private sector employees.

In line with our mandate of mainstreaming and oversight, the Department for Women, Children and People with Disabilities will ensure that each government department commits to clear milestones towards the attainment of 2% employment equity for people with disabilities. Each department or sphere of government is going to be held accountable for this target. We also have to encourage the private sector to continue to increase the number of employees with disabilities.

We must work towards the attainment of the 4% target for skills development and 5% for procurement for the benefit of people with disabilities. We encourage innovative projects such as the partnership between the South African Disability Development Trust and the Warehouse and Retail Sector Education and Training Authority (SETA) that provides learnerships for disabled people. Many of the people they trained have found permanent employment in various companies in this sector. We also want to express our appreciation to the Airports Company of South Africa that has been a long-standing partner in the delivery of assistive devices and other initiatives to empower people with disabilities.

Violence against women and children

The women and children of our country continue to be ravaged by the scourge of violence, including rape and murder. Every day, we receive reports of horrendous attacks on children and women, among which so-called corrective rape and the murder of lesbian women. There is nothing like corrective rape. It remains rape, which is a horrendous crime and a violation of a person's right to choose his or her sexual orientation as stipulated in the country's Constitution.

This has serious implications for our nation. Gender-based violence has a severe and enduring impact on victims, including serious mental health problems and the risk of subsequent victimization; gynaecological complications; unwanted pregnancies; HIV infection; serious physical injuries or disability; and ultimately, death. The consequences of gender-based violence are not limited to the person who experiences it. Those who witness it, in particular children, are also affected. It undermines the dignity, autonomy and security of victims and the overall social and economic development

of the entire society, thereby re-enforcing gender inequality.

The numbers and severity of cases require that we take extra measures to reverse the tide of violence against women and children in our country. Acknowledging the magnitude and complexity of the factors driving this scourge, we are establishing an Advisory Council on Violence against Women and Children. The Council will comprise key government departments, civil society organizations and other

relevant partners and it will coordinate the implementation of the 365-days National Plan of Action to End Violence against Women and Children. As such, it will coordinate the various commendable initiatives of various government departments, civil society and other sectors to stop this scourge.

In line with the directive of his Excellency, President Jacob Zuma, to prioritize crimes against women and children, the South African Police Services (SAPS) has strengthened its capacity to deal with such cases. Family Violence, Child Protection and Sexual Offences (FCS) units have been established in all 176 policing areas. Police officers have been trained to deal with these cases with the sensitivity they deserve and forensic social workers have been hired to assist child victims and to submit the necessary evidence that will support conviction.

At least 28 *Thuthuzela* care centres have been established in various areas in the country with high incidents of violence against women and children. These are one-stop centres where rape victims can lodge cases with the police and receive counselling and medical care, including prevention of HIV infection and unwanted pregnancy. The *Thuthuzela* approach has been commended by the United Nations Secretary-General and adopted by a number of countries in Africa and other regions.

During this year, we will be focusing on promoting the Domestic Violence Act to empower victims of violence and communities to use the Act to prevent cases of abuse. We will be mobilizing women to ensure that they do not withdraw cases of abuse, but allow the law to take its course.

We are encouraged by the firm sentences that are being handed down in many of these cases, which indicate that our courts support the spirit of the Minimum Sentences Act. A life sentence for the

“ ... The consequences of gender-based violence are not limited to the person who experiences it. Those who witness it, in particular children, are also affected. It undermines the dignity, autonomy and security of victims and the overall social and economic development of the entire society, thereby re-enforcing gender inequality ... ”



murder of 13 women and a sentence of 208 years imprisonment for robbery handed to a serial killer who murdered and robbed 13 women in Umzinto in KwaZulu-Natal is a good example of how our courts are dealing with these cases.

Rapists and perpetrators of violence against women and children have no place in our society. Hence, we are calling on our courts to deny bail for suspects charged with the rape and murder of women and children. The Criminal Procedure Act outlines the factors that a court must take into account before granting bail.

These include:

- the degree of violence towards others implicit in the charge against the accused;
- any threat of violence that the accused may have made to any person;
- any resentment the accused is alleged to harbour against any person;
- any disposition to violence on the part of the accused, as is evident from past conduct; and
- the prevalence of a particular type of offence.

All these factors are mostly present in cases of rape and the murder of children.

In June, we concluded yet another successful Child Protection Week. During this week, we worked with the Department of Social Development, the SAPS, civil society and other players to increase awareness in communities about of the right of children to be protected from all undesirable behaviour and situations.

Some key activities for this week included the national launch of the Early Childhood Development programme and efforts to respond to the plight of children living in the streets. Child Protection Week, which includes the observation of International Children's Day on 1 June, is a national campaign that ensures that all South Africans work together to protect and promote the well-being of children in our society.

Our country has a strong legislative framework protecting the rights of children. As a department, we will monitor the implementation of all these laws, including the Child Justice Act and the Children's Act. We also have other laws to protect our children against sexual assaults, child pornography and other forms of exploitation. We must implement these effectively.

We are aware of the fact that many girl children from indigent households miss more than 40 days of learning each academic year because of lack of access to sanitary towels. On National Children's Day, we launched the Sanitary Dignity Campaign through which we seek to mobilize resources for the delivery of sanitary towels to affected learners, indigent women and children with disabilities.

Compliance with protocols on gender, child rights and disability

This Department is required to report to and participate in regional and international forums relating to women, children's rights and people with disabilities on behalf of South Africa.

Through this international participation, we seek to influence the global agenda on issues relating to the three sectors and to profile the progress being made in South Africa in protecting the rights of women, children and people with disabilities.

The report on our participation at the 55th Session of the United Nations Commission on the Status of Women earlier this year provides a synthesis of our engagements and discussions and covers the implications of the five themes of the session for South Africa's national agenda to empower women and attain gender equality.

Based on the priority theme of the session focusing on science and technology, we presented SA's innovative programme, Techno Girls, which is aimed at encouraging girls to study and pursue careers in the fields of science, technology and engineering. Following our engagements with the main partner, the United Nations Children's Fund (UNICEF), we have decided that the project must be expanded to all provinces.

We were commended for the significant advances that South Africa has made with the participation of women in political decision-making processes and in providing women access to education and health, particularly concerning our response to HIV and AIDS. However, concerns were raised about the high levels of violence against women and children in the country.

We also presented the country report on the implementation of the Convention on the Elimination of All forms of Discrimination against Women (CEDAW) to the CEDAW Committee in Geneva. The conclusions and recommendations of the Committee are going to be incorporated into our national programmes to address challenges facing women and girls.

Conclusion

During this financial year, we will work with the disability sector to finalize and submit the country report on the implementation of the Convention on the Rights of People with Disabilities and participate in the Conference of State Parties on this UN Convention.

As part of our consultation with the disability sector in particular, the Department will hold a National Summit on Disability during this financial year to discuss the implementation plan for the domestication of the UN Convention on the Rights of Persons with Disabilities. This summit will also discuss the National Disability Policy that will strengthen our collaborative efforts to address the challenges facing people with disabilities. ■

SAY NO TO GENDER BASED VIOLENCE

A *delivery-driven* Basic Education System

– By Mrs Angie Motshekga, Minister of Basic Education –

In 2004, to rally support for the Education for All Campaign, the United Nations Educational, Scientific and Cultural Organization (UNESCO) underlined the importance of transformative education when it said, and I quote: ‘Empirical research has demonstrated that good schooling improves national economic potential – quality of the labour force ... appears to be an important determinant of economic growth, and thus of the ability of government to alleviate poverty.’

The value of education is echoed in our delivery agreement, which states that in the context of high unemployment and the skills shortage, reducing poverty depends on giving South Africans a better educational start in life. This is precisely what makes education the apex priority; the real reason for working together to create a delivery-driven basic education system.

How we handle education will make or break our children and the future of our country. We know from Antonio Gramsci that education ‘is a process of inculcating a sense of knowledge with the aim to mould and refine a human being by way of acquisition of knowledge with the purpose of enskilling or making a person competent’ (cited in Commemorative Lecture, Mvamwenda, 2008: 65).

Challenges faced in 2010

Despite the footprints we have made, we still have many rivers to cross. Current institutional challenges include inefficiencies resulting in poor management and weak financial controls. Some provinces continue to receive qualified reports in this regard.

We are, among others, faced with poor accountability in different parts of the system; poor planning, monitoring and evaluation; unsettling safety levels in schools; and poorly designed institutional structures that are not aligned to the key role of departments because of a poor focus on the key responsibility of instruction, especially at district level, thus making it difficult to deliver on the key mandate of a department.

The education system is also plagued by learner-related challenges around learner well-being, exacerbated by poverty and social deprivation; ill-discipline and youth criminality; and reproductive, health-related problems, like teenage pregnancy. You

might recall the recent attack of a teacher in Soweto and the shocking case around an illicit sexual incident at Jules High School. Incidences of rape in schools have also been reported in schools around the country.

It is against this background that we launched the Bill of Responsibilities in partnership with Lead South Africa and the South African Inter-Faith Council. This will help in raising awareness around the Bill of Responsibilities to promote the Bill, constitutional values and civic responsibilities.

Educator-related challenges include educator well-being, which is aggravated by the nation’s burden of disease, such as the impact of HIV and AIDS; low levels of skills, commitment and discipline; and inappropriate working conditions.

While great progress has been made, the sector needs to intensify ongoing work in the area of curriculum development, implementation and monitoring.

In 2011, we will see to it that the sector focuses more on the importance of instruction. Principals should see themselves mainly as instructional leaders; districts should see themselves as supporters of schools; schools should see themselves as points of instructional delivery; in fact, the entire system should appreciate the fact that the main purpose of its existence is to provide instruction.

We have evidence that some of our schools continue not to manage and cover the curriculum adequately; there are ongoing challenges with the quality of teaching and assessment and with ineffective school-based systems for

monitoring curriculum delivery.

It is also important to note that our educational outcomes continue to reflect our country’s socio-economic patterns of inequality, mainly based on race and apartheid settlement patterns. Schools servicing black and African children, especially in rural areas, continue to service our children badly. One of our major challenges, therefore, remains inequalities in the system.

In line with our theme that ‘every child is a national asset’, and working with our provinces we will strive towards making sure that no child is left behind.



Our response

Given the many challenges plaguing the education system, and the need to respond to them effectively in support of the national goal of achieving inclusive growth and economic freedom, we have decided to up the bar and work even harder to achieve a delivery-driven basic education system.

Following a process of consultation and deliberation in the Department under the guidance of Deputy Minister Surty, we concluded that we should up our current delivery programme during the 2011 financial year through the establishment of a planning and delivery oversight unit. Our single, most important deliverable for 2011/12 will, therefore, be the establishment of such a high-level unit, the task of which will be to ignite the delivery process.

This unit’s mandate will be to take forward the processes and initiatives currently underway, guided by the current administration’s outcomes approach. Among other things, it will have to work with and through provinces to weave together all the current initiatives to provide a coherent value chain from policy to implementation in the classroom. The rationale behind the planning and delivery oversight unit is that we really need a mechanism to unblock bottlenecks effectively to make the current system work better, faster and smarter. Through the unit, we will align and integrate our programmes and refocus everybody on our core business – effective delivery of the curriculum.

More explicitly, its four key functions will comprise the following:

- Bringing our focus back on instruction.
- Providing coherence and linkages that will bind our strategies and cross-border activities into a larger whole.
- Setting up an effective value-chain across the system.
- Helping to build an integrated and transparent system, based on the principles of evaluation, monitoring and accountability.

In using the resources allocated to it for this financial year and by enforcing its mandate of being responsible for curriculum policy, monitoring and evaluation, the Department will develop this value chain to take the process of improving the quality of education to a higher level.

However, while we will continue to focus our attention on improving the quality of education as a whole, key areas and major challenges in the system will still receive attention.

As such, the Department will continue to focus on the following levers to steer this quality education outcomes improvement programme:

- Given the key role of gateway subjects in accelerating economic transformation and growth, we will do more to improve performance in mathematics and science. We are already developing a mathematics and technology strategy to reinforce the *Dinaledi* Schools Programme, which has received a conditional grant amounting to R70 million in 2011/12 and which will reach R105.5 million in 2013/14.
- To improve literacy standards in the system, our initiatives will benefit from improving competency in languages, in particular in English First Additional Language. After the CAPS have been finalized and gazetted, we will begin a process of benchmarking to establish their comparability on an international scale.
- An allocation of R80 million for the printing and distribution of curriculum review documents has been secured for 2011/12. To further enhance quality within the system, there is an additional allocation of R14.197 million in 2011/12 for the National Curriculum Statement (NCS) examinations and assessment function.
- All efforts aimed at enhancing the quality of learning outcomes will indeed benefit immensely from heeding the President’s call for undivided focus on the ‘Triple Ts’, that is, teachers, text and time in his 2011 State of the Nation Address.

Thus, working with provincial departments of education, we will ensure that we deliver on the objective of providing a textbook for every learner, in every subject. In this regard, plans for the central procurement of learning and teaching support materials are underway. We will appoint a national management agency to manage this process. This will result in an efficient service through which we will eliminate risks associated with expensive and inefficient procurement processes that have, up to now, made it difficult for us to provide every child with a book in every subject.

We have agreed with provinces on the need to consolidate the selection process of quality textbooks to ensure that we get the best books cost-effectively, with 2014 being our target for full coverage. This process will be linked to the enforcement of a book policy which has been developed already.

- To strengthen our efforts, the planning and delivery oversight unit will use information derived from the annual national assessments, alongside other information in the

“... Among other things, it (the oversight unit) will have to work with and through provinces to weave together all the current initiatives to provide a coherent value chain from policy to implementation in the classroom ...”



Department, to classify schools for focused support to improve curriculum implementation.

- But all these efforts will not adequately produce a delivery-driven basic education system without quality teachers. Teachers are a critical resource for improving quality.

We will, therefore, up our work on teacher development proactively to advance the 'Triple Ts' and ensure that teachers are in class and teaching at least seven hours a day, as President Zuma has directed.

On 5 April 2011, we launched the Strategic Planning Framework for Teacher Education and Development with the Minister of Higher Education and Training, Dr Balde Nzimane. This Framework is key to achieving Output 1 of the Delivery Agreement, namely improving teacher capacity and practices. Work has started on the establishment of a national institute for curriculum and professional development. Through the *Funza Lushaka* bursary, we produced close to 5 534 teachers in only four years. More than 65% of them are employed in Quintile 1 to 3 schools, and serve the poorest of the poor. In 2011/12, *Funza Lushaka* bursaries have increased to R449.44 million and will reach R893.867 million in 2013/14. We have instructed our teacher development branch to improve current challenges around the programme, including learner targeting and improving the placement of graduates in schools once they have completed their studies.

- Improving the conditions of service for teachers is another top priority. Last year, monitoring and evaluation of the implementation of the Occupation Specific Dispensation (OSD) were stepped up. We will continue to monitor full implementation of OSD by provinces to ensure unintended consequences are addressed.

Our targets include attracting young, qualified teachers and filling vacant posts to help advance this year's clarion call for the creation of decent jobs and economic freedom for all. We have also begun a process of supporting and collaborating with our teacher unions and Higher Education Institutions on teacher professional development work. We see this as an important milestone in creating a high-level, professional culture of commitment to teaching and professional development.

- The baseline of the Department has been adjusted with an amount of R43.981 million for the Extended Public Works Programme: Social Sector: Kha Ri Gude.

This allocation will help to strengthen our resolve to assist millions of our people in becoming literate and numerate and help us to deliver on the United Nations (UN): Education for all commitment made at Dakar in 2000 – that of halving illiteracy rates by 2015.

- We will intensify our work in strengthening school management and governance. A major deficiency we are striving to address with regard to principals is that circuit managers are not adequately held accountable for supporting schools and for assessing the performance of principals.

The Department is reinforcing the training of principals, particularly those from underperforming schools. The focus will be on getting principals to appreciate their role as instructional leaders. They have to know what is happening in the classrooms in their schools. In 2010/11, 1 488 principals were registered for the Advanced Certificate in Education in Management and Leadership.

- In weaving together the delivery value chain referred to previously, the planning and delivery oversight unit, working with and through provinces, will use the Guideline Document on the Roles and Responsibilities of Districts as a point-of-departure. This document places an improved quality of learning outcomes at the centre and is intended to guide district support to schools.

The oversight unit's initial task will be to focus on improving the performance of 18 poorly performing districts in the Eastern Cape, Limpopo and Mpumalanga. These are the districts that have

consistently underperformed in the NSC exams over a period of three years.

- The funds allocated for school infrastructure will be used for building infrastructure in line with our improvement plan. We will work with communities at all levels, encouraging their participation and urging them to take ownership of school buildings. A community facilitation team has already been constituted to work with school communities.

A professional team on built skills is being established to help the Department manage and monitor its service providers. The motivation for managing this fund is not only to ensure quality infrastructure at the right price and with the necessary speed to alleviate the plight of our children, but also to ensure that education communities take ownership of infrastructure provided in their communities.

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We will eradicate mud and unsafe structures. For 2011/12, we have prioritized 85 mud schools and 246 inappropriate structures. We will provide water to at least 807 schools, sanitation to 391 schools and electricity to 286 schools. We will build 29 administration blocks, 25 libraries and 6 laboratories for free-standing facilities without adequate resources, An allocation of R5.498 billion for the Education Infrastructure Conditional Grant has been introduced for the 2011/12 financial year, which will increase to R6.207 billion in 2013/14. The School Infrastructure Backlogs Indirect Grant of R700 million for 2011/12 has also been introduced; it will increase to R5.189 billion in 2013/14.

Working with provinces, we hope to have attended to 3 627 schools that need to be brought to basic functionality and safety levels by 2014. We will gazette all schools that are going to be built and provide implementation guidelines.

- Learner wellness is another crucial element demanding our undivided attention. Therefore, we will continue to pay serious attention to the health, safety and protection of children, mainly children at risk.

With the knowledge of the impact of poor nutrition and health on quality teaching and learning, the National School Nutrition Programme will continue with more involvement of and benefit to communities. In 2011/12, this Programme reached over ten million learners in approximately 21 000 schools. For 2011/12, the National School Nutrition Programme Conditional Grant has increased to R915 million to cater mainly for implementation in Quintile 3 secondary schools.

To further advance learner well-being, we will continue to focus on building a national identity among learners and educators by, *inter alia*, encouraging schools to celebrate significant national and international days.

We have also implemented the Health Screening Programme through two School Health Weeks conducted in March and October 2010. This Programme commenced with foundation phase learners in Quintile 1 schools and has reached in excess of 150 000 learners, overshooting the 50 000 target we had set. In 2011, the Programme will be rolled out to Grade 1 learners in all Quintile 1 primary schools.

In 2010/11, the Department developed learner-focused guidelines for dealing with sexual abuse in schools. In 2011/12, we will extend the programme to capacitate teachers and parents to identify signs of abuse, provide support and help in protecting learners against possible abuse.

In collaboration with the police, we will focus increasingly on promoting safety in schools and combating sexual abuse, criminality, violence, and alcohol and drug abuse. Accordingly, we have tasked the branch responsible for social cohesion with the responsibility of focusing on learner well-being broadly, not only in terms of health screening and testing, but also in developing a social protection programme for our children at risk, working closely with the Department of Social Development and local municipalities.

- We are very worried about the 18 districts that are underperforming. We are also very aware of the fact that provinces are not performing satisfactorily in all areas. This includes slow spending on some programmes and overspending in other areas.

For instance, on the one hand, provincial education departments are projecting under-expenditure of R459.250 million concerning spending on capital payments and goods and services. On the other hand, their projected over-expenditure on the compensation

of employees is R2.535 billion for 2010/11.

We will work with provinces, particularly those that have received qualified reports, to deal with the Auditor-General's concerns in an appropriate fashion. The planning and delivery oversight unit will play a critical role in this respect.

The Eastern Cape Department of Education, in particular, has been struggling to establish itself as a stable and fully functional department for the past 16 years. The challenges resulted in a Cabinet decision in March 2011 to invoke Section 100 (b) of the Constitution to allow the Ministry of Basic Education to work with the province to implement comprehensive and sustainable interventions. I made a ministerial statement before Parliament on 16 March 2010 on these interventions, which include close cooperation with the Departments of Finance, Public Service and Transport in the province to improve functionality.

The interventions enjoy the support of the leadership of the province and all key stakeholders. It is envisaged that the interventions will turn around the situation swiftly to enable delivery of key services in the education sector.

Conclusion

A special word of thanks to all patriots who supported the Class of 2010. You proved working together we can do more. We ask you once more to raise a hand for education and assist us in supporting the Class of 2011 – education is a societal issue.

We thank all professionals who participated in and volunteered for our programmes in 2010. The invaluable role of the academic and research communities has no doubt enhanced our work.

The non-governmental organization (NGO) sector has also continued to play a very important role in education and we were fascinated by initiatives of young people supporting other young people, like *Ikamva*.

We are grateful to all teachers and teacher unions, principals' associations, School Governing Body associations, learner representative councils, learners' formations and the rest of civil society for supporting all our efforts to deliver a quality, transformative and humane education system.

We welcome the continued support of Lead South Africa, with whom we're launching a campaign to support the Class of 2011. Lead SA has also worked very hard to publicize the Bill of Responsibilities. I am convinced that, through its efforts, we are strongly reaching out to our people with the message that with rights come corresponding responsibilities.

South Africa's commitment to education as a driver of human development and transformation was clearly demonstrated when corporate South Africa joined us and the Deputy President of the Republic at a breakfast meeting meant to build support for education on 29 November 2010. Our business partners really demonstrated an unimpeachable level of patriotism.

We also acknowledge and are grateful to the European Union for the Primary Education Sector Policy Support Programme, the overall objective of which is to contribute to improving learner performance in literacy and numeracy at primary school level. The total cost of the programme is €122 680 000 (estimated at R1 216 450 000).

Finally, we appeal very strongly to the young of our country to take responsibility for their own destiny, be it in matters of health, social conduct or academic performance. You can forget everything but never forget that the future belongs to you! Our young people should not only prepare for their future; they must love it and protect it at all cost. ■



Dr Blade Nzimande

Education and Training – *the Way to Economic Liberation*

– By Dr Blade Nzimande, Minister of Higher Education and Training –

Exactly one hundred years ago, the Mines and Works Act (Act No. 12 of 1911) was passed by the parliament of the Union of South Africa, establishing the colour bar in employment. It permitted the granting of certificates of competency for a number of skilled mining occupations to whites and coloureds only. Africans and Indians were prohibited from being recognized as skilled artisans in South Africa’s mining industry.

In the decades that followed, these restrictions were extended throughout the economy and made increasingly harsh, especially for Africans. It is thus fitting that we announce the measures aimed at expanding opportunities, especially for African youth, to enter technical and other skilled careers.

The goals of the Department of Higher Education and Training (DHET) are firmly located within the overall objectives of prioritizing job creation, as well as within the framework of the New Growth Path, the Industrial Policy Action Plan II and the Human Resources Development Strategy.

Access to decent education and training is essential for the completion of the liberation struggle, the foundation of which must be economic liberation. Education is the apex government priority and now accounts for 19.4% of the total national budget for 2011/12.

Deepening our vision for post-school education and training

Since my last budget vote, I have organized three major summits with stakeholders: one for higher education, one for further education and training colleges and one for skills in general. These were opportunities to consult with a wide range of stakeholders and map a way forward. All the summits adopted declarations on areas of agreement on major policy issues.

The overarching vision we are

‘ ... Access to decent education and training is essential for the completion of the liberation struggle, the foundation of which must be economic liberation ... ’

developing is that of an expanded, effective, coherent, integrated, differentiated, but highly articulated and responsive post-school system, comprising all the institutional types falling under our Department: universities, colleges, adult education centres and the levy-grant institutions (the Services Sector Education and Training Authorities – SETAs – and the National Skills Fund – NSF), as well as the various regulatory and advisory institutions. We are developing ways in which the work and the resources of these institutions can be brought together to benefit the entire system, with the strengths of each being harnessed for the mutual benefit of all. This vision will be elaborated in a Green Paper that my Department will be publishing soon for public comment.

Strengthening skills development through the levy-grant institutions

This vision is taking shape through the National Skills Development Strategy III (NSDS III), which we launched in January this year. NSDS III is a strategy aimed at increasing access to training and skills development opportunities and at eliminating unfair discrimination in skills training. The NSDS III will make resources available for training programmes at institutions such as co-operatives, small enterprises, non-government organizations and trade unions.

The NSDS III sets clear goals to the SETAs and the NSF on how the levy-grant resources should be spent. Above all, it seeks to improve the quality and effectiveness of training and channel it increasingly to the formal training institutions where workers and the unemployed can get full occupational qualifications. Too much levy money – estimated at over 80% – has been going to short courses that provide little lasting benefits and thus only serve to reproduce cheap labour while purporting to develop skills. Levy money must also be used to build the capacity of formal public educational institutions. We have invested heavily in public education and training institutions over the decades. They must now be used by the SETAs and the NSF to provide





quality occupational and professional training programmes for youth and adults.

SETAs have an in-depth knowledge of the labour market in their sectors and must have contact with virtually all employers in the country. They are ideally placed to assist educational institutions in accessing workplace experience for students. However, this has not been happening and literally thousands of students at universities of technology and Further Education and Training (FET) colleges have not been able to qualify, because they are not able to access workplace experience to complete their qualifications. SETAs will now be at the forefront in overcoming these problems.

The DHET has reconfigured the SETA landscape, reducing SETAs from 23 to 21. I have also taken measures to strengthen governance and management of the SETAs to ensure that they become effective. This has led to resistance from some, but we are determined to forge ahead. The vast majority of SETAs have supported these transformative measures publicly and we have had a very positive response from most stakeholders. Most SETAs are determined to turn their organizations into effective components of an integrated and successful post-school system. The measures we have taken are a giant step forward in the transformation of the South African skills development system.

My officials and I have had a number of engagements around skills development with employers in both the private sector and state-owned enterprises. The National Economic Development and Labour Council (NEDLAC) has also been engaged and approved of these measures. I'm pleased to say employers have been cooperative and have committed to taking on specific numbers of apprentices, learners and interns. My Department and the Department of Public Enterprises are in discussion with the state-owned entities (SOEs) regarding the expansion of artisan development.

Our efforts are already starting to pay off. During 2010, 23 517 apprentices were registered by the SETAs, compared with 17 228 in 2009. Also in 2010, 11 778 apprentices were certificated, partly because the number of learners who passed their trade tests has been increasing gradually over the past four years. This is an indication

that the target of 10 000 artisans per annum is being met before the time frames set in my performance agreement with the President. The numbers of learners entering artisan training are expected to increase further over the next five years because of commitments made or expected from both business and the SETAs. In 2010, learnerships and other learning programmes registered by the SETAs had increased to 120 615, up from 109 351 in 2009.

FET Colleges

The period since my last budget vote has been one of intensive policy consultation and development. Hands-on support is being given to FET colleges in the areas of governance and management; curriculum and qualifications; examinations and assessment; planning and funding; and the establishment of partnerships and linkages with employers, SETAs and other stakeholders.

Our aim is the substantial transformation and improvement of the capacity of the colleges over the next few years to offer a range of courses for the production of mid-level skills for the economy.

The college system will expand to take in substantially more students to achieve our goal of one million by 2014. Over the 2011 Medium-Term Expenditure Framework (MTEF) period, R14.29 billion has been allocated as subsidies to the FET colleges. Of this, R1.42 billion has been earmarked to expand FET college student enrolment, especially to increase artisans. Particular attention will be given to expanding access to students in rural areas.

The Department also intends to utilize the NSF to expand skills centres (as campuses of FET colleges), prioritizing areas where there is no post-school provisioning. We are also developing plans to better use existing post-school institutions to maximize their utilization. Details will be announced in coming months.

I have appointed a task team to undertake a review of the National Certificate (Vocational) qualifications. The review will ensure that these qualifications serve their intended purpose of delivering high-level conceptual knowledge linked to practical training, either as preparation for entry into the job market or for university entry.

“ ... Our aim is the substantial transformation and improvement of the capacity of the (FET) colleges over the next few years to offer a range of courses for the production of mid-level skills for the economy ... ”

I have reversed the decision made three years ago to phase out the NATED Report 191 programmes (commonly known as the N-courses) as a result of strong demand from colleges and employers.

However, the N-course curricula are in need of updating and we shall do so. Colleges will work with SETAs and employers to provide and expand training tailored to the specific needs of particular industries.

I am pleased to announce that for 2011, the reach of FET college bursaries has tripled. R1.235 billion is available for financially needy, yet academically capable students. This means that 100% of eligible students from poor and working-class households enrolled in the NC (V) and Report 191 (NATED) will be totally exempted from college fees, covering, for the first time, more than 169 000 students.

In line with the intention I stated last year, we have signed an agreement to bring about parity between state-paid FET college lecturers and their counterparts in the schooling system, and a similar agreement for both college and state-paid support staff.

With regard to my commitment last year that we would look at legislative measures to make FET colleges and adult education an exclusive national function, I will be introducing a Further Education and Training Amendment Bill soon. Its purpose is to shift responsibility for FET colleges from the provinces to our Department. Furthermore, I expect the Minister of Justice and Constitutional Development to bring a bill to the House this year to amend Schedule 4 of the Constitution, making FET colleges and adult education an exclusive national competence.

Adult Education and Training

Quality access to and widening participation in adult education and training comprise one of my outputs in my performance agreement with the President. The large number of young people who are neither studying nor working (we estimate over three million in the 18-to-24-year age group alone) require us to expand educational opportunities for adults outside universities and FET colleges.

In this process of radically expanding opportunities for adults, including young adults, we will look at various possibilities, including the better use of existing facilities at further and higher education institutions and the creation of additional institutions.

I have put together a team of experts to conceptualize a workable institutional model of community education and training centres that is distinct, unique and multipurpose with appropriate systems, programmes, funding modalities, qualification frameworks, institutional arrangements and staffing.

As I undertook last year, my Department has finished drafting a National Senior Certificate for Adults. This has now been approved by Umalusi, which will soon be gazetting the qualification for public comment.

Teacher education

On 5 April, together with the Minister of Basic Education, the DHET launched the Integrated Strategic Plan for Teacher Education and Development in South Africa for the period 2011 to 2025. This is a plan that will ensure that we have enough teachers to serve the needs of our schools, that increasing numbers of high-achieving school leavers are attracted into the teaching profession and that teachers are provided with ongoing support to improve their

education and skills.

Existing university-based teacher education will be strengthened, and new, dedicated institutions (and campuses) will be established where needed. Where feasible, we will also involve those FET colleges engaged in the training of Early Childhood Development (ECD) practitioners.

My Department is currently also working on a plan for the education and development of lecturers for FET colleges and adult education and training practitioners.

In the period 2011–2014, the DHET will increase the number of universities offering foundation phase teacher education programmes, specifically for the preparation of teachers who are able to teach in the African languages.

University initiatives

In line with the intention I announced last year, I have appointed a Ministerial Committee for the Review of the Funding of Universities under the leadership of Mr Cyril Ramaphosa. This Committee will review the current funding framework of universities and determine the university system's resource requirements over the next five to ten years. I expect a report with recommendations by early next year.

The Ministerial Committee for the Review of the Provision of Student Housing headed by Prof. Ithron Rensburg will submit a final report at the end of June 2011. For the period 2010/11 to 2011/12, R686 million has been allocated from the infrastructure grant to the universities to build and refurbish student residences.

Most universities have made excellent progress so far with the infrastructure projects that the Ministry has allocated R3.2 billion to for the 2010/11 and 2011/12 financial years. Universities are investing an additional R2.2 billion from other sources, bringing the total investment to R5.5 billion over the two years. For 2010/11 and 2011/12, approximately R803 million from the infrastructure allocation has been allocated to historically disadvantaged institutions (HDIs). We intend to increase investment in infrastructure at HDIs over the

next three years.

An amount of R421 million for 2011/12 has been allocated to 19 universities for teaching development grants to assist in improving graduate outputs. In addition, R174 million has been allocated to all universities for foundation programmes designed to improve the success rates of students from disadvantaged educational backgrounds. Over the period 2007 to 2009, almost 32 000 first-time entering students enrolled for foundation programmes and in 2009 the average success rate of first-time entering undergraduates was above 70% at 19 of the 23 universities (and at seven universities above 80%). The 2010 allocation for foundation programmes made provision for 15 863 students and the 2011/12 allocation makes provision for 16 268 students.

My performance agreement with the President requires me to increase the production of graduates in science, engineering, medicine and other areas classified as scarce and critical skills. I recently had a meeting with the deans of relevant faculties to discuss increasing graduate outputs and am currently receiving concrete proposals in this regard.

I must say that I share the concerns of many social scientists that the role and vigour of social sciences and humanities in our

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universities have declined. I have, therefore, commissioned Prof. Ari Sitas and Dr Sarah Mosoetsa to lead an investigation to develop a charter on how to strengthen the humanities and social sciences at South African universities and am expecting a final report soon.

I am particularly concerned about the glaring weakness at our universities in one area of the humanities: African languages. I held consultations with stakeholders and am now ready to establish an Advisory Panel on African Languages to advise me on how to strengthen the teaching, research and development of African languages at universities.

Last year, I announced the establishment of two task teams to explore appropriate models for new universities in Mpumalanga and the Northern Cape. I expect full reports by the end of July which will provide us with a way forward. An amount of R300 million has been allocated over the MTEF period for this purpose.

In November 2010, the Minister of Health and I established a two-person task team consisting of Prof. M Makgoba and Dr M Price to review the impact of the merger, which resulted in the establishment of the University of Limpopo, on the training of health professionals.

We have now received a report and accepted its recommendation. I have agreed with Minister Motsoaledi that we must undo this merger and re-establish Medunsa as a stand-alone medical university, and also proceed to work towards the establishment of a medical school in line with the President's announcement on the establishment of an academic health complex in Polokwane. We have agreed that a joint task team will be established shortly to work out details for the implementation of these decisions. We urge all at both campuses to continue as normal and cooperate fully with the demerger process.

National Student Financial Aid Scheme (NSFAS)

The President made an announcement on 8 January about further assistance for FET students and final-year university undergraduates who qualify for NSFAS assistance. This was elaborated on in his State of the Nation Address. I wish to announce further changes concerning the NSFAS aimed at making higher education more affordable.

In the past, the NSFAS charged interest on student loans throughout the period that students were studying. This resulted in students leaving university with large debts. In future, the NSFAS will not start charging interest on student loans until 12 months after a student has graduated or left university.

This will apply to all NSFAS loans to students registered on 1 April 2011 and moving forward.

R200 million has been provided to enable the NSFAS to grant loans to students who have completed their studies but have not received their certificates or graduated because of outstanding debts. This will enable an estimated 25 000 students to receive their certificates and enter

the job market. All students who met the requirements for graduation between 2000 and 2010 and who are eligible for NSFAS loans can apply for this special funding through their student financial aid offices. In cases of scarce skills, consideration may be given to honours students for such assistance.

A further R50 million has been provided for postgraduate students who require financial assistance to complete their honours, masters and doctoral degrees. These students will enter into loan agreements with the NSFAS and the money they pay back will be earmarked to fund future postgraduate students.

Despite the progress we have made in assisting students through the NSFAS, I am very concerned that there are many former university students who have been blacklisted with credit bureaus by our public universities. Blacklisting prevents these young people from getting the start in life for which they have studied so hard.

We have asked the NSFAS to remove from the credit bureaus all students they have blacklisted. My Acting Director-General is engaging the universities to do the same, especially concerning students who were recipients of NSFAS loans. We will also be engaging the National Credit Regulator on this matter and approach SARS to assist us in tracing NSFAS beneficiaries who are now working but not paying their loans.

Conclusion

In my 2010 budget speech, I referred to the importance of career guidance information. I am pleased to inform you that a National Qualifications Framework and Career Advice Service was launched in January this year under the auspices of the South African Qualifications Authority. The project has a website, a career advice help-line, is developing guidance materials and is producing a weekly radio programme in partnership with SABC Education, broadcasting on nine regional radio stations in nine languages. It is reaching about 2.3 million South Africans. ■





Dr Sazi Kunene

Interventions to *improve Matric Results*

Although this reflection of Dr Sazi Kunene on the state of matric results was written following the 2009 matric examinations, his concerns, questions and suggestions remain applicable and continue to provide food for thought on the way towards improving performance in our schools.

In 2009, we again witnessed a disappointing decline in the Gauteng matric pass rate, namely 71.88% compared with the 76.43% of the previous year. Why are our learners not benefiting from our actual input, considering that over 90% of teachers are fully qualified according to the norms of the Department of Education (DoE, 2007: 7)? Although Gauteng has been able to maintain its matric endorsement pass rate, there is still a lot to be done to change school performance for the better (*City Press*, 10 January 2010). If one looks back to 2005, one sees that the pattern of matric performance in the province has been characterized by 'highs' and 'lows'.

While we achieved highs (e.g. in 2006 when we achieved a 78.35% pass rate) we failed to ensure consistency by building on such success and maintaining and sustaining better performance through a process of continuous performance improvement. The matric results also continue to reflect past inequalities associated with apartheid education in terms of learner performance. Previously white-only

“... The fact that the matric performance of black schools has, to a large extent, remained pretty much the same as before 1994, makes the liberation ideals of a “People’s Education” seem far-fetched and almost impossible to achieve at this time ...”

on the part of black schools over the past 15 years of democracy to change from poorly to better-performing schools. The fact that the matric performance of black schools has, to a large extent, remained pretty much the same as before 1994, makes the liberation ideals of a ‘People’s Education’ seem far-fetched and almost impossible to achieve at this time.

Admittedly change takes time; it is not an event but a process (Hopkins et al, 1994: 21). However, the reality that the country’s school system, which is priority number two in terms of the Government’s development, transformation, redress and service delivery goals, continuously experiences deterioration rather than improvement, is reason for great concern to Government and especially to policy makers within the education sector. Our school system is failing despite the high commitment shown by both the national and provincial governments, which have placed education at the top of their priorities for

achieving a developmental state.

At this point, it is important to touch briefly on the research design for this short study. The study was undertaken within a tight timeframe. It was an initiative of the acting CEO of the Gauteng City Region Academy (GCRA) who directed the Research Department to explore what appropriate strategic interventions could be recommended to improve future matric performance. A search of international literature on school effectiveness and school improvement research was conducted. In addition, both national and provincial legislative and policy literature informing our education system, especially concerning school functioning, was researched. The organizational structure of the Gauteng Department of Education (GDE) was also examined and this revealed a number of dedicated directorates and departments responsible for whole school evaluation (WSE); school effectiveness; school improvement; institutional development and support (IDS); and school interventions. However, because of time constraints, only one senior official from WSE was interviewed for this study. Therefore, it has to be mentioned that restricted access to relevant departmental officials dealing directly with school improvement efforts and relevant departmental information placed severe limitations on this study.

schools have consistently maintained the high pass rate of over 90% attained before 1994, while predominantly black schools still seem to be struggling to move beyond the 50% pass rate that characterized these schools before 1994 (DoE, 2007: 9). This represents a depressing state of affairs, since there has been consistent failure



Before proceeding, I would like to make a few urgent appeals and offer a few suggestions. The first relates to policy coherence and the need for well-coordinated and structured intervention within the GDE. It remains my strong belief that this study should have been conducted in close collaboration with the relevant departments in the GDE, especially those listed above. That would certainly have added more value and credence to the study and would have contributed to the legitimacy and authenticity of its outcomes. All efforts, including the occasion of the announcement of the matric results (an important and serious national and provincial project) call for innovative and creative thinking; robust debate and engagement; wider thinking; greater intellectual scrutiny; and an intelligent and powerful sharing of ideas about what works and what does not work. All efforts should be well-coordinated and structured to eliminate duplication or wasteful and uncoordinated resource utilization. Secondly, I want to offer a suggestion about the brief of the study, as articulated by the acting CEO. My caution here is that we must guard against falling into the trap of ‘innovation overload’ or underestimating the problem of ‘scale’ in terms of the multiplicity of policies and systems that have been developed over the years to improve school performance.

Data obtained from anecdotal, perceptual and research-based evidence has made us all pretty much aware of the common weaknesses inherent in our school system that stifle and often misdirect movement towards improved performance within many of our schools. Over the years, relevant departments in the GDE have conceptualized and implemented multiple interventions. How do we know whether or not the existing interventions actually work? Do we actually need new or revised interventions to respond to the unsatisfactory matric performance in 2009? In her budget speech, the MEC announced extensive proposals to strengthen existing policies and systems. She also introduced new proposals, all of which were designed to improve the performance of our schools (Speech by the MEC for Education, Ms B. Creecy, 2009: 1-9). Soon thereafter, the MEC announced yet another package of interventions in direct response to the 2009 matric results (*City Press*, 10 January 2010).

As always, the challenge revolves around the effective implementation of these interventions. Do we actually need to add to this long list of interventions? Probably not!

Rather than asking the usual question of how matric performance can be improved, this input paper will ask a slightly different question, namely: do our current school improvement strategic interventions work? This question will be the main theme of the paper.

6 ... Our school system is failing despite the high commitment shown by both national and provincial governments, which have placed education at the top of their priorities for achieving a developmental state ...

How can we make schools perform better?

Our school system continues to produce unacceptable matric results despite a significantly changed and very supportive legal and policy environment (DoE, 2008:1-3; *City Press*, 10 January 2010). Education receives the biggest budget nationally and provincially and multiple school improvement efforts have been launched. However, all of this seems either not to yield positive results, or the impact of efforts is not yet known (DoE, 2008: 1-25; DoE, 2009: 20-22). The average matric pass rate for schools is 70% and that of matric endorsement is 18%. So, every school able to achieve a matric pass rate of 70% and above and a matric endorsement rate of 18% and above is considered to be a better performing school or a school that works (DoE, 2007: 11). The Ministerial Report on Schools that Work (DoE, 2007: 11) regards this average pass rate as a fairly low benchmark of success for the country as a whole. We always

associate good learner results with good teaching and learning and successful schools are always associated with good learner results. The announcement of the 2009 matric results elicited a barrage of comments from various stakeholders, including Government. As in previous years, these comments pointed to the same problems as causes of poor matric results. As the Minister of Basic Education stated when she announced the matric results: ‘The education system continues to be plagued by obvious weaknesses that act as barriers to the performance of our learners.’ By ‘obvious weaknesses’ the Minister was probably referring to the following recurring problems: weak management and leadership; lack of adequate resources; poor learner support; learner indiscipline; and poor-quality teaching and learning.





Most of the comments by different stakeholders point to the poor quality of teaching and learning as being the main cause of weak matric performance (*The Star*, 8 January 2010; *City Press*, 10 January 2010; *Sunday Times*, 10 January 2010; *Daily Sun*, 12 January 2010). ‘Teachers determine, in many ways, who will live in poverty or prosperity. They will determine, frequently, who gets to read, write, compute and go to secondary and tertiary institutions.’ (Budget Speech by the Gauteng MEC for Education, Ms B. Creecy, 2009:5). The MEC’s statement is re-inforced by teacher unions who assert that: ‘Whatever is good or bad in education can be laid at the door of teachers.’ (*The Star*, 12 January 2009). As Hopkins et al (1994: 66) emphasize, most school improvement efforts, therefore, focus on quality teaching and learning. I will, at this point, return to the theme of this input paper to ask the same questions of our school improvement interventions. Do we actually know what the impact of these interventions is? Do our school improvement policies, including the WSE policy, have an impact evaluation component (Hopkins et al, 1998: 420)?

There is an abundance of international literature on school effectiveness and school improvement research. There are distinct philosophical and epistemological differences between the two approaches. School effectiveness focuses on the ‘ideal’, successful school and what key features characterize such a school (Bollen, 1996: 1). As Hopkins et al (1995: 340) state: ‘... effective schools are well-run schools where the teaching is purposeful and the teachers’ expectations of children are high; where progress is monitored systematically, and where parents are involved in a genuine partnership...’. Such an ideal school represents the aspirations of Government and all concerned stakeholders for all schools to reach this level of functionality. However, the fundamental weakness of the school effectiveness approach is the fact that it does not go beyond identifying the key features of an effective school. All this approach says is that this is the picture of a successful school. It provides no further guidelines on how less-effective schools could progress to become effective schools (Hargreaves et al, 1993: 234; Hopkins et al, 1996: 340; Hopkins, 1996: 30). On the other hand, school improvement is an educational change strategy designed to facilitate and inform the process of change from poor performance to successful performance by schools (Hargreaves, 1993: 234). Schools cannot improve on the

basis of inspection not supported by action (Hopkins et al, 1995: 343). School improvement, therefore, must be informed by action which is designed to take a school through a process of change that focuses on ‘... raising student achievement through focusing on the teaching-learning process and the conditions which support it’ (Hopkins, 1996: 32).

The objective here is not to provide an in-depth analysis of the two approaches and their ideological differences, but to show the extent of the knowledge base available so that we can draw on this to come up with the kind of interventions that may work for us. It is possible to combine these two approaches into a single school development strategy that works instead of focusing on their ideological differences (Reynolds et al, 1997: 251). Creative and innovative thinking is of utmost importance in devising school development models to fit in with our local circumstances and, therefore, to work. As the Ministerial Report on Schools that Work (2007: 21) cautions: ‘... school improvement requires more than simplistic borrowing of remedies from other countries’.

Change is a difficult and challenging process that needs support, participation and commitment from everyone involved. Change is a multidimensional process and not an event or a ‘single entity’ (Hopkins et al, 1994: 21; Fullan, 1992: 36-37). Changing schools can be an even more daunting challenge because ‘... school change is a complex if not contradictory process and it takes time’ (DoE, 2007: 22). The process of change is characterized by a number of distinct phases or stages. In the educational

change literature consulted, these distinct phases or stages are identified as the initiation, implementation and institutionalization phases or stages (Hopkins et al, 1994: 36; Fullan, 1992: 36-37). The strategic interventions that the GDE implements also go through the same phases of change. The critical question to ask here in line with the theme of this input paper is: how many of our interventions designed to improve school performance actually go beyond the implementation phase? How many of these are able to proceed to the next phase of institutionalization where they become part and parcel of and infused into the culture of a school? How do we ensure that impact evaluations are done in a timely manner and that they feed back into the quality cycle in terms of improving the quality of our interventions? How do we know whether or not these interventions work?

‘... Change is a difficult and challenging process that needs support, participation and commitment from everyone involved ...’

Each school has its own unique circumstances that constitute its culture. To improve a school and move it towards improved performance, its culture has to be changed first. Quality teaching and learning require a supportive school culture, ‘...for it is culture that sustains change and consequently enhances the achievement of students’ (Hopkins, 1996: 35). As the Gauteng MEC for Education stated: ‘By implication, effective schools and school systems are only effective to the extent that they create conditions under which effective teaching and learning occur.’ That is why for it to succeed, a school must play an active, if not leading role in any intervention. The school itself must decide which particular priorities to target for school development, based on the outcomes of an inspection or WSE process. The challenge for schools is ‘... how to establish a development plan that integrates targets for student learning and achievement with improvements in the quality of teaching and general management arrangements’ (Hopkins et al, 1998: 416).

Research evidence indicates that successful school improvement interventions combine external support with school-based internal processes (Hopkins et al, 1995: 341). Our WSE policy is informed by the same principles of ‘accountability’ (government intervention) and ‘development’ (a school’s internal processes). Evaluators inspect schools and their observations are combined with recommendations at the end of evaluation processes to be used by schools with the support of district offices to create school development plans to implement the recommendations resulting from a WSE intervention (DoE: 2001: 6). It is important to mention that schools at different stages of development will need different kinds of intervention. Hence, it is important to adopt an approach that combines both ‘top-down’ and ‘bottom-up’ strategies in which a school can play a leading role in developing both its school development plan and its implementation (Hargreaves et al, 1993: 235-236).

Different researchers have described the different categories of schools with regard to development in different ways. Hopkins (1996: 45-46) describes three different types of strategies, each applying to a specific development phase:

Type 1: these strategies assist failing schools in becoming moderately effective. A high level of support is required.

Type 2: these strategies assist moderately effective schools in becoming effective and can be subdivided into the following categories:

- **Type 2 (a):** these strategies focus on tightly-defined targets involving quality teaching and learning.
- **Type 2 (b):** these strategies rely less on external support and suit the ‘go-it-alone’ type of school.

Type 3: these strategies assist effective schools to remain effective.

So, one would need a different strategy to move a school from point A to point B rather than from point B to point C. To keep a school at point A as an effective school will also require a different strategy. Slavin (1998: 1302-1304) has come up with his own descriptions of the different kinds of schools in terms of the level of development of each. He describes them as ‘seed’ schools (Type 3); ‘brick’ schools (Type 2) and ‘sand’ schools (Type 1). As indicated above, change is a process that takes place over time. There are no

‘quick fixes’. To change a primary school, one may need three years, and for a secondary school, one may need as many as five years, depending on the size of the school and the complexity of its problems. The teacher unions also agree with this assessment, suggesting that: ‘The reality is there are no quick fixes for a large education system. The shortest possible period for dramatically improved results will, in all probability, be at least five or six years.’ I will, at this point, again return to the main theme of this input paper by asking whether our interventions actually have the capacity to endure such lengthy periods of change and whether the level of external support can actually be sustained and maintained undiminished throughout such a period of school change? When interventions fail half way through the process of change, what contingency plans are there to ensure the survival of these interventions?

The Ministerial Report on Schools that Work (2007: 24) provides two broad categories of schools in South Africa. These are not based on the level of their development, but on the racial distinctions of the past. The categories are described as ‘mainstream’ schools, which consist of historically black, disadvantaged schools and ‘periphery’ schools, which are previously white, privileged schools. The latter are the schools that have consistently maintained a high pass rate of over 90% since the end of apartheid. What is perhaps interesting about the South African experience is that, contrary to the findings of the research done by Hopkins and his colleagues (1996: 45), it is possible for a school to move from being a ‘sand’ school (a failing school) directly to becoming a ‘seed’ school (an effective school). The example that comes to mind is that of Doornlaagte Combined School in the North West, which achieved a dismal 0% pass rate in 2008 and was able to celebrate a 70% pass rate in 2009.

“... Education must be made a societal issue and schools must be transformed into centres of excellence. All efforts in this regard should be undertaken in the context of a shared responsibility model ...”

The GDE’s strategic interventions in response to the announcement of the matric results

Responding to the call by the President of the Republic for ‘teachers to be in school, in class, on time, teaching, with no neglect of duty and no abuse of pupils’ and the call of the Gauteng Premier for our schools to be transformed into ‘... sites of excellence....., sites of effective learning and teaching,’ the Gauteng MEC for Education announced the extensive programme of action referred to above. One of the interventions is designed to focus on improving district office support to schools and the MEC announced that the performance management system for district offices will be reviewed. It is hoped that this will encourage and inculcate a sense of shared responsibility for improving school performance.

At the beginning of each year, following the announcement of the matric results, the Education Planning, Evaluation and Reporting Directorate will analyse the results to identify underperforming schools for targeted interventions. These targeted and focused interventions will differ from the generic WSE interventions carried out throughout the year in underperforming schools identified by the national department. The focused or targeted interventions will focus on ‘tightly-defined issues’, concentrating on classroom practice designed to improve the quality of teaching and learning for enhanced student outcomes (Mokgosi, 11 January 2010).

Further specific and focused interventions pertaining to the

improvement of matric results go far beyond classroom practice and focus on other, broader issues such as school governance and community involvement in school management. They include:

- Doubling efforts to improve learner support at senior secondary level. An analysis will be conducted to identify subjects and districts for intervention;
- extending existing Saturday schools and holiday programmes for Grades 10 to 12 to underperforming schools;
- giving special attention to the conduct of learners, teachers and school governing bodies to address absenteeism, work stoppages and community protests; and
- dealing with the large percentage of independent schools that achieve pass rates below 25%. Such schools may receive warnings that their subsidies could be withheld (*City Press*, 10 January 2010).

I will, at this point, return to the theme of this input paper by asking if we really need to add to these long lists of interventions announced by the MEC? What mechanisms are included in our policy infrastructure to ensure the effective and efficient implementation of these interventions? Were previous impact evaluations done on similar interventions to determine their effectiveness? How do we know whether or not these interventions will work? Have we done trend analyses to determine how schools will respond to these interventions and whether or not the interventions will be able to improve the performance of schools?

Conclusions and recommendations

We have seen the high political will and commitment to school performance in both the national and provincial governments. Research evidence indicates that the quality of the education of a country is determined by the extent of its government's contribution to its education system. As seen above, matric results are a key indicator of the quality of a country's education system and of the strengths and weaknesses of its government's policy reform agenda. I would argue that the quality of our education personnel, especially teachers, is equally, if not more important. The strong political will and commitment must be matched, even surpassed, by greater personal and professional commitment and sacrifice on the part of all education personnel and, specifically, teaching personnel.

Learners and communities at large also have a key role to play in supporting and promoting effective teaching and learning at school. Education must be made a societal issue and schools must be transformed into centres of excellence. All efforts in this regard should be undertaken in the context of a shared responsibility model.

The policy infrastructure for school performance evaluation and assessment has been developed and put into place. The policy apparatus for teacher developmental appraisal has been developed and put into place. As can be seen above, there is an abundance of data from both school effectiveness and school improvement disciplines, including numerous examples of best practices in terms of school improvement models that one could draw from to come up with the kind of school development model that could work for our schools.

The following recommendations are thus made to the GDE:

- Support the existing interventions and do not create confusion and unnecessary duplication by pulling in opposite directions. Guard against the problem of 'scale' in terms of the existence of a multiplicity of interventions that become unmanageable.
- Think collaboration, coalition building, cooperative partnerships and not destructive competition.
- The jury is still out on whether or not our WSE and other school improvement assessment and evaluation policies and procedures work. Is this time not the right time for an 'implementation dip' to pause and reflect on the effectiveness of these interventions? We should review the entire school performance assessment and evaluation policy regime:
 - to incorporate a quality review mechanism to ensure continuous quality improvements; and
 - to embed in these an impact evaluation element.
- Conduct impact assessment studies on school improvement interventions that are older than three years.
- Conduct trend analyses on how schools deal with the challenges of change and development during the implementation of these interventions.
- Review the district office support models to determine their effectiveness, including the work of external evaluators, the 'critical friends' of schools. ■



Gender in Education

Veerle Dieltiens, former researcher at the Education Policy Unit (EPU) of the University of the Witwatersrand, expresses concern about the extent to which the current focus on percentage improvements in education performance could erase gender equity from the radar screen.



Veerle Dieltiens

When the Department of Basic Education (DoBE) relocated to its new headquarters early last year, it left behind the constrained geography of the old Bantu education building. Away from the boxed silos of Schoeman Street, the new and generous open-plan offices quite literally appeared to break down walls and a department once segregated into line functions now shares common space. The plush new offices, spaciously built around a central turret of sandstone reminiscent of the conical ruins of Great Zimbabwe and set within indigenous gardens and a spectacular water fountain, suggest a renaissance. The building reflects a fresh vision for education: corporate, modern, innovative.

By June 2010, a long-term vision for education had indeed been plotted out with Schooling 2025 and Action Plan 2014 as its medium-term spring board promising statistical improvements for learner performance and an upward climb in international ranking scores. Finally, it appeared that there was a plan to move up from the embarrassing position of bottom of the class.

But just as the strategy was put in place to recover mathematics and literacy marks, it appeared that there was a move away from those goals that so animated post-apartheid transformation: democracy, non-racism and non-sexism. Action Plan 2014 makes no reference to these goals and concentrates instead on percentage improvements in performance. An official in the DoBE offered the following in explanation to researchers of the Gender, Education and Global Poverty Reduction Initiatives (GEGPRI) project¹: ‘At the moment, I think we’re bogged down with getting kids to school, getting quality teaching, getting kids to read. We’re so bogged down with these basic issues that they tend to overpower gender issues. As we get these things sorted out, we will become more able to focus on gender issues.’

It's not that gender equity has been shelved – a unit in the Department is still its vanguard. Thus, if the action plan for 2014 contains no mention of gender, it is because it does not count as a central focus for now. Rather, the Plan points out that ‘the curriculum lies at the heart of the schooling process’ and all must be to its service. But the danger inherent in this is that gender equity may disappear from the radar screen. Once the plan gains momentum and the system gravitates to measuring performance, it will be harder to find

‘ ... just as the strategy was put in place to recover mathematics and literacy marks, it appeared that there was a move away from those goals that so animated post-apartheid transformation: democracy, non-racism and non-sexism ... ’



¹ The GEGPRI research comprises a three-year study from 2008 to 2010 on how global commitments to gender equity and poverty were interpreted in five case study sites in Kenya and South Africa. The analysis for this article is based on interviews conducted with officials in South Africa's Department of Basic Education, a case study school in KwaZulu-Natal and a national NGO.

opportunities to insert gender as a mainstream concern. Without keeping gender (and race and class) in the periscope, any statistical improvements in mathematics and science may well come at the expense of girls (or, less likely, boys).

Given the statistical, goal-orientated nature of the plan, the easiest approach to inserting gender into the Action Plan would be to opt for parity – making sure equal numbers of girls and boys achieve performance indicators. That would continue the current approach in the Department where interventions have been designed to give girls a leg-up to enable them to compete with boys, particularly in traditionally masculine subjects like mathematics, science and technology. One official put it as follows: ‘Our job is not to make sure that girls get it – we do it for everybody – but to push girls because they need a harder push than the others.’ But such efforts have often met with a backlash; a complaint that girls receive too much attention. (A national DoBE official recalls boys booing in a gender equity workshop.) The scales were then balanced back towards parity, and initiatives like take-a-girl-child-to-work were complemented by a similar programme for boys. Affirmative action for girls also contributed to a dithering knee-jerk reaction that merely served to satisfy a compliance requirement. A school official explained: ‘It’s just that there’s an equal number and then there is that because the Government said we must have that thing of a gender [focal person]. So, now when we make the committee “...er, where’s the gender? We must have a gender member.” And then there is. But what is he doing? Nothing. He’s just there because it’s [to comply].’

For gender activists in the Department, the struggle is to find a way of shifting beyond parity to making an impact on inequitable gender relations. The difficulty, as one official explains, is failure to understand exactly which strategy would work best. She explains: ‘The reality is that part of the reason it is not happening is not because of political will and money – it’s about lack of capacity to deal with the issues. We can say that about all of us. These are complicated issues that are not simplified easily into policy documents ... They are political issues in the sense that they are about changing policy,

changing the way people think, about power relations.’ Even if those in the national department could formulate such complex issues into pithy policy statements, there’s the added complication of cascading them down to the implementers at provincial and school level. The top-down approach relies on those at the chalk-face being willing and able to confront the socio-economic and cultural conditions that keep girls in their place. That will not be easy. Explaining why girls were allocated the chore of cleaning the school’s foyer and administration offices, an official in a case study school said: ‘You know in our culture ... the female person used to collect the wood in order to make a fire at home. (The) same applies here ... it comes naturally.’

Gender issues are integrated into the curriculum statements, but since the National Curriculum Statement (NCS) leaves much of the initiative to interpret learning outcomes into content to educators, tracking implementation at a classroom level requires indirect routes through raising educator awareness. A departmental official explains: ‘What we haven’t done, is to go out and evaluate what teachers are doing. We haven’t done that ... I mean, just like we don’t target race, or disability, we don’t target gender, you know what I mean? And, for example, when we deal with training in the principles of the NCS, we deal with issues of gender while we do the training. It is the broad principles that underpin the curriculum we deal with: social justice, inclusivity ... you know, broad principles.’

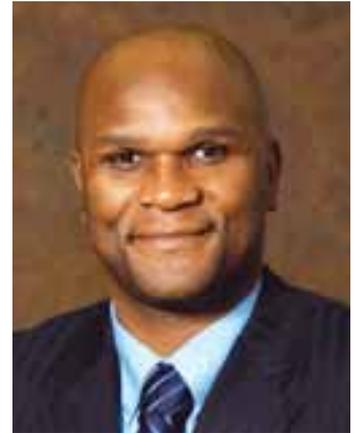
What the Action Plan 2014 recognizes is that breaking through the crisis of poor educational achievement requires that everyone pulls together with single-minded determination to turn things around. But the Plan’s technical approach is reduced to measurable targets. That leaves the more complicated task of education on the backburner. ‘What we need to be doing,’ noted a senior official in the Department, ‘is teaching young people about what a gender equitable society looks like, and what role they can play.’ That cannot be gauged against a statistic. Breaking down walls in the Department’s buildings helps us to see the vision of the Department more clearly – but it has not yet transformed it. ■

... What the Action Plan 2014 recognizes is that breaking through the crisis of poor educational achievement requires that everyone pulls together with single-minded determination to turn things around ...



Towards a -free Country

– By Mr EN Mthethwa, Minister of Police –



Nathi Mthethwa

As declared by the President of the Republic, His Excellency Jacob Zuma, on the occasion of the State of the Nation Address, the year 2011 is a year of job creation. He said, and I quote: ‘Our goal is clear. We want to have a country where millions more South Africans have decent employment opportunities, which has a modern infrastructure and a vibrant economy and where the quality of life is high. Everyone must think of how they can contribute to the jobs campaign through creating opportunities for themselves and others.’

Section 205 (3) of the Constitution of the Republic of South Africa enjoins the South African Police Services (SAPS) to combat, prevent and investigate crime; to maintain public order; protect and secure the inhabitants of the Republic and their property; and to uphold and enforce the law.

The police are the institutional expression of the resolve by South Africans, as individuals and as a nation, to realize safety and security. The police are, and always must be, subject to the will of the people they serve. The challenge confronting all of us is to transform South Africa, to make of her a place of hope, security and human fulfilment.

We are emphasizing the Constitution deliberately, because all our actions must be guided by this highest law of the land. From affecting

an arrest to securing convictions, we premise our actions on the letter and spirit of the Constitution. We, therefore, approach these tasks with

all the seriousness they require.

Cooperation with police services in the region and further afield will be intensified and border control will be tightened on a continuous basis. In introducing these measures, we proceed from the premise that crime is a scourge that does not respect borders, with syndicates that have made the entire globe the theatre of their evil operations.

The eradication of women and children abuse is central to the fight against crime. This requires deliberate programmes of education and other measures to transform gender and family relations; the retraining of justice administrators and the police; and the provision of the necessary resources to ensure the safety and restore the dignity of the victims.

In brief, our programme in this financial year consists of achieving better policing, a

better-trained and efficient criminal justice system and the involvement of everyone in our society to fight against crime.

‘ ... our programme in this financial year consists of achieving better policing, a better-trained and efficient criminal justice system and the involvement of everyone in our society to fight against crime ... ’





Successes of the Hawks

The following successes were achieved by the Directorate for Priority Crime Investigation (DPCI) from 1 April 2010 to 31 March 2011. In tackling commercial crime, the Hawks arrested 8 294 individuals and secured 5 267 convictions. When it comes to organized crime, they arrested 2 439 individuals and secured 532 convictions.

During the period under review, the Directorate profiled and pursued the 50 most-wanted suspects for armed robberies, ATM bombings and cash-in-transit and bank robberies. 49 of them were apprehended and only one suspect is still at large. The tracing team is in hot pursuit of the last suspect.

Other notable successes relate to intensifying the war against corruption. The Directorate has established an Anti-corruption Unit that deals with corruption within the Justice, Crime Prevention and Security (JCPS) Cluster.

Among the many high-level cases was the arrest of two senior public officials (a Chief Director and a Director) of the Department of Home Affairs who were arrested after accepting a R200 000.00 payment as a bribe from a company executive officer who wanted to secure a R19 million tender from that Department.

Of particular note should be the work of the Hawks in fighting drugs and the proliferation thereof. Some of the significant successes include, but are not limited to:

- On 25 August 2010, an R83-million trans-shipment container destined for Zimbabwe from Paraguay was intercepted in the Eastern Cape and 166.3 kg cocaine was confiscated. This exercise culminated in the arrest of several members of an international drug trafficking organization.
- On 10 December 2010, a ship was intercepted in Knysna Harbour with 1.7 tons of cocaine valued at R510 million, which resulted in five arrests.
- The Hawks together with the United Arab Emirates, the British Serious Organized Crime Agency and the Dutch National Crime Squad conducted a joint operation targeting an international drug trafficking organization. In December 2010, a controlled delivery was executed, which culminated in the seizure of cocaine and mandrax valued at approximately R100 million. Simultaneous arrests of 14 suspects were affected in Dubai, the Netherlands and South Africa.

An Anti-corruption Task Team was established as a collaborative effort between different departments to deal with the specific mandate in terms of Output 5 of the Government's delivery agreement, namely to investigate, prosecute and convict 100 people by 2014 and restrain illicit assets worth R5 million per individual.

To date the following are the successes:

- A total of 15 individuals were arrested. They are currently on the court roll in a case relating to the water purification tender. Assets worth R186 million have been restrained by the Asset Forfeiture Unit (AFU).
- Four suspects were arrested relating to corruption in the Department of Rural Development and Land Affairs and are currently on the court roll. The AFU has restrained R51 million worth of assets.
- Two suspects were arrested in relation to fraudulent tenders obtained from the Department of Education and are on the court roll. Assets to the value of R200 million have been restrained by the AFU.

In conjunction with the Department of Cooperative Governance and Traditional Affairs, the Directorate became involved in the probe of municipalities under the banner of Operation Clean Audit and significant progress has been made.

A dedicated capacity was created in the provinces to investigate and combat corruption within local government. A total of 362 cases were received for investigation and 144 public officials and 120 members of the public have appeared in court. Out of these, 60 public officials and 29 members of the public were convicted.

2010/11 Operation Duty Calls festive season successes

Our police operations focused on contact and trio crimes, concentrating on aggravated robbery, including residential and business robberies and car highjackings, in addition to the securing of shopping malls and the

combating of ATM blasts. Border security was included in this focus, together with social crime prevention operations dealing with the most vulnerable victims of crime.

There were a total of 321 013 arrests during the operation and 4 509 fire-arms, including 1 697 magazines and 46 678 rounds of ammunition, 3 638 vehicles and substantial quantities of dagga and mandrax tablets were seized.

Reduction of forensics backlogs

We have placed more focus on addressing some of the challenges that faced this unit in the past. The overall backlog within the Forensic Science Laboratory declined significantly by 66% from 1 April 2010 to 31 March 2011.

We are happy to announce to the nation that there are now no backlogs concerning forensic DNA tests and those matters still on record fit within the prescribed 35 days turn-around time.

This success will go a long way in helping the police reduce crime and, more importantly, to secure convictions. While the responsibility of successful convictions is that of the courts, we as the police acknowledge the contribution of investigation and forensic analysis in this regard.

Discovery of arms caches

The recent discovery of arms caches across the country was not random occurrences or pure coincidences. These successes were achieved through coordinated efforts. We plan properly. We execute those plans with precision and smartness. We are succeeding because we have the resolve and the support of the community.

These operations have all demonstrated that we have the capacity to make a significant impact on crime. We must now utilize that experience and the infrastructure as part of our general approach in the fight against crime. Now more than ever, we are working tirelessly to make life difficult for the criminals in our midst.

Tightening our legislative processes

In previous Budget Speeches mention was made of the need to strengthen civilian oversight of the police and the Independent Complaints Directorate (ICD).

To address this, we introduced two separate pieces of legislation covering both the ICD and the Civilian Secretariat for Police last year. We are happy to say that both bills have been passed by Parliament and will be enacted in the coming year. The fact that we have introduced these bills before introducing other pieces of legislation, affirms our seriousness that this Government and ministry have no desire to let this country slide towards a police state.

In changing the focus and the name of the Independent Complaints Directorate (ICD) to the Independent Police Investigative Directorate (IPID), we are sending a clear message that the new body will not just focus on the processing of complaints, but will also emphasize the development of strong investigative capacity. We want to investigate substantial systemic defects in policing and general corruption.

The Civilian Secretariat for Police Bill gives effect to that separation of powers and functions and will ensure that we have a strong civilian oversight body that operates as a designated department, reporting direct to me on all matters.

Progress with the establishment of a single police service

In my previous Budget Speech, I also mentioned the need to address Section 205 of the Constitution and the need for us to look at the imperatives and feasibility of establishing a single police service.

Last year, we tasked the Civilian Secretariat for Police with investigating the feasibility of this approach. A draft document is now under discussion in my office. The results of these discussions will be incorporated into the current processes of reviewing the SAPS Act.



Review of the SAPS Act

This year, we are going to ensure that the Bill is brought before Parliament and this revision will be preceded by a review of the White Paper for Safety and Security.

The White Paper was finalized in 1998 and since then, there have been changes in the policing environment that need to be incorporated and reflected in our policy and approaches. The finalized review of the White Paper will become the policy framework for amendments to the SAPS Act.

Constitutional Court ruling on the Hawks

We have noted the Constitutional ruling on the DPCI. Within the next few months, we will ensure that we address issues raised in this judgment by bringing amendments before Parliament.

Introduction of the PSIRA Bill

We will also be introducing a revised Private Security Industry Regulatory Authority (PSIRA) Bill to address weaknesses and gaps in our regulation of the private security industry.

Over the past 18 months, we have seen a significant decline in the number of cash-in-transit robberies. As part of sustaining this decline, we have, in conjunction with other stakeholders, introduced preventative measures through information sharing with particularly the banking sector.

Strengthening relations with all stakeholders

Work is under way to strengthen and, where appropriate, formalize relationships with various stakeholders to tap into diverse skills, which may not necessarily be available within the SAPS. This effort involves partnerships with communities, civil society, business and other government departments. We are also confronting a broad range of challenges on issues like Community Policing Forums (CPFs), volunteer programmes and the alignment of plans and activities.

Implementation of the rural safety strategy

Dedicated focus is being given to the practical implementation of the rural safety strategy. In this regard, particular attention is being given to cross-border crimes and stock theft in particular. The Ministry, community organizations, agricultural organizations and trade unions continue to work together to address rural safety.

The effectiveness of the rural safety strategy will be assessed in terms of a reduction in the level of serious and violent crimes in rural areas. This assessment will be conducted on a monthly, quarterly and annual basis by means of monitoring reported levels of crime.

Capacitating the SAPS via skills development and recruiting

Skills development and the retention of skills remain a priority for 2011/12. Significant emphasis will be placed on the training of detectives. Coupled with this will be the re-skilling and retraining of police officers to ensure that ours is a quality corps rather than one merely consisting of numbers.

Family violence and specialized units

During last year's Budget Vote, we announced that the Family Violence, Child Protection and Sexual Offences (FCS) units had to be re-established by 31 March 2011. This has been done and we continue to strengthen this prioritized area of our work in support of the commitment of the ANC government to protect those who are vulnerable in society, particularly women and children.

Recognizing and honouring committed SAPS members

As the police leadership, we previously emphasized that we will continue to motivate and honour police excellence and the efforts of the team of KZN detectives that ensured the successful conviction and imprisonment of the 'sugar-cane serial rapist' in the Umzinto area in KwaZulu-Natal were acknowledged recently.

Rooting out corruption within the police ranks

The prevention, detection and investigation of corruption within the ranks of the SAPS will continue to be a major focus area for 2011/12. Emphasis will be placed on the implementation of the Anti-Corruption Strategy of the SAPS, which is aimed at curbing corruption and punishing those members with evil intentions.

The following successes were recorded during 2009/10: 119 SAPS members were dismissed following intensive investigations as a result of allegations of fraud and corruption and 44 SAPS officials at ports of entry were investigated concerning various criminal charges. They were charged via internal SAPS disciplinary procedures.

Implementation of a turn-around strategy around fire-arm control

The process instituted in November 2010 to address concerns about the implementation of the Fire-arms Control Act is continuing. Processes and procedures have been developed to deal with the inflow and outflow of applications. Management of personnel and resources has been improved.

Progress is being made towards clearing the backlog of applications for fire-arm licences. We also intend bringing to Parliament an amendment to the Fire-arms Control Act, which will ensure more effective implementation of the principles of the Act and tighten up the various loopholes. However, our focus is not just on fire-arms in the hands of civilians. We are also going to ensure that fire-arms in the hands of the police are properly managed.

Conclusion

The ANC-led government represents the hopes and aspirations of the majority of the people of our country. This Government is the repository of the people's resolve to see an end to violent crime; drug and substance abuse; women and child abuse – the embodiment of the people's aspirations to equality and national reconciliation.

The vision we share of a truly non-racial, non-sexist, democratic and prosperous society cannot be realized if we do not address the issue of crime and criminality within our society successfully. Our talks and deeds, as the entire SAPS, must address the central issues of fighting crime smartly and toughly. We dare not fail.

We must strengthen institutions and practices of popular participation. Our approach must be premised on a people-centred and people-driven process of transformation. Society as a whole must take part in this national effort and effective systems of interaction with all social partners must be established.

The crime statistics tell us that we are moving in the right direction. The communities we serve tell us so. Let us not be distracted. Tough as the duty may seem, we must remain focused, for the sky is not the limit when it comes to the safety of our citizens.

We must consolidate partnerships across society to strengthen social cohesion and ensure that our nation achieves the values of a caring society, inspired by the traits of human solidarity that informed our struggle against colonialism and apartheid.

We want to emphasize that 2011 is the Year of the Good Cop. Rise and shine in defence of our nation. This is our clarion call. ■

Towards Creating an Entrepreneurial Public Service as a Strategy for Realizing the National Vision

Dr Margaret Kobia of the Kenya Institute of Administration says the time for demanding and supporting an entrepreneurial public service has arrived if governments want to achieve their national visions and the Millenium Development Goals.



Dr Margaret Kobia

The public service in Kenya has continued playing a critical role in socio-economic development since the country gained its independence in 1963. The amount of resources committed to, and the time spent on the implementation of immediate, post-independence administrative reform projects were aimed at creating a world-class civil service for social economic growth. While the first ten years of independence in Kenya are sometimes referred to as the 'golden years', marked with an impressive record of economic growth, the period 1980–1990 is sometimes referred to as the 'lost decade' characterized by severe external and internal difficulties and challenges.

The Structural Adjustment Programmes (SAPs) of the 1980s and 1990s came in the wake of widening macroeconomic and fiscal imbalances in the Kenyan economy as a policy tool for economic management to restore efficiency in all sectors of the economy. Initiated and supported by the International Monetary Fund and the World Bank, the SAPs did not fulfil their intended purpose and were characterized by inflationary pressures, marginalization of the poor in the distribution of education and health benefits and a reduction in employment (Ikiara 1990, Mwega & Ndulu 1994, World Bank-UNDP 1993, Swamy 1994). The programme was implemented under rapid and harsh conditions and the economic models did not fit the Kenyan social structure and conditions. The SAPs left Kenyans poorer with a weakened civil service due to a ten-year freeze on recruitment in the civil service and other austerity measures in the programme.

It is during the last decade that the Government of Kenya started taking steps towards the rebuilding of its capacity. Having been so dependent on foreign aid to finance development projects, the remuneration levels were too low to motivate civil servants and as a result, the brains needed to develop indigenous strategies were lost in search for so-called 'greener pastures' in other developed countries.

The successful implementation of the Economic Recovery Strategy for Wealth and Employment Creations (ERS) 2003–2006 saw the country back on the path of rapid growth. Since 2002, the country's GDP grew from a low of 0.6% and rose gradually to 2.9% in 2003 and 7.1% in 2007 (GOK, 2007). Before the political crisis that beset the country following the disputed presidential election of December 2007, the economy was projected to continue on the expansionary trend of growth. A steady growth rate of 7% per annum is necessary for the achievement of Millennium Development Goals (MDGs). MDGs are the eight internationally agreed on goals for social economic development that emphasize the elimination of extreme poverty and hunger; universal primary education; gender equality; reduction in child mortality; improvement in maternal health; lower HIV/AIDS and major disease incidence; environmental sustainability and better partnerships among international development partners.

In the last decade, the Kenyan public service has undergone multidimensional, interdependent and interlocking reforms through a performance improvement strategy. The country has made tremendous progress in the implementation of public sector reforms, including the development of a national vision referred to as Vision 2030 and the realization of a new Constitution. The new Constitution of Kenya takes the form of modern democratic constitutions and comprises elaborate provisions aimed at achieving broad national goals. It advances and upholds democratic ideals through democratizing electoral processes, strengthening institutions and creating a mechanism for its implementation.

Rationale for a National Vision Strategy

Today, public services world-wide are joined together in common pursuit of better ways of serving their publics to their satisfaction, and the phrase 'doing more with less' has become all too real in many parts of

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the world. Fundamental resource challenges resulting from the global downturn of national economies over the past few years have added complexity and frustration to getting the job done by public servants. Global events continue to present numerous challenges to public services. Notably, global events present high levels of turbulence and uncertainties in both the private and the public sectors. To contain the situation, the public sector continues to undertake public sector reforms. These reforms are geared towards achieving public sector excellence mainly through enhancing service delivery, promoting good governance and strengthening institutional capacity for improved overall standards of living.

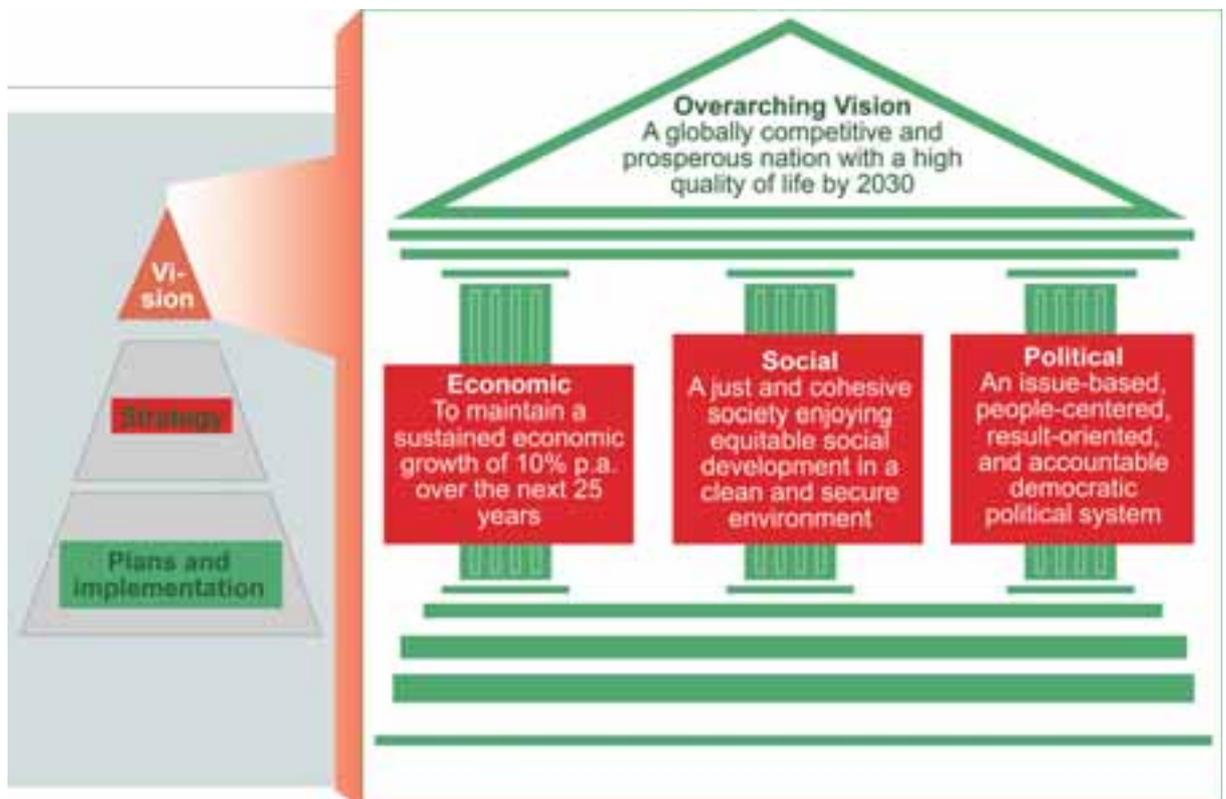
However, there is a growing consensus in African states about what needs to be done to respond to global challenges while achieving economic growth and realizing development goals such as the MDGs. Having learnt lessons from the earlier failed experiment in development planning, coupled with pressure for quality services from citizen, African governments are assuming greater responsibility than before for the articulation of long-term strategic visions. A review of relevant literature indicates that most African countries (Botswana Vision 2016, Tanzania Vision, 2025, Rwanda Vision 2020, Ghana Vision 2020, Kenya Vision 2030, and Malawi Vision 2020) have developed national visions as tools for economic development and to reposition themselves for global competitiveness. The achievement of such ambitious visions depends on the capacity of public services to embrace innovative and creative approaches to service

delivery. By creating national visions, public services are called upon to be highly productive and effective in delivering public results. Miller 2006, points out that the pressure to improve governments is now more than ever before. There is pressure for public services to cut costs, improve customer satisfaction, be less bureaucratic and work faster while demonstrating superior results. This context calls for new thinking and visioning in doing government business. In other words, entrepreneurs and innovators in the public service are critical for the realization of national visions. Public services themselves must seek to be entrepreneurial and innovative in service delivery.

In a performance management course held at the Kenya Institute of Administration in 2005, senior government officers were asked to say what their jobs entailed. The following was their response: *'What we do is hard to describe; squishy, intangible service provision to people who come to our offices. Many times we do things we had not planned or anticipated. It is really hard to measure it, manage it or do much improvement since we are not like the private sector.'* (Eldon, 2009).

The above narrative typically describes the Kenyan public service before the introduction of performance contracts as a management tool that holds public servants accountable for the resources at their disposal. The performance contracting management system requires the ministries to work out and implement strategic plans that spell out their visions, missions and strategies. The strategic plans are aligned with the national Vision 2030 highlighted below.

Kenya Vision 2030



Vision 2030 provides the overall policy framework that will lead Kenya to attain the status of a newly industrialized country by the year 2030. It is to be implemented in successive five-year, medium-term plans, with the first plan covering the period 2008–2012. The growth path is anchored on three pillars, namely an economical, a social and a political pillar. The economical pillar aims at achieving an economic growth rate of ten per cent and sustaining the same until 2030. The social pillar seeks to create a just and cohesive society enjoying equitable social development in a clean and secure environment. The political pillar aims at realizing an issue-based, people-centered, result-orientated and accountable democratic system. The prioritized sectors of focus are: infrastructure; energy; information communication technology; science; technology and innovation; land reforms; public sector reforms; human resources development; security and a reformed public service.

Vision 2030 has been developed through an all-inclusive and participatory stakeholder consultative process to capture the aspirations of all Kenyans. The Vision also benefited from planning strategies based on MDGs. The public service has taken ownership of the Vision and the implementation is on course. There is a renewed energy because public servants feel they now have the opportunity to provide home-grown solutions to development challenges. The Vision recognizes the critical importance of developing a globally competitive and prosperous nation. This indicates that Kenya is clear about its current position and the public service has to work very hard to reach the desired state of the Vision by the year 2030. The public service is expected to be one of the major foundations of the Vision. Therefore, public officers need to move with speed to pursue opportunities brought about by Vision 2030 and the implementation of the new Constitution into law (GOK, 2030). To exploit the opportunities, an enterprise approach to the delivery of public services is needed. It is also necessary that public officers understand what entrepreneurship is and appreciate the need for creating an entrepreneurial public service for the realization of Vision 2030.

Definition of an Entrepreneurial Public Service

To support entrepreneurship in the public service, we need to appreciate what entrepreneurship is. Entrepreneurship is the dynamic process of a vision, change and the creation of value to make things better (Masson, 2000). Chitty, 2009, argues that enterprising people and communities understand their current position and have a good idea of what better looks like. They also have courage, confidence, skills and support and are organized to take action to narrow the gap between their current position and where they want to be. From the foregoing, a national vision can only be realized by an entrepreneurial public service that is willing to be innovative and creative in service delivery. One question that one cannot but ask is why public servants are averse to an entrepreneurial culture in the public service?

Recent studies show that most of the innovation and creativity in the public service is confined to one-off projects or programmes. The constraints to innovation in the public service have been well-documented (Global Consulting, 2010). Key among these is the failure rate of public service programmes, which tend to waste limited resources and hamper the ability of governments to address mounting service delivery pressures. It has also been argued that most innovations in government are imposed

... enterprising people and communities understand their current position and have a good idea of what better looks like. They also have courage, confidence, skills and support and are organized to take action to narrow the gap between their current position and where they want to be ...



either by outsiders or by catastrophes. To improve service delivery, governments are increasingly turning to private sector performance management practices that emphasize an entrepreneurship culture of innovation and creativity.

With the rapid global environmental changes that are taking place, more demands are made on governments and public officers must move with speed and intensity to pursue opportunities. Entrepreneurs act on opportunities and get on with the job instead of analyzing new ideas while citizens are waiting for services. This is done with pragmatism and flexibility, and the ability to adjust as the environment changes. Entrepreneurs have the mindset that inaction is more costly than not being able to get anything in place at the first go. They act on their convictions rather than past precedence. This requires confidence and courage. Calculated risks are inevitable. Should an initiative fail, there is a lesson to be learnt and an improvement to be made.

Guan, 2009, raised a question that may also be at the back of the minds of most public servants, namely, is it possible to be entrepreneurial within the public service that is guided by so many rules, regulations and norms? This could mean that there may be some rules that should be abolished as soon as they become an obstacle. On the other hand, one must remember that rules exist for a good reason, for example, to ensure the highest standards of governance and accountability within the public service. Hence, it is also argued that the public service cannot afford the same flexibility and space to explore in the same way as individual entrepreneurs. However, such limitations should not hold back officers who are truly fired up to do what it takes to deliver better results. Strategic leadership is required for entrepreneurship to flourish in the public service.

Leadership is absolutely critical for an enterprise culture to flourish. It is the leader's responsibility to make everyone share the need for entrepreneurship, to keep the office buzzing with new ideas and energy. The leader walks the talk and models entrepreneurship to followers consistently. The leader sets the climate for entrepreneurs to thrive. His or her attitude towards the mistakes of followers defines the amount of space left for innovation. But what are the attributes of a good leader who is able to create an entrepreneurial culture in the public service?

Leadership and its attributes

Firstly, leaders must have a vision. They must have a clear sense of where they want to go and how they intend getting there. They must see the bigger picture and then create strategic plans for achieving their goals. Furthermore, they must have the ability to share their visions and motivate their followers to take ownership of such visions. They must be able to articulate their visions and ideals to others, convincing them of the value of their ideas. They must inspire people to work towards common goals and to achieve things they never thought they could. In this regard, public service leaders are expected to champion for the implementation of the national, shared vision.

Secondly, leaders must take risks and make decisions. They must not be afraid to make difficult or unpopular decisions because they must have confidence in themselves and in their abilities. They must know that indecision wastes resources and opportunities. Leaders must have the courage to act in situations where results aren't assured; they must be willing to risk failure. In fact, they must see

failure as an opportunity to learn. Therefore, public servant leaders have to be catalysts for change by tolerating the mistakes of risk-taking employees. Such mistakes are to be viewed as lessons learnt.

Thirdly, leaders must build teams and value diversity. Their responsibility is to create productive teams in which optimum use is made of the best talent/s of each member. They must provide such teams with effective coaching in collaboration, consensus building and conflict resolution. Leaders must empower others and go out of their way to help others achieve their full potential, thereby benefiting the organization/sphere of influence. They have to see diversity in people as strength. Today's public service workforce is very diverse and only leaders who value diversity and teamwork will be able to provide solutions to development challenges.

Fourthly, leaders must possess self-knowledge and pursue lifelong learning. Leaders must know their own strengths and weaknesses and be able to view their behaviour objectively. They must recognize their shortcomings, open themselves up to feedback and be willing to make changes when necessary. Leaders must have a desire to learn and grow continuously and must be open to new ideas. The forging of partnerships, collaboration and networks is increasingly becoming a strategic decision for the public service of the future.

Fifthly, leaders must display integrity and communicate effectively. They must be known to be trustworthy. 'They do what they say they will do.' Warren Bennis of The Leadership Institute, University of Southern California, says qualities that establish trust are competence, consistency, caring, candour and congruity, which he defines as authenticity, reliability and feeling comfortable with oneself. Public service leaders must convey their ideas to diverse individuals and adjust their styles to meet the needs of the people they lead and serve.

An organizational culture that supports entrepreneurial public service for the realization of national visions

To promote an entrepreneurial public service, we need a culture conducive to risk taking, initiative, creativity, learning and change. To build a culture supportive of entrepreneurship in the public service, people involvement in the business of departments must be optimized. Members of staff must not simply execute commands from the top, but share in the national vision and the vision, mission and strategy of departments. Public officers must be empowered to take charge, regardless of their cadre. Members of staff must take initiative and participate in decision making. In a supportive culture managers and leaders do not categorically reject new ideas causing interruption, thus giving a strong negative message. Instead, they seek and welcome new ideas and new approaches and are ready to consider their potential value. In addition, leaders encourage innovators by giving rewards, recognition and latitude to experiment. In an innovative culture, middle management and front-line staff are frequently initiators of innovations, not only implementers. An entrepreneurial culture with a fair performance appraisal system is used because innovation depends on excellent performance by many people of different disciplines who value tolerance and promote diversity.

Lessons learnt from the implementation of Kenya's Vision 2030

The following are the experiences of and lessons learnt from the implementation of Kenya's Vision 2030.

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- Experiences in Kenya have shown that commitment from the top is critical to the improvement of service delivery. Leadership at the national level has a paramount duty to demonstrate its commitment to a just and honest society in all practical ways and to give full support to the endeavours of those charged with responsibilities. The President and the Prime Minister are leading from the front regarding the implementation of public sector reforms, including constitutional reforms, and are spearheading all efforts to change service delivery in the country.
- There has been tremendous and measurable performance arising out of these ongoing government reform initiatives and a lot of international recognition has been forthcoming. The United Nations Public Service Award 2007 was awarded to Kenya in the category improved transparency, accountability and responsiveness in the public sector.
- Capacity building and human resources development targeting both senior and lower cadre public service staff. The promotion of life-long learning is core to the development of entrepreneurial skills in the public service. A well-educated and well-trained public sector that is willing to embrace a culture of learning and sees itself as an agent of change. Strategic leadership competencies are emerging as a key factor in the implementation of the national vision. There seems to be a relationship between entrepreneurial skills and leadership skills. Management Development Institutes working closely with government enhance public servant talents. Peter Drucker, 2003, points out that talented people are an essential ingredient of every successful enterprise.
- Having a national, shared vision is crucial for social economic development. The vision creates a unity of purpose in the public service. Vision 2030 and the package of reforms currently being implemented by the public service are critical and are supported by a performance management system (performance contract tool) to measure efforts towards the realization of Vision 2030 progressively.
- Research data/evidence-based decision making has been put at the heart of policy-making and management practice. Although the capacities of research institutions such as the KIA are being enhanced, governments must put greater effort into supporting all research institutions to increase their capacities. Furthermore, experiences and knowledge gained through the implementation of public sector reforms must be documented in such a way as to be of use in the future (Knowledge Management).
- The necessity of ownership, accountability and support at the highest political level for the implementation of the strategic vision has been noted. Influential, admired and trusted leadership has encouraged public officers to be more innovative than what was the case before the reforms.
- Clear, realized gains have been observed from the process that has brought about tremendous change. This has been made possible by performance contracting that can be measured against targets set at the beginning of a financial year. The revised Performance Appraisal System (PAS) for individual staff has resulted in greater accountability and a change in attitude among public servants.
- The reforms are owned by Kenyan nationals. Donor-driven reforms like the SAPs were very rapid and harsh and put undue pressure on citizens because of inherent conditional ties rendering them counterproductive to the economy.
- Achieving good performance in public service is a journey that requires patience, innovation, a correct mindset, an entrepreneurial mindset and leadership. Some change initiatives take time to bear fruit. Therefore, public service managers need special capabilities to motivate and inspire staff.

- Further debate is required among public administration researchers and practitioners to establish to what extent the private sector performance management model will work in the public service.

Conclusion

It is widely accepted that these are challenging times for the public service. At all levels and in all sectors, the public service is being pressured to do more with less while meeting the rising demands of citizens. This means that traditional approaches to providing public services are no longer sustainable. More than ever, the public service has to invent its desired future. It must monitor the needs and expectations of citizens constantly and be responsive. Consulting with citizens as customers and constantly seeking their feedback will allow the public service to understand that it has customers just like the private sector. The public service cannot wait for changes to happen and problems to present themselves before it acts. A proactive public service scouts for opportunities. There is a need to nurture entrepreneurship and reward the entrepreneurs among public servants. This remains a challenge but herein lie the need and the opportunity for entrepreneurial leadership in the public service.

Failure to change is often because we cannot imagine and almost feel short-term difficulties. This results in us committing the greater error of not seeing the long-term advantages for our customers. Through experiences gained from the implementation of public sector reforms, several African countries have developed national visions to guide their development. An entrepreneurial culture and skills are needed in the public service for the realization of the national vision and achievement of MDGs. The paper concludes that with the implementation of national visions, the time for demanding and supporting an entrepreneurial public service has arrived. In his paper on the reinvention of the state, Timsit, 2008, posits that building entrepreneurial capacity and capability into the existing public service may be the foremost political task of this generation.

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Educating *Beyond* the *Class Room*

– By Nsizwa Dlamini, Department of Public Service and Administration –

In January 2011, I was privileged to be part of Public Service Week in KwaZulu-Natal. During this week, the Office of the Premier deployed different senior managers to the coal face of service delivery. They were to identify problems at the sites and report back to the Office of the Premier. One of the sites visited during this week was a secondary school in Lamontville, Durban. The Principal of the school shared numerous problems they were faced with at the school with the deployed delegates. The problems included the absence of a feeding scheme at the school, which, according to the Principal, was very problematic given the fact that learners were from impoverished families. The Department of Basic Education and the Department of Health were not providing assistance and the Principal pleaded for intervention from the Office of the Premier.

In June 2011, I visited the award-winning Phoenix Heights Primary School, which is also located in Durban. This school, just

like the one mentioned above, was facing the same major problems that many primary schools are facing. However, this school developed solutions to its problems. Of importance is the fact that its adopted approach towards education involves looking at education beyond the classroom. Thus, it engages the society in solving its problems.

Keen to find out how the school's staff managed to overcome their problems without much assistance from the Department of Basic Education and the Department of Health, I had an interview with the school's Principal, Mrs Tasneem Rajack. Our discussion focused mainly on the problems they face and how they overcome them.

I asked why her school won the KwaZulu-Natal Service Excellence Gold Award. Instead of giving me a short response, she unpacked the kinds of problems that the school faced and continue to face.



*Mrs Tasneem Rajack,
Principal of Phoenix
Heights Primary School*

Challenges faced by the school

Mrs Rajack told me that the school is bordered by mainly informal settlements. It, therefore, services the schooling needs of the 'poorest of the poor' living in bordering Ohlange, Amawoti, White City and Brooks Farm. Only a fence separates it from the RDP settlements in the area. Most of her learners are, therefore, from poor areas and this contributes to the challenges of the school.

For example, it has to deal with the impact of social class differences, because extremely poor learners have to co-exist with learners whose families are better off. According to Mrs Rajack, this causes a lot of friction in the school, since poor learners tend to steal from those learners coming from better-off families who can, for example, afford nice pens and so on. This often results in fights among learners.

Another example of the negative impact of poverty on the school is the fact that most children come to school without lunches. The Principal stated that, like the Lamontville school they approached the Department of Basic Education and the Department of Health to include them in the school feeding scheme. However, they never received a positive response to their request, she said.

In addition, some learners at the school are heads of households. 'We have children aged ten who are heading households for different reasons, the main one being the fact that their parents are either dying of or have already been killed by HIV and Aids,' she said. She asked me to imagine a 'child who is head of the household, who makes a meal for his/her sick parent/s, give them their medication and wash them'. Learners who are affected in this way tend to stay away from school so that they can look after their sick parent/s. That means they are unable to prepare properly for tests, assignments, homework and final assessments.

Moreover, such learners do not have adult guidance with their learning at home, she continued. As a result, 'when this child comes to school, she/he is at a total disadvantage, because the few children who have parental support at home come to school religiously, they are always present and are eager to learn and are winning Learning Area Awards'. The learners who do not have parental support do not do well, which results in further prejudice. The burden of looking after a home makes it difficult for them to learn and they come to school hungry, without any lunch and are tired. 'We certainly cannot expect these children to perform, which they do not.'

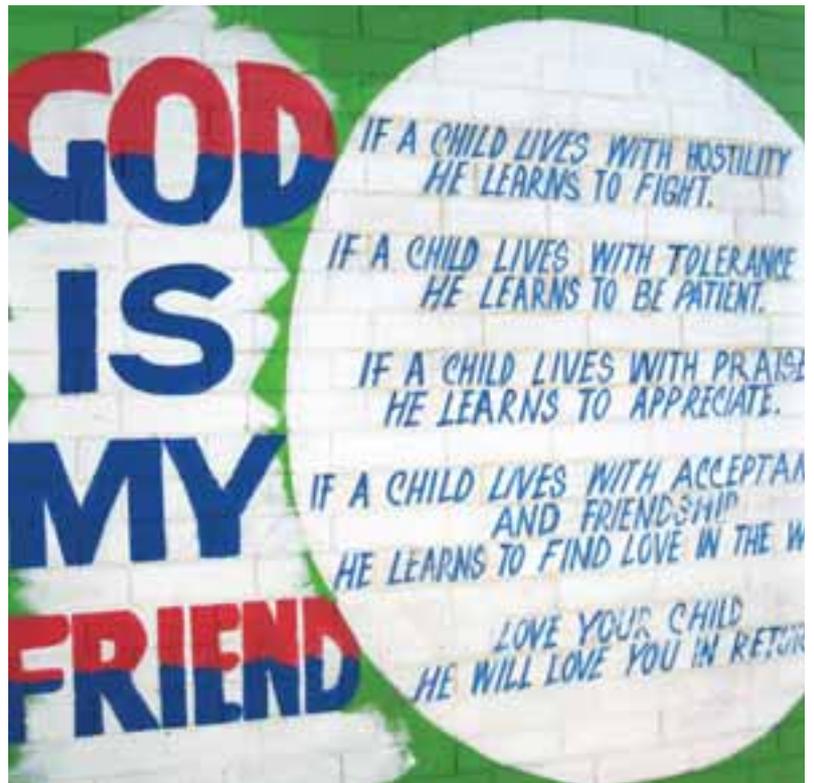
The problems outlined are mammoth challenges and I was anxious to hear how they dealt with them, but before I could ask her that question, a gentleman walked into her office, carrying a bag with ten black school jerseys. He was introduced to me as Mr S. Naicker and he came in to donate the jerseys to the school, saying that he would be back the following week with school shoes. After this pleasant interruption, we continued with our interview.

To serve mankind is to serve God

After Mr Naicker left the office, I asked Mrs Rajack how they dealt with their challenges. She replied by saying that, as a school, they are 'physically and mentally' fighting the impact of poverty on the school. She stated that they have a very committed and driven staff that lives by her motto, namely that



... all staff members of the school speak with one voice, the voice of delivering services to our learners; and in doing this, we emphasize excellence.





‘to serve mankind is to serve God’. This, she explained, means that it is only in serving mankind that one can truly serve God. ‘I always say to them that the hands that help are mightier than the lips that pray,’ she said. She believes that those who are less vulnerable must assist those who find themselves in negative situations and this is the approach of the school when dealing with the problems confronting it.

Since no assistance was forthcoming from the Department of Basic Education and the Department of Health, they felt that waiting for assistance would not serve a purpose, ‘unless we wanted our children to starve’.

Consequently, they decided to start their own school feeding scheme. ‘I, the educators and management started contributing money monthly. It led to a fund that we used to buy ingredients for porridge in the mornings and a hot meal at lunch time, which we only provided to the children who are extremely poor,’ she told me. When the prices of foodstuffs started going up, they substituted the hot meal with sandwiches, which are also served during lunchtime.

Once the school started its own feeding scheme, faith-based organizations came on board and assisted in providing hot meals. This support came to the attention of a few people in the community, and when the media heard about it, they started covering the anti-poverty programmes that the school was putting in place. As a result of this coverage, individuals came to the school and offered to assist and contribute to the feeding scheme. Different people started supplying different food items, from bread to vegetables. These items were made available to parents to cook at home and bring meals to the school so that the learners could be fed.

In addition to this, the school started a vegetable garden. ‘We encourage our learners to make our own compost, till the soil and plant seeds,’ she said. They have had beautiful harvests, something I witnessed for myself on visiting the garden where I saw healthy cabbages almost ready to be harvested. They harvest the ‘crop and give it to all our orphans and vulnerable children’. If they have extra crop, they allow the parents to harvest. If anything remains, the teachers may buy it. Teachers are, therefore, last in the queue. The money that is collected from this initiative is used to buy seeds for the next crop.

The school also started a social club to which better-off parents donate school uniforms. Learners who do not use their old school uniforms are also asked to donate them to the school. These have to be in good condition. ‘We do not allow parents to give school uniforms that their own children cannot use, because our children must be able to wear it with dignity.’

Faith-based organizations also donate clothes to the school. According to Mrs Rajack, almost all religions preach that if you help someone, you are pleasing God. The school takes advantage of this, and every time some religion has a praying festival, for example, Diwali, the school asks them to please donate clothing, and they do so.

The very vibrant Institution Level Support Team (ILST) at the school comprises a core of people, with the Principal as the chairperson. It is the job of the ILST to distribute the clothing to the needy children.

Then there is the adopt-a-child policy. Here, each teacher adopts some of the most vulnerable children as if they were their own. They take care of their needs such as clothes, pay for them during excursions, take them to the mall on weekends, and so on. Their aim is to develop the self-image of poor learners into something more positive.

I mentioned the problem of stealing at the school earlier. To deal with this problem, the school has awareness programmes to which they invite the police, the Department of Social Development, crime prevention organizations, abuse against women organizations and other relevant stakeholders to come and talk to the learners about social problems they are confronted with and the repercussions of ill behaviour. ‘This is our way of providing support systems for children that are vulnerable to these kinds of behaviour,’ she said.

To assist with cases of underachievement in literacy and numeracy, the Principal and teachers decided to start school 30 minutes earlier than other

schools. This extra time in the morning is used for the teaching of additional skills, mainly in literacy and numeracy. Since they have a shortage of books in the library, teachers do their own fundraising by approaching their doctors, hairdressers, beauticians and places and people they do business with. In addition to buying additional learning material, funds collected in this manner have been used to build a shelter in the assembly area.

They tackled the issue of vulnerable children who do not do homework by appointing a librarian at the school who works during the lunch break and after school, as well as coming in early in the morning, to assist children with their homework and other assignments. Some of the teachers take turns to help her with this.

They also offer free counselling, mentoring and coaching sessions and have a counselling room where they counsel learners who encounter problems.

Impact

In the last five years, the school has been coming first in all sport competitions. The school prioritizes sport, because those who cannot achieve academically have been excelling in sport. Furthermore, through sport, the cultural barriers and tensions between the learners of different language groups are being eroded slowly.

She added that the passion they have as a school to tackle the challenge of poor learners and the impact that has on their schooling is key to the improved grades of learners and the successes being achieved in sport competitions. 'We tell our learners that poverty is no excuse for laziness and we encourage them to work hard to improve their grades. We ask them to try and work hard irrespective of their backgrounds. When they have problems, we ask them to come and speak to us,' she said.

The community understand what the school is doing. As a result they do not want their children to go to another school. 'We do not have to advertise to improve numbers in our school; parents just bring them here and we have to turn some away because we have to limit numbers'. The Department says one teacher must teach 32 learners in a class. At Phoenix Heights Primary School, one teacher looks after 54 to 55 learners per class. This is the result of the reputation that the school has built and parents wanting to send their children there.

What makes the school different?

Before I closed the interview, I was keen to find out what is so peculiar about the school that motivates teachers to be fully behind these programmes. She replied by saying that 'all staff members of the school speak with one voice, the voice of delivering services to our learners; and in doing this, we emphasize excellence'. She emphasized that they do not compromise on effort. 'We do small things to make a difference. We all have a common goal, which is to deliver excellence and to alleviate the suffering of the poor. We believe that once learners' stomachs are full and they are dressed with dignity and warm, they can learn.'

She closed the interview by saying that if it were not for their initiatives, the school would be like any other rural school because they do not get much from the Department of Basic Education. Through their fundraising, they slowly do everything for poor learners. 'We want them to see their school as an escape from poverty where they can forget about their conditions and enjoy a stimulating and warm environment,' she concluded.

Conclusion

As someone who is not an education specialist, I am tempted to see novelty in the approach to education that has been adopted by Phoenix Heights Primary School in dealing with the problems it faces. It had the option of waiting for the Department of Basic Education and the Department of Health to deliver. It also had the option of not worrying about the poor performance of some learners – the poor learners. However, the school approached education as a matter that goes beyond the classroom; they tackled issues outside the classroom to deal with performance in the school. Yes, they put in extra time to improve numeracy and literacy. But that does not seem to be the major focus of the school. They realized that such skills would improve once learners were no longer worried about their empty stomachs. And that has become their major focus. It is, therefore, not surprising that the KwaZulu-Natal Premier recognized the school and awarded it with a Gold Award during the 2010 Premier's Excellence Awards.

The greatest advantage that any school has is the fact that it is located in a community. Phoenix Heights Primary School is using the positive aspects of its community with great results. ■



National Development Planning in Africa: The Contribution of Public Administration Systems

By viewing the three phases in Africa toward achieving national development, Prof. Gelaser R. Mutahaba and Prof. Audax B. Kweyamba of the University of Dar Es Salaam suggest a package of success factors that could contribute towards elevating the efficiency and effectiveness of national development planning and public administration systems in Africa.

National visions have become indispensable components of strategic planning for development, not only in contemporary Africa but also beyond its frontiers. Countries such as China, Singapore and Sri Lanka have attained commendable development, partly because of well-articulated and effectively implemented national visions characterized by, among other important features, unwavering purpose and commitment; leadership support; communication and information management skills; and clear prioritizing of what needs to be done and what can be done. One of the critical factors in the implementation of national visions is having in place public administration systems/public service systems capable of propelling the engine for such implementation; that is of having the necessary capacities and capabilities, otherwise referred to as critical capacity and success factors.

This paper employs the historical and/or longitudinal approach in as far as the search for an optimal approach to development planning in Africa and the effectiveness of the public administration systems in implementing the various development planning phases in Africa are concerned. The paper begins with a brief account of key development paradigms and frameworks that have informed efforts toward development planning and implementation in Africa. This is followed by an account of three distinctive phases/approaches in Africa toward achieving national development, namely the central planning phase (five-year plans), the liberalization period during which the state abandons steering (planning) the development process and allows the market to drive it, and the contemporary, long-term visioning (for example Vision 2016 Botswana; Vision 2025 Tanzania) and medium-term national poverty reduction/wealth creation strategies phase during which the state is expected to return to steering national development but by acting as guide and facilitator in cooperation with other players in society.

The three distinctive phases are considered to gauge what the

contribution of African public administration systems has been towards the realization of development planning and implementation in Africa. The third phase is accompanied by a package of what we consider as the necessary capacity or success factors for enhancing the contribution of African administration systems to contemporary, long-term development planning via national visions. Finally the paper provides concluding remarks.

- **First phase/approach: national development planning and centralized public administration systems; 1960s–1980s**

Essentially, post-colonial Africa initially resorted to the adoption of centralized development planning. That was a reflection of the governance systems that characterized most of post-colonial Africa. Two major governance systems were dominant, namely single-party systems at best and military dictatorships at worst. In many countries, this centralized planning entailed, among other tactics, five-year planning phases. For example, in Tanzania the first two five-year plans were implemented in the periods 1964–1969 and 1969–1974, respectively. They were essentially centralized and their implementation was also supposed to be state-centred, as was the case in other countries like Ghana, Zambia and Kenya.

More important, however, was the need to develop public service systems or public administration systems that could fit into that governance and planning arena. No doubt the evolution and development of modern African public services or public bureaucracies can, in essence, be traced back to the colonial era in Africa. During the pre-colonial era, there was hardly any bureaucracy in the modern sense of the word, although there existed what could be regarded as the beginning of a modern civil service consisting of career men.¹ The colonial powers established central civil services in the different African countries under their control. They also established local administrations in their metropolitan **countries.???**



¹ A. Adedeji, "The Professionalization of Public Administration in Africa" in *A Decade of Public Administration in Africa* (edited by A. Rweyemamu and G. Hyden, Kenya Literature Bureau, 1982, p.131).

The first phase in/approach to the development of modern bureaucracies in Africa during the colonial era involved the establishment of major departments and field and local administrations. The well-known system of indirect rule, under which the colonial powers governed through chiefs and traditional rulers, and basic administrative infrastructure were established during this phase, which lasted from the beginning of colonial rule to the 1940s in West Africa and the 1960s in East Africa.²

Throughout the 1960s and the 1970s, African bureaucratic organization underwent many changes as it faced new challenges and expectations and responded to changes in the African political economy. In Tanzania, as in many African countries, the public service became state centred and politicized,³ especially after the establishment of the *de jure*, one-party state in 1965, which brought about party supremacy. This was done in the name of nation building and development. Politicization went hand in hand with the desire toward the Africanization⁴ of public service personnel.

The major problem with politicization and Africanization in Africa was that their implementation was done hastily and in the form of crash programmes that did not consider their impact in terms of efficiency and effectiveness on the part of public servants. As a result, there was a tremendous increase in public service personnel who did not deliver high-quality public goods and services satisfactorily. It also resulted in public services based on patronage. However, at least in design, the public service in Africa in the 1960s and 1970s remained a hierarchical, formal, centralized organization, albeit a much larger one.⁵ Structurally, it remained a tightly coupled organization, with notable asymmetries and transitive aspects.⁶

While African bureaucracies retained most of their inherited colonial structures in the 1960s, two important attributes are worth noting. The 1960s were the 'boom years' for African bureaucracy. The post-colonial decade brought Africanization in its wake, which resulted in the rapid replacement of foreign with indigenous personnel in public organizations.⁷

Throughout the 1960s and 1970s, ideas of 'developmentalism' and dependency gained favour. African leaders stressed the necessity of centralized, authoritarian rule to pre-empt class divisions, manage relations with exploitative economic forces in the world economy and organize societies for rapid development.⁸ By the 1970s, most African states not under military rule had one-party systems, a form of government they proclaimed to be distinctively appropriate for Africa.⁹

Economic growth and expansion of access to social services, especially in the 1970s, accompanied the above interventions in African public administration systems, or were the result thereof. However, by the beginning of the 1980s, many African countries started experiencing what one could describe as negative economic growth and deteriorating social services. At best, they were increasingly governed by the military and one-party states; at worst, they became ungovernable.

² *ibid.*

³ E.T Mallya, *The Politicization of Bureaucracy in Tanzania*, M.A dissertation, University of Dar es Salaam, 1988

⁴ G.Mutahaba, "Ecology and Public Administration in Africa: A Review of their relationships since independence" in *Ecology of Public Administration and Management in Africa*, a publication by the African Association for Public Administration and Management, 1986. Also see A.Rweyemamu and G.Hyden (Eds) *A Decade of Public Administration in Africa*, Kenya Literature Bureau, 1982

⁵ R.S Mukandala "To Be or Not To Be: The Paradoxes of African Bureaucracies in the 1990s" in Mukandala R.S(Ed.) *African Public Administration: A READER*, AAPS Publication, 2000, p.405

⁶ R.S. Mukandala, *To Be or Not To Be: The Paradoxes of African Bureaucracies in the 1990s*, in Mukandala, R.S. (ed). *African Public Administration: A READER*, AAPS Books, 2000, p.405.

⁷ *Ibid.*, p.404.

⁸ S.M. Lipset (ed.), *The Encyclopedia of Democracy*, Vol. I, Congressional Quarterly Inc., Washington, D.C., 1995, p.29.

⁹ *Ibid.*



During this phase, the performance of African public administration systems left a lot to be desired in terms of efficiency and effectiveness. Africanization and politicization, as measures undertaken to address one of the critical challenges that came with independence in many African countries, namely the acute shortage of people with the necessary technical skills who could constitute public service personnel,¹⁰ did not have good results in terms of developing professional, efficient and effective public personnel.

The 1980s, in particular, was considered a 'lost decade' for Africa owing to the multiple crises experienced within the region. The combination of the rise in oil prices and the fall in the prices of primary products had a devastating effect on the performance of African economies. That was the result of the region's dependence on a limited number of primary products.

Other factors that contributed to the crises in the 1980s included the burden of growing external debt, rapid population increases, the limitations of one-party and military states, especially in terms of suffocating democracy, continuous drought accompanied by desertification, and devastating internal conflicts. Specific to the African public administration systems, the said reforms were, among other factors, propelled by the tendency towards centralism, too large a public service, declining resources for public management and inadequate and inappropriate institutional capacities (Mutahaba et al 1993: 5-18).

Other problems that afflicted the public administration systems in many African countries by the late 1980s included corruption; low administrative capacity; ineffective personnel planning; scarcity of public sector resources; increasing challenges to governments and administrations; increasing functional difficulties concerning several aspects of the economic, social and political environments within which administration was being conducted; weak recruitment and promotion policies and systems; and a demand for greater transparency and effectiveness in government. These problems and challenges necessitated reforms, not only with regard to the African development planning approach, but also with regard to the nature and functioning of African public administration systems.

Thus, by the 1980s, public administration systems in many African countries were characterized by a high degree of inefficiency and ineffectiveness. They could not ensure effective implementation of national development plans. In addition to internal weaknesses and institutional limitations, an increased dependency on donors for the implementation of development plans contributed to the weak performance of African public administrative systems. Donor dependency limited the capacity of African public administration systems to plan and implement plans according to relevant priorities and with certainty. Generally, this donor dependency compromised sovereignty in development planning and implementation. The weaknesses associated with the first approach to development planning in Africa brought about a need for reforming both the approach and the administrative systems, especially at the beginning of the mid-1980s.

- **The second phase of development planning in Africa (mid-1980s+): liberalization coupled with market adoration**

This is the period in which the state abandoned steering (planning)

the development process and allowed the markets to drive it. There was a general perception, especially on the part of donor countries (especially Western countries and the Bretton Woods Institutions) that centralized planning for development was socialist, undesirable and needed to be altered. It was regarded as conservative, since it suffocated innovativeness, competition and entrepreneurship. It was also, to a great extent, held responsible for the weaknesses of the administrative systems in Africa referred to above. The markets were presented as the sweeping solution to the problems and weaknesses plaguing African development planning and administrative systems. In addition, there was domestic pressure for change in some African countries, especially from suffocating civil societies.

Consequently, development planning was left in the hands of the markets. The state-centred planning approach was seen as a nuisance to be avoided and markets were seen as the commodity to be adored by African states as a way of addressing African development predicaments. In other words, markets became the gospel (Good News!) that every African state was supposed to preach.

The initial reforms that reflected the new gospel of neo-liberalism basically manifested themselves in the form of the donor-driven Structural Adjustment Programmes (SAPs) in Africa. With the support of the Bretton Woods Institutions, many African countries adopted a number of reform measures, which were called SAPs on the one hand, and measures to democratize and adopt multiparty and pluralist governance systems on the other hand, in the early 1980s up to the mid-1990s. Such measures were the result of both domestic and external pressure on African governments. Consequently, democratic systems were introduced, which embarked on ambitious programmes of political, institutional and economic reform. The objectives of the reforms involved changing the role of government; creating an enabling environment for the private sector and civil society to flourish; and establishing an effective civil service by increasing its competence, efficiency, fairness and quality of services.

In the first place, the SAPs package targeted economic conditions. It was aimed at stabilizing the external and internal balances of developing countries and promoting their export growth by devaluation, producer price changes, trade liberalization, privatization and the support of legal reforms (Gibbon, 1993). The SAPs package called, indeed pressed for a pile of macroeconomic reform policies aimed at redefining state functions, reducing the size and role of the state in favour of the markets, entirely reducing or eliminating the state enterprise sector, and so on (Mukandala, 2001).

Shivji (2006) also provides a list of the SAPs package and explains that the package included both economic and political conditions, especially in relation to aid. Shivji shows that, whereas stabilization (economic) measures in the SAPs kit included getting rid of budget deficits, bringing down rates of inflation, getting prices right, unleashing markets and liberalizing trade, the accompanying political conditions were in the areas of multi-party states, good governance, human rights, and so on.¹¹ Reforms generally sought to reduce the role of the state in production and service delivery and encouraged the deregulation of public enterprises. The emphasis was on maintaining macroeconomic stability, lowering inflation, cutting deficit spending and reducing the

¹⁰ R.Gardiner, "From Colonial Rule to Local Administration" in A.Rweyemamu and G.Hyden (eds), *A Decade of Public Administration in Africa*, Kenya Literature Bureau, 1982, p.17

¹¹ Ibid, pp. 11, 12



scope and cost of government.

It is worthwhile to take stock on the impact of SAPs on African development and African public administration systems. A number of studies and evaluation attempts were undertaken (Gibbon 1993, Msambichaka et al 1995, Shivji, 2006), with the overall verdict that the reforms left a lot to be desired. Shivji (2006) acknowledges that the results of SAPs were devastating, as many research studies indicated. Shivji cites, among others, Gibbon (1993), who shows that even some of the modest achievements of the nationalist and/or developmentalist period¹² were lost or undermined because the results of SAPs included declining social indicators concerning education, medical care, health, nutrition, literacy rates and life expectancy. Increased de-industrialization and redundancies¹³ also followed.

In many instances, SAPs reforms related to the functioning and role of the state in the economic sphere produced positive results. The privatization of public enterprises producing goods and services reduced the role of the state in areas where the private sector proved to be a better alternative. On the other hand, the retreat of the state in social areas (health, education and housing) was detrimental in many African countries.

As for the reforms relating to public administration systems, they shook the public service to its foundation, moving it from a secure fortress that had the monopoly for the supply of public goods and services to the competitive setting of the markets (Wamalwa, 1989). This had a devastating (some will argue, negative) impact on public service performance. Firstly, by starving public agencies (particularly, those responsible for health, education, employment generation, law enforcement and justice administration) of resources, SAPs made it difficult to maintain tolerable standards in the delivery of such services. Secondly, besides destroying the incentive and motivation structure, the cost-cutting aspects of SAPs aggravated the ethics and accountability crisis confronting African public administration systems. It was at the height of SAPs reforms that increasing cases of moonlighting, inflation of contract prices, bribery and corruption (Nti, 1989; Mulokozi, et al, 1989)

became evident in the delivery of public services. SAPs have also been accused of dismantling public service institutions without leaving behind any viable alternatives (Adedeji, 1992a).

Furthermore, SAPs for African public administration systems were generally externally propelled initiatives, which compromised ownership. In a second regional consultative workshop on public service reform in-volving Ghana, Kenya, Malawi, Mozambique, South Africa, Tanzania, Uganda, Zambia and Zimbabwe, it was pointed out categorically that SAPs for African public

services were mainly an imposition.

As a way of concluding an evaluation of SAPs in Africa, two verdicts could be put forward. The first is the fact that the economic and social reforms were largely externally driven. In fact, countries largely succumbed to pressure from the World Bank/IMF, otherwise assistance from the two international financial institutions would no longer be forthcoming. This undermined the issue of the right to state autonomy, which is supposed to be part and parcel of modern nation states. That is probably why one assessor of the SAPs states that most Sub-Saharan African countries 'adopted more or less involuntarily-programmes of economic reform designed by the international financial institutions'.¹⁴ Popular responses to the reforms in the form of riots in Sudan, Nigeria, Algeria, Ghana, Zambia, Egypt, Tunisia, Sierra Leone and Benin point to the fact that SAPs were not popular.¹⁵

The second verdict is that the World Bank/IMF designed the adjustment programmes largely without country-specific considerations. It was as if all countries shared the same characteristics; something that is just not true.

Apart from the initial SAPs noted above, African countries also introduced further measures related to development planning approaches in the context of largely liberal market frameworks since the 1980s. The measures were introduced in an effort to establish the foundations for the structural transformation and integration of African countries into the global economy and to move them towards a path of sustainable development and economic growth.

In 1980, African leaders adopted the Lagos Plan of Action for the Economic Development of Africa. The Plan was designed to restructure the economy, based on the twin principles of national and collective self-reliance and self-sustaining development. In 1985, the African Priority Programme for Economic Recovery (APPER) was adopted. This programme set out measures for reducing the external debt burden and preparing a common platform for action at sub-regional, regional and international levels.

At the United Nations level, The United Nations Plan of Action for African Economic Recovery and Development (UN-PAAERD) was adopted by the United Nations at its 13th session. The programme covered the period 1986–1990, and was aimed at establishing the foundations for structural transformation, increased productivity and a general improvement of African economies. The United Nations New Agenda for the Development of Africa in the 1990s (UN-NADAF) was adopted in 1991. This programme was aimed mainly at the transformation, integration and diversification of African economies to strengthen them as partners in world trade and to reduce their vulnerability to external shocks.

Despite the above measures, which by and large reduced the role of the state in national development planning, contemporary trends in many African countries, as well as in other developing countries such as China, Singapore and Sri Lanka, have revitalized the national vision approach. The next part of the paper attempts to shed some light on this apparently new approach in the recent past of African

¹² Among the key tasks undertaken by a few 'visionary' African leaders in the immediate post independence period included what has popularly come to be known as the 'National Project' involving such activities as africanization of the civil service, nation building and developmentalism. It is important to emphasize here that these steps were attempted by a few African leaders, including the late Father of the Nation of Tanzania, Julius K.Nyerere.

¹³ See Shivji 2006, p. 12

¹⁴ See Y.Bangura and P.Gibbon, 'Adjustment, Authoritarianism and Democracy: An Introduction to Some Conceptual and Empirical Issues' in Peter Gibbon et al, eds, *Authoritarianism, Democracy and Adjustment: The Politics of Economic Reform in Africa*, Uppsala: Scandinavian Institute of African Studies, (yr), p.7

¹⁵ See Y.Bangura 'Authoritarian Rule and Democracy in Africa: A Theoretical Discourse' in Peter Gibbon et al., eds, *ibid*, note 8, p.66



history. This will be accompanied by assessing how African public administration systems are facilitating the design and implementation of the vision approach.

- **The third phase of development planning in Africa: revitalization of a long-term vision**

The past two decades have witnessed many African countries resorting to long-term ‘visioning’ in the name of what has popularly come to be known as ‘national visions’. This suggests some revitalization of the role of the state in the context of the state being expected to return to steering national development by acting as guide and facilitator in cooperation with other players in society. This is also associated with some revitalization of the regulatory function of the state rather than leaving everything to the dictates of the free market. This means that the gospel of liberalization and free market development planning was not fully received in Africa.

To cite some examples, the vision approach has recently been adopted by, among others, the following African countries: Tanzania (Vision 2025); Kenya (Vision 2030); Nigeria (Vision 2020); Botswana (Vision 2016); and Rwanda (Vision 2020). These and many other African countries have established various measures and strategies to realize their visions. Rwanda’s Vision 2020 is, for example, anchored on six pillars that include good governance and a capable state; human resources development and a knowledge economy; private-sector-led development; infrastructure development; productive high value and market-orientated agriculture; and regional and international integration.

The Rwanda Vision 2020 also isolates three cross-cutting issues to include gender equality; natural resources and the environment; and science, technology and ICT.

The Tanzania Vision 2025, the formulation of which started in 1995, is presented as a framework that will guide the nation to realize five attributes by the year 2025. These are a high-quality livelihood; peace, stability and unity; good governance; a well-educated and learning society; and a competitive economy capable of producing sustainable growth and shared benefits.

The implementation of Tanzania’s Development Vision 2025 is planned to involve a developmental mindset and competitiveness; democratization and popular participation; monitoring, evaluation and review; and governance and rule of law. In the final instance, it is anticipated to realize patriotism and nationalism and to strengthen national cohesion among all people, taking into consideration the

current economic and political environments and other relevant factors. Some of the implementation measures in Tanzania involve poverty-reduction strategies and income/wealth-creation strategies, both on the main land and in Zanzibar.

The Botswana Vision 2016 is built on seven pillars: an educated, informed nation; an open, democratic and accountable nation; a moral and tolerant nation; a united and proud nation; a safe and secure nation; a prosperous, productive and innovative nation; and a compassionate, just and caring nation.

Reform measures in Botswana also focus on the Performance-based Reward System Framework and Guidelines of 2004. This is the Botswana government’s policy for the continuous improvement of the effectiveness of its organizations and people to achieve the National Vision and the objectives of national development plans. This shows that there is a link between public administration system reforms, national development plans and national visions.

Nigeria’s Vision 2020 is implemented through, among other things, medium-term strategies like the National Economic Empowerment and Development Strategy (NEEDS) I & II. The emphasis of the NEEDS is on the revitalization of the private sector as one of the important sources of wealth creation, poverty reduction and employment generation. The Strategy is complemented by the State Economic Empowerment and Development Strategy (SEEDS) in the 36 states of the Federation and the Federal Capital Territory, Abuja.

Many African countries have resorted to undertaking a more comprehensive reform approach to African public administration systems. Such countries include Ghana, Uganda, Tanzania, Namibia and Zambia, whose focus is the improvement of service delivery (Dadoo, 1996; Kyarimpa, 1996). The core elements of these initiatives are:

- Resuscitation of the basic ethos of professionalism, loyalty, dedication, accountability and transparency.
- Restructuring and streamlining central government agencies (to ensure that they are well-focused, customer-orientated and cost-and-time conscious).
- Review of personnel policies and practices (with emphasis on the introduction of new performance appraisal systems; a review of personnel rules and regulations; application of ICT to personnel management functions; and in the case of Zambia and a few other countries, appointment of permanent secretaries on fixed-term contracts).

- Rationalization of pay and grading structures, and the introduction of performance-related and productivity-related pay (including the conduct of organization and efficiency reviews).
- Labour redeployment and redundancy management.
- Improvement of records and information management systems.
- Launching of comprehensive decentralization and devolution programmes.

It is our considered opinion that, despite the above measures, there is need for further deliberation on the extent to which African countries have developed the capacity of their public administration systems and structures to support the realization of the national visions and medium-term strategies. This is because reducing poverty and increasing the living standards of citizens depend on substantial resources and efforts.

We acknowledge that African countries have made a great effort to enhance the performance of the public sector to live up to its designated role as a key driver for developmental processes. In general, there has been and still is a world-wide shift in the thinking on how public services are to be managed. Essentially, this shift is about moving away from the neat and classical Weberian public bureaucracy to the domain of New Public Management (NPM). Although there are different interpretations of the components of this new paradigm, there is general consensus that the following components reflect NPM: deregulation of line management; conversion of civil service departments into free-standing agencies or enterprises; performance-based accountability through contracts; competitive mechanisms such as contracting out and internal markets; and downsizing.

However, much still needs to be done in terms of addressing the challenges that will appropriately enable public administration systems to play a vital, effective and instrumental role towards designing and implementing national development visions and medium-term strategies in African countries. Such challenges include the following: the crisis of institutions; the continued domination of colonial logic in public administration; poor or non-implementation of legislated policies; persistent and endemic corruption; and the articulation of structural adjustment programmes with privatization and civil service reform.

The above and other related problems and challenges suggest the need for a package of capacity or success factors to enhance the contribution of African public administrations systems to African national development planning and implementation (in the context of national visions and medium-term strategies). We propose the following package:

1. African countries must improve the performance of their public sectors if they are going to achieve their goals of growth, poverty reduction and the provision of better services for their citizens. Effective public service human resources development should be addressed as part of a capacity-building process towards good governance and development. This is because the performance and impact of the public service affect every sector and segment

2. National planning agendas must be investigated further and elaborated more rigorously to ensure that they address the twin goals of democratic governance and sustainable human development. This is of particular importance concerning meeting the Millennium Development Goals (MDGs) set for 2015, at which time the number of people living in poverty should have been reduced by half. At this stage, it is clear that bolder developmental agendas are needed and Africa cannot continue to expect that a mere promotion of growth in the formal part of the economy will be enough to precipitate an inclusive development path toward sustainable human development.
3. It is necessary to explore what bold and proactive strategies by states will be feasible in the current global environment. Notwithstanding existing global constraints, it is necessary that efforts at regional and continental levels also address the need for more representative and equitable global governance structures to complement calls for similar structures at national, regional and continental levels.
4. There is a need for a clearly articulated synergy between national vision agendas and public administration systems in the design and implementation of such agendas.
5. A more rigorous synergy must be well-articulated between national visions and respective medium-term strategies.
6. There is a need for elaborate and tangible indicators of the link between economic growth and social wellbeing.
7. Countries must strengthen their research agendas on issues related to national 'visioning' and accompanying medium-term strategies.
8. One of the problems of public administration systems in Africa is institutional crisis. There is a need to strengthen public administrations systems and institutions.
9. To enhance the role of public administration systems in Africa concerning the realization of MDGs, poverty reduction strategies and improved quality and access to basic social services, effective accountability and democratic governance systems are required.
10. There is need for mutual interdependence on the part of politicians and bureaucrats and interference in the conduct of responsibilities should be avoided at all times.
11. The requirements for good performance on the part of public administration systems with regard to their contribution to national visions and medium-term strategies must be redefined.
12. Given the complexity of contemporary policy and administrative environments, human resources capacity must be improved to enhance the delivery of quality goods and services by public administrators in Africa.
13. Public administration systems in Africa should not be regarded as mere implementers of national visions and medium-term strategies, but should also be involved in their design, regulation and evaluation.

“... It is our considered opinion that, despite the above measures, there is need for further deliberation on the extent to which African countries have developed the capacity of their public administration systems and structures to support the realization of the national visions and medium-term strategies.”

¹⁶ See Kithinji Kiragu “Civil Service Pay Reform Issues and Options” in R.S Mukandala(ed) African Public Administration: A READER, 2000, P.537

14. The realization of national visions and medium-term strategies entails joint effort by key stakeholders such as governments, public administration systems, civil societies, private sectors, relevant international stakeholders, and so on. This suggests a need for strategic networking.
15. Public administration systems and other key stakeholders involved in designing and implementing national development visions and accompanying medium-term strategies should be ready to uphold a culture of learning.
16. African countries and their respective administrative systems should try as much as possible to reduce the donor dependency syndrome, because this has been one of the main constraints during the first and second phases of African development planning.
17. Since many governments are introducing e-governance arrangements in many parts of the globe, African countries should also seek to introduce some form of relevant e-governance frameworks that could facilitate the mainstreaming of national visions and respective medium-term strategies between and among different government MDAs ??? and agencies.

Concluding remarks

From the preceding account, it is evident that African development planning and African public administration systems have passed through a number of transformations. The first, between 1960 and 1970, entailed an effort to change from colonial to national (African) development planning and public administration systems. That was characterized by five-year development planning that was heavily dependent on external donors for funding. We have noted that this first phase ended with serious misgivings about its success in achieving effective national development planning and public administration systems.

The second transformation was in the 1980s and was gauged in the framework of SAPs and a few other initiatives. We have noted that this second transformation was also associated with formidable constraints in which the liberal market orthodoxy proved limiting

with regard to national development planning. The neo-liberal public administration system reforms undertaken during that phase also proved to demand further redefinition and reform, because they resulted in a limited contribution to the implementation of national visions and medium-term strategies.

The third phase of transformation, which began in the 1990s, witnesses a search for national development planning that incorporates the national 'visioning' approach accompanied by medium-term strategies. This is the contemporary and ongoing phase. We have noted that it is grounded on the need to approach development planning more comprehensively. This comprehensive approach has also been employed to reform public administration systems and is grounded on the principles of what is popularly known as New Public Management.

Concerning this current transformation, the paper has examined the extent to which there are capacities and success factors required for the realization of national visions in African countries. An important observation from all these attempts at transforming public services, especially the first two initiatives, is that they did not have the desired impact as far as quality public goods and services and efficiency and effectiveness are concerned.

The ongoing initiatives and reforms concerning African public administration systems and national 'visioning' are essentially driven by the need to improve efficiency and effectiveness in the delivery of public goods and services. Some successes and problematic or challenging issues have been noted in this account. We argue that the improvement of the efficiency and effectiveness of national development planning and the role of public administration towards designing and implementing national visions is, generally, a complex and broad issue. Likewise, its scope is wide, entailing, among other things, the need for the promotion of equity, participation, empowerment and solidarity, as well as a renewed role for the state in national development. It is our hope that the package of necessary capacity or success factors that we have suggested in this paper will contribute significantly towards elevating the efficiency and effectiveness of not only national development planning, but also that of public administration systems in Africa. ■



Development Planning *in Lesotho*

Moliehi Moliehi Motseki-Mokhothu of the National University of Lesotho gives an overview of development planning systems in Lesotho and submits Lesotho's Vision 2020 as the set goal to guide strategic positioning and long-range planning.

Most developing countries tended to assume that development planning was a necessity to achieve development. Development plans became symbols of freedom and an assertion of political autonomy. Development planning was seen as a crucial means by which governments could improve the living standards of their people. Leaders felt that such planning would provide them with the benefits of power to control the socio-economic destiny of their nations.

In Lesotho, a planning system dates back to 1962 when, under colonial rule, the then Protectorate Government appointed an Economic Planning Commission to advise on development (Planning Officers Manual, 1995). This led to the publication of what was

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known as the Development Plan in December of 1963. The plan was a haphazard attempt of the colonial government and it was supposed to cover the three-year period, 1963-1966. However, the colonial masters neglected the development needs and wants of the masses in the little planning they did and, as Khati (2006) holds, planning requires consultation with stakeholders to solicit their input. That was not the case during this period of planning.

In 1966, Lesotho gained its independence from the British government. Following in the footsteps of the colonial government, the new, independent government established the Economic Planning Unit with the purpose of proper and better planning to develop the country and its citizens. This Unit published a



draft plan covering the period 1967–1972 (Planning Officers Manual, 1995). But like the first attempt, this draft plan also did not contain the essential ingredients of a proper development plan. Although it demonstrated the potential for planning in the country, the new government faced some confusion concerning management functions such as planning, leadership, organization and control. There was also a lack of relevant and qualified personnel to lead planning processes. Khati (2006), maintains that it is such personnel who knows what steps to follow and, in case of hitches being experienced in implementing the chosen planning model, they will know what adjustments to make and what other planning systems to refer to in order to make such adjustments.

The evolution of planning in Lesotho

As described above, Lesotho's planning inheritance after independence comprised the haphazard planning of the British colonial government and the draft plan covering the period 1967 to 1972. Despite shortcomings, the Economic Planning Unit became the forerunner of the Central Planning Office, which was established under the Prime Minister's office in June 1967 to the ease the monitoring and supervision of planning process activities.

The Central Planning Office had the duties to plan, prepare and coordinate the development projects that the government was introducing with the assistance of external aid. It had to control implementation and provide technical assistance for such projects. This Office was faced with the following challenges:

- It was incapable of performing its planning function because of the absence of a proper planning tradition.
- There was no coherent policy framework for planning within which to work.
- The Office was ignored by government departments and it received little cooperation from ministries with respect to its planning function.

That period was characterized by clashing activities and a duplication of many small offices given the task of planning. Other bodies at that time were the Economic Planning Board that replaced the Economic Planning Council and a Cabinet Economic Planning Committee (CEPC), which was established with five working committees covering a number of stakeholders. The intended process was for ministries to submit proposals to the Central Planning Office that was supposed to pass the proposals to the CEPC for final decisions and the recommendations.

The Constitution of Lesotho (Chapter VIII, section 105) also provides for the establishment of national planning boards, the functions of which are to prepare plans for the economic development of the country; coordinate and supervise the plans made by the government; and advise the government on planning processes. Such planning boards have not been operational and the Constitution must be amended to create boards with advisory functions (Dzimba, J. 2007:16).

This led to further challenges such as a duplication of working parties and a lack of cooperation with ministries, as well as clashes between the Planning Board and the Central Planning Office. In 1968, the Department of Planning and Development was established to replace the Central Planning Office. This Department continued to fall under the Prime Minister's Office and comprised the following sections:

- The Development Office
- The Office of the Economic Adviser
- The Bureau of Statistics

This new structure did not differ from the previous Central Planning Office and the problem of a lack of cooperation, especially from the ministries, with respect to its functions remained.

In 1970, Lesotho experienced political problems resulting from the outcome of general elections. As state of emergency was declared under the Basotho National Party (BNP) regime and when everything was threatened by political instability, planning was reorganized into the new Central Planning Development Office (CPDO) under the Minister of Finance. Other planning units were established under different ministries such as the Ministry of Agriculture, the Ministry of Education and the Ministry of Works and later under the remaining ministries. The ministerial planning units were intended to be the main channels of communication between the CPDO and the ministries. The absence of long-term, strategic planning in ministries was basically responsible for the lack of clarity concerning responsibilities and functions within the ministerial planning units and their relationship to the CPDO.

It was under the CPDO that the drafting of the first National Development Plan took place four years after independence. The delay can be attributed to the trail-and-error processes undertaken by the government following the efforts of the former colonial masters. The government was also young and weak with regard to management functions such as leadership, planning, organizing and control. The challenges that faced the drafting of the first National Plan were the following:

- Lack of a planning cadre – the government relied mostly on expatriates.
- The absence of systematic processes for the evaluation of progress and for reporting and appraisal.

- A lack of cooperation from the planning units in ministries.
- Continued minimal participation.
- Plans consisted more of lists of projects rather than the presentation of coherent development strategies (Wallis, M. and Van de Geer, R. 1982).

Planning at district level

It is important to mention that after independence, the then government under the BNP abolished the district councils that were set up by the colonial masters in 1943 as statutory bodies to manage public local affairs and resources. That saw the end of participatory institutions at a local level, resulting in an increase in centralized administrative and planning machinery.

At this time, the districts of Lesotho resorted under the District Administrator (DA) who was the descendant of the District Commissioner of the colonial period. The purpose of his office was to take effective control of district administration and to represent the government in districts. Its tasks included 'the development and maintenance of purposeful and efficient execution of development policies and projects in the districts ...' (Wallis, M. and Van de Geer, R. 1982).

The DA was working with committees named district development committees (DDCs) and village development committees (VDCs), which became the most important local structures. Mofuoa (2005) maintains that these committees supposedly served as forums for popular participation and execution

6 ... the new government faced some confusion concerning management functions ... There was also a lack of relevant and qualified personnel to lead planning processes. 9

of bottom-up planning and coordination of development activities. But it was observed that, because of a lack of capacity and financial muscle, these committees could not perform according to expectations. They merely submitted shopping lists that had no planning at their basis to Maseru. So, planning at district level was not taken seriously by either the officials at district level or those at national level. At this time, planning at district level faced the following challenges:

- The committees turned out to be propaganda machines of the ruling party, which led to tension in the villages.
- The caliber of the DAs was not up to standard and this led to the CPDO ignoring everything coming from the DAs.
- There was no one at district level who possessed the planning and management expertise required for effective planning.
- Ministries at district level felt that they had to answer solely to their headquarters and they ignored the DDCs.

In the 1980s, the government of Lesotho moved in the direction of a more decentralized system of administration and planning in local areas. In the first five-year development plan, the government committed itself to a policy of decentralization to encourage effective popular participation. It is during this period that the title of the officers in charge of districts was changed to District Coordinators (DCs), who had better qualifications in comparison with the DA, being equivalent to the then deputy permanent secretary (Wallis, M. and Van de Geer, R. 1984). The DCs work was not different from that of the DA.

In 1986, there was a change of government to the military. The DCs were abolished and a new office of District Secretary was established to perform the same functions as its predecessors. The VDCs had to submit their development proposals to DDCs, which was supposed to monitor the implementation of development projects at village level. The military appointed the military officer at district level to ensure law and order at that level.

Towards the end of the 1980s, the planning for districts was handled in the central planning development office in Maseru. The CPDO was reorganized into four departments: a Bureau of Statistics, Economic Cooperation, Sectoral Planning and Economic Policy. There was a proposal for the strengthening of the MPUs, which were basically staffed by economists, but strengthened with people with specialties, such as agronomists in the planning unit of the Agricultural Ministry, to reflect the multi-disciplinary nature of planning. The planning cadre was regarded as members of the staff of the Ministry of Finance, known as the Ministry of Economic Planning and Manpower Development by 1990. Functionally, this staff was supposed to be supervised and controlled by the heads of the ministries where they were located in close collaboration with the Ministry of Economic Planning and Manpower Development. They were required to follow the planning policies prescribed by the Ministry in charge of planning (Planning Officers Manual, 1995).

After the sixth five-year development plan, the government changed the planning process to produce the Long-term Perspective Development Plan (15 years), within which three-year National Rolling Development Plans were to be formulated through the

Ministry of Economic Planning and Manpower Development. This process kicked off with the budgeting process, which is done annually and built into the three-year and 15-year plans. The key role players in the development of a long-term perspective plan were the staff of MPUs, members of the National Planning Board and a Cabinet sub-committee. The development process included consultative workshops at national and district level under the leadership of the Ministry of Economic Planning and Manpower Development.

Restoration of civil government, 1993

In 1993, Lesotho saw the restoration of civil rule after the general elections when the military returned government to the civilians. The party that won the elections was the BCP. When it came into power, the new government did not waste time. In 1994, it introduced the Ministry of Local Government, which was to drive the process of decentralization within the country. The Local Government Act was enacted by parliament in 1997. A bit of a delay followed before the local government elections took place in 2005. In the same year, the ministries of Finance and Development Planning merged. The purpose of the merger was to link plans with the funds needed so that the budget could be done within the context of plans in place. The newly restructured ministry consists of six departments, namely: Economic Policy; Development Planning; Private Sector Development and Financial Affairs; Treasury; Budget; and Support Services. At present, the ongoing restructuring of the Ministry of Finance and Development Planning is working hard to enhance linkages between planning and budgeting processes.

Local government led to the establishment of district and community councils, which are now the key bodies to drive planning development at different levels in communities. Their work is coordinated by the Ministry of Local Government in consultation with the Ministry of Finance and Development Planning. These local authorities are still having a lot of teething problems and as a result, they face some challenges with planning processes in districts.

Nationally, the government turned to long-term perspectives and decided on a national Vision 2020, which made it easy for different ministries to make their own strategic plans in line with the Vision. At the moment, the country finds itself in a visionary period where it is focused on a set goal. Long-term Vision 2020 was approved in May 2004 and is formulated as follows: By the year 2020, Lesotho shall be a stable democracy, a united and prosperous nation at peace with itself and its neighbours. It shall have a healthy and well-developed human resources base. Its economy shall be strong, its environment well-managed and its technology well-established (Lesotho Vision 2020: Empowerment for Prosperity, 2004).

This statement was adopted from the first dialogue and its components are based on the aspirations of the Basotho. After this, the government developed the Poverty Reduction Strategy (PRS) to actualize Vision 2020. This document covered three years from 2004/05 to 2006/07 and outlined medium-term strategies for poverty reduction and pro-poor growth.

Lesotho Vision 2020
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The challenges that faced the PRS were as follows:

- Resources were not available to implement the whole strategy.
- The most important challenge in the country remained poverty.
- There was a need for policies to work within the public sector.
- Monitoring systems were not well-placed.

On the basis of Vision 2020, all government ministries are supposed to embark on strategic planning in line with the vision and put forth the budget estimates for the annual plan to be included in the budget of a financial year. The Ministry of Finance and Development Planning agrees on the budget ceiling and issues a budget-call circular. This is an instruction for other ministries to prepare estimates for the following financial year.

At the moment the government is on the verge of preparing the 7th five-year national development plan, which will contain an updated PRS and a Growth Strategy. This document is not supposed to be bulky. It must, nonetheless be comprehensive to address the Public Sector Improvement Reform Programme, which aims at improving delivery of services and to do more with the limited resources available. Consultations are ongoing with stakeholders, especially the line ministries. It will also include even the non-state actors.

The MDGs are in line with the planning in Lesotho, since they want to combat poverty, disease, illiteracy, environmental degradation and discrimination against women. These are put in priority order of what the government wants to achieve by 2015.

The challenges facing the national planning process

As has been observed in many African countries, that the early process of planning was either inherited from the colonial masters or it was weak because of a lack of qualified planners.

In Lesotho, over-centralized planning in the early 1960s tended to disregard local conditions, especially after the abolishment of the then local government by the BNP. This over-centralized planning is observed as one of the reasons for the failure to achieve major development in this period. The ministers were interested in impressing the donor community, which made life difficult for planners because they had to carry out everything according to the wishes of the donor community.

A recent weakness is that even when local communities are in place and working with the DPUs through the local government system, there is still a lack of capacity at local level, especially on the part of councillors who are supposed to be consulting with communities to identify their needs and wants for inclusion in the plans of districts. The position of the DA has been resuscitated to administer district affairs in consultation with the District Community Council.

Some of the weaknesses at national level are the following:

- The Bureau of Statistics does not have updated information to form a solid basis for planning and budgeting. It is currently undertaking reforms to strengthen its capacity (Dzimba, J.2007).
- The donor community still has some influence in projects, which many not be in the best interests of the people in the country. However, projects that are viable for communities do not always guarantee the availability of funds. This shows that funds are still very limited with too many competing priorities.
- In some cases, planning cadres within ministries are still marginalized and they have no information about their own ministry's policies and projects. Wallis, M. (1989) observes that planners are isolated because they are regarded as a junior group of people who pester senior officials for information.
- Another limitation is that the Planning Board, which is supposed to be established in terms of the Constitution, is not yet in place. The government is still working on the appointment of its members. There is also a need to clarify its proper functions.
- A final challenge is to have good monitoring and evaluation tools, since that would enable planning to be done. There is also a need to monitor the administrative side of the plan implementation to avoid corruption and to channel funds to the intended purpose. The benchmarking to evaluate the process of achieving Vision 2020 should also be in place.

Conclusion

In conclusion, it must be noted that Lesotho has been trying to plan its development after the attainment of independence. It moved from aggregate models to sector-based models. This was characterized by many structures and committees for planning purposes. These models had shortcomings, which led to the introduction of an integrated dimension approach that demanded the expertise of qualified planners.

It is apparent that there is a need for policy formulation within which planning can be done. Furthermore, the need for strategic positioning and long-range planning became a must at every level in the Lesotho planning system. This, combined with the move towards decentralization and grassroots involvement, make the system more open for dialogue and consultation to inform planning processes.

Lesotho has seen many different governments since 1966 and its planning processes had to take place under different systems. For now, the country has a vision and everyone in Lesotho, especially those in the public service, knows about it. All plans are aligned to this vision and the strategic plans of ministries have to work towards the achievement of this vision. ■



Planning for a Better South Africa

– By Mr Trevor Manuel, Minister in the Presidency: National Planning Commission –

The National Planning Commission (NPC) released its diagnostic report, launching a period of public engagement aimed at uniting all South Africans in a process that develops solutions to our critical challenges. Already we have received dozens of comments and pledges of support.

Allow me to quote just two: “I’m a pastor from the Dutch Reformed Church in Lynnwood and would love to be part of this wave of renewal. This is one dream we must share and let it spread like a fire! I did run the idea of my participation past the Chairperson of the Dutch Reformed Church in the northern part of South Africa and he gave the green light to be a link to your cause.” Immanuel van Tonder, Dutch Reformed Church, Lynnwood Pretoria.

The second quote comes from Ziphilele Gaju, a teacher from Port Elizabeth. He says: “We must begin to review and measure ourselves on the basis on what we and the rest of the continent are currently faced with and begin to revise our past, in the present for an improved future, without waiting for things to fall apart.”

We are heartened that our public engagement process has been received so warmly by so many South Africans. In particular, we would like to thank the National Assembly for the opportunity to launch the diagnostic report in Parliament, affording us an opportunity to engage with the nation’s representatives and to talk directly to millions of South Africans. We look forward to engaging on the solutions.

The NPC spent the bulk of the 14 months since its appointment conducting research, meeting with experts and stakeholders and listening to South Africans about the key challenges that confront us. South Africans are united in affirming that the values of the Constitution should form the basis of our vision. The elements of the vision statement that we tabled last week are drawn directly from our Constitution. South Africans are equally emphatic that eliminating poverty and reducing inequality are our key strategic objectives.

The NPC identified nine key challenges that confront us in meeting our objectives of eliminating poverty and reducing inequality.

These are that:

- too few South Africans are working;

“... success will require the involvement of all South Africans, clear leadership from all sectors of society, proper planning, clear prioritization and a meticulous focus on implementation.”

- the quality of education for most black learners is still substandard;
- our infrastructure is inadequate to meet our social and economic needs;
- the spatial legacy of apartheid planning limits social inclusion and growth;
- our development path is too resource-intensive and hence unsustainable;
- our public health system is ailing under a massive disease burden;
- public service performance is uneven;
- corruption levels are high and undermines service delivery; and
- South Africa remains a divided society.

These nine challenges are underpinned by extensive research and engagement with key stakeholders. We are fully mindful of the fact that agreeing on the major challenges is the easy task. Developing solutions that enjoy broad support and that are implementable will be much harder. However, a problem correctly diagnosed

is a problem at least half solved.

We recognize that these are formidable challenges. We are confident that South Africa has the capabilities to solve them. We raise these challenges mindful of our successful track record in uniting as a people to confront our greatest challenges.

Through a national dialogue, involving the broadest spectrum of South Africans, we can indeed develop solutions and the capacity to implement these solutions. As we point out in the diagnostic report, success will require the involvement of all South Africans, clear leadership from all sectors of society, proper planning, clear prioritization and a meticulous focus on implementation.

Trevor Manuel



It is important that we indicate that the process of consultation takes a shared, collaborative form. That we have made all these documents available – it will be available in all the official languages in the next week – is only one part of this process. The commissioners supported by the secretariat are very determined to take the ideas of the Elements of the Vision Statement and the diagnostic document into every corner of South Africa. We want to share our observations with everyone and it is vitally important that we get feedback from all South Africans.

As we take this process forward, we want to place special emphasis on young people who must be involved in defining the South Africa of 2030, a time when many of us will have passed on or at least be out of the policy-making arena; a time when they will be in positions of decision making. They must be heard on the future that they want. The NPC provides a bridge into this future.

The public engagement process will be multi-dimensional to give all citizens an opportunity to contribute to the solutions. Commissioners will visit all provinces and meet with elected leaders, civil society, business, communities and in particular young people to listen to them. We will also receive comments by email, fax, text message and in writing. Soon, we will establish the capacity to receive phone calls so that people can simply call us to tell us what they think. In addition to using social networking methods to receive input, we will also host what is called an online ‘jam’, which will allow thousands of people to participate in an interactive, online discussion on key issues that confront us.

Parallel to this, the Commission is already working on aspects of the plan, conducting detailed research and meeting with experts to guide the drafting of the development plan.

An incredible amount of detail is required. Allow me to illustrate, using just one issue as an example. We have identified the resource-intensive nature of our development path as a key challenge.

There are several questions that have to be answered. How will we change to a low-carbon economy while creating jobs and raising competitiveness? Can we change to a low-carbon economy and still exploit our vast mineral wealth for the good of all South Africans? How will we use our water resources more efficiently? What type of infrastructure is required to provide water to all our people, throughout the country? What is our solution to the challenge that some regions are likely to become water stressed quite soon? How do we manage our marine and fishing resources to meet the needs of future generations? How do we produce more food using less water?

As is evident, this single challenge throws up dozens of questions that must be answered and the answers must be based on solid research, sound evidence and careful plans, tested with all major stakeholders.

In November this year, the NPC will release a Vision Statement and a Development Plan for consideration by the public and Cabinet. As mentioned earlier, the Commission is largely an advisory body. Decisions and implementation reside with the President, the Executive, various spheres of government and government entities.

“... we want to place special emphasis on young people who must be involved in defining the South Africa of 2030 ... They must be heard on the future that they want.”

The work of the NPC does not stop in November. November merely signals the end of the first phase of work of the Commission. Next year and in subsequent years, the Commission will produce much more detailed plans on specific topics, guided by the Green Paper on the National Planning Commission and the needs of the President and Cabinet. For example, in 2012, we might present detailed reports on food security, water security and on managing the transition to a low-carbon economy. Each of these reports will have much more detail than can be fitted into a single, overarching, national development plan.

The Commission and the secretariat, which is based in the Presidency, will strive to achieve these goals by working together with the Department of Performance Monitoring and Evaluation, and other departments and spheres. In particular, we will work closely with other ‘centre-of-government’ departments that provide strategic advice and support to the President and Cabinet.

The Commission consists of the chairperson and 25 independent, part-time commissioners, appointed on the basis of their expertise and experience. The budget for national planning provides resources to compensate commissioners for the time that we take from them and for work that they do in fulfilling the mandate of the Commission. Resources are also provided for administrative support; travel and accommodation; meetings and other public engagements. These resources can be found in the sub-programme called Ministry.

This sub-programme also includes resources for a programme called the National Income Dynamics Study (NIDS). NIDS is South Africa’s national panel study, a longitudinal survey that will span at least a decade. NIDS Wave 1 (the base survey) was undertaken in 2008, Wave 2 in 2010 and Wave 3 will be undertaken in 2012. In Wave 1, 7 305 households were surveyed, and a total of 28 255 individuals were interviewed. The Southern African Labour and Development Research Unit (SALDRU) at the University of Cape Town is the implementing agency for NIDS Wave 1 and Wave 2. The NIDS Wave 3 tender process is nearing completion and the contract will be signed in the current financial year.

An important component of the NIDS is capacity building. Through the contract with SALDRU students have to be trained in quantitative analysis. In this regard, 14 scholarships were awarded to students doing their honours, masters and doctors degrees, as well as post-doctoral work. In Wave 2, 12 students and junior researchers were awarded scholarships or work experience opportunities.

The NIDS data set provides an invaluable resource with which to track the income, employment and asset status of South Africans. As an example for the usefulness of this programme, one of the studies, Low Quality Education as a Poverty Trap, undertaken by Professor Servaas van den Berg (2011) at Stellenbosch University shows that the education system generally produces outcomes that reinforce current patterns of poverty and privilege instead of challenging them. The inequalities in schooling outcomes manifested via labour market outcomes, perpetuate current patterns of income inequality. This is a key conclusion of the diagnostic report.

“... a single challenge throws up dozens of questions that must be answered and the answers must be based on solid research, sound evidence and careful plans, tested with all major stakeholders.”

All NIDS data and research papers are publicly available on the NIDS website. The information posted there is serving as a valuable resource to our academics and government departments to develop anti-poverty programmes and strategies.

The second sub-programme covers research and policy support to the Commission and Minister. The salaries of the members of the secretariat involved in research and technical support to the Commission are covered here. In addition to the resources provided by the fiscus, several donors have also contributed towards the research work of the Commission. For example, the British High Commission and the Norwegian government are co-funders in some of our work to explore how we will move to a low-carbon economy. The European Union has funded some of our research into the economy, including a study into small business development and entrepreneurship.

The third sub-programme covers communication and public participation, enabling the Commission to listen to the public, receive input of various types and to communicate the findings and reports of the Commission. In addition to the more traditional means of communication, we are making a special effort to communicate with young people, partly because, as mentioned earlier, it is the youth who comprise the most valuable stakeholder in planning for a 2030 future.

When the President appointed the NPC, he saw it as part of a series of reforms aimed at improving coherence in government and the performance of the state more generally. For this reason, the success of the NPC as an initiative is at least partly dependent on

working with other stakeholders inside the Presidency, in government in general and with society at large. We pledge to continue to work collaboratively with other stakeholders.

When commissioners were appointed, I do not think that they knew what they were signing up for. They probably thought that it would take a few hours a month of their time. This has not been the case. Commissioners have given up a huge amount of their time, attending meetings, overseeing research, consulting with stakeholders and engaging with government departments. We thank them for the hard work and sacrifice that they are making to contribute to the development of a vision and plan. They do this because they are patriotic South Africans who are passionate about the success of this country.

The President's appointment of such independent-minded outsiders to do such a difficult and complex job is a huge vote of confidence in our democracy and in our Constitution. We thank him for his leadership and support throughout the process so far.

Conclusion

In conclusion, I would like to thank both the President and the Deputy President for the support that they have given us in our work over the past year. We are convinced that the boldness displayed by the President in appointing the planning commission and the faith that he has displayed in their abilities will be evident as we embark on this journey. I also wish to thank the staff in the Ministry and in the Presidency for their hard work in the process thus far. ■





Nombulelo Nikiwe

Integrated Service Delivery – *Lessons for South Africa*

– By Ms Nombulelo Nikiwe, Department of Public Service and Administration –

Governments in various countries are beginning to recognize the concept of integrated service delivery (ISD) as a viable mechanism to improve public service delivery. According to the Oxford Pocket Dictionary (2009), integration refers to the mixing of previously segregated factors or entities. Integrated service delivery, therefore, refers to ‘the convergence of government services under one interface accessible to citizens’ (Intergovernmental Advisory Board 1999: 5). Hence, not only is it convenient and cost-effective (for citizens), but it also improves Government’s image among the citizenry. The public’s impression of Government begins to change because the integration of services begins to challenge the negative perceptions associated with the bureaucracy that characterizes the public sector. Associated with integration is the notion of a ‘single window’ to government

services. This concept begins to challenge the rigid structures and systems typical of government services.

“... integrated service delivery refers to ... “the convergence of government services under one interface accessible to citizens” ...”

The integration that governments aspire to manifests itself in programmes such as the local *Thusong* Service Centre (TSC) programme. There are, however, other means to achieve integration. Integration does not necessarily have to be demonstrated by physical structures that offer a basket of government services.

ISD – history and background

There is consensus among authors Austin (1997), Waldfogel (1997) and Agranoff (1991) that the earliest wave of what can be considered ISD was witnessed in the 1960s and early 1970s in the United States of America (USA). However, Austin (1997: 10) contends that such methods of service delivery may also have resulted from the social and economic circumstances during the Great Depression of





the 1930s. (Waldfoegel, 1997: 464) also contends that ISD trends can be traced as far back as the late 19th century. The primary goal of integrating services was to alleviate the social and economic pressures vulnerable families and communities faced during that period. The concept of integration came about with the recognition that there was efficacy in a collaborative approach to service delivery. The terms ‘community integration’, ‘comprehensive services’, ‘coherent services’, ‘broad spectrum of services’ and ‘coordinated services’ have been used to describe ISD (Agranoff, 1991: 533). These terms are based on the premise of collaboration and cooperation, which describes the fundamental features of ISD.

In 1971, a United States secretary for health spearheaded a health, education and welfare (HEW) programme that sought to alleviate bureaucratic complexities and inhibitions to service delivery and to develop an ‘integrated framework’ within which communities could obtain state services (Waldfoegel, 1997: 464).

The HEW recognized the fragmented manner in which services were administered to citizens. If citizens kept getting referred from one service point to another, the likelihood of actually obtaining a particular service became reduced significantly (Waldfoegel 1997: 464). Families and communities at risk often had multiple needs. To illustrate this fragmentation, Agranoff (1991: 534) cites the example of a single mother with no high school diploma who lives in a rural area with her parents and occasionally suffers physical abuse from her father. Should she require access to public services to alleviate her situation, she would be compelled to visit at least three service points. In South Africa, this picture prevails in current times. It is common to find poor, rural women of retirement age looking after their orphaned grandchildren. They must secure education, identity documents and welfare grants for both themselves and any grandchildren involved. To obtain these services, they must visit multiple service points.

In addition to the above-mentioned challenges, Austin (1997) and Waldfoegel (1997) both contend that the top-down approach that characterizes service delivery is another hindrance. Austin (1997: 14) states that ISD must be a ‘decentralized system of neighbourhood-based services’. The participation of local authorities is important for ISD to make a worthwhile contribution. Having the system designed at a federal/national level results in it lacking an understanding of the nature of the challenges prevalent at implementation/local level. This particular challenge demands the re-evaluation and re-assessment of ISD to ensure its future success and to address current prevalent public service delivery difficulties.

The ‘new wave’ of ISD

In the 1980s, the integration of public services re-emerged with a larger focus on *reform*. This ‘new wave’ was characterized by words such as ‘collaboration’, ‘coordination’, ‘one-stop shopping’ and ‘seamless service provision’ (Austin, 1997: 12). This is a conceptual move away from the fragmentation experienced during the previous period. The ‘new wave’ focused on adopting a targeted and modest approach to ISD. According to Austin (1997: 12), this ‘new’ phase of ISD has the following distinguishing features:

- i. *Multi-level* (stakeholders across all spheres of government): reforms are initiated from both the top down and the bottom up.
- ii. *Budget tightening*: reforms can be a way to reduce costs.
- iii. *Family focus*: reforms are focused on and targeting the families and communities most vulnerable to risks.
- iv. *New technology*: technological advancements create opportunities for computerized applications that weren’t available previously.

The points articulated above are crucial and vital fundamental guidelines to novice governments such as the South African government, which is beginning to explore the concept of ISD. In South Africa, ISD manifests itself in the TSC programme. Austin (1997: 12) provides the following strategic framework for reform. It must have:

- i. A long-term vision;
- ii. realistic expectations;
- iii. clearly defined and achievable objectives; and
- iv. be coordinated with parallel and similar developments.

According to Austin (1997: 9), public service integration is a continuous reform process. ‘This process, when well-designed and implemented with a long-term vision, can reduce duplication, strengthen communities and improve client outcomes.’

When one scrutinizes the TSC programme in South Africa, it appears that the ultimate goal is to equip each municipality with a TSC. Within the TSC vision, there needs to be an articulation of the desired *impact* of the programme in each community. This incorporates the *outcome* of the programme and not only focuses on the *output*. There has to be a plan in place post-establishment to assess the effect of the programme on a community.

The ‘new wave’ or reform of ISD recognizes that the needs of vulnerable families and communities are not met in the best way by a system that is characterized by fragmentation, centralization and a top-down implementation approach. Such an inaccessible and uncoordinated model to service delivery must be rectified (Waldfoegel, 1997: 467). In traditional models of service delivery,

there also exists what Waldfogel (1997: 467) describes as a mismatch between services provided and the actual needs of communities. This would be alleviated by collaborative planning between national and local authorities. Community needs assessment is an important aspect of planning because it informs and directs the nature of state interventions (Waldfogel, 1997: 467).

Case Study – Canada

The Canadian government is one of the pioneers of ISD through the use of information technology (IT). This relates to government use of e-commerce, the Internet and IT as tools to improve service delivery (Satapathy, 2000: 3497). According to Satapathy (2000: 3497) Canada, together with the USA, Singapore and Australia are leaders in e-governance, and although the power of this platform has not been harnessed fully, advanced transactions such as filing income tax can already be performed. Through its Service Canada online service, Canada has been implementing e-governance since the 1990s. This operation requires a large infrastructure and a 20 000-strong staff complement (Newcombe, 2008).

According to an article published in 2005, Accenture, a consulting firm, ranked Canada as a leader in e-governance (Riley 2005). Canada provides a successful specimen of ISD and this can be ascribed to various reasons. According to Riley (2005), it can be attributed to the citizen-centric approach of the Canadian government. However, this has to go hand in hand with political and senior management support, which is a characteristic of the Canadian model of e-governance. The South African government has made similar strides through repeated proclamations by President Zuma to 'put citizens first', which has become the overarching and fundamental principle and approach to service delivery. This support at a political and top administrative level has ensured that the necessary financial backing required for e-governance could be obtained. According to Riley (2005), funding was secured to develop the following enabling elements:

- i. Policies, technical standards and legislation;
- ii. measurement tools and a communication strategy;
- iii. human resources development to equip workers with skills for a new working environment; i.e. training and development; and
- iv. a common technology infrastructure and networks, i.e. ensuring that business processes are aligned.

Another factor leading to the success has been the holistic approach adopted in implementing the system. During the implementation of the e-government practice, officials 'looked at the delivery of services by taking an all-government approach to e-service delivery', which meant that 'services were organized by category and not delivered on a department-by-department basis' (Riley, 2005). This arrangement ensured that service delivery was not compartmentalized. Cooperation among different portfolios was also necessary. This is a mature and revolutionary approach to service delivery that challenges bureaucratic standards and mechanisms. Adopting an 'all-government approach' goes a long way towards presenting the 'single face' of government and a 'single window' of access to services, which is the fundamental principle of ISD.

Thirdly, the Canadian government made an effort to investigate the needs and wants of citizens before formulating a service offering. This was done through the establishment of committees comprising citizens, business people, academics and government ministers (Riley, 2005). Roy (2003: 394) and Allen, Juillet, Paquet and Roy (2001) all agree that partnerships are a key element of e-governance, and, ultimately, ISD.

Fourthly, success would be ascertained by setting implementation targets and monitoring these under strict rules of accountability. Lastly, departments were also encouraged to re-examine and alter existing business processes in a manner that would take advantage of current technological advancements and trends (Riley, 2005).

The concept of ISD through one-stop government centres is not uniquely South African. Governments internationally are beginning to move towards this manner of working as a means of improving service delivery.

Conclusion

The holistic adoption of the ISD approach in South Africa will begin to untangle the major service delivery knots encountered by many of the country's citizens. The TSC programme is a major and significant step towards this. The TSC programme is also seen as an important social and economic development stimulant and catalyst. To harness its full potential, the programme must vigorously display attributes that focus on the *coordinated, targeted, user-friendly* and *informed* approach to service delivery that characterizes ISD. ■



A Transformed Home Affairs

– By Dr Nkosazana Dlamini Zuma, Minister of Home Affairs –



Dr Nkosazana Dlamini Zuma

I want to start this paper by asking South Africans to pause and reflect on how the South Africa of 1912 looked, to appreciate the progress thus far. Then, power was exclusively in the hands of a white minority who regarded the black majority as units of cheap labour rather than as citizens. South Africa was fractured and divided by racial discrimination, class oppression, with black women suffering triple oppression – race, class and gender. There was no common sense of nationhood among our people. The 1913 Land Act brought massive land dispossession to the majority. Most of us did not have the right to vote until 1994.

The struggle for liberation went on for all those decades in various forms, including armed struggle, until the commencement of negotiations in 1990.

In May 2011, South Africa witnessed her fourth democratic Local Government Elections in which our people exercised once more their right to vote. We carry the constitutional mandate to support and congratulate the IEC in their delivery of credible, free and fair elections.

The Constitution entrusts the Department with a dual mandate: firstly, we are the custodians of the identity of all South African citizens, critical to which is the issue of birth, marriage and death certificates; identity documents and passports; citizenship; naturalization and permanent residence certificates. The full spectrum of identity management goes beyond the mere issue of secure documents; it encompasses the safe maintenance and archiving of biometric and demographic records of citizens and persons who have been permitted to reside in South Africa.

Secondly, we deal with an effective, secure and humane management of immigration. It is important to recall that the South African nation is a product of many streams of history and culture, representing the origins, dispersal and re-integration of humanity over hundreds of thousands of years. Immigration will, therefore, continue to play a part in the foreseeable future.

Dedicating ourselves to the ideals of the founders of the ANC, and in the context of consolidating this common identity and citizenship, we have undertaken steps to ensure that every South African over the age of 16 has an ID and every baby born is issued with a birth certificate within 30 days of delivery, through the launch of the National Population Registration (NPR) Campaign in March 2010.

Of necessity, the success of the Campaign is based on the understanding that this is a government by the people, for the people

and that we have to forge partnerships between us and the people to succeed. In pursuance thereof, we have mobilized our people in various communities into stakeholder forums, thus giving expression to the clause, ‘the people shall govern’, in the Freedom Charter. In this regard, we have formed 254 stakeholder forums representing 90% of the municipalities in the country. They comprise leaders and members from communities, Home Affairs and other related government departments.

We have not established these forums to add to existing layers of bureaucracy in the Department. The forums improve our quality of service delivery by identifying needs in communities, overseeing offices and resolving problems innovatively. Where gaps and challenges are identified, the Department is responding positively by implementing the requisite measures. These measures include increasing our footprint, deploying more staff in existing offices and mobile offices and opening new offices, especially in rural areas.

In our campaign to ensure that all babies receive birth certificates and those who are 16 years and older IDs, the following progress has been registered:

- 499 957 babies were registered within 30 days;
- 456 675 babies were registered between 30 days and one year;
- 130 284 were registered after one year but before they turned 15; and
- 190 091 were registered after they turned 16.

We have surpassed our target of 70% of children being registered within the first year after birth. We have reduced the percentage of children registered after they turn 16 dramatically. About 1 091 511 children of 16 years and older received IDs for the first time – 257 000 more than in the previous financial year.

In support of this Campaign:

- 189 hospitals and health facilities nationally were linked to our database to ensure babies can be registered online before they leave hospital or within 30 days after delivery. 141 hospitals have Home Affairs officials collecting documents and processing them daily.
- We take this opportunity to reiterate our national call for parents to register their babies within 30 days of birth and to assist their children in getting IDs when they turn 16.

Realizing that the objectives of the Campaign had to be communicated as widely as possible, we were supported in various

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innovative ways in the past year, for example by the Premier Soccer League (PSL) in the match between Kaizer Chiefs and Orlando Pirates, the National Lottery, Motswako, Pampers and Generations.

Government asked us to cost the production of all the services we render, including, among others, IDs, passports, and birth and death certificates in preparation of the introduction of the new tariffs gazetted in January this year. We would like to emphasize that Government provides each South African citizen with his/her first ID free of charge and also issues first birth certificates and death certificates free of charge. It is only when a person wants these documents to be issued a second or third time that he/she has to pay for them.

This year, 1 353 256 people applied to have their IDs reissued. At the moment, there are 494 367 uncollected IDs – almost half a million – at various regional Home Affairs offices and a further 266 785 at Head Office. Thus, in total there are more than 750 000 uncollected IDs, most of which are reissues. Government is, therefore, spending a lot of money reissuing IDs to people who do not collect them – such money can be put to much better use elsewhere.

Reissues also increase the possibility of duplicate IDs and identity theft by unscrupulous elements. In a survey the Department conducted in Pretoria, we found that most people who had not collected their IDs applied for new ones when they had merely misplaced their documents. Once they found their IDs, they did not return to our offices to collect the reissued ones. We must remember that we all have the responsibility to value and protect our IDs.

I must emphasize that we implemented the tariff increases after running an ID campaign for more than a year. The tariffs cover only the costs of producing documents and in the event of natural disasters such as floods and fire leading to the destruction of documents such as IDs and birth, marriage and death certificates, the documents are replaced free of charge.

We apologise for not communicating it sufficiently before the new tariffs were implemented.

We achieved what we had set out to do during the 2010 FIFA World Cup. That included collaborating with the South African Revenue Service (SARS) to roll out the following 2010 legacy projects:

- An enhanced Movement Control System (eMCS) at the 34 priority ports of entry, which
- enabled the rapid and secure facilitation of 2 387 524 visitors, 828 841 of whom were from Africa, from May to July 2010. That excluded South African citizens; and

- the Advanced Passenger Processing (APP) System, the deployment of airline liaison officers and an Historic Event Visa. These initiatives assisted us in preventing undesirable elements from entering South Africa during the period. At present, they continue to assist South Africa in managing immigration securely and effectively, and in pushing back the frontiers of crime and corruption.

Although we have made great strides towards achieving our objectives in terms of civic services, we will continue to consolidate our work in this area.

We are prioritizing immigration in the 2011/12 financial year. In the words of Oliver Tambo, South Africa is a ‘... varied land of snow-capped mountain peaks, of deserts and sub-tropical greenery covering vast mineral resources; its warm seas to the east and cold ones to the west contain large animal and mineral resources and its people of varied cultures, who are continuously mingling and interacting to their mutual enrichment, exhibit, despite their conditions, a great love for life and a sensitive joy in the creative and human endeavours of the people of the world ...’ – immigration will continue to provide us with the opportunity to ensure we indeed have this continuous mingling among and mutual enrichment of our nation.

As part of Government’s New Growth Path, we will, over the next three years, work with other departments and economic sectors to proactively attract critical skills, while producing our own. These critical skills include, among others, civil, chemical, electrical and mechanical engineers; agronomists; suitably qualified artisans; scientists; senior project managers; environmental experts; ICT specialists; economic planners; and others. To this, we can add investors and tourists from abroad.

However, immigration must be managed effectively to protect our sovereignty and secure our nation against the threat of transnational crime and terrorism. In this regard, we will train our officials to be responsive and vigilant concerning both the needs of clients and security concerns. We will be rationalizing our ports of entry to move resources to where they can be used optimally.

We have also centralized the issue of permits and have succeeded in clearing the backlog.

We remain committed to honouring our international obligations to protect those who legitimately seek respite from persecution in line with international and domestic laws. Ours is to determine and protect the status of asylum seekers by providing them with relevant documents and permits. We are reviewing and overhauling our asylum-seeker management processes to ensure that there are



adequate capacity and expertise at all levels of the process to ensure its security and efficiency. We will also enhance our National Immigration Information System (NIIS), which is used to register asylum seekers and refugees, to reduce the backlog at adjudication and review/ appeals level.

We have to adopt a regional approach to mixed migration with a view to curbing abuse of the asylum-seeker process and ensuring that the issue receives the attention of the SADC. We will, therefore, among other things, strengthen control at our borders and ports of entry in cooperation with our neighbours.

In the previous financial year, the Department undertook a comprehensive review of the legislation governing its work to ensure relevance. We are pleased to report that the South African Citizenship and Births and Deaths Registration Amendment Bills have passed through both Houses of Parliament and have been assented into law. The Department is currently engaged in the finalization of the necessary regulations. Amendments to the Refugees and Immigration Acts are currently in the parliamentary process.

We are pleased to report that progress has been made with the transformation of the Department. This includes our audit from the Auditor-General. In 2010, we received a qualified audit with only one qualification related to asset management. This was a marked improvement on previous years. We will continue to work towards an unqualified audit in 2011/12, and aim to receive a clean audit by 2012/13.

Programme of Action (PoA)

Now that the *Who Am I Online* (WAIO) contract issues have been resolved, we will, as part of our programme of action for this financial year, roll out the live capture of applications for IDs and passports. This will greatly enhance efficiency, security and service delivery, as well as the development and implementation of integrated immigration and civic systems. This will include a complete overhaul of the National Population Register and will be a collaborative effort with SARS, the Government Printing Works and the Department of Finance.

We have introduced an operational model that aligns the Department with all three tiers of government. We now have provincial, regional and local offices. In addition and to ensure citizens receive services wherever they may be, we are also using mobile offices and temporary service points.

As part of ensuring access and quality service delivery to our

clients, we refurbished 30 offices in line with our new corporate model, as can be seen at our Barrack Street Office in Cape Town.

We have also implemented a queue management system in 13 of our offices. In addition, all our officials have been instructed to wear their name tags during working hours. Similarly, we have increased public accessibility to the Department’s top management by inserting their contact details, including mobile numbers, office telephone numbers and e-mail addresses on both the posters at all our offices and the departmental website. Please call any of these numbers should you not be satisfied with the service received at any of our offices. We are now open to the public from 07:30 to 16:30 from Monday to Friday and from 08:30 to 12:30 on Saturdays.

We have succeeded in meeting our 2010 target of filling all management posts with a few exceptions. We have also increased the number of officials tasked, in particular, with servicing hospitals and our 117 mobile offices. Going forward, we are prioritizing the filling of front-line posts.

In 2010, we committed to piloting the smart card. This has been done. The GPW has produced the Crew Member Certificate, which is used internationally by our pilots and crew members. This has laid a solid foundation for piloting an ID smart card in this financial year with a role out in the 2012/13 financial year.

The budget of the Department includes funding for the Film and Publications Board (FPB). We are pleased that the FPB will finalize its turn-around strategy aimed at delivering a more efficient and functional organization with simplified and more convenient business processes for distributors and clients this year.

We remain committed to uprooting fraud and corruption as part of coordinated efforts by Government to rid our country of this scourge. Collaborating with all other law enforcement agencies, we shall ensure that those implicated face the full might of the law. We will also use technology to prevent fraud.

Conclusion

I would like to remind all citizens that South Africa’s third population count will take place from 10–31 October 2011. Government urges each of you to stand up and be counted by the 120 000 enumerators from communities who will be deployed across the country. The results of Census 2011 will guide Government in its allocation of resources to improve access to basic services, further giving expression to our commitment to create a better life for all. ■



An Overhaul of the Health System

– By Dr Amos Motsoaledi, Minister of Health –

I write this paper at a time when the healthcare system is at cross-road. We may choose the best route or the worst one ever. The choice lies with us as South Africans in general, but with us as elected leaders in particular.

Last year, I signed a performance agreement with the President in what is known as a Negotiated Service Level Agreement (NSLA). According to this agreement, the health sector must provide four identifiable and measurable outputs, with the ultimate objective of ensuring ‘a long and healthy life for South Africans’.

On top of these four identifiable outputs we have set ourselves to achieve, we also have the ten-point programme that I presented in 2009. This plan further guides us on how to go about achieving the outputs.

Extensive studies commissioned by the prestigious British Medical Journal, *Lancet*, but conducted by our own scientists and researchers in South Africa, have clearly revealed that South Africa is going through four pandemics. Put differently, the country is faced with a quadruple burden of disease. It is important for us to understand what these four pandemics are to understand how we arrived at the outcomes agreed on with the President.

- The first, most severe and very expensive burden or pandemic is that of HIV and Aids and tuberculosis (TB).
- The second is the unacceptably high, and I emphasize, unacceptably high maternal and child mortality rate.
- The third is an alarming and ever-increasing incidence of non-communicable disease, i.e. high blood pressure and other cardiovascular diseases; diabetes mellitus; chronic respiratory disease; the various cancers and mental health.
- The fourth and last one is what every South African knows and is worried about on a daily basis because the media, both print and electronic, have taken it upon themselves to speak about it on a daily basis. It is the pandemic of violence and injury.

If only all four pandemics were spoken about simultaneously on a daily basis, it would have been a very good start for our country. Yes, I accept that

some media and members of the public talk a lot about child mortality, for example. But they do not do so with any intention of helping the country find solutions to the four pandemics that the country is, sadly, faced with. They do so to attack individual public hospitals and individual health workers in a form of witch-hunting. Of course this is not helpful in our daily search to find solutions for the country’s problems.

Having said so, these four pandemics are occurring in the face of a reasonable amount of health expenditure as a proportion of the Gross Domestic Product (GDP). Available evidence indicates that we spend 8.7 % of our GDP on health (the bulk of which, as is commonly known, is unfairly spent in the private sector). This expenditure is significantly more than any other country on the African continent and, in some instances, even outside our continent. A serious anomaly here is that our health outcomes are much worse than those of countries spending much less than us.

Evidently, there is a very serious underlying problem here that needs our attention. The effects of our burden of disease are clearly aggravated by inequitable distribution of human and financial resources between the public and private sectors, in terms of which resources are seriously skewed in favour of the private sector while it is serving only 16% of the population as opposed to the public sector that serves a whopping 84% of the population.

Let me touch on each of the pandemics, because I want each and every person to understand fully what our country is faced with.

HIV and Aids and TB

To summarise the problems of HIV and Aids and TB in our country, all I need to tell you is that we make up only 0.7% of the world population but are carrying 17% of the HIV and Aids burden of the world. We have the highest TB infection rate per population and our TB and HIV co-infection rate is the highest in the world at 73%. A total of 35% of child mortality and 43% of maternal mortality are attributable to HIV and Aids. One in every three pregnant women presenting at our antenatal clinics is HIV positive.



Dr Amos Motsoaledi

Surely this needs very serious and extraordinary measures? Hence, the announcement of the President on World AIDS Day in December 2009 came as a big relief to those given the responsibility of fighting this illness.

The measures of starting anti-retrovirals (ARVs) when the CD4 count is 350 or less in pregnant women and HIV and TB co-infected people, of starting prevention of mother-to-child transmission (PMTCT) at 14 rather than 28 weeks and of treating HIV-positive newborns regardless of CD4 count have gone a long way in reversing the tide of HIV and Aids. We started these measures in April 2010.

We are looking forward to the day, not far away, when commencing treatment at a CD4 count of 350 will be universal and not only for specific target groups. This is imperative in the light of new research findings released recently that show that starting ARVs very early has huge benefits for the prevention of HIV and for protecting individuals against TB.

Before these new measures were implemented, only 490 health centres were able to provide ARVs as accredited ART service points.

I am very proud to announce that this figure has grown to 2 205. This has increased access to treatment in a manner unimagined just over a year ago. Our target is for all 4 000 health outlets to be accredited as ARV centres by the end of the year. Furthermore, only 250 nurses were certified to provide ARVs. Once more, I am proud to mention that 2 000 nurses are now certified, which further increases access to treatment. Our target is to have more than 4 000 nurses certified by the end of the year.

Before the HIV Testing and Counselling (HCT) Campaign, which the President launched at Natalspruit Hospital on 25 April 2010, only two million South Africans were testing annually. I am very happy to announce that, since then, already 11.9 million South Africans have tested and the figure is growing every month.

At the end of February 2010, we had 923 000 people on ARV treatment. As a result of the Campaign and the increased access to treatment made possible by the expansion programmes measure, 1.4 million people are now on treatment. We have also been able to reduce the prices of ARVs by 53%.

Many more South Africans want to know their status. Hence, we will take the Campaign further and launch a massive HIV Counselling and Testing Campaign at village level with the House of Traditional Leaders.

As part of our programme to expand treatment and in an effort to reduce the burden of HIV and TB, we will be providing HIV and Aids and TB treatment to inmates who have been diagnosed. To do this, we will work with the Department of Correctional Services and an agreement has already been signed with the Minister.

I have, on numerous occasions, expressed my concern and regret about the number of babies who are born HIV positive. This places a huge strain on the psyche of the nation and causes untold problems as far as the healthcare system is concerned. However, in this regard progress is also being made and figures released by the Medical Research Council (MRC) have shown that there has been a 50% reduction in the transmission of HIV and Aids from mother to child. Of note is the significant reduction in KwaZulu-Natal as a result of

an effective PMTCT programme. This is to be celebrated, because it is a first sign that we may eliminate the phenomenon of mother-to-child transmission of HIV by 2015.

On World TB Day on 24 March 2011, I announced our three-pronged strategy to deal with TB.

Firstly, we have acquired the new GeneXpert technology. This total revolution in the diagnosis of TB is the first ever breakthrough developed after more than 50 years of relying on microscopy and culture. With the GeneXpert technology, diagnosis of TB takes only two hours. It used to take up to a week. While the microscopy method served us well for the past 50 years, its sensitivity was only around 72%, meaning that 28% of people with TB could be misdiagnosed or missed. With GeneXpert, sensitivity is at 98%. In addition, it used to take us at least three months to know that a patient has multidrug-resistant TB (MDR-TB). Now, we know this within two hours. We have distributed 30 of these machines to districts with high case loads. We will be rolling out the distribution to every district in the next six months and to every facility in the next 18 months.

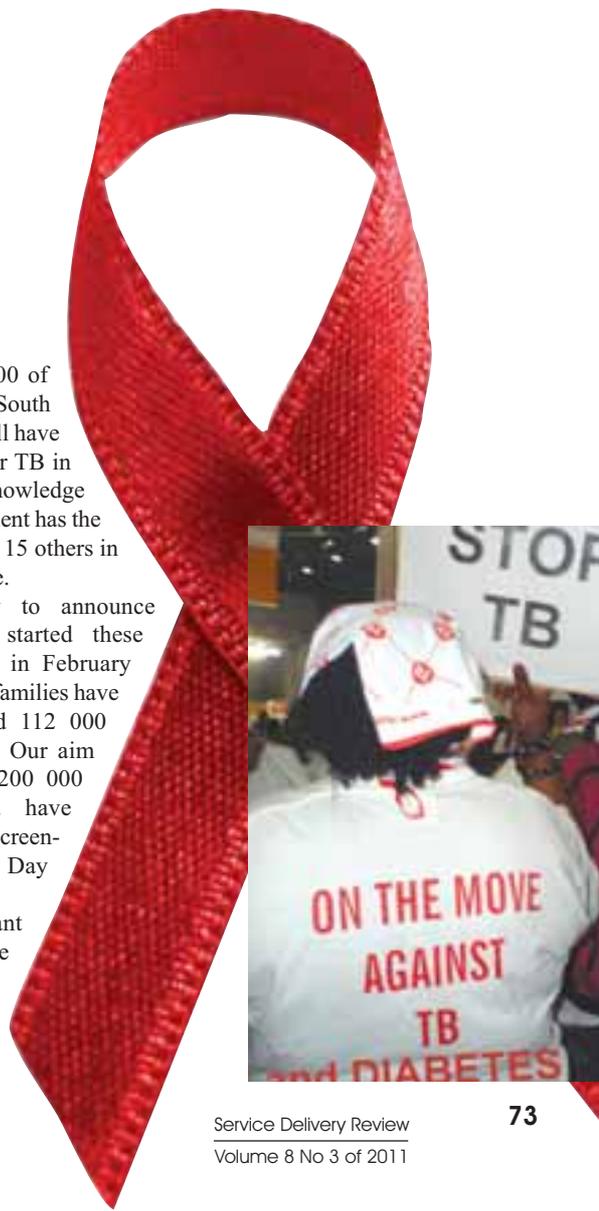
The second strategy we have implemented is that of active case finding. We have put together teams of five people each to trace TB contacts, i.e. to visit families of patients on our database that are being treated for TB.

“... A serious anomaly here (concerning health expenditure) is that our health outcomes are much worse than those of countries spending much less than us.”

There are 407 000 of these families in South Africa and they all have to be screened for TB in the light of our knowledge that every TB patient has the capacity to infect 15 others in his or her lifetime.

I am happy to announce that since we started these household visits in February this year, 41 000 families have been visited and 112 000 people screened. Our aim is that at least 200 000 families should have been visited and screened by World TB Day next year.

It is important for me to disclose that, before we



acquired the GeneXpert technology, tracing TB contact and screening affected persons using ordinary microscopy resulted in 2–7% TB detection among the screened population. Since the introduction of GeneXpert in March this year, we have detected 18% of TB cases. The simple reality in this regard is that we have been underdetecting TB, even when it was there.

This means that we are now putting more people on treatment at an early stage and reducing the pool of infective people. As such, we stand a better chance than ever before to turn the tide against TB. We know that it will mean more money from the fiscus and more work for health workers in the initial stages. However, in the long run the amount of money needed and the demand on health workers will be reduced markedly.

I want to thank the World Health Organization (WHO) for making the technology available to us and the United States Agency for International Development (USAID) for helping us to acquire it. This has made us the first country in Africa with GeneXpert at its disposal in the fight against TB.

The third strategy against TB is that we have unveiled nine specially designed MDR hospitals, one in each province, using technology from the Council for Scientific and Industrial Research (CSIR). These hospitals have been made possible by a generous donation of R100 million from the global fund. This technology markedly reduces the chances of health care workers, particularly nurses, from being infected by their MDR-TB patients. Unfortunately, patients have to stay in these hospitals for 18 months. Hence, it is imperative that we increase our household visits so that we stop TB from spreading and prevent our people from developing MDR-TB.

High maternal and child mortality

A lot has been said about the high maternal and child mortality in our country. As indicated, most of our interventions concerning HIV and Aids are directed at pregnant women and children. We will work hard to reduce the mortality rates among these targeted groups. Remember that maternal mortality is not just the death of a woman; it is the death of a woman because she dare fell pregnant! She becomes vulnerable to death because she is trying to bring new life to earth.

We know that mortality brought about by HIV and Aids is disproportionately affecting young women of childbearing age more than men. This can't be right. It leaves the country with lots of orphans. We now have no less than 1.3 million orphans in our country. Mostly, these are maternal orphans.

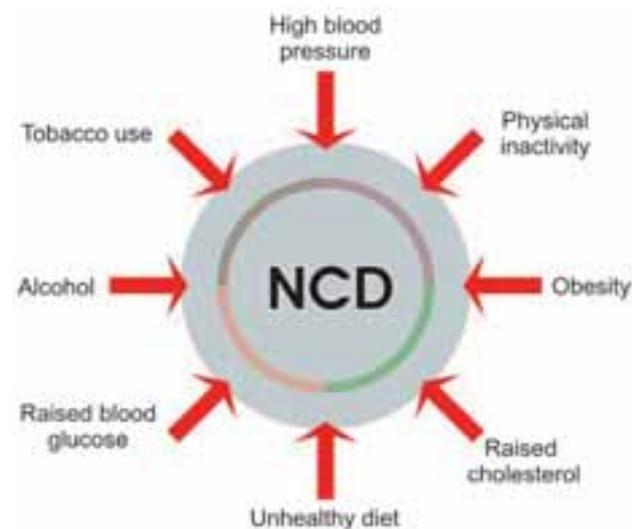
This situation cannot be allowed to go on in our country. It has greater negative societal consequences than merely health care, for example, crime; poor educational outcomes; teenage pregnancies and abortions; and total social disorientation among young husbands. It is a well-known fact that young husbands lose direction in life if they lose their partners at such an early age.

Female partners are known to have a stabilizing influence on the lives of young men. South Africa is fast losing this social stability because of high maternal mortality, which, according to evidence at our disposal, affects young women more than older women. We will have to run serious campaigns on immunization.

Furthermore, it is a known fact that breast feeding is a time-honoured strategy in child survival; medical science has proven that beyond any doubt. With the advent of the HIV and Aids epidemic in South Africa, the issue of breastfeeding has, however, been undermined markedly. The current pattern in this area has proved to

be fatal to a number of children. Human Sciences Research Council (HSRC) studies revealed that 24% of mothers uses infant formulas, 25% breast feeds only and a whopping 51% engages in mixed feeding practices, which is the most dangerous type of feeding in a country with such a high HIV and Aids prevalence. Many researchers and paediatricians are worried about this. It is for this reason we are calling a breast feeding summit in August this year.

Non-communicable diseases (NCDs)



Non-communicable diseases are not spoken about often in the public arena. They are also not very clearly understood, even though they preceded HIV and Aids by several decades. This is because HIV and Aids came as such a shock to the world that many strong civil society groups were formed to deal with it. In our country, we all know how strong civil society and non-governmental organizations (NGOs) dealing with HIV and Aids are. This has put the issue on the public agenda more than any other disease.

When I tried to bring the issue of NCDs to the Health Portfolio Committee, the media got excited because they thought I was specifically raising the issue of dietary behaviour among the members of parliament. It is, therefore, very important for me to explain this matter clearly.

NCDs are diseases that are not propagated by germs from one person to another. In fact, it is safe to say that the germ that propagates NCDs is the human being!

I am saying this, because NCDs are not only biomedical; they are largely diseases of life-style and are divided roughly into four categories, namely high blood pressure and other diseases of the heart and blood vessels; diabetes mellitus and a few other metabolic disorders; chronic respiratory diseases and asthma; and the cancers. To these can be added mental ill health.

These diseases are driven mainly by four identifiable risk factors – smoking, harmful use of alcohol, unhealthy eating habits and a lack of physical exercise. If these four risk factors and related unhealthy behaviour are removed, the world would be a much safer place to live in.

The question is, just how serious is the problem of non-communicable diseases? Is it a global phenomenon or does it affect only a few countries?

Well, the answer is that it is a fast-growing, global phenomenon, which is becoming more devastating in Sub-Saharan Africa because it adds to the problem of communicable diseases or infectious diseases that have been plaguing Africa for centuries. So serious is the issue of NCDs that the WHO and the United Nations (UN) called all Ministers of Health to Moscow from 28 to 29 April 2011 to participate in the First Global Ministerial Conference on Healthy Lifestyles and Non-Communicable Disease. The outcome of this Conference is a document referred to as the Moscow Declaration. In summary, the Moscow Declaration deals with the following issues:

- Policies that address behavioural, social, economic and environmental factors associated with NCDs should be implemented rapidly and fully to ensure the most effective responses to these diseases, while increasing the quality of life and health equity.
- The prevention and control of NCDs require leadership at all levels to create the conditions necessary for leading healthy lives. This includes promoting and supporting healthy lifestyles and choices, and relevant legislation and policies.
- A paradigm shift is imperative in dealing with NCD challenges, because NCDs are caused not only by biomedical factors, but are also caused or strongly influenced by behavioural, environmental, social and economic factors.
- The rationale for action is that world-wide, NCDs are important causes of premature deaths, striking hard the most vulnerable and poorest populations. They impact on the lives of billions of people and can have devastating financial results that can impoverish individuals and families, especially in low and middle-income countries.
- Examples of cost-effective interventions to reduce the risk of NCDs in low-income countries and which could prevent millions of premature deaths every year, include measures to control tobacco, reduce salt intake and reduce the harmful use of alcohol. Particular attention should be paid to promote healthy diets, i.e. low consumption of saturated fats and trans-fats, salt and sugar and high concentrations of fruit and vegetables, and physical activity in all aspects of daily living.

According to the Declaration, effective NCD prevention and control require leadership and a concerted effort by the ‘whole of government’ (national, sub-national and local levels) across a number of sectors such as health, education, energy, agriculture, sports, transport and urban planning, environment, labour, trade and industry, finance and economic development.

Lastly, it states that effective NCD prevention and control require active and uniform participation and leadership from individuals; families and communities; civil society organizations; the private sector, where appropriate; employers; healthcare providers and the international community.

“... NCD prevention and control require leadership and a concerted effort by the “whole of government” ... and active and uniform participation and leadership from individuals; families and communities; civil society organizations; the private sector, where appropriate; employers; healthcare providers and the international community.”

It is against this background that I said that members of parliament should take the lead in issues relating to healthy lifestyles, diet and exercise.

Let me demonstrate with a few examples why Ministers of Health were called to Moscow.

Not too long ago, a number of questions were raised about our policy on renal dialysis for people with kidney failure. A totally wrong debate on why Government did not increase and invest more in establishing dialysis machines at public hospitals followed. It was wrong because it was no different than arguing that the state should put up more mortuaries because the demand for mortuaries was increasing.

The intelligent question to ask is: why do so many people have failing kidneys that makes it necessary for them to receive dialysis

treatment? In Gauteng alone the total number of patients on chronic dialysis amounts to 561. This includes haemodialysis and peritoneal dialysis. The figure on the waiting list for access to this treatment is 238. These figures are just for one, comparatively well-equipped province. What happens when one adds the other poorly resourced provinces? The cost to put a single patient on dialysis amounts to R150 000 per annum in the public sector and about R300 000 in the private sector. These patients also have to go to hospital three times a week for a minimum of four hours per visit, whether or not they are employed.

We are talking huge costs. But what causes this? We know that 40% to 60% of people with end-stage renal failure at an average age of 39 years suffer from high blood pressure. What is the main risk factor for high blood pressure? It is smoking, a lack of exercise and high salt intake. So, rather than demanding more dialysis machines and subsequently demanding new kidneys to an extent where the rich are trying to concoct schemes to steal kidneys from the poor, as it happened recently in our country, we must reduce the prevalence of hypertension by eliminating the risk factors.

The need for targeting tobacco and alcohol has already been outlined and no matter how many financially powerful people and institutions protest against it, I can stake my life on it that we are going to fight with our bare

knuckles to achieve this, particularly the ban on the advertising of tobacco and alcohol. It is a point of no return and the sooner the tobacco and alcohol industry understands this, the better.

Furthermore, I am soon going to submit a request to Parliament to process legislation to reduce the salt content of our food. The South African diet has been shown to be very high in salt, but one’s body needs only four to six grams of salt per day. Our consumption is about 9.8 grams per day, i.e. more than twice the physiologically required amount.

In 2006, Britain took the lead in this matter and agreed to reduce salt intake by 40% within five years. Subsequently, British studies have shown that just in the second year of implementation, salt intake was reduced by 10%, 6 000 deaths were averted and a saving of

1.5 billion British pounds was achieved. In South Africa, studies show that reducing the salt content of bread alone will save close to 6 500 lives per annum.

Another issue which is extremely important and which the MRC ranks as the number five risk factor after unsafe sex; injuries and violence; alcohol; and tobacco is high body mass index or excess body weight. This, coupled with a lack of exercise, which is ranked as risk number 12, becomes very problematic. It is an international problem not confined to any specific group of people. In South Africa, it is a fast-growing phenomenon among school children, increasing from 17.2% being overweight in 2002 to 19.7% in 2008. The figures of those who moved from overweight to obese are 4% in 2002 and 5.3% in 2008.

This means that by 2008, a total of 23% of school children could be classified as either obese or overweight. This is fast approaching a quarter of the school-going population. The consequences to both individuals and society are devastating. Concerning the general population, the national income dynamic study shows that 60% of women and 31% of men are either obese or overweight. If you consider women over 37 years, the figure rises to a tremendous 70% being classified as either overweight or obese.

This is why the Moscow Declaration is so important.

I can assure you the ban on misleading adverts on unhealthy dietary products is on the cards in South Africa, notwithstanding the so-called freedom of expression concerning adverts. It will be befitting in this regard to quote the following article released by Daniella Miletic and Amy Corderoy in Australia.

‘Advertisers’ self-regulatory codes aimed at reducing children’s junk-food marketing are not working, health groupings claim. They argue that the federal government should adopt tougher measures restricting advertising, which campaigners believe is a major factor in rising childhood obesity rates. The Obesity Policy Coalition has developed a blueprint to be released today, to regulate this form of advertising.

‘The proposal has taken years to craft and is the first comprehensive report to be endorsed by so many health groupings, including the Australian Medical Association; The Australian Dental Association; the Cancer Council of Australia; Diabetes Australia and the National Heart Foundation. Under the plan, junk-food advertising would be banned on free to air TV from 6pm to 9am and 4pm to 9am on weekdays. On weekend mornings when children tend to watch more TV, it would be banned from 6am to noon. On pay TV channels, similar restrictions would apply, except for channels primarily directed at children, such as cartoon channels in which case junk food advertising would be banned at all times.’

An impromptu poll showed that 86% of Australians support these measures. This is what nations of the world are doing to safeguard the health of the citizens. Our country cannot be allowed to lag behind.

The last pandemic I want to address is that of violence and injury. A study undertaken by UNISA in collaboration with the MRC, shows that for every person dying because of injury, 30 are hospitalized and 300 treated for less serious injuries and then discharged. It further states that depending on the cause, severity and circumstances of

injuries, many result in varying degrees of physical, psychological, educational, social and economic disadvantages for the affected individuals and families.

National Health Insurance (NHI)

I am painfully aware that for some people in this country what I have said up to now amounts to nothing if I don’t say anything about NHI.

There are two different groups of people in this matter. Firstly, those who, correctly and legitimately, hope that NHI will bring relief to their everyday hardships as far as healthcare is concerned. And they are, of course, very right. Secondly, there is the group who is consumed by self-interest and greed that will shame even the devil. This group is watching all developments and has vowed to do everything in its power to stop NHI dead in its tracks.

I appeal to both groups to be patient. We are working around the clock on the issue of NHI. The problem is that many believe that NHI is just the release of a document. However, we in health know that it also involves extensive preparation, in fact, the re-engineering of the healthcare system, since such an initiative, whether public or private, will never survive under the present healthcare system.

It is proclaimed that problems in the health system exist in the public sector alone and that the private sector must be left alone to function under some wayward phenomena called market forces, even though these market forces dismally failed to stop, or more appropriately caused the recent global economic collapse. Logically, it would mean that if we do not do anything, we are preparing for a collapse of the healthcare system.

While it is very true that the public healthcare system is bedevilled by very poor management and very low levels of resources, which leads to poor quality of care, I want to state categorically that the present healthcare system in its entirety, including public and private, will be re-engineered completely, since it is characterized by four very clearly identified negatives: it is unsustainable; very destructive; extremely costly and, lastly, very hospicentric or curative in nature.

For any intervention dealing with the cost of healthcare to make any sense, a complete re-engineering is essential and this is our obligation.

The re-engineering of the healthcare system

The re-engineering of the healthcare system will take place according to three main streams.

The first stream will be a district-based model. In this model, a team of five specialists or clinicians shall be deployed in each district. The teams will focus specifically on maternal and child mortality. This will help us achieve our Millennium Development Goals (MDGs). The teams will consist of a principal obstetrician, a principal paediatrician, a principal family physician, an advanced midwife and a senior primary care nurse.

I have consulted with the deans of the eight medical schools in our country; the professional associations of paediatricians, obstetricians and family physicians; the colleges of medicines of

... (NHI) involves extensive preparation, in fact, the re-engineering of the healthcare system, since such an initiative, whether public or private, will never survive under the present healthcare system.

South Africa responsible for specialist training; and the nursing fraternity at the recently held and successful nursing summit.

I am happy to announce that there is overwhelming support from the above-mentioned stakeholders. It is my intention that, by the end of this calendar year, we should be far-ahead with the implementation of this initiative.

Once appointed, these teams will deal with guidelines and protocols at our antenatal care clinics, labour wards, post-natal healthcare and paediatrics and child health Clinics. They will follow up on every case of mortality to make sure that a mortality meeting is held for every single incident so that the causes can be dealt with at hospital level immediately rather than waiting for research studies and results later.

The specialist teams will deal with the training of interns, community service doctors and medical officers. Additionally, they will focus on midwives and their practices to help bring down maternal mortality. They will also assist primary healthcare (PHC) nurses in following up on patients in their communities, especially for post-natal care. Overall, there will be a link between the prevention of disease and the management and cure of disease.

The second stream of re-engineering the healthcare system comprises a school health programme that will be launched with the Ministers of Basic Education and Social Development. A task team has been established and is working around the clock to deal with issues.

This stream of PHC will deal with basic health issue like eye care problems, dental problems, hearing problems and immunization programmes in our schools. It will move further to deal with more complex problems like contraceptive health rights, which will include issues such as teenage pregnancy and abortions, contraception and HIV and Aids programmes for learners. Added to this will be a focus on drugs and alcohol in schools.

Again, there has been extensive consultation with all relevant stakeholders from the three departments, NGOs dealing with children, universities and individual experts who know a lot about children. Once the team has completed its work, implementation will start in the poorest schools in Quintiles 1 and 2, which are also far from the nearest health centres.

The last stream will be a ward-based healthcare system model, which will deploy at least ten well-trained PHC workers per ward. This method is being put to good use in Brazil where 30 000 people called community healthcare agents have been deployed in various communities. I was also highly encouraged when the Minister of Health in India announced that they are deploying 800 000 such cadres in his country, where they are called healthcare activists.

I have earlier mentioned how the deployment of a team of five people to deal with TB has produced tremendous gains. On a larger scale and focusing on all diseases, the impact will be significant.

It is not a coincidence that KwaZulu-Natal (KZN), while having the highest prevalence of HIV and Aids, has achieved the lowest transmission from mother to child. KZN achieved this feat because it has implemented a semblance of this ward-based PHC model by simply coordinating all home-based care givers, TB Directly

Observed Therapy (DOTS) supporters, the *Masupatsela* programme of Social Development, community development workers from Cooperative Governance and Traditional Affairs and HIV and Aids lay counsellors under the Premier's Office and making them ward-based. They call them community care givers.

The re-engineering of our healthcare system into these three streams will consolidate PHC as our primary mode of healthcare delivery. It will encourage prevention of disease and promotion of health in contrast to the present obsession with treatment of individual disease when it is already too late for many individuals and at great cost to the fiscus and the GDP of our country.

It is because of this hugely curative and costly healthcare system that some so-called experts believe NHI is an impossible dream.

Healthcare management

There is no way that we can move forward with the re-engineering of the healthcare system without looking closely at the management of our healthcare institutions and health districts. We have already spent the past two years gaining an in-depth understanding of the phenomena of poor management at both individual institutions and districts and at provincial and national departments.

We think we know what to do now. We must align the structures at the national and provincial levels with our four outcomes, the ten-point programme and the dictates of the MDGs. Our structures are not necessarily speaking to any of those at present. We must follow a strategy that will bring about very efficient and effective management of our health institutions and districts.

The belief and the practice that anybody, regardless of his/her training can manage a health institution is incorrect and we are definitely going to stop it.

“ ... The belief and the practice that anybody, regardless of his/her training can manage a health institution is incorrect and we are definitely going to stop it. ”

Quality improvement plans

Together with the management of healthcare institutions and districts, the issue of quality of healthcare has time and again arisen in our public discourse. I have spoken a lot about the Office of Health Standards Compliance that will consist of three units, namely an inspectorate, an accreditation unit and an ombudsperson. At this stage, the relevant Bill is ready to be sent to Parliament for members to engage towards the enactment of legislation through which the Office will be established. This is work in progress.

Health workforce development and human resources

Our human resources (HR) strategy in accordance with the ten-point programme will be completed by August this year.

We must increase the number of healthcare workers produced in our country. We cannot keep on producing 1 200 doctors per annum as we have done in the past decades. In this case, a two-pronged strategy is already in motion; the first is a temporary measure where we have asked the deans of our medical schools to find an innovative way of increasing the intake of medical students, even under the current circumstances of restricted space they find themselves in.

At the beginning of this year, the University of the Witwatersrand was able to work with us and accepted 40 extra students for first-year training. Of course this needed additional funding and the

Department was pleased to oblige. We are eagerly waiting for the other seven medical schools to produce similar plans for implementation next year.

Previously, the President announced the establishment of a ninth medical school in Limpopo. Furthermore, an announcement was made about our intention to put up new infrastructure at four other tertiary hospitals and their medical schools. These are the George Mukhari Hospital, the Chris Hani Baragwanath Hospital, the King Edward VIII hospital and the Nelson Mandela Academic Hospital.

Our aim is to increase the number of medical students produced in our country at least three-fold. We are also doing this in preparation of NHI to ensure that there is a smooth referral to institutions with high-quality infrastructure and equipment. The announcement by the Minister of Higher Education and Training on the rebuilding and expansion of Medunsa as a stand-alone institution is part of this agenda.

We have had a very successful nursing summit in April this year, which dealt with the HR issues of nurses. The success of this summit

can be seen in the compact that has been produced and published in many newspapers. The task team that organized that summit has not been disbanded and is working around the clock to ensure that issues emanating from this compact are implemented.

Conclusion

In conclusion, I wish to thank everybody that I have worked with during the last year for their contributions towards overhauling the health system. Everyone from the President of our country, to the Deputy President, who is also the Chairperson of the South African National AIDS Council (SANAC), the Minister of Finance and the whole of Cabinet have been extremely understanding of and sympathetic about the issues the health system is facing and I wish to express my sincere gratitude for that.

This support was very evident when we had to raise an extra R3 billion to fund the new treatment protocols of HIV and Aids. It is still evident in this budget as it has been increased by 15% to assist us in overhauling the healthcare system and to aid us in preparing for NHI. ■



Taking Technology *to the People in Service of the People*

– By Radhakrishna Lutchmana (Roy) Padayachie, Minister of Communications –



Radhakrishna Lutchmana
(Roy) Padayachie

Elections are an absolutely lucid moment in the march of a nation's history. The marvellous thing about this is that it takes one closer to the people. It is when the truth is there for all to see.

The amazing part of all of this is that some sections of the media celebrated the increase in the Democratic Alliance (DA) vote rather than the fact that the ruling party won the elections by a 62% victory. We in the ANC under the leadership of President Zuma, are absolutely inspired by the confidence that the masses of our people placed in the ANC to continue to lead the nation and the building of democracy in South Africa.

As we move towards the celebration of 100 years, charged with this mandate by our people, we are neither triumphant nor boastful. Years of commitment to the cause of our people have instructed us to remain humble, to improve on our shortcomings and to ensure continued service delivery to our people. We are humbled by this confidence. We also take this opportunity to congratulate the DA on having improved on its showing nationally. We trust that, as we accept our victory with humility, you will graciously accept your defeat with dignity.

The overwhelming participation in the local government elections was made possible by the unprecedented use of electronic communications services. This includes the role played by the SABC, e-TV, our community radio stations, as well as Sentech and the Independent Communications Authority of South Africa (ICASA), in taking the elections to the people through technology. In 2010, the Human Sciences Research Council published a study that indicated high levels of public confidence in the SABC and satisfaction with the SABC as a disseminator of information.

In the build-up to the elections, millions of voters checked their registration details using mobile phones and millions of messages were distributed over our electronic communications networks. Many compatriots, including political parties, accessed social media such as facebook and twitter via mobile phones, laptops, smart phones, intelligent pads and other technology innovations, expressing their views on the elections. The use of these technologies demonstrated our growth and development in the realm of e-democracy and e-participation.

President Zuma's first tweet read: *"Democracy is flourishing in South Africa, thanks to the active participation of all citizens. It's*

wonderful. Vote 18 May!"

We are committed to working faster, harder and smarter in ensuring that we **take technology to the people in service of the people.**

A few days before the local government elections, I launched various service delivery projects in several rural areas, among others, Ndwedwe, Nongoma, Impendle, eSikawini, and Msinga in KwaZulu-Natal and Mitchell's Plain in the Western Cape. In Ndwedwe and Nongoma, we introduced cyberlabs to the communities and schools, demonstrating that through the power of information communication technologies (ICTs) we can help our learners to realize their true potential and improve their lives. In Msinga, we switched on a low

power transmitter that, for the first time, allowed Gogo Khumalo to watch SABC's *Izindaba* and listen to *uKhozi* FM.

Bringing the joys and benefits of radio and television creates value for the community. It means accessing news in isiZulu to a *gogo*. To a school-going learner, it means access to educational content using a computer to experience the Internet for the first time; and to the *bambino* it means learning through Takalani Sesame. I was encouraged by the way these communities, and learners in particular, demonstrated their eagerness to embrace technology to improve their livelihoods.

Digital growth opportunity

Since 2007, the ICT market has grown by over R131 billion to R179 billion in 2010. It is estimated that the sector will grow to R187 billion in 2011, with an estimated figure of R250 billion by 2020. This growth will be driven by the rapid uptake and usage of data and applications-driven mobile communications.

To achieve this growth target, we will implement several interventions to address the cost to communicate, access to electronic communications infrastructure and reduce barriers to entry to promote competition in the sector. We will further introduce amendments to the Electronic Communications Act.

While mobile communications continues to experience unprecedented growth rates, Internet connectivity to the home remains low. Many South Africans still rely on broadband services at their place of work to access the Internet. Hence, broadband penetration stands at approximately 5% of the population.

... We remain committed to create a partnership with the private sector as an essential step for the realization of a common vision for the South African industry where business targets growth and Government realizes a developmental digital dividend for our people.

Current research indicates that under conditions characterized by high cost of services, saturation in urban markets and limited access in rural areas, the rate of expansion of the Internet in South Africa will decline from above 15% to 10% per annum by 2015. This projection envisages 11.3 million Internet users by 2015, which is approximately 22% of the population.

To address this deficit, we will work with key stakeholders, which include organized labour, civil society and academia, towards the development of a shared Vision 2020 for the country.

To consolidate partnerships within the sector, we established an industry working group comprising representatives from the top 30 ICT companies operating in South Africa, tasked with strengthening partnerships between Government and its social partners. We remain committed to create a partnership with the private sector as an essential step for the realization of a common vision for the South African industry where business targets growth and Government realizes a developmental digital dividend for our people.

New digital landscape

We are commencing with a new broadcasting landscape. In December 2010, Cabinet reaffirmed its decision to adopt the DVB-T standard for the process of digital migration. Accordingly, Cabinet adopted the preferred standard of DVB-T2, an upgrade of DVB-T and agreed to December 2013 as the new switch-off date with a view to allow the period between 2013 and 2015 to address any challenge that may arise towards the International Telecommunications Union (ITU) deadline of 2015.

In light of all these developments, the Department will implement interventions to ensure that South Africa migrates to digital broadcasting by 2013. Significant progress has already been made in implementing the Broadcasting Digital Migration Policy for South Africa.

A successful trial conducted by broadcasters and the signal distributor has demonstrated that South Africa is ready with the process of migrating from analogue terrestrial television to digital terrestrial television using the adopted DVB-T2 standard.

Substantial work has been done by Sentech in upgrading its broadcasting infrastructure from the existing DVB-T to DVB-T2. By March 2011, Sentech achieved 60% population coverage on the DVB-T2 standard. The uptake of digital broadcasting technology will expand the public bouquet in content viewing, for example, increase the number of channels from the current 3 SABC channels to over 10. These additional channels will provide an opportunity for the growth and transformation of the local content development industry.

We expect the South African Bureau of Standards (SABS) to

finalize the second generation DVB-T2 standard during the last quarter of 2011.

The set-top box (STB) manufacturing strategy and the scheme for the framework for ownership support will be submitted to Cabinet in August 2011. We are consulting widely with industry and relevant stakeholders towards finalizing this process. This will pave the way for us to select the preferred STB manufacturers for the subsidized market by November 2011 and deploying the necessary infrastructure for the distribution of the subsidized STBs.

The manufacturing of subsidized STBs will commence following Cabinet approval. With regard to the unsubsidized STB market, manufacturing will begin once the SABS standards process has been concluded. We anticipate that the digital terrestrial television public launch will take place in April 2012.

Sentech will, in June 2011, switch-on the first DVB-T2 test transmission at the Brixton tower in Johannesburg, targeting townships and informal settlements around the Johannesburg metropolitan area. By end 2012, Sentech will have upgraded the existing infrastructure to DVB-T2 to cover 80% of the population. We intend to achieve 100% population coverage by the end of 2013 to enable analogue signal switch-off.

Working together with all broadcasters and signal distributors, an integrated DTT project implementation plan has been developed and will seek Cabinet approval in August 2011. Because of the complexity and magnitude of the digital migration process, we have decided to establish a dedicated Digital Migration Project Office to be located in the Department to drive the DTT implementation plan.

Broadcasting policy review ushering in the new digital environment

The process to review the current broadcasting policy landscape will commence with great urgency with the launch of the broadcasting review process. This process will, among others, inform the interventions to be implemented to position the public broadcaster in the new digital environment. We will also use this opportunity to investigate an appropriate funding model for the SABC to ensure that the provision of public service remains the SABC's main priority.

To fast track this process and to broaden the base of participation in this effort, I will constitute a panel of experts to assist with the policy review. This panel will advise on various policy issues; including embracing convergence and new media services; the creation of an enabling licensing and regulatory environment; the growth and development of local content industries; and the role of the three-tier broadcasting system – public, commercial and community broadcasting.





Community broadcasting

Community broadcasting remains a critical project for the Department and will remain on our radar screen for years to come. R10 million has been allocated to support the development of content by community radio stations. During this year, we will provide broadcasting infrastructure to fifteen community stations and R6 million has been allocated for this purpose. We will implement measures such as setting aside frequencies for community broadcasting, in particular community television, aimed at promoting the growth of this sector. A study is being conducted to develop a sustainability model for community radio stations and television. Informed by the outcome of the study, we will investigate the possibility of increasing our contribution to the sector to meet our goal of one municipality one community radio station.

Expansion of the South African Post Office (SAPO) network to serve the wider South African community

Technological changes and advances in forms of communication such as e-mail and social networking are placing an increasing pressure on traditional forms of communication world-wide, especially postal services. The Post Office is expanding the use of this infrastructure to make it available to the wider SA community. In particular, focus areas include:

- Education: delivery of textbook and stationery consignments to all schools in the country.
- Health: movement of anti-retroviral and other medicines to all clinics and hospitals across the country.
- Home Affairs: delivery of identity documents and passports to the wider SA community.
- Security forces (South African Police Services and SA National Defence Force): delivery of uniform consignments.
- Transport: Renewal of vehicle licences.

R180 m has been allocated for the distribution network of the Post Office to be expanded to ensure the inclusion of rural communities into the mainstream of the country's activities

and economy. The SAPO will further be setting up new outlets in needy communities.

PostBank – addressing financial inclusion

The vision of PostBank is to provide a national banking system that delivers stable, accessible and dependable services to the public and small businesses. It stands to be one of the best guarantees underpinning economic resilience, promoting financial inclusion and allowing people and businesses to invest and save with confidence and security.

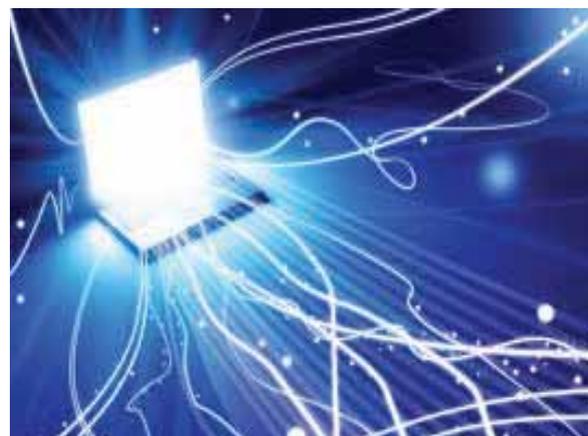
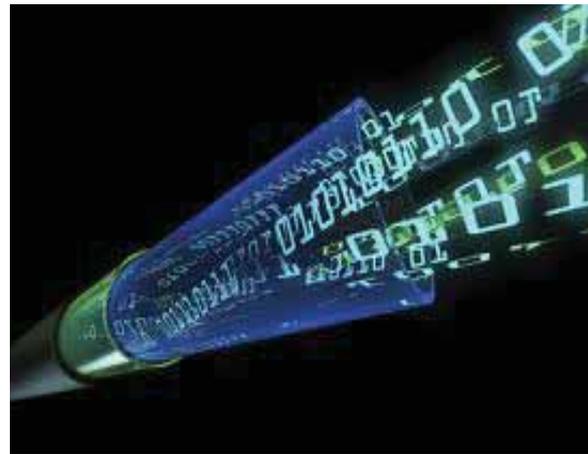
The PostBank Act was signed into law in December 2010. This will allow SAPO, through the PostBank, to prioritize the banking needs of the unbanked majority, thus facilitating their inclusion into the economic mainstream. The South African Post Office Bill, which provides for the corporate governance framework for the Post Office, is being deliberated in Parliament. Work is underway to establish the PostBank as a stand-alone subsidiary of the Post Office. We anticipate that in the course of this financial year, the PostBank will apply for a banking licence in terms of the Banking Act of 1990. The due diligence process to separate the assets of the Post Office and PostBank is currently underway and is anticipated to be finalized by the end of the financial year.

Broadband infrastructure and services

ICT infrastructure is a basic foundation for economic competitiveness. During the last few years, Government has increased investment in infrastructure to create jobs and stimulate the economy. Government will accelerate broadband infrastructure spending.

In this regard, an initial R450 million over the MTEF period has been allocated for the provision of broadband services. An integrated broadband implementation plan, which will harmonize various broadband related initiatives, will be finalized in the current financial year.

Sentech and Ethekwini Municipality are in discussions to create an intelligent city as part of our focus on



providing broadband services in urban areas. This will allow for Internet-based government services that enable ubiquitous connectivity to transform key government processes, both internally to improve efficiencies and externally to improve service delivery to the people.

Optimizing frequency spectrum to provide more services to the people

Radio frequency spectrum is a strategic natural scarce resource at our disposal to effect changes in the provision of electronic communications services at a faster rate. The Department of Communications, in partnership with ICASA, will therefore conduct a radio frequency spectrum audit to ensure effective utilization of scarce resources, covering all bands, contained in the national frequency plan.

Licensed entities unable to account for their use of the allocated radio frequency spectrum may forfeit their rights in terms of the law. We are prepared to amend the law to ensure efficient utilization of the radio frequency spectrum.

We intend to issue a policy direction to ICASA to conduct a review of the digital dividend, which is the spectrum to be freed by the digital broadcasting migration process. The digital dividend will result in the licensing of further communications services such as mobile television, high-definition television, public emergency services and additional standard-definition television.

In terms of radio frequency spectrum licensing, the new radio frequency spectrum policy trajectory will consider allocating parts of the high-demand radio frequency spectrum towards accelerating development of rural connectivity. We will also ensure that our licensing framework balances the needs of the big and smaller entities.

Job creation and rural development

During the State of the Nation Address, the President highlighted job creation and rural development as among the key priorities of Government. Given the strategic role of ICTs as enablers of growth and development, work is underway to identify tactical interventions to unleash this potential. Our interventions will combine work being done by industry. The role of the Department and state entities will be to address identified market failures, particularly in the provision of universal services and access.

The Department is currently finalizing the ICT Rural Development Strategy to determine priority underserved areas and accelerate the provision of universal service and access through integrated government interventions.

In accordance with the target set out in the New Growth Path, the Department, together with the ICT sector, will facilitate the creation of over 150 000 direct and indirect jobs by 2020. Industry figures towards the contribution to job creation will be consolidated by the end of this calendar year. An industry-wide committee will be established to identify opportunities, using a collective database to ensure effective monitoring and evaluation.

Jobs will be created across various sub-sectors of the industry through the provision of broadband infrastructure, establishment of content hubs for radio and television, animation, e-cooperatives, uptake and usage of ICTs in further education and training (FET)

colleges, tailor-made solutions for small, medium and micro enterprises (SMMEs), digital broadcasting, distribution of STBs and roll-out of the PostBank.

The Department will leverage on the National Job Fund announced by President Zuma in his State of the Nation Address and the Minister of Finance. We will also engage the development finance institutions to increase their support for ICT businesses and innovations, especially those ventures that are driven by SMMEs in rural areas.

State-owned entities take technology to the people

State-owned entities (SOEs) are the delivery arms of Government. 67% of the Department's budget is transferred to SOEs. Stabilizing SOE boards and improved monitoring and compliance are crucial for ensuring that SOEs deliver on their mandates. In our efforts to strengthen corporate governance within our public entities, work is underway to review and strengthen our capacity to conduct oversight.

At Sentech, the newly appointed Chairperson, Board and Chief Executive Officer are showing remarkable commitment in working

together to stabilize the organization to fulfil its mandate. As part of our efforts to refocus Sentech to deliver services to the people, R279 million has been allocated to prioritize the roll-out of digital broadcasting signal coverage to the entire country.

The SABC remains a critical focus for us. We have made significant strides in stabilizing the Corporation. We will soon conclude the appointment of the remaining four board members. The announcement of the appointed board members will be made by the President in the near future. The appointment of the Group CEO will be concluded soon.

The SABC has been allocated R84 million to improve its technological capabilities and educational programming. Another R41 million has been allocated to Channel Africa, the future role and social obligations of which will be

discussed as part of the Broadcasting Policy Review Process. The SABC further intends to launch a 24-hour news channel on the free-to-air space, which will contribute to the diversity of views in society.

We are engaging the SABC on the future funding required to facilitate the introduction of new digital channels that will be broadcast to the population on a free-to-air platform. The number of television channels will increase from three to ten. We will continue to engage the SABC in the implementation of their turn-around strategy.

A review of the Universal Service and Access Agency of South Africa's (USAASA) strategic direction in the provision of universal access and service is to be undertaken. This strategic repositioning seeks to transform USAASA into a Digital Opportunity Foundation and to remove the bottlenecks that have made it difficult for us to exploit the Universal Service and Access Fund. We will engage USAASA to set out the new strategic direction, which will be presented to Parliament as we advance into the next financial year. USAASA will also play a role in the delivery of digital broadcasting and an initial R690 million over the MTEF period is allocated for the subsidization of STBs to poor TV-owning households.

Specific focus will be given to ICASA to increase its capacity to regulate a fast-changing technological and market environment. The performance management system of ICASA's Chairperson and other

... In accordance with the target set out in the New Growth Path, the Department, together with the ICT sector, will facilitate the creation of over 150 000 direct and indirect jobs by 2020.

councillors has been submitted for deliberations in Parliament. We will also review the current ICASA Act to, among others, introduce a new funding model for ICASA to strengthen its capacity to regulate the sector.

In the current financial year, R313 million has been allocated to ICASA to cater for operational and project expenses. ICASA will pursue further liberalization of the Pay TV market by issuing new television licences.

Commercial radio services will also be licensed in the Free State, Eastern Cape and the Northern Cape following the licensing of similar services in Limpopo, Mpumalanga and the North West in 2007. ICASA will soon announce the successful bidders for the commercial radio licences in Gauteng, Cape Town and Durban.

e-Skills

ICT skills and the capacity to use new technologies remain a pre-requisite for effective participation of citizens in the information society and knowledge-based economy. This will create opportunities for employment and wealth creation by using new electronic communications services.

Notwithstanding the ongoing efforts of various stakeholders, we remain challenged by an alarming skills deficit across society. To address the e-skills deficit, the Department is currently incubating the e-Skills Institute that will act as a clearing house for e-skills initiatives in the country in partnership with other stakeholders, including universities. Our medium-term plan is to establish a stand-alone e-Skills Institute (e-SI).

We have established five provincial e-Skills Knowledge Production Hubs at partnering universities, which will better coordinate and invigorate all e-skill-related activities. We have also established a National e-Skills Research Network (ReSNES) to ensure that the e-skills interventions are based on sound evaluative principles. In addition, we have developed a National e-Skills Plan, adopted at the first e-Skills Summit held in July 2010.

The e-SI will, through the roll-out of its programmes, deliver e-skilled practitioners, users and information society knowledge workers.

International development agenda

ICTs have changed the traditional boundaries between and among countries globally. Therefore, our interventions to take technology to the people continue to be influenced by developments in other parts of the world, especially on the African continent and in the SADC region. Accordingly, we will continue to participate in efforts to harmonize ICT policies in Sub-Saharan Africa, especially within the SADC region.

In June 2011, the SADC Ministers responsible for ICTs and Postal Services inaugurated the new Regional Association of Regulators that will act as an implementing body of the decisions of the Ministers. This follows the merger between the regional telecommunications and postal regulatory institutions, SAPRA and CRASA. ICASA has been chosen as the first chair of the new entity.

Together with other developing countries, we will continue to advocate for an equitable global ICT environment through participation in the ITU and other global forums.

Work is underway to prepare for our participation in the upcoming ITU's World Radio Conference to be held in 2012. With regard to the African Union (AU), we will support the implementation of the *Connect Africa* goals through the prioritization of infrastructure services that will facilitate direct communications between and amongst African countries. Integrated infrastructure development is crucial to regional and continental integration as part of the agenda of the AU and the regional economic communities, such as the SADC.

Conclusion

During November 2010, we made the point that it was absolutely necessary to transform the Department from its past culture and work ethic. I am pleased to report that we have made sufficient progress in turning around the Department for the better and the new Director-General of the Department of Communications, Ms Rosey Sekese, took up her position on 1 June 2011. I wish her well in her new role. ■

... ICT skills and the capacity to use new technologies remain a pre-requisite for effective participation of citizens in the information society and knowledge-based economy.





Dudley Moloi

Fisheries get a facelift

– By Dudley Moloi –

Every trade has its own insider language or jargon. A favourite phrase among natural resource management pundits is the ‘tragedy of the commons’, which is descriptive of the all-too-human itch to abuse the bounty that is freely

supplied by nature. South African journalist, James Clark, coined the phrase ‘peppermint sweets syndrome’ in his description of the same impulse. The veteran journalist found it puzzling that restaurant patrons would rather choke from excessive takings out of the bowl of courtesy sweets provided by restaurants than to spare a thought for the next customer’s share.

The desire for self-enrichment probably also confounded both the bygone *strandlopers* of the coastlines of the Western Cape and the drafters of the Freedom Charter in 1950 who’s dream was of shared wealth among all South Africans.

Like everything else before 1994, the matter of access to South Africa’s maritime resources was settled easily enough. There was a complex classification of privileges, and access was based on the colour of one’s skin or the length of one’s hair – all with great help from erstwhile racially-biased state organs that ensured the muscling out of those of a darker hue to preserve the bounty of the sea for the lighter few.

By 1994, the stranglehold on the country’s marine resources was so utterly complete that some 400 mostly white-owned enterprises controlled the entire value chain of the fishing industry. Five companies controlled some 90% of the Total Annual Catch (TAC) rights to deep-sea trawling of hake, which is the most lucrative of the 22 fish species according to the 2008 *Guide to the South African Commercial Fisheries Industry*. The report by natural resources management consultants, Shaheen Moolla and Horst Kleinschmidt, further painted grim pre-1994 access figures for the rest of the 21 fish species.

Some nineteen years later, the complexion of the fisheries industry appears to have taken on an increasingly darker shade. That is, if 63-year-old businessman, Arthur Shipalana, can serve as an example. At least superficially, bra Arthur’s involvement in the industry is as unlikely as finding rock lobster in the hot, inland climate of Limpopo and boabab trees in the coastal Western Cape province.

His sojourn to the Mother City had been a round-about one, beginning at the place of his birth in Tzaneen through studies at

Turfloop University and an internship with the Ford Motor Company in the United States of America (which he subsequently worked for for eleven years, largely based in Port Elizabeth in the Eastern Cape). After leaving Ford, bra Arthur tried his hand at the realty business for a decade and was part of a consortium that built a small shopping complex in Motherwell, Port Elizabeth, in 1996.

To say bra Arthur had seen it all is a useful hyperbole. He was among the first wave of black beneficiaries of the Marine and Living Resources Act (MLRA) of 1998. The MLRA, which could be likened to the land reform of the seas, was intended to transform the racial profile of the fishing industry radically. After being awarded a small quota of pilchards, this businessman joined a consortium of five companies that operated as a joint venture based in Port Elizabeth in 1999. The consortium was led by an old, established, white-owned company with catching and processing facilities.

By the end of the first decade of South Africa’s democratic transition in 2004, the 400-odd, white-owned companies that were the mainstay of the fishing industry during the apartheid era, were joined by some 5 837 individuals and companies from previously excluded groupings. According to Mohammed Valli Moosa, the Minister of Environment and Tourism at the time, 60% of commercial fishing was in the hands of historically disadvantaged individuals (HDIs) and the percentage of shareholding was even higher in some fisheries.

In the case of bra Arthur, it was a major achievement for his small company when it was awarded a small trawl hake quota in 1998. The combined hake and pilchard quotas served as an incentive to actively seek an opportunity to become an independent operator.

What’s the catch?

Though located in an upmarket office park on the outskirts of Cape Town, the offices occupied by Basani Marine (Pty) Ltd, which had evolved from bitter experience of operating as a joint-venture partner with limited technical and financial expertise, are Spartan in their outlook. Orderly and functional, bra Arthur’s office has none of the frills associated with corporate power. On the ‘school’ desk is a neat pile of papers, a telephone and laptop network cables, tying whatever takes place in the tiny office with the rest of the offices and the outside world. The pencil portrait of the incumbent resolutely staring down at the bathroom-sized office alongside a poor-quality, yet elegantly framed picture of the Basani deep-sea fishing trawl vessel, are the only two giveaways to the office’s façade of frugality.



Bra Arthur's bespectacled eyes are determined, yet have a weary hint. The misty, far-away look of the fishing vessel itself, though anchored near shore, appears to tell tales of unforgiving voyages in the deep blue yonder.

It is a tale of corporate raiders and deal brokers in what is the deep end of the sea of black economic empowerment, without much by the way of rafters of experience or financial backing. In 1999, bra Arthur had just concluded his debut quota licence appearance on behalf of ZWM Fishing. The retired judge, who was presiding over the now defunct quota board at the time, appeared to be vigorously nodding assent, despite the slim, two-paper presentation, which was extremely miniscule by the tomes that are industry standard. The law appeared to be on his side. By the end of the presentation, bra Arthur's ZWM Fishing officially became part of the hake fisheries big league of some 50 companies nationally. Minutes after securing the trawl hake licence, bra Arthur got **the** call out of the blue.

'Mr Shipalana, we got to know you got a quota. We want to have a meeting with you to form some kind of a relationship. I know that the quota that you've got is trawl hake,' he recalls the conversation. 'Trawling my man,' the anonymous man on the other side of the line advised, 'is very expensive, highly mechanised; very, very expensive. The cheapest investment in hake trawling is not less than R20 million.'

Having, with much concern and patience, explained the conundrums of being the holder of a million-rand-worth hake quota, the anonymous caller kindly proffered help.

'Now, my man, I think I have the answer. Our company is well-established and has gone through all the challenges,' he continued. 'I personally don't want you to go through the same pain, that is, if there's a way to avoid that, by all means.'

So it was that ZWM Fishing was ushered out of the deep end of the fisheries industry into the world of corporate business. The 'means' of the rescue operation was through the joint-venture



Arthur Shipalana

Deep-sea hake fishing at a Glance

- Duration of rights: 15 years (2006–31 Dec 2020)
- TAC 2006: 124 000 tons
- TAC 2007: 112 772 tons
- TAC 2008: 109 022 tons
- Value of catch: R2.2 billion
- Fixed asset value: R2.4 billion
- Number of right holders: 52
- Number of vessels: 79
- Percentage of black right holders: 60%
- Percentage of black-controlled TAC: 43%
- Direct jobs: 9000

Background

Since the 1890s, demersal trawl fishery (deep-sea and inshore sectors) has been South Africa's most important fishery. It has consistently accounted for more than one and a half of the wealth generated from commercial fisheries in South Africa. The two Cape hakes species contribute 80–90% to trawl catches made on the West Coast (mainly deep-water hake) and 60–80% to trawl catches made on the South Coast (mainly shallow-water hake), while the balance is made up of various by-catch species such as kingklip and monk fish.

Hake TAC decline

South African hake deep-sea trawl fishery is currently certified as a sustainable and well-managed fishery by the European-based Marine Stewardship Council (MSC). Deep-sea trawl allocation of the global hake TAC remained remarkably stable until 2004. Between 1978 and 2004, it fluctuated between the levels of 140 000 tons (1979) and 133 000 tons (2004). However, in 2005, the TAC dropped to 132 000 tons. In 2006, it continued to decline, being set at 124 000 tons.

The TAC set for 2008 was the lowest on record at 109 022 tons. Between 1978 and 2004, the TAC varied by 5%. However, between 2005 and 2007 the TAC varied by 14%. South African hake fishery clearly faces a crisis. The TAC was reduced by more than 19 000 tons in three fishing seasons. This reduction would have cost the hake industry approximately R300 million in income, equivalent to more than 12% of the total landed value of the trawl catch. In 2008, the hake trawl TAC was further reduced to 109 022 tons. It is anticipated that the TAC will continue to fall over the next three years, where after it may stabilize, provided that the current effort levels are reduced and IUU fishing is dealt with immediately.

Employment creation

The number of direct jobs sustained by the fishery is approximately 9 000 on a full-time basis. These jobs are predominantly on trawl vessels and in processing factories. The annual landed value of hake caught by the deep-sea trawl fleet is approximately R2.2 billion or R20/kg. The hake deep-sea trawl fishery is a highly capital intensive fishery with substantial investments having been made in vessels, as well as processing and marketing infrastructure. The total value of the investments is estimated to exceed R2 billion.

Black empowerment

Of the 52 quota holders, 60% of right holders are black-owned and managed. These entities control 43% of the hake deep sea trawl TAC. Black participation in and control of the fishery has increased to current levels from a zero base in 1992.

Sustainability factors

There are various challenges and threats to the future economic and ecological sustainability of the fishery:

- **The Foreign Creep Factor**

A number of foreign, but particularly Spanish-backed interests, including the convicted poacher, Manuel Martinez, entered the South African trawl fishery through the 'back door'. These foreign fleets have a dubious record, having been accused of regularly undermining fisheries rules and laws. It has been alleged that in South Africa, right holders linked to Spanish vessels are reduced to fronts who received substantial payouts for their quotas, which are funded partly by European Union fishing subsidies and partly by under-reporting and illegal fishing.

- **High-grading/Dumping**

The practice of dumping small hake is estimated to take place on a significant scale. Dumping of fish amounts to unreported and illegal fishing and will severely threaten the viability of South African hake stocks to recover.

- **TAC management**

It is anticipated that the hake TAC will have to be reduced by up to 10% over the next three years before it may stabilize again, provided the threats noted above are attended to as a matter of urgency. A warming Benguela Current, changing wind patterns and migrating fish all impact on the stability of the Benguela ecosystem. Hake stocks have been affected by these changes, together with all other major commercial fish stocks along South Africa's west coast.

Another factor relates to growing international concern about the impacts of trawling on the target species as well as the ecosystem, including the seabed. These concerns will require management and the fishery itself will have to invest increasingly in technologies and practices that promote an ecosystems approach to fisheries management.

Conclusion

Despite the many challenges – or perhaps because of them – a number of opportunities present themselves to the quota holders. Government's decision of allocation of 15-year-long fishing quotas beginning in 2006 and valid until 2020 will spur the industry to consolidate itself. Larger entities are more likely to compete effectively with other international white-fish seafood producers. ■

* Excerpt adapted from *A Guide to the South African Commercial Fisheries Industry*, courtesy of FEIKE natural resources advisors.



Horst Kleinschmidt

vehicle, which principally leveraged political capital, combined with deft financing footwork for cash-strung new players.

At the time, there was no industry-sanctioned transformation charter for the fisheries industry, as is still the case. In the fisheries industry the quota became both the stick and currency to de-racialize businesses that were sluggish in adjusting to post-apartheid realities. The quota (rather fear of losing it) spurred the pursuit of 'win-win' solutions.

'Fishing is a natural resource [and] is replenishable. You treat it well, you get some more. Similarly, fisheries rights can be awarded on the basis of good behaviour,' observed Kleinschmidt, the marine resources consultant and former fisheries deputy director-general in the department of environment and tourism. At least, this was the broad-stroke theory proffered by optimists and policy makers alike, as many of the 'win-win' scenarios churned out losers by the dozen.

A major factor why 'win-lose' seemingly outweighed 'win-win' best-case scenarios, says bra Arthur, was the unequal technical and financial relationships between the new quota holders and their more established partners. While there may have been numerous black economic empowerment success stories in the industry, the difficulties of corporate transition were just too much for many. The 'win-lose' scenario spawned a despondent sub-trade in 'paper quotas' or corporate 'rent seekers' that was an anti-thesis of the transformation agenda.

'What they then did was to form joint ventures with existing ones. Or they would have catching agreements, which, on the surface, appeared to be joint ventures,' says bra Arthur.

The money was good. The monthly director meetings were suit-and-tie affairs where knotty business decisions were unravelled, except that the subject matter comprised over-the-head issues. During that first three years of his own venture, the 'temptation to pull out' was strong, even against an equally strong resolve to make a success of the quota amid the overwhelming challenges of adjustment or less than honest mentoring partnerships.

'The guys [partners] would give a report and we understood nothing, until this one white guy, who understood issues better, started questioning things ... He made calculations and found that there was a big hole in the profits that was not accounted for ... It was then that I began to realize that something was amiss.'

The maiden voyage

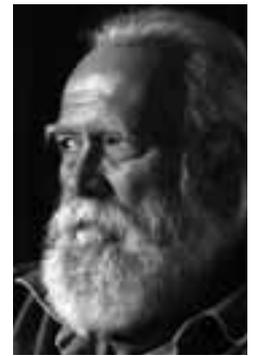
It was at that point that bra Arthur's outfit, having yet again evolved into ZWM Fisheries, parted company with the joint venture. The reasons advanced, he says, were ostensibly to independently 'assess the failure or success' of participation in the joint venture. The company also felt it was time that it 'must stand or fail on its own'.

Taking a solo voyage into the rough seas that are literally the fisheries business was in itself an act worthy of brave captainship and, arguably, an attribute of the entrepreneurship that the MLRA sought to grow. It was not smooth sailing, what with reluctance by financial institutions to finance the risky venture. Ironically, the reluctance by domestic banks to finance the acquisition of the ZWM's own trawl vessel forced the company to send an SOS to their Spanish counterparts, who have gained some notoriety in the industry.

The Basana trawl vessel, the picture of which foggily hangs on the wall of bra Arthur's small office, was bought in 2002. It is now completely paid for and sails its 36-men-strong crew to the deep, blue yonder to stake its claim of nature's bounty ... as Government intended and without the burden of debt or the indecipherable clauses of many a joint venture. ■

The *BoTT* Programme in the *Eastern Cape*

Cecil E. Cook of Technoshare Associates provides an overview of the BoTT Programme and assesses different development strategies to accelerate the delivery of standardized water and sanitation schemes to large numbers of deprived communities.



Cecil E. Cook

Amanz Bantu's (AB) involvement in rural sanitation began in 1997 with the Build, Operate, Train and Transfer (BoTT) Programme, an initiative of the Department of Water Affairs and Forestry (DWAF) at national level, with cooperation of DWAF and relevant departments in the provincial and local governments in the Eastern Cape (EC). The BoTT Programme came to a natural end in early 2004. Like the Presidential Lead Projects in the former Transkei, where local government had all but ceased to exist in many of the old district towns, the BoTT initiative was an effort to kick-start the massive delivery of water supply schemes and sanitation infrastructure into areas with huge backlogs and underdeveloped units of local government. The rationale for the BoTT Programme was to temporarily bypass the confusion and lack of capacity characteristic of the Transitional Local Councils (TLCs) while they were undergoing consolidations, re-structuring, re-staffing, and re-definitions of functional responsibilities.

Background

AB was formed as a consortium of about six private companies, among which WSSA, Group 5, FST Engineering, Jarud & Associates and Mvula Trust. In addition to these water services engineering companies, the ownership of AB included approximately five BEE contractor agents and the Amanz Bantu Investment Trust, which is composed of staff and consultants. The project assessment consultant gained a strong impression that AB was, in fact, specifically formed in response to a high-level initiative by DWAF at the national level. From a historical perspective, AB can be viewed as an innovative combination of several different types of expertise not normally found together in an engineering services company. It was formed as a civil-engineer-led company with the capacity to offer different services to funding agents and collaborators at the national, provincial and local levels of organization.

The AB consortium was designed to serve as a well-resourced, multi-disciplinary programme implementation agent that would serve as a dedicated organizational conduit for the rapid delivery of water and sanitation projects into grossly underserved and underresourced areas of the province. At that stage of the transition from minority to majority rule, the cost per beneficiary served by AB to deliver water and sanitation services to rural communities in need was not a major concern of DWAF and the provincial government. The main objective was to overcome all obstacles to the planning, construction, commissioning and handing over of working water and sanitation systems to rural communities.

... The main objective was to overcome all obstacles to the planning, construction, commissioning and handing over of working water and sanitation systems to rural communities.

Over the approximately six-year life of the BoTT Programme, AB gained valuable experience about the many different obstacles that interfere with the effective transfer of ownership, operation and long-term maintenance of water and sanitation schemes from AB, as a well-resourced Private Public Partnership (PPP), to often less well-resourced water services authorities and providers answerable to the provincial, district and local levels of government. The assessor was not able to obtain any quantitative data on the operating condition of the water and sanitation schemes handed over to district and/or local municipalities by AB. Once the BoTT-managed infrastructure schemes were 'handed over' to the public sector, it became the Government's responsibility to monitor their status and functionality, not that of AB. There is suspicion that a rather large number of the schemes handed over are either no longer in working order, out of order for unacceptable periods of time because of breakdowns and maintenance failures, or badly underperforming in terms of water quality and sanitation.

Impilo Yabantu

The Impilo Yabantu (IY) Project constitutes a natural next step in the BoTT progression whereby AB, a short-term programme implementation agent, attempts to permanently institutionalize itself as a master franchisor by accepting entrepreneurial responsibility for radically down-sizing and permanently recreating itself in the form of micro-franchises that are operated – and eventually will be owned – by locally-based water and sanitation practitioners. AB is now establishing the IY Sanitation Services Franchise as a pilot project that starts with a master franchisor, which in turn trains and licenses a number of 'micro-franchisees', or little franchise-holding businesses. The IY franchise pilot aims to establish (franchise) a number of small enterprises with contracts to clean, operate and maintain all VIP toilets within a given geo-political jurisdiction on a continuing basis. AB is working on arriving at the number of VIP toilets that an IY micro-franchise can look after on a sustained basis and the cost per VIP toilet needed to generate a viable small business. The big questions being answered through the IY pilot are whether the public water authorities and providers at district and local municipal levels are willing and able to contract with networks of micro-franchisees represented by a master franchise organization, and whether the master and micro-franchise organizations are able to provide quality services at an affordable cost to the public sector while earning enough income to make the franchising of infrastructure maintenance an interesting business proposition.

Ancillary issue

The deeper issue AB has been exploring over the past ten years concerns the ‘hybridization’ of the organizational space between the public and private sectors in the EC. The objective of this search has been to find how best to get the big private sector and the provincial/local government sectors into the most productive complementation in different socio-economic and geographical zones of the country.

In the urban areas of SA, the metropolitan governments have been comfortable, creating ring-fenced, well-resourced quasi-private sector water service providers owned by the public sector. The various water boards/authorities like Umgeni Water, Rand Water and even the much smaller Amatola Water Board are institutionally robust enough to protect their mission, income flows and organizational interests.

The IY Sanitation Services Franchise pilot project, instead of outsourcing public sector responsibilities and funding to a quasi-private sector entity like AB, is moving in the opposite direction: it is ‘governmentalizing’ a privately-owned and operated franchise organization by permanently transferring the operational and maintenance functions for large numbers of small, dispersed, low technology networks of basic infrastructure.

In retrospect, it seems that the BoTT approach to the construction of basic infrastructure in rural areas and townships has worked well enough up to the transfer of the infrastructure back to local government. In many instances, local governments have utterly failed their statutory responsibilities of properly operating and maintaining the infrastructure handed over by AB. What AB is doing with the IY franchise pilot is to add another phase to its BoTT model, which involves creating networks of small enterprises, linked together in membership-owned franchise organizations, to permanently take responsibility for the operation and maintenance (O&M) functions of VIP toilets at schools and clinics, and in rural communities and peri-urban townships. This expansion of the original BoTT might be designated as the BoTTaF (Build, Operate, Train, Transfer and Franchise).

If AB proves to be successful in the creation of competent, cost-minimizing O&M franchises for VIP toilets at schools with the IY pilot programme, it may make good political, governmental, economic and human sense to apply the expanded BoTTaF approach to many other areas of infrastructure construction and long-term O&M in areas of the EC and other areas in South Africa with large backlogs and a shortage of professional and business capacity to ensure the O&M of such infrastructure in perpetuity.

Rationale for BoTT

The original BoTT Programme initiative by DWAF was a serious response to the challenge of rapidly planning and building new water and sanitation infrastructure in areas of the country where local government was largely non-functional and where there was an absolute shortage of engineering and community development capacity, as well as private sector companies, to manage all phases of

the process of planning, procuring, building, operating, training and handing over functioning basic infrastructure to enabled units of local government.

Generically, what DWAF and AB were doing with the BoTT programme was to use the better organized and resourced private sector engineering firms as quasi-governmental agencies. During the planning and construction phases of infrastructure projects, such firms were empowered to assume the roles and responsibilities of the public sector. In other words, DWAF planners and programme developers at the national level decided to make use of expanded, special purpose engineering/community development companies from the private sector as an organizational by-pass or life support system while local government was being re-organized and brought back to life in many underserved areas of the country.

When a developing country like South Africa wants to greatly increase its infrastructure of schools, hospitals, roads, water supply systems, factories and so on, the political decision does not magically generate the professionals, construction companies and resources

needed to carry forward such a grand campaign. It appears that DWAF came up with the BoTT strategy to apply the *de facto* technocratic authority of engineering professionals.

The mandate given to the engineers at AB was to create an independent, delivery-orientated, efficient system of project planning, implementation, operation and institutionalization that was in effect a bounded quasi-governmental process that gave the AB team virtual over-ride authority concerning underperforming and/or recalcitrant civil servants at the provincial and local levels of government. Although community organizers were made members of the AB team, they were always junior partners in relation to the engineers who occupied the leadership roles.

Alternative solutions

The BoTT strategy involved strengthening the capacity of professional engineering firms to design and manage the construction of large, integrated water projects serving many

‘... When a developing country like South Africa wants to greatly increase its infrastructure of schools, hospitals, roads, water supply systems, factories and so on, the political decision does not magically generate the professionals, construction companies and resources needed to carry forward such a grand campaign.’

villages. The new special purpose BoTT agents brought social consultants into the design and implementation process. The social consultants were to manage the communication and interactions with the end users to ensure compliance with agreed-on designs by village clients and leadership.

The BoTT agents were well-resourced, powerfully-mandated private companies chosen by DWAF to accelerate the delivery of water and



Digging the pit for a VIP toilet

sanitation infrastructure to the most neglected and underresourced areas of the country. The idea was to achieve economies of scale by designing and implementing as many large bulk water supply schemes as possible in the shortest possible period of time for the lowest possible cost per beneficiary. The standardization of the water and toilet schemes made implementation and replication easier.

TATU, Mvula Trust, EDA, the Valley Trust, Zemele, Rural Advice Center, Rural Support Services and many other non-governmental organizations (NGOs) had prototyped and tested a wide spectrum of alternative water supply technologies and systems that involved a much lower cost per beneficiary. These more bottom-up community and area-based approaches to the provision of water to impoverished rural communities were often partially locally financed and they were typically managed by committees that were directly accountable to the community of water users. DWAF and its BoTT agents probably considered these more modest, bottom-up and lower-technology approaches to rural water supply in 1996/97, but evidently found them wanting because of a shortage of creative community organizers that would be needed to activate and mobilize hundreds of community-based projects at the same time; the many human and administrative difficulties interfering with flowing of funds, resources and technical capacity to many independent community-based water projects; and the many political, jurisdictional, NGO, and other organizational obstacles to rapidly scaling up the implementation of standardized rural water supply systems to thousands of rural communities.

A third possible major strategy for the BoTT Programme would have been for DWAF to have decided to implement it 'in house' within the public sector as it existed in 1997 in the EC. If the decision had been to take the 'in-house' route, then it would have first been necessary for DWAF and BoTT to create the necessary staff capacity, the resources (transport, communication, knowledge base, etc.), and the bounded administrative systems within the public sector at the provincial, district and local levels of governance. Without securing these necessary preconditions within the public sector, it would not have been possible for the BoTT mission to be implemented.

No doubt the national office of DWAF and its provincial staff in the EC did consider the feasibility of 'liberating' a section of the Department of Public Works (or some other department) that would then become the lead agent for the BoTT Programme inside the public sector. Unfortunately, the public sector in the EC was still in a state of flux as it struggled to integrate three different civil services

into a single new civil service in 1997. That entailed redefining and shifting around competencies between the different tiers of government.

DWAF and its collaborators in the EC obviously decided to implement BoTT as a government 'bypass' operation and to leave the professional, organizational and operational transformation of the public sector concerning rural water supply and sanitation until later when provincial and local governments were well and truly restructured and civil servants

had settled into their positions and were ready to be trained to perform higher levels of service.

Alternatives evaluated

Above I have given a brief assessment of the pros and cons of the different macro development strategies that the BoTT Programme could have followed. They are the **public sector bypass operation** relying heavily on professional engineers and the independent private sector standing outside the public sector to act as the integrator of the community and the public sector to accelerate the delivery of standardized water and sanitation schemes to large numbers of deprived communities. I also mentioned the **bottom-up community centered approach** relying on community development specialists, self-help mobilization of resources, intensified local self-governance and advocacy to engage the public sector in securing the benefits and assistance required by community members. The last one is the **in-house public sector revitalization approach** that focuses on upgrading the capacity, commitment, resources, independence and accountability of the community of public servants responsible for facilitating the design, construction, operation and maintenance of rural water and sanitation schemes.

Each of these three macro development strategies has its own strengths and weaknesses.

It is the assessment consultant's impression, admittedly not adequately researched, that the representatives of the public sector (particularly district and local government); the NGO/Community-based organization sectors, community institutions and end users did not possess sufficient leverage at the strategic level of senior engineers and project managers about the evaluation and choice of technologies, organization of work, systems of local self-governance, and social and financial mechanisms to ensure the operation of schemes and the shape and function of local, district and even provincial institutions that would own, finance, operate, maintain and expand water and sanitation schemes.

The IY Franchise Pilot Project is a genuinely new venture by AB and its collaborators in the Water Research Council and the CSIR. The idea of using a network of small, franchised enterprises to operate and maintain VIP toilets at schools, clinics and in rural communities can be viewed as a refinement of the role played by AB in managing the implementation of the BoTT Programme. It allows AB to radically shrink its cost and function into the shape of a master water/sanitation services franchisor that trains and technically supports a network of small enterprises to provide a number of standardized services. The IY master franchisor is a miniaturized, potentially much less expensive and less profession- (engineer/community organizer/social consultant) dependent version of AB.

Like the BoTT Programme before it, the IY Franchise Pilot Programme must still work out its long-term linkages back to the public sector before it can be handed over to Government for permanent funding and rapid replication in those water authorities where its services are needed. The master franchisor will have to work out who it contracts with and answers to (for example, a provincial department or a district municipality). The same question will have to be worked out in practice for the smaller service-providing franchisees. They will presumably be accountable to their primary community and institutional customers on the ground, the local municipality and the master franchisor. It is too early to know whether and how successful AB will be in connecting the IY franchisor and franchisees to relevant units of local government. The jury is still out on whether the IY franchise will work financially,



VIP toilet construction

organizationally, operationally, administratively and politically.

The assessor judges the IY to be an extremely important effort to innovate a new type of private sector enterprise dedicated to serving the needs of public-sector financed and owned infrastructure. AB and its collaborators should be awarded high marks for their present efforts to innovate their way through the constraints and difficulties encountered by the BoTT Programme in handing over responsibility to district and local municipalities to operate and maintain completely functional water and sanitation schemes.

What AB is attempting to determine through its IY franchise pilot is whether it is feasible and cost-effective to create networks of local micro enterprises that are trained to operate and maintain VIP toilets (and other types of infrastructure) as licensed franchisees that are members of a parent master franchise.

Conclusion

AB’s handling of its BoTT Programme and IY franchise pilot comes to a highly positive conclusion. Over its first decade, AB has acquired a lot of process history and a depth of experience about what tends to work well in planning, implementing, operating and

maintaining water and sanitation infrastructure and training collaborating staff to eventually hand over such infrastructure to appropriate units of local government.

If the addition of O&M franchises to the BoTT Programme – giving us the new acronym of BoTTaF (Build, Operate, Train, Transfer and Franchise) – significantly increases the success of AB in transferring new and upgraded infrastructure to local government and keeping it in good operating condition, then the addition of the franchise function to the BoTT model may be pointing the way for provincial and local units of government to both catch up on its infrastructure backlogs, as well as maintain an expanding inventory of fully operational public works. If it proves feasible and cost-effective to use networks of small-enterprise franchisees to provide the services required to operate and maintain sanitation and water schemes, then it is highly likely that the newly expanded BoTTaF strategy can be applied to many other types of public infrastructure: schools; clinics; secondary and tertiary roads; woodlots and community forestry reserves; stock dipping tanks; donga and erosion control; and fencing of public land and highway right of ways. ■

Biography: Cecil E. Cook

MA Social Anthropology, Harvard University (1969); BA Sociology/Anthropology, Antioch College (1956); regional antipoverty coordinator, War on Poverty (1970-74); consultant planner/ board member, National Center for Appropriate Technology (1975-80); consultant services to National Science Foundation, Congressional Office of Technology Assessment, Appalachian Regional Commission, US Agency for International Development, Montana Center for Innovation on alternative energy technologies for developing communities (1975-82); planning consultant/Executive Director, Transkei Appropriate Technology Unit (1983-93); part time social anthropology instructor, Unitra and University of Fort Hare; consulting services via TechnoShare Associates in Malawi, Zambia, DRC, Mozambique and Eastern Cape (1994-2007); GTZ consultant/start up manager for Sustainable Energy Technology Testing and Research Center (SETAR Ctr), University of Johannesburg (2008-09)



A Comparative *Analysis* of the *Public Housing Policy*



Prof. Kedibone Phago

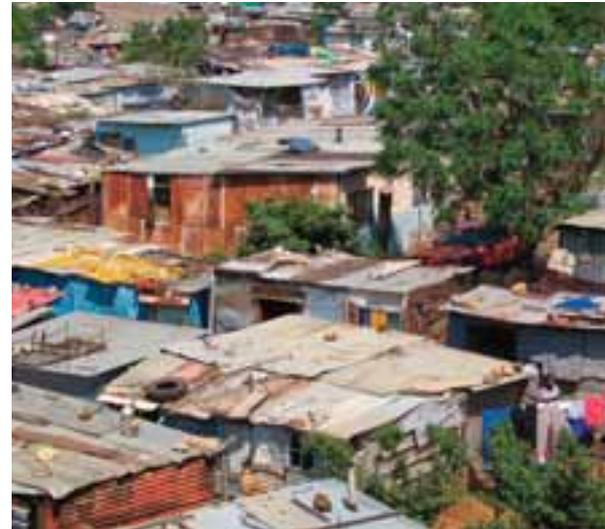
In comparing the housing policies of three developing countries, Prof. Kedibone Phago¹ explains why a holistic approach is necessary to set goals and realize objectives in the provision of public housing.

Recently, housing challenges in South Africa have been at the top of the agendas of many of the service delivery protests taking place in various parts of the country. There have not been sufficient and compelling research among and engagements with the public to bring about fundamental changes in the manner in which a public housing policy should be remodelled. This opinion piece is an attempt to challenge the current public housing policy, which has failed to transform the housing landscape for the poor people in South Africa, by way of a comparative approach.

The comparative approach followed in this article is fundamentally important for various reasons. For example, comparison assists in developing and scrutinizing questions like: does the existing public housing policy in South Africa address public housing problems such as the current backlog successfully? Without comparison, a lack of general knowledge and an ability to explain particular observations could be inevitable. Furthermore, it is necessary because it forms an important part of the scientific world. As such, the housing policies of Brazil and Zambia are used for comparison with the one in South Africa. As is the case in many parts of the world, public housing policy has evolved significantly over the past five decades to ensure an appropriate governmental response to public housing needs. This analysis is informed by the above question, namely whether the public housing policy can address housing challenges such as the current backlog successfully? This analysis is aimed at soliciting public engagement in this field. It also indicates to developing countries what the impact of existing government policies on public housing is.

The South African, Brazilian and Zambian housing challenges and conditions are generally similar in that massive backlogs are being experienced, which are not always matched by efforts to improve the conditions of the poor. South Africa and Brazil, in particular, have allowed different stakeholders to participate in shaping the development of the housing policy. The one distinct area in this regard is that Brazil established a housing bank in 1964 to finance the housing needs of low-income to middle-income households. However, this is relatively new in South Africa and a housing bank was only launched officially in 2006. The increasing participation of community-based organizations in assisting Government to develop and implement policy is a necessity. This practice, if adopted by developing countries, could provide assistance to governments as a facilitator, thereby ensuring less governmental

“... The increasing participation of community-based organizations in assisting Government to develop and implement policy is a necessity.”



¹ Prof. Kedibone Phago holds a PhD in Public Administration. He is also employed as an Associate Professor at the University of South Africa.

involvement in the actual construction of houses. In the case of Zambia, intense development is required to bring its intervention level of comparison on a par with that of South Africa and Brazil.

Furthermore, while there is sufficient data pointing to the culture of community participation in South Africa before and during 1994, such participation levels have declined substantially since the post-1994 dispensation. Further research should be undertaken to understand this phenomenon of declining community participation in the public sphere in general and public housing provision in particular. In contrast, the example of the Program of Mutual Aid and Self Management in Brazil indicates active community-based organization (CBO) participation as far as the promotion and implementation of the programme is concerned. This phenomenon serves as a good lesson for South Africa where Government constructs the majority of low-income housing developments without active participation by the community through CBOs. Perhaps this difference between South Africa and Brazil suggests that both the national and the provincial spheres of government in the South African not only serve as custodians of the housing policy, but are also 'hands-on' as far as the construction of houses is concerned. In the case of Brazil, the role of housing provision has been taken over by municipalities and the CBO sector. Thus, the role of municipalities in South Africa should be defined and they should be capacitated to fulfil their mandates.

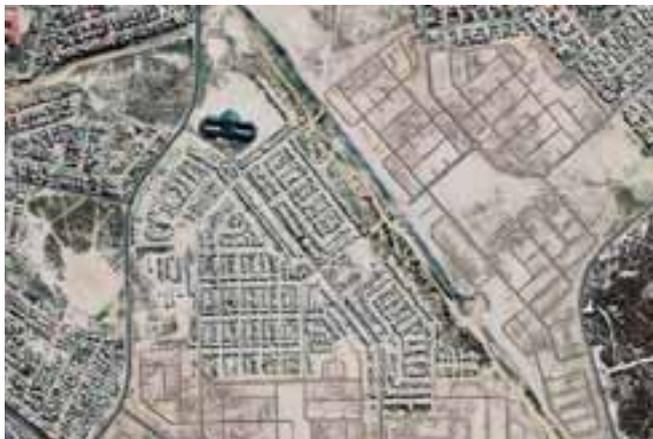
It is evident that public housing policies in developing countries (especially Sub-Saharan countries, including South Africa) are influenced and complicated by the socio-political-economic

conditions in such countries because of large backlogs in service delivery across the board, for example the supply of electricity, water and sanitation and projects to alleviate poverty and address the HIV and Aids pandemic. This requires a holistic approach, such as the coordination of resources and the improvement of cooperative governance structures. It is necessary for developing countries to set targets so that measurable activities are put in place as indicators of whether or not goals and objectives are achieved. This is an essential activity that could signal whether a policy is practical and could identify challenges that require attention to accelerate the provision of public housing.

The Brazilian case shows that care should be taken to ensure that government efforts are directed at beneficiaries rather than at private-sector companies, especially building contractors. The need to ensure that the housing policy promotes housing provision in centrally located areas is huge. This could also assist low income households in avoiding expensive daily transport costs.

Finally, it is not easy to provide a complete answer to the question of whether the Housing Act, Act No. 107 of 1997, can address housing challenges such as the current backlog successfully. However, a multiplicity of approaches is required. These approaches should not leave out the following: defining and strengthening the roles of municipalities and CBOs; coordinating and harmonizing the activities of all spheres of government; and ensuring that communities participate actively in the building of their houses.

A full version of this article is published in the journal issue of 2010: Politeia 29(3), pp 88-106, published by UNISA press. ■



Conversation about the *African Youth Factor*

– By Dr Mataywa Busieka, Department of Public Service and Administration –

What the conversation is about

The President of the Development Bank of Africa (ADB), Mr. Donald Kibaruka, says that in the world we live in, the world of the internet, twitter and Facebook, people, especially the young, are all too aware of opportunities closed, of freedoms denied and aspirations thwarted by elites that are tempted to promote their own interests over the general good. If what has come to be called ‘the Jasmine revolution’ is anything to go by, then it must be a clear sign that the youth of the world have had enough of the old guard and are itching to take their destiny right back into their own hands. Significant lessons learnt from the rapturous activities in the north of Africa and the Arab world must surely rest on the uncanny ability the youth have displayed in by-passing the often raucous political rhetoric and igniting a lethal force that managed to uproot the most entrenched autocratic regimes. The youth of Africa have a valid gripe with systems that have continued to confine them to the peripheral fringes of the mainstream economic activities that guarantees them a life of penury in the banks of grinding poverty.

“ ... the youth of the world have had enough of the old guard and are itching to take their destiny right back into their own hands. ”

In this conversation we delve into a range of issues bedeviling Africa and causing the restlessness among the youth, who are now demanding quality leadership. The conversation reflects on some of the developmental challenges confronting Africa at this time and takes the view that cultivating trust in governments through investment in quality leadership can and will put Africa firmly on a sound growth trajectory. We contend that the likes of ‘Jasmine’ uprising can be dealt with if the youth of Africa are assured that, despite the forbidding challenges arrayed against the constraint capacity of the continent their leaders are genuinely engaged in resolving such challenges. This level of assurance rests on nothing but creditable trust. This contribution does, however, caution that the challenge of youth development is tremendous and vast. The size of the challenge calls for firm and strong leadership to concretize lofty visions into beneficial programmes that can lift the youth of Africa out of the current emasculating blight of desperation. At the risk of doom saying, one cannot but posit that there is clearly an ominous cloud over countries that continue to tinker with youth issues. They do so at a great risk to peace and stability.





The sobering reality of growing youth impatience

Having witnessed the youth opening a new and formidable front in Africa's social-economic stratagem, it is not surprising that the African Union, in an unprecedented move in the history of the continental body, has just concluded a summit dedicated to youth development. The summit held under the theme, *Accelerating of youth empowerment for sustainable development*, urged all member states to strive to advance the youth agenda and adopt policies and mechanisms towards the creation of safe, decent and competitive employment opportunities as one of the outcomes. This member states should achieve by accelerating the implementation of the Youth Decade Plan of Action (2009–2018) and the Ouagadougou 2004 Plan of Action on Employment Promotion and Poverty Alleviation.

Even though deliberations on this important theme were overshadowed by civil war dynamics in Libya, the focus on youth development, unprecedented as it is, has recently assumed optimal urgency. This welcome development came in the same month South Africa celebrated its Youth Month. In his speech titled, *Working together for youth development through action*, President Zuma announced that the National Youth Development Agency (NYDA) has been tasked with integrating South African youth into participation in the economy and all aspects of the society, including government. He explained that NYDA has developed the National Youth Policy of 2009–2014 that, among other things, culminated in the Integrated Youth Development and Strategy. This Strategy, he said, aims to integrate the youth of this country into both government and spheres outside government.

Needless to say, it is this young population that Africa looks to as a source of energy and creativity. So how can Africa tap this resource and provide its youth with entry points into the formal economy as a means of igniting a sense of dignity and self-reliance that resides in gainful employment? According to ADB data, Sub-Saharan Africa is now producing around five million new university graduates a year. The numbers are much higher in North Africa. But the gap between the expectations created through education and the economic opportunities that are actually delivered is dangerously wide. Unemployment among university graduates is three times higher than among those with lower levels of education. Compounding the problem is the approach to tertiary education.

“... What the youth are questioning, is the quality of the leadership and the institutions charged with managing the issues.”

The young people rioting in the streets are, without a doubt, protesting about a lack of jobs and opportunities. But it would be simplistic to reduce their struggle to just bread-and-butter issues. Their struggle is broader. It is also about freedom and opportunities. African people are demanding a say in how they are governed – they want to hold governments accountable. They are no longer satisfied with impressive headline statistics, elections every five years and hot rhetoric about African solutions while there are no possibilities in the interlude!

The spectre of debilitated, unemployed youth has been with us for quite some time. It is estimated that the majority of the more than 41% unemployed people on the continent are youth. In view of the undisputable fact that 60% of the African population consists of youth any policy maker that ignores burgeoning youth unemployment does so at his or her own peril. Youth development issues, formerly tagged on the periphery of national economic plans, have gained prominence in the recent past.

The focus on youth development is not surprising when one considers that revolutions in the north of Africa in particular and the Arab world in general, have been spearheaded by the youth. According to the ADB, Africa remains the second most unequal region in the world after Latin America. And that is most true among the young, especially young graduates.

With more than two thirds of its population under 25, Africa is also the youngest region of the world. And the youth bulge is growing. Yet, youth unemployment in many parts of Africa is as high as 35%. The situation among young women is particularly difficult. A quarter of the young are, furthermore, barely literate and, as such, excluded from the labour market. This is why initiatives like that of NYDA are to be applauded as a giant step in the right direction.

A case for accountable and credible leadership

Mr. Kibaruka opines that nations the world over face economic and social challenges at this time. Of course these challenges vary in nature and proportion. He notes that the people, the youth of Africa, understand that fully. They know that unemployment cannot be eliminated easily. They understand economic problems cannot be solved with a magic wand. What the youth are questioning, adds Mr. Kibaruka, is the quality of the leadership and the institutions charged with managing the issues. They know that only a democratic and

accountable system of government has any prospect of managing the complex issues. They also know that governments have the capacity to mobilize public resources, deliver effective services, combat abuse of office and, more importantly, to communicate and explain the difficulties in a credible fashion.

Africa remains the poorest continent in every sense of the word. With a population of just about one billion people, of which 60% can be classified as youth, Africa comprises a seventh of the global population. If Africa could lay claim to that same fraction of the global trade, it would be the richest continent in the world. Such large population figures mean that Africa has adequate human resources for production. It is obvious that Africa has a market for products and services. Furthermore, with its abundant mineral wealth, Africa does not, in any way, have to walk hand in hand begging to be fed from the platter of foreign aid. Such issues rather than a litany of lofty resolutions should occupy the thoughts of the mother body.

As Kofi Annan noted, developmental needs in Africa are multiplying as climate change and rapid population growth add to new financial demands. Add to this galloping population the youth who, empowered through advances in new information and communication technologies, are asking more of their leaders and you have a picture of Africa like never before.

Africa is caught up in a complex development situation in which it is being pushed by various and multiple forces, among which two strong socio-politico-economic waves. The first and strongest wave is the desperate need to develop its people and get them out of the claws of abject poverty. The other is to be an effective player in global governance, tap the benefits of globalization for the African people and avert the threats of globalization to Africa's development process. One of the assets African governments require to sail through these many waves is investment in leadership capital that can cultivate trust; trust in our self-worth and trust in our leadership collective.

Which brings us to the last, yet key point: the neat question of 'Brand Africa'.

Brand Africa must be hoisted on the 'Trust Premium'

In a poetic rendition, Mr. Irvin Khoza spoke about what he coined the 'true enemies' of Brand Africa. These enemies are armed with more than guns; they are armed with greed and evil minds. They include politicians who are voted into power by people in free and fair elections; they include the perceptions Africans have of themselves; they include those in churches preaching to our people to accept the notion of heaven in another life, that they are blessed if they are poor and ignorant because the Kingdom of God will be theirs. The enemies of Brand Africa appeal to the sympathy of the peoples of the world by portraying Africa's disintegration, collapse and misery through imagery of war and starvation. They have a

vested interest in keeping Africa underdeveloped and starving.

The Khoza citation is a clarion call to Africans to start rebranding their self worth. It starts with the simple journey of self-introspection; what writer Ngugu wa Thiongo called 'decolonization of the mind'. If African youth lose trust in their leaders, they have no role models to look up to. This is why the youth opt for the celebrity culture – vanity of a kind – to find transient identity. Brand Africa can only germinate on a trust premium. Dr. John-Mary Kauzya of the United Nations Development Programme (UNDP) defines trust in four categories. He says trust in government must be regarded as, on the one hand, internal trust among the various institutions and employees of government and on the other hand, as external trust between a government and the people it serves. But trust within the context of global governance also has to be perceived in terms of the trust the international community, whether bilateral, multilateral or international civil society organizations or private sector multinational corporations, has in the government in question. All these perspectives of trust are critical in the performance and legitimacy of public sector institutions within the context of globalization.

Conclusion

The youth of Africa have tested and revelled in a new-found equilibrium teaser. With the new technologies at hand there is no saying whether stressed out youth will not try a 'Jasmine' affair in their own countries. A feeble attempt was made in Uganda, Swaziland, Sudan and Senegal. Maybe it was a case of testing the waters for a bigger wave in the offing; maybe not. What is clear is that the youth problem is a ticking time bomb. Left unattended it will have dire consequences. This is why the case for building trust in governments guarantees established constitutional order. A democratic, accountable dispensation has a large trust premium. Sustaining legitimacy and trust includes the development of a management/administrative and political culture based on the rule of law; transparency and information sharing; ethical behaviour; and professional conduct sustained by the integrity of leadership. It requires socio-politico administrative systems that ensure effective public accountability and avoids impunity and arbitrariness in the management of public affairs. Getting these trust fundamentals right is the way to exorcise and vanquish the likes of 'Jasmine' ghosts.

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4. Ngugi wa thiongo on decolonizing the mind ■



The Ideal of Public Service:

Reflections on the Higher Civil Service in Britain

The Ideal of Public Service: Reflections on the Higher Civil Service in Britain by Barry J. O'Toole
Routledge, Abingdon, UK, 2006
Pages: 212. £60.00

– Reviewed by: Michael Hunt

– Published in print: Volume 20, Issue 04, Pages 703-715

The ideal of public service is, as Barry O'Toole notes (9), as old as philosophy itself. It could, therefore, be assumed that what constitutes that ideal might be reviewed over time in light of different philosophical understandings that consequently result in different interpretations of the concept of responsible government. At the very least, it could be assumed that different pressures on a government might lead to agreement about the need for changes to the previously accepted ideal. However, in most systems of stable, representative government notions of the ideal are, in a general sense, fixed in the public consciousness and do not alter over time. Thus, a sense that the standards associated with the ideal are no longer being fully observed, however vaguely that ideal might be understood, almost inevitably leads to a loss of trust in government. Within the United Kingdom, there has been ample reason in the past 20 years for the public to lose some of their trust in government. The furore (at the time of writing this review) over the sale of arms to Saudi Arabia and the associated payments to private individuals (apparently approved by the UK Defence Ministry) is only the latest in a series of issues that have provided cause for concern about the ideals underpinning the actions of British government.

O'Toole recognizes this problem and addresses it in this book. He suggests that the British civil service (at least since the time of the reforms of the mid-nineteenth century) has been informed by a philosophically-based ideal, which has successfully characterized its work for most of the subsequent 150 years. The purpose of his book is to define that ideal and acknowledging the pressures it has faced toward the end of the twentieth century, to suggest ways in which it might be preserved.

The book begins with a review of the concept of the common good, drawing on the works of Plato, Aristotle and Aquinas before examining the concept of public duty from the perspective of later philosophers such as Rousseau and, in particular, TH Green. From this understanding, O'Toole argues that those who held the most senior positions in the UK civil service during the second part of the nineteenth century and for most of the twentieth century regarded themselves as guardians of the public interest with a responsibility to offer their best counsel and advice to democratically elected politicians of any party. Through a process of socialization, these senior officials ensured that this view was shared by others in the elite group that comprised the 'administrative' class of the civil

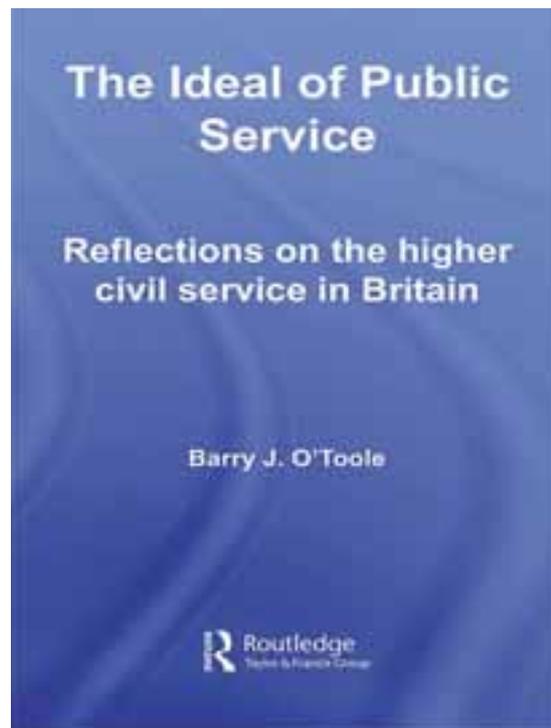
service. While O'Toole acknowledges that there may have been a subconscious element of a class-based self-interest in the nature of the advice offered, this does not alter his view that there was an ideal of disinterested public service to which such civil servants sought to adhere. Subsequent criticisms of the elite nature of the civil service in the middle of the twentieth century resulted in attempts to challenge some of the foundations on which these standards were laid, although not always successfully.

Finally, the book considers some of the changes that have taken place in the nature of government in the United Kingdom and the significance of these changes for the continuation of the ideal of public service. These changes include the adoption of business principles in conjunction with criticisms of the civil service for its lack of enterprise, and the loss of central control of the civil service, particularly in relation to appointments, pay and grading. At the ministerial level, the flouting of long-standing constitutional conventions in relation to ministerial and collective responsibility and the introduction of 'special advisers' have both impacted the relationships between ministers and their senior civil servants. The cumulative effect of these changes has inevitably affected the morale of the civil service with serious implications for its continuing sense of an ideal.

As O'Toole notes, various measures have been introduced in the past decade to try to reassert standards of public service but, while applauding the work of the Committee on

Standards in Public Life and the House of Commons Select Committee on Public Administration, he believes that these alone are insufficient to ensure the maintenance of the standards required of public servants. He suggests that special legislation is required for this purpose, supported by a Royal Commission established on a permanent basis to oversee the implementation of this legislation. Further work needs to be undertaken to spell out the powers of such a Commission and to suggest reasons why this solution would work more effectively than others that have been tried.

The book is polemical and none the worse for that. It is thoughtful, scholarly, and well timed. There is an urgent need to review the nature of the public service in the United Kingdom to ensure that it continues to maintain the high standards for which it was rightly admired during most of the twentieth century. This book makes a valuable contribution to that review. It deserves to be read by politicians and public servants, as well as by those with an academic interest in the subject. ■





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