

**Millennium Development Goals
& the Realisation of
Economic and Social Rights in South
Africa: A Review**

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Introduction

The purpose of this discussion document is to critically assess the progress in respect of the realisation of economic and social rights in the context of South Africa's commitment to meeting the Millennium Development Goals. The discussion also tentatively addresses what should be done to change the momentum from quantitative assessments to a qualitative improvement in the lives of human rights beneficiaries. Economic and social rights are enshrined in the South African Constitution and these rights are based on the democratic values of human dignity, equality and freedom. The Constitutional Court has stated that realising socio-economic rights is necessary if citizens are to enjoy the rights enshrined in the Constitution and if South Africa is to become a society based on the values of human dignity, equality and freedom.¹

Economic and social rights are specifically included in section 27 (1) of the Constitution. The said section provides that everyone has the right of access to:

- a) health care services,
- b) sufficient food and water,
- c) social security, including, if they are unable to support themselves and their dependants, appropriate social assistance.

Section 27 (2) provides that the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of these rights. Similarly, S 26 provides that everyone has the right to have access to adequate housing.

¹ *Government of the Republic of South Africa and Others v Grootboom and Others* 2001 (1) SA 46 (CC).

In contrast, the rights to environment, land and education do not explicitly have “access” in its provisions. In fact, S 25 (5) and S 25 (6) in respect of land tenure security and land restitution can be read as an entitlement.

In the Millennium Declaration, 189 member states of the United Nations signed and reaffirmed the commitment of the international community to eradicate poverty.² The Declaration is a consolidation of eight interconnected development goals and constitute a set of agreed and measurable targets and quantifiable indicators. These are as follows:

1. Eradicate extreme poverty and hunger.
2. Achieve Universal Primary Education.
3. Promote gender equality and empower women.
4. Reduce child mortality.
5. Improve mental health.
6. Combat HIV and AIDS, Malaria and other diseases.
7. Ensure Environmental Sustainability.
8. Develop a global partnership for development.

It is clear that there is a connection between the content of the eight Millennium Development Goals and the seven economic and social rights enshrined in the Constitution of South Africa. However, the Millennium Development Goals are motivated by political commitments whereas the progressive realisation of economic and social rights is driven by constitutional imperatives and international law. Secondly, even though there are minimum standards attached to both, economic and social rights create the binding obligation to respect, protect, promote and fulfil the rights. In contrast, Millennium Development Goals are political and therefore are voluntary. Thirdly, the minimum standards attached to both mean

² United Nations Millennium Declaration. General Assembly Resolution 55/2. 8 Sept 2000.

different things. The targets and indicators attached to the Millennium Development Goals (MDG) may appear attractive but measured against the obligation of the progressive realisation of a right, it may mean that meeting the targets does not equate to the realisation of a right.

The overall context of this discussion document is that there is a qualitative difference between meeting the MDG targets and the progressive realisation of economic and social rights. In the South African case there is a sufficient body of evidence that indicates that:

1. The levels of poverty and inequality have increased.
Millions of South Africans still live in grim townships lacking basic services and economic inequalities have widened since the fall of apartheid. In addition, although evidence suggests that between 2000 and 2007 the standard of living improved for a large amount of people, the economic growth path of the country has largely benefited the elite.
2. The quality of education has deteriorated to such an extent that learners are struggling with basic mathematical and science literacy and the number of grade 12 learners eligible for university entrance has declined.
3. The drop in the HIV prevalence rate among pregnant women from 30.2% to 29.1% is positive, but 29.1% is still far too high. An extrapolation of this grave statistic reveals that approximately 18% of the population is infected with HIV and there are 500 000 new infections every year including 100 000 children. Approximately 400 000 people die from AIDs each year.
4. The Human Development Index 2005 showed that South Africa had fallen to 120th place.

5. Social assistance programmes have been well targeted and have had an impact but have done little to reduce poverty. This is because South Africa's growth path continues to be capital and skill intensive.
6. There has been a dramatic improvement in access to basic services and that is indeed positive but with an increase in poverty and inequality, there may very well be little qualitative improvement in the ordinary lived experience of the poor.

Such challenges are not reflected in the 2007 South Africa Mid-term Review of the Millennium Development Goals. On the contrary, the report is overwhelmingly positive that South Africa is well on target to meeting its goals.

How does one account for such contrasting analysis around the same key issues? The answer lies on the shoulders of issues of empowerment and accountability of MDGs that have been formulated outside of the framework of human rights language. However laudable the MDGs are, its political nature has left little scope to concretise and add substance to the MDGs through the use of human rights language. The language of rights discourse often speaks about progressive realisation, minimum standards and the state's obligation in that respect. But, the absence of dialogue with the government has left no scope to examine the political, economic and social impediments to the alleviation of poverty and inequality in South Africa and therefore how best to meet the MDGs. Crucially, it represents a missed opportunity to engage at a policy level and for everyone to develop a deeper understanding of the lived experience of those in poverty. This could have offered the development of solutions that would shift away from the pure quantitative aspects of government service delivery to the monitoring,

assessment and generation of solutions that has as its focus, improving the quality of lives of the most vulnerable in society.

This discussion document will therefore look at the various economic and social rights in broad terms and compare them to the South Africa Mid-term Review on the Millennium Development Goals for 2007. The key question is whether the MDGs are leading to the progressive realisation of economic and social rights in South Africa. For the purpose of this review progressive realisation is defined as

a continuum where the rationale is to start at the minimum socio-economic provision necessary to meet people's basic needs (minimum obligation) to its full realisation of the significant improvement of the capabilities of people in society to the extent that they can meaningfully participate and shape society.

In addition, one must be mindful that in February 2007, the Presidency challenged Director's-General to devise projects that would have maximum impact on the eradication of poverty, job creation and economic growth in the next two years, with a special focus on vulnerable groups. In the State of the Nation Address on 8 February 2008, former President Thabo Mbeki announced twenty four Apex Priorities and most notable for the purpose of this discussion are priorities 6, 7, 8, 11 and 12. These priorities are as follows:

Priority 6: Resource poor schools and monitor outcomes

- Provide all schools in poorest quintiles with a basic resource package of appropriate books and materials for learners and teachers; support staff; assistance with management and governance of resources.
- Monitor improved learning outcomes in these schools.

Priority 7: Speed up land and agrarian reform

- Speed up acquisition of land for redistribution and ensure intensive training and assistance to “new” farmers.

Project 8: War against poverty

- Medium-term objective: development of a comprehensive anti-poverty strategy and implementation plan, including broad societal consultations and agreement on issues such as the poverty datum line.
- Interim campaign: utilise community development workers, social workers, community and home based care workers, constituency offices, councillors and NGO's to identify households and individuals in dire poverty and provide combinations of existing interventions.

Project 11: Ratchet up implementation of ECD programme

- Massively speed up implementation of ECD programme by expanding the number of trained staff and double the number of sites and child beneficiaries by the end of 2009.

Project 12: Intensify campaign on communicable diseases

- Implement the update strategy on HIV and AIDS and intensify the campaign against various TB strains as well as other communicable diseases.

Millennium Development Goals

Goals and Targets	Indicators
Goal 1: Eradicate extreme poverty and hunger	
Target 1: Halve, between 1990 & 2015, the proportion of people whose income is less than \$1 dollar a day.	<ul style="list-style-type: none">• Proportion of people below US \$1 a day.• Poverty gap ratio.• Share of poorest quintile in national consumption.
Target 2: Halve between 1990 & 2015, the proportion of people who suffer from hunger.	<ul style="list-style-type: none">• Prevalence of underweight children.• Proportion of the population below minimum

	level of dietary consumption.
Goal 2: Achieve Universal Primary Education.	
Target 3: Ensure that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.	<ul style="list-style-type: none"> • Nett enrolment rate in primary education. • Proportion of the pupils starting Grade 1 who reach Grade 7. • Literacy rate of 15 – 24 year olds.
Goal 3: Promote gender equality and empower women.	
Target 4: Eliminate gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015.	<ul style="list-style-type: none"> • Ratio of boys to girls in primary, secondary and tertiary education. • Ratio of literate females to males among 15 – 24 year olds. • Share of women in wage employment in the non agricultural sector. • Proportion of seats held in the national parliament.
Goal 4: Reduce child mortality.	
Target 5: Reduce by two-thirds, between 1990 and 2015, the under five mortality rate.	<ul style="list-style-type: none"> • Under five mortality rate. • Infant mortality rate. • Proportion of one-year old children immunized against measles.
Goal 5: Improve maternal health.	
Target 6: Reduce by three-quarters, between 1990 and 2015, the maternal mortality rate.	<ul style="list-style-type: none"> • Maternal mortality ratio. • Proportion of births attended by skilled health personnel.
Goal 6: Combat HIV/AIDs, malaria and other diseases.	
Target 7: Have halted by 2015, and begin to reverse the spread of HIV/AIDs.	<ul style="list-style-type: none"> • HIV prevalence among 15-24 year old pregnant women. • Contraceptive prevalence

<p>Target 8: Have halted by 2015, and begin to reverse the incidence of malaria and other major diseases.</p>	<p>rate.</p> <ul style="list-style-type: none"> • Number of children by HIV/AIDS. • Prevalence and death rates associated with malaria. • Proportion of the population in malaria risk-areas using effective malaria prevention and treatment measures. • Prevalence and death rates associated with tuberculosis. • Proportion of tuberculosis cases detected and cured under directly observed treatment short course.
<p>Goal 7: Ensure environmental sustainability.</p>	
<p>Target 9: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.</p>	<ul style="list-style-type: none"> • Change in land area covered by forest. • Land area protected to maintain biological diversity. • GDP per unit of energy use. • Carbon dioxide emissions (per capita).
<p>Target 10: Halve, by 2015, the proportion of people without sustainable access to safe drinking water.</p>	<ul style="list-style-type: none"> • Proportion of the population with sustainable access to an improved water source.
<p>Target 11: Have achieved, by 2020, a significant improvement in the lives of at least 100 million slum dwellers.</p>	<ul style="list-style-type: none"> • Proportion of the population with sustainable access to improved sanitation. • Proportion of the population with access to secure tenure.
<p>Goal 8: Develop a global partnership for development.</p>	
<p>Target 12: Develop further an open, rule based, predictable,</p>	<ul style="list-style-type: none"> • Target and indicators are not presently being measured in South Africa.

non-discriminatory trading and financial system.

Target 13: Address the special needs of the least developed countries.

- Official development assistance.

Target 14: Address the special needs of landlocked countries and small island developing states.

- Target and indicators are not presently being measured in South Africa.

Target 15: Deal comprehensively with debt problems of developing countries through national and international measures in order to make debt sustainable in the long run.

- Debt services as percentage of exports of goods and services.

Target 16: In cooperation with developing countries, develop and implement strategies for decent and productive work for youth.

- Unemployment of 15 -24 year olds, by each sex and in total.

Target 17: In cooperation with pharmaceutical companies, provide access to affordable drugs in developing countries.

- Measurement of target not available for South Africa (free primary health care for all).

Target 18: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications.

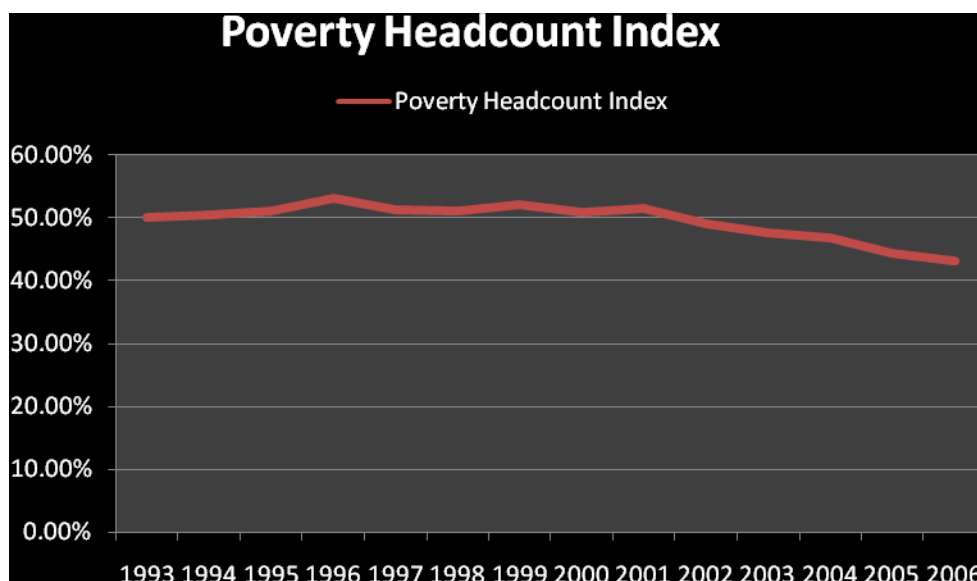
- Telephone lines and cellular subscribers.
 - Personal computers in use per 100 of the population.
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Goal 1: Eradicate extreme poverty and hunger

Target: Halve, between 1990 & 2015, the proportion of people whose income is less than \$1 dollar a day. Halve, between 1990 & 2015, the proportion of people who suffer from hunger.

According to the 2007 South Africa Millennium Development Goals Mid-term Country report (mid-term report), that used the data from the All Media and Products Survey (AMPS) of 2005, extrapolated by van der Berg et al³ in 2006, there has been strong income growth in South Africa since 2002. This resulted in the rise of the income of the poorest 10 and 20 percent of the population. The report further refers to a decline in the depth of poverty since 2002. As the figure below shows, the poverty headcount index started to consistently decline from 51.4 % in 2001 to 43.2% in 2006.

Figure 1: Percentage of population living below the poverty line R3000 per annum (R250 per household per month⁴



³ Van der Berg, S. , Burger, R. , Burger, R. , Louw, M. , and Yu, D. (2006). Trends in Poverty and Inequality Since the Political Transition. *DPRU Working Paper* No. 06/104. Cape Town: Development Policy Research Unit, University of Cape Town.

⁴ South Africa Millennium Development Goals, Mid-term Country Report. September 2007.

However, it must be borne in mind that the AMPS data which is produced by the South African Advertising Research Foundation (SAARF) is a lone and dissenting voice on the improvement of living standards as well as the “significant” decline in poverty. In terms of the AMPS data, SAARF categorises consumers into different “Living Standard Measures” (LSMs) based on income, wealth and standard of living. In a press release in 2002, SAARF declared that the percentage of South Africans categorised as LSM1 (poorest of the poor) dropped from under 20% in 1994 to approximately 5% percent in 2001.⁵

The mid-term report relied heavily on the study by van der Berg et al entitled “Trends in Poverty and Inequality since the Political Transition”.⁶ Using data from the national accounts, Labour Force Surveys, unemployment data from the Standardised Employment Series and AMPS data, the authors concluded that there was “*a considerable decline in poverty after 2000, particularly in the period 2002 – 2004*”.⁷ The decline is attributed to the expansion of the social security system and the improvement in job creation.

The results and conclusions reached by SAARF and van der Berg et al are sadly in the minority given the plethora of studies and academic consensus indicating that poverty worsened in the 1990s and in the new millennium.⁸

⁵ South African Advertising Research Foundation. (nd). *Big Improvement on South African’s living standards post 1994*. Press Release from South African Advertising Research Foundation.

⁶ Van der Berg, S. , Burger, R. , Burger, R. , Louw, M. , and Yu, D. (2006). Trends in Poverty and Inequality Since the Political Transition. *DPRU Working Paper* No. 06/104. Cape Town: Development Policy Research Unit, University of Cape Town.

⁷ Van der Berg, S. , Burger, R. , Burger, R. , Louw, M. , and Yu, D. (2006). Trends in Poverty and Inequality Since the Political Transition. *DPRU Working Paper* No. 06/104. Cape Town: Development Policy Research Unit, University of Cape Town.

⁸ See UNDP. (2003). South African Human Development Report; Meth, C. (2003). ‘Mass poverty, slow economic growth and redistribution.’ *Social Dynamics* 29, 1, 99 -130; Leibbrandt, M. ; Poswell, L. ; Naidoo, P. ; Welch, M. ; & Woolard, I. (2004). ‘ Measuring recent changes in South African inequality and Poverty using 1996 and 2001 census data.’ *CSSR Working Paper* no 84; Desai, A. (2005). Uprooting or re-rooting poverty in post apartheid South

In the South Africa Human Development Report 2003, the UNDP found that the absolute number of poor people had grown but the proportion of people living in poverty had declined marginally. Using a poverty line of R354 per month per adult, it found that 48.5% of the South African population fell below the poverty line. Meth and Dias (2004), using expenditure data from the 1999 October Household Survey and 2002 Labour Force Survey, found that both the numbers and proportions of poor people had grown. According Meth, in 2002 there were approximately two million households in which the monthly household expenditure was less than R800 per month and more than half of those households had a total monthly expenditure of less than R400. This equates to approximately 7.4 million people.

The study by Leibbrandt⁹ et al (2004), using census data provide a similar conclusion that both the numbers and proportions of poor people had grown. By using two poverty measures for both 1996 and 2001 and utilizing two poverty lines, Leibbrandt¹⁰ et al showed clearly that poverty had increased over the period. The headcount ratio measures the number of poor as a percentage of the population and as the table below shows the ratio increased from 26% in 1996 to 28% in 2001 using the poverty line of \$2 per day. By using the second poverty line of R250 per month, both the headcount ratio and the poverty gap ratio (average household's proportionate shortfall from the poverty line) increased between 1996 and 2001.

Africa? A literature review. ; Du Toit, A. (2005). Chronic and structural poverty in South Africa: Challenges for action and research. ; South African Institute of Race Relations, South Africa Survey 2006/2007.

⁹ Leibbrandt, M. ; Poswell, L. ; Naidoo, P. ; Welch, M. & Woolard, I. (2004). Measuring Recent Changes in South African Inequality and Poverty using 1996 and 2001 Census Data. *CSSR Working Paper No. 84*. Centre for Social Science Research. University of Cape Town.

¹⁰ Ibid.

Table 1: National Poverty Levels, 1996 – 2001¹¹

	1996		2001	
	Headcount	Poverty gap ratio	Headcount	Poverty gap ratio
\$2 per day	0.26	0.11	0.28	0.11
R250	0.50	0.30	0.55	0.32
(1996) per month				

Statistics released by the South African Institute of Race Relations in 2007¹² appear to correlate well with these studies. Cumulatively, the data by the Institute revealed that during the period 1996 – 2005, poverty in South Africa worsened as more people fell into the underclass (table 2), there was a significant increase in the proportion of people living in relative poverty (tables 3 and 4) as well as a widening poverty gap (table 5).

Using the World Bank measure of less than \$1 a day as extreme poverty, the table below shows that both the percentage and the absolute number of people living in poverty in South Africa increased quite substantially between 1996 and 2005.

¹¹ Sourced from Leibbrandt, M. ; Poswell, L. ; Naidoo, P. ; Welch, M. & Woolard, I. (2004). Measuring Recent Changes in South African Inequality and Poverty Using 1996 and 2001 Census Data. CSSR Working Paper No. 84. Centre for Social Science Research. University of Cape Town.

¹² South African Institute of Race Relations. *South Africa Survey 2006/2007*.

Table 2

Number and Proportion of people living on less that \$1 day, 1996 – 2005 ¹³		
Year	Number	Proportion
1996	1 899 874	4.5%
1997	2 243 576	5.2%
1998	2 604 366	6.0%
1999	2 931 253	6.6%
2000	3 205 217	7.1%
2001	3 653 756	8.0%
2002	4 451 843	9.7%
2003	4 374 079	9.4%
2004	4 296 654	9.1%
2005	4 228 787	8.8%

In table 3 below, people in poverty are defined as those living in households with incomes less than the poverty income which ranges from R871 per month for one individual to R3 314 for a household of eight members or more in 2005.¹⁴ As can be deduced from the table there is a substantial increase of people across all race groups living in relative poverty. This correlates well with the proportion of people living in relative poverty by race in table 4. Significantly, the amount of whites living in relatively poverty doubled, representing a 100% increase over the ten year period. According to these statistics there was an increase in the poor from 40.5% in 1996 to 47% in 2005. Needless to say, the poverty gap has widened quite considerably (see table 5). Among the African race, the poverty gap increased from R16 677 million in 1996 to R35 726 million in 2005 but

¹³ Source: South African Institute of Race Relations. *South Africa Survey 2006/2007*.

¹⁴ Source: South African Institute of Race Relations. *South Africa Survey 2006/2007*.

statistically the biggest is among whites with a change of 177.8 % over the ten year period.

Table 3

Number of people living in relative poverty by race, 1996 – 2005 ¹⁵					
Year	African	Coloured	Indian	White	Total
1996	16 316 321	619 664	66 081	98 654	17 100 720
1997	17 448 746	663 386	70 756	123 930	18 306 819
1998	18 676 149	710 042	75 734	132 654	19 594 579
1999	19 514 473	741 934	79 118	138 601	20 474 127
2000	19 831 697	754 787	80 504	161 836	20 828 824
2001	20 640 781	786 394	83 872	190 318	21 701 364
2002	21 016 828	800 715	85 407	193 788	22 096 738
2003	20 957 036	798 447	85 167	193 237	22 033 887
2004	21 381 677	814 615	86 888	197 154	22 480 335
2005	21 389 782	815 154	86 945	197 289	22 489 170

Table 4¹⁶

Proportion of people living in relative poverty by race, 1996 – 2005					
Year	African	Coloured	Indian	White	Total
1996					
1997	50.3%	16.8%	6.2%	2.0%	40.5%
1998	52.9%	17.8%	6.6%	2.5%	42.7%
1999	55.6%	18.7%	6.9%	2.6%	45%
2000	57.1%	19.3%	7.2%	2.7%	46.3%
2001	57.1%	19.3%	7.2%	3.2%	46.9%
2002	58.5%	19.9%	7.4%	3.7%	47.7%
2003	58.6%	20.0%	7.5%	3.8%	47.9%
2004	57.6%	19.7%	7.4%	3.8%	47.2%
2005	57.9%	19.9%	7.5%	3.9%	47.5%
2006	57.2%	19.7%	7.5%	3.9%	47%

¹⁵ Source: South African Institute of Race Relations. *South Africa Survey 2006/2007*.

¹⁶ Source: South African Institute of Race Relations. *South Africa Survey 2006/2007*.

Table 5¹⁷

Poverty Gap, 1996 – 2005 (in millions of rands)					
	African	Coloured	Indian	White	Total
1996	16 677	618	56	176	17 527
1997	19 388	713	61	214	20 376
1998	22 168	816	70	256	23 310
1999	24 337	897	77	307	25 618
2000	25 504	940	81	328	26 852
2001	26 707	985	84	366	28 142
2002	28 650	1 057	91	392	30 189
2003	33 488	1 235	106	459	35 288
2004	34 216	1 262	108	469	36 055
2005	35 726	1 318	113	489	37 646

Levels of Inequality

There does however appear to be consensus on the rising levels of inequality in South Africa although the extent of such inequality varies from study to study. The gini coefficient¹⁸, perhaps the most widely used inequality measure which can vary in value from an egalitarian 0 to an inegalitarian 1, has steadily increased since 1994. It seemed to have peaked in 2001 to 0.73 from 0.68 in 1996. The Theil Index which allows for the measurement of inequality within and between groups has shown that although there has been a declining share of between-group inequality, inequality within race groups has increased.

¹⁷ Source: South African Institute of Race Relations. *South Africa Survey 2006/2007*.

¹⁸ The gini coefficient is measure of statistical dispersion. It is used as a measure of inequality of income distribution or wealth distribution. A low gini coefficient reflects more equal incomes whereas a high gini coefficient indicated greater unequal wealth distribution.

Table 6: Measure of Inequality

Year	Coefficient	Year	Coefficient
1993	0.672	2000	0.672
1994	0.665	2001	0.665
1995	0.674	2002	0.674
1996	0.678	2003	0.678
1997	0.674	2004	0.674
1998	0.683	2005	0.683
1999	0.685	2006	0.685

The study by Whiteford and van Seventer¹⁹ (2000) used 1975, 1991 and 1996 census data to show a longer run comparison of inequality in South Africa and revealed that within-group inequality has been increasing since 1975 whereas the opposite is true for between-group inequality. Leibbrandt²⁰ et al came to similar conclusions using data from the 1995 and 2001 Income and Expenditure surveys.

Table 7: Comparisons of inequality from 1975 – 2001 using the gini coefficient

	1975	1991	1996	1996	2001
	Whiteford and van Seventer			Leibbrandt	
African	0.47	0.62	0.66	0.62	0.66
Coloured	0.51	0.52	0.56	0.53	0.60
Indian/Asian	0.45	0.49	0.52	0.48	0.56
White	0.36	0.46	0.50	0.44	0.51
National	0.68	0.68	0.69	0.68	0.73

¹⁹ Whiteford, A. & van Seventer, D. (2000). Understanding Contemporary Household Inequality in South Africa. *Studies in Economics and Econometrics*. 24,3.

²⁰ Leibbrandt, M. ; Poswell, L. ; Naidoo, P. ; Welch, M. & Woolard, I. (2004). Measuring Recent Changes in South African Inequality and Poverty using 1996 and 2001 Census Data. *CSSR Working Paper No. 84*. Centre for Social Science Research. University of Cape Town.

Table 8: Inequality comparisons within and between population groups, using the Theil Index

	1975	1991	1996	1996	2001
	Whiteford and van Seventer		Leibbrandt		
Within-group	38%	58%	67%	57%	60%
Between-group	62%	42%	33%	43%	40%
Total Inequality	100%	100%	100%	100%	100%

The data above is startling evidence that there has hardly been any progress in reducing poverty and inequality in South Africa and this has a direct impact on the progressive realisation of economic and social rights enshrined in the Constitution. It is common cause that there is a strong relationship between poverty, inequality and unemployment in South Africa. The effects of unemployment on poverty are accentuated by the growth of an underclass that unfortunately faces few possibilities of escaping poverty. In addition, education has long been held as one of the key determinants of inequality in South Africa and the unequal distribution of education, both in quantity and quality, is viewed as contributing to inequality in labour market earnings – the subject of the next section.

Goal 2 and the Right to a Quality Education

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

Education is amongst the most basic constitutional rights to which every South African is entitled. However, besides unemployment, it can be argued that education is the second immediate cause of income poverty and inequality. For example, a study by Lam in 1999 cogently showed a nexus

between South Africa's inequality in income distribution and the differential rates of the returns to education and unequal grade attainment.²¹ The quality of education that equips learners with the academic and cognitive skills necessary for either higher education or the world of work are critical to the alleviation of poverty and inequality.

According to the mid-term report, 98% of 7 – 13 year old children attended education institutions in 2006 and 98% of 18 year old completed grade 7 and above in 2006. This is corroborated in the General Household Survey conducted by Statistics South Africa.

Table 9: Attendance at education institutions of 7 – 13 year olds, 2002 -2006

	2002	2003	2004	2005	2006
Male	96.41	96.92	97.93	98.06	97.92
Female	97.05	97.87	98.53	98.37	98.42
Total	96.72	97.36	98.21	98.21	98.16
GPI	1.01	1.01	1.01	1.01	1.01

This effectively translates into meeting the goal of achieving universal primary education by 2015. Increasing access to education is always a useful point of departure but that cannot on its own lead to the progressive realisation of the right. Such realisation should have at its core the improvement of the capabilities of the rights holders to the extent that they can play a meaningful role in society. To that extent the quality of schooling is imperative to the quality of skills in every aspect of socio-economic life and universal access to education becomes meaningless without sufficient

²¹ Lam, D. (1999). *Generating Extreme Inequality: Schooling, Earnings, and Intergenerational Transmission of Human Capital in South Africa and Brazil. Research Report No. 99 - 439.* Population Studies Centre: University of Michigan.

standards of quality. Concerns abound in South Africa that increased access has come at the expense of quality and these concerns are not without merit when examining the competencies of learners in various grades as well as the Senior Certificate results.

In respect of the latter, the pass rate for the Senior Certificate declined since 2004. In 2006, the official pass rate was 66.5% with only 16.2% achieving an endorsement. The Senior Certificate results in 2007 showed a further decline with a 65.3% pass rate and an endorsement rate of only 15.1%. Table 9 and figures 2 and 3 below show the matriculation results from 1999 to 2007. Although there is definite improvement from the results of 1999, the statistics do not explain the full extent of the array of problems in the education. A cursory review of the statistics shows a dramatic improvement in the pass rate from 1999 – 2003. Within that four year period, the pass rate increased by 24 percentage points. However, there has not been a corresponding increase in the exemption rate. In that same period, the exemption rate increased by a modest 6.1 percentage points.

Table 9: Government Matriculation Results 1999 -2007

Year	Candidates	Pass	%	Exemption	%
1999	511 159	249 831	48.9%	63 735	12.5%
2000	489 941	283 294	57.8%	67 707	13.8%
2001	449 371	277 206	61.7%	68 626	15.3%
2002	443 821	305 774	68.9%	75 048	16.9%
2003	440 821	322 492	73.2%	82 010	18.6%
2004	467 985	330 717	70.7%	85 117	18.2%
2005	508 363	347 184	68.3%	86 531	17%
2006	528 535	351 503	66.5%	85 830	16.2%
2007	591 251	386 051	65.3%	89 378	15.1%

Figure 2: Senior Certificate Results: 1999 - 2007

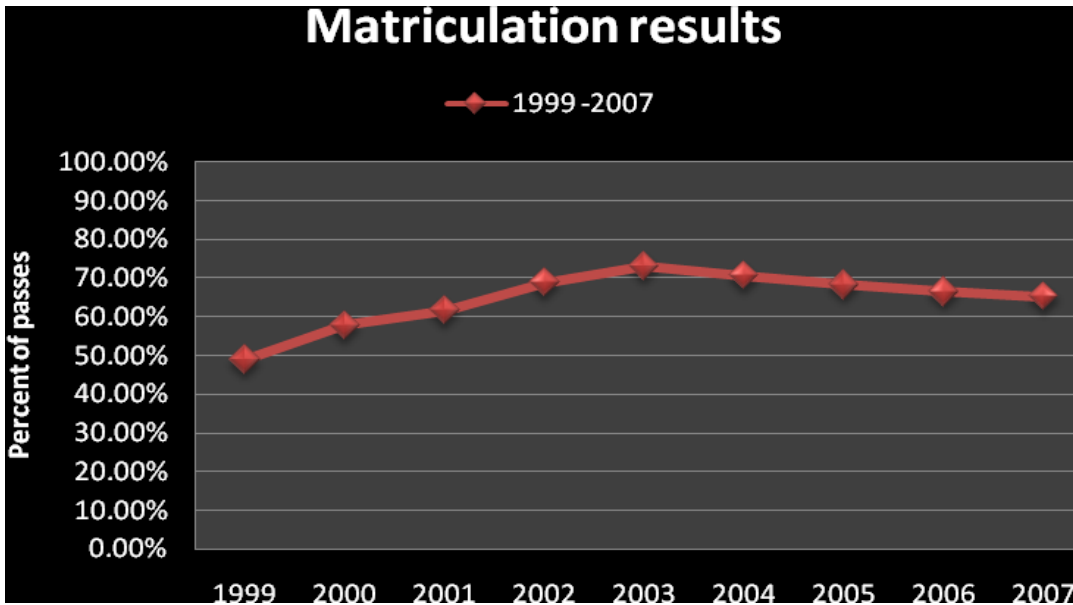
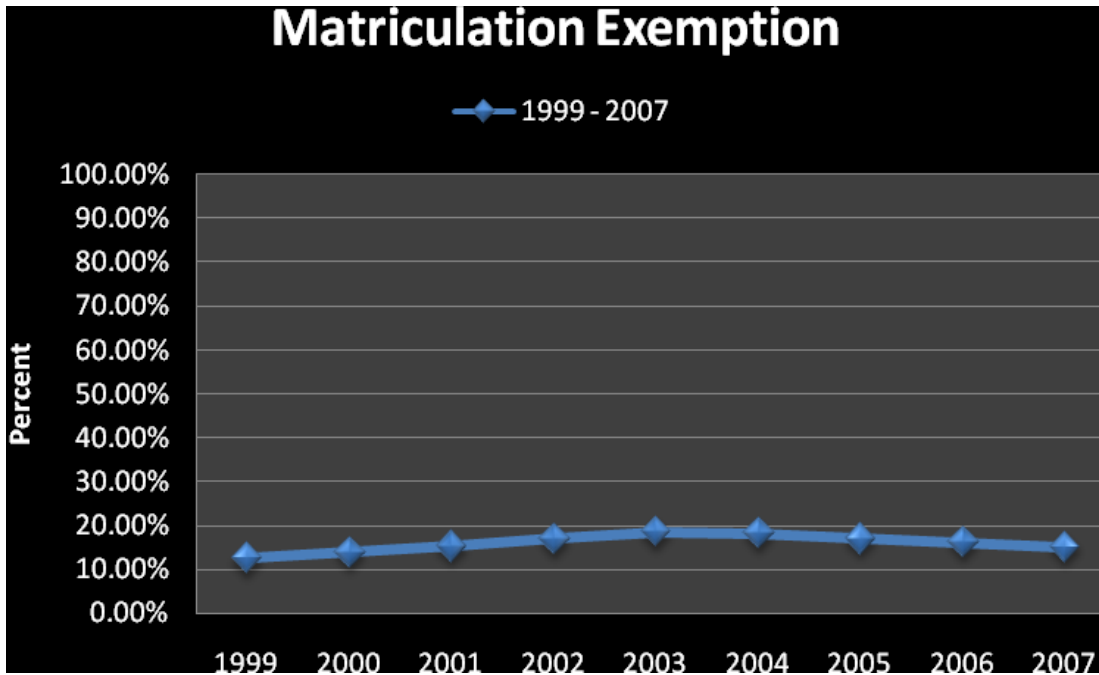


Figure 3: Matriculation Exemption: 1999 - 2007



The high spike in the pass rate seems highly anomalous especially given the past inequities in education. The government attributed the turnaround to its National Monitoring Forum, the aim of which was to coordinate the improvement in the Senior Certificate exam results. However, there was still much scepticism around the upward trajectory of the Senior Certificate results with many believing that the positive trend represented nothing more than "imaginative statistics". In response to such concerns, Umalusi commissioned a research project to investigate the results and evaluated question papers from 1992 to 2003 in Mathematics, Physical Science, Biology, History, English Second Language and English First Language.²²

The purpose of the evaluation was to determine whether a drop in standards had occurred and question papers were rated using a three point likert scale. The scale is as follows:

- Level One – Indicated the simplest and most basic question types and/or knowledge required to answer them.
- Level two – Indicated questions of average difficulty.
- Level three – Indicated questions of more sophisticated linguistic, literary and general knowledge.

In respect of English Second language it was found that between 2001 and 2003 the paper had become easier as the number of level one questions increased and questions that required a higher level of understanding declined. English First Language was no different as the comparison between the 1999 and 2003 papers set by the Gauteng Education Department revealed a "*decline in the cognitive challenge in the language paper ...*".²³ In the Biology paper the evaluation team found the practice was to set a larger

²² Taylor, N. (2006). Accountability and Support in School Development in South Africa. *JET Education Services*. Paper presented to 4th Sub-regional Conference on Assessment on Education.

²³ Taylor, N. (2006). Accountability and Support in School Development in South Africa. *JET Education Services*. Paper presented to 4th Sub-regional Conference on Assessment on Education.

number of questions containing fewer marks, the consequence of which was a superficial coverage of the subject content. This meant that the learner's insight and in-depth knowledge of the subject was hardly tested. The trend was also observed in the History paper in which critical and analytical thinking skills were not tested. The evaluation team therefore noted that the marks received in 2003 were boosted unjustifiably. In Mathematics, lateral and logical skills were superficially tested as the evaluation team noted a "*dramatic decline*" in the level of sophisticated questions designed to challenge the learner's problem solving ability.

In conclusion, the upward trajectory of the Senior Certificate results, especially between 1999 and 2003, can be explained in respect of easier papers being set that did not test the academic and generic cognitive competencies of learners. It is therefore uncertain what skills are associated with an attainment of a Senior Certificate and many studies in South Africa have shown that many learners who enter institutions of higher learning do not have the academic, cognitive and personal competencies to cope with the rigours of higher education studies. Such evidence proves that the quality of education received has been unduly compromised. What makes matters even more worrying is the weak correlation between the grades in which learners are enrolled and their scores in numeracy and literacy tests.²⁴ This is exacerbated when learners are promoted to higher grades without achieving the necessary cognitive skills. The Trends in International Mathematics and Science Study in 2003, in which South Africa was ranked very poorly among participating countries, is illustrative of deteriorating quality in education.²⁵ In the study South African grade eight learners

²⁴ Seekings, J. (2007). Poverty and Inequality after Apartheid. *CCSR Working Paper No. 200*. Centre for Social Science Research: University of Cape Town.

²⁵ Reddy, V. (2006). *Mathematics and Science Achievement at South African Schools in TIMSS 2003*. Human Sciences Research Council Press: Pretoria.

performed worse than their counterparts in every other country that participated.

Goal 4: Reduce Child Mortality

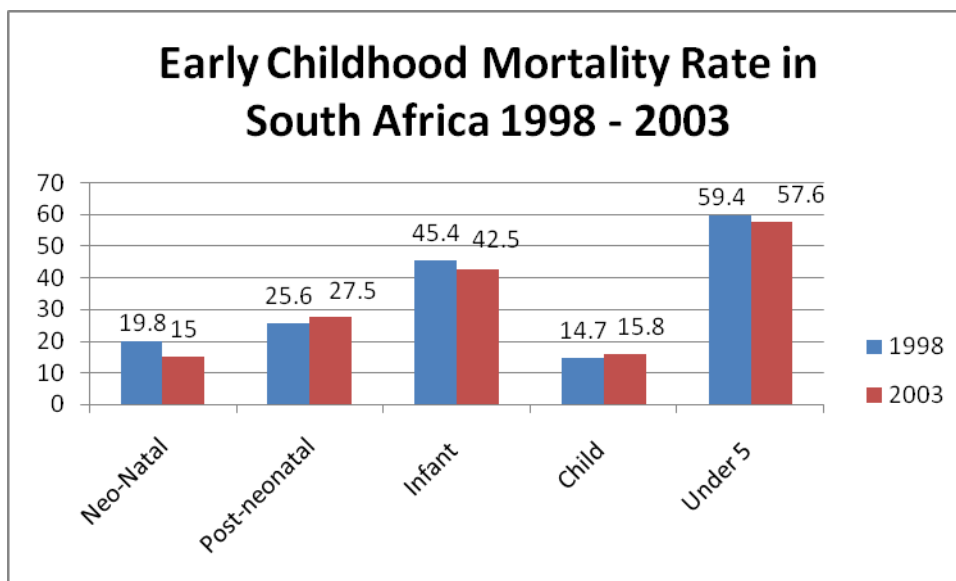
Target 5: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate

The assessment indicators for meeting the goal of reducing child mortality are under-five mortality rate, infant mortality rate and proportion of one year old children immunised against measles. For South Africa this means the reduction of the under-five mortality rate to 20 per 1000 live births by 2015 and the National Department of Health's objectives in respect of these indicators are to reduce neo-natal mortality rate from 20 to 14 per 1000 live births and to ensure that the national infant mortality rate does not exceed 45 per 1000 live births.²⁶

Mortality and morbidity trends in South Africa have been dominated by the HIV pandemic and estimates are that it has increased the child mortality rate in South Africa. However, reliable data is difficult to obtain and as a result there are often variances in the data. In respect of infant and child mortality, the mid-term report highlighted that the under-five mortality decreased from 59.4% in 1998 to 57.6% in 2003. The statistics also revealed a reduction in the infant mortality rate but an increase of 1.1% of child mortality rate during the same period.

²⁶ South Africa Millennium Development Goals, Mid-term Country Report. September 2007. p. 23

Figure 4: Early Childhood Mortality Rate in South Africa 1998 - 2003



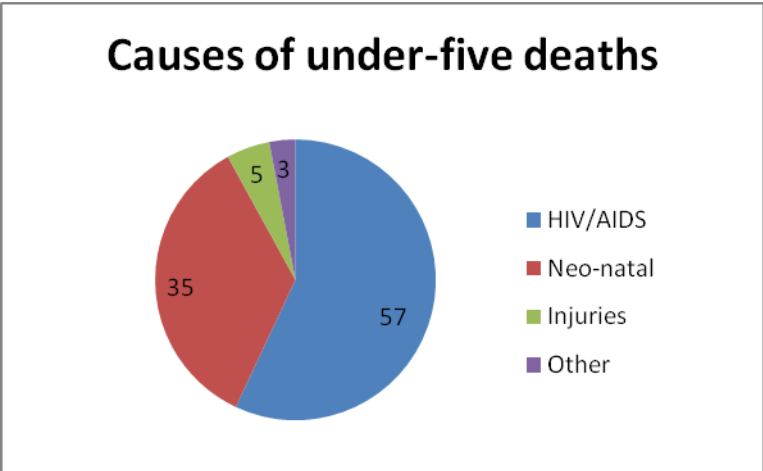
The reduction is attributed to the various interventions within the health sector including the expansion of school health services, the Integrated Management of Childhood Illnesses as well as the provision of free basic services. According to the National Department of Health's annual report 2007/2008, 71% of health care providers of health facilities across the country were trained in the IMCI strategy.²⁷ The Household and Community Component of IMCI also increased from 72% to 84% during the reporting period. In respect of Vitamin A supplementation, the annual report boasts of 100% coverage of children aged 6 - 12 months. However, the coverage for children aged 13 to 60 months is only 25%. The impression that one gets from both the annual report and the mid-term review is that although there are challenges the shift is in the right direction. This view is however not shared with the 2008 Countdown to 2015 report published by the United Nations Children's Fund.²⁸ The report specifically assesses the progress of 69 countries in respect of goals 4 and 5 of the Millennium Development Goals.

²⁷ Department of Health – Annual Report 2007/2008

²⁸ United Nations Children's Fund. (2008). Countdown to 2015. *Tracking Progress in Maternal, New Born & Child Survival*. The 2008 Report, v 2.

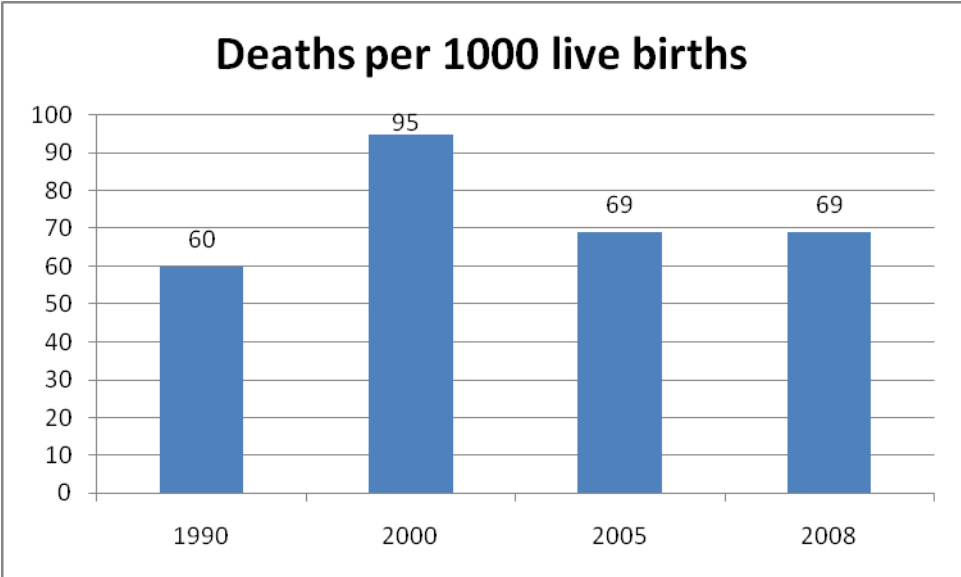
The report showed that South Africa's under-five child mortality rate did not decrease but has increased between 1990 and 2006 from 60 to 69 deaths per 1000 live births. According to the report, HIV/AIDS is responsible for 57% of all deaths followed by 35% attributed to neo-natal deaths.

Figure 5: Causes of under-five deaths



Data by the Health Systems Trust and Children's Institute provide a similar picture on the under-five mortality rate in South Africa with the rate peaking to 95 during 2000.

Figure 6: Under-five Mortality Rate



As the above data indicate South Africa has not made any progress in meeting Millenium Development Goal 4.

Immunisation Coverage

The immunisation coverage in South Africa has been one of the notable success stories with a consistent upward trend – although the data within government seems to vary. In the National Department of Health’s 2007/2008 Annual report an 83% national immunisation coverage was reported.²⁹ This is in contrast to the Presidency’s 2007 Development Indicators mid-term review that an immunisation coverage of 90.2% was already reached in 2005.³⁰

Table 11: Immunisation Coverage of children younger than one year³¹

Year	Immunisation Coverage
2001	79.5
2002	80.9
2003	81
2004	82.1
2007	83

Infant Mortality Rate

The infant mortality rate, together with the under-five mortality rate, is a good indicator of the health of children. Unfortunately in South Africa the data points to an increase in infant deaths. This is not surprising given the

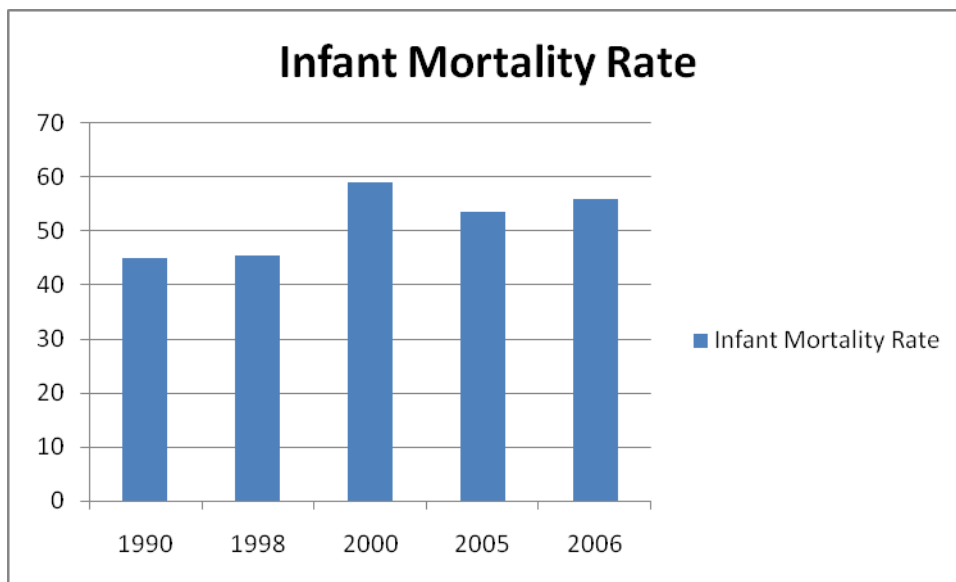
²⁹ Department of Health. Annual Report 2007/08.

³⁰ The Presidency of the Republic of South Africa. (2007). Development Indicators mid-term review.

³¹ Source: Data from 2001 – 2004 was sourced from the Children’s Institute, University of Cape Town. The data for 2007 was sourced from the Department of Health Annual Report, 2007/08.

increase in the under-five mortality rate. Data by the Health Systems Trust as well as the 2008 Countdown to 2015 report point to a lack of progress and in fact shows a negative reduction.

Figure 7: Infant Mortality Rate³²

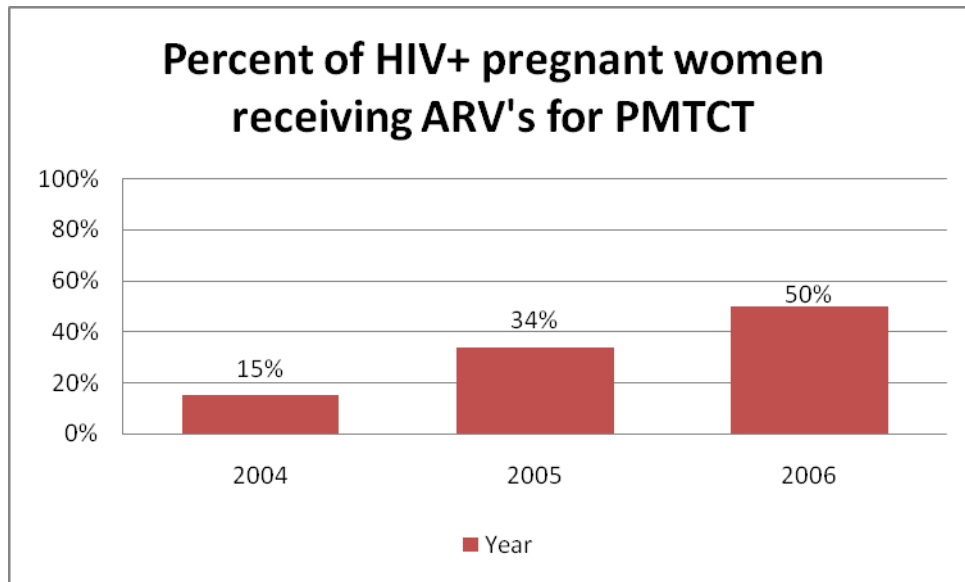


Conclusion

The data does not bode well for meeting the target by 2015 despite the successful progress in the immunisation coverage. It further points to the lack of progress in realisation of the rights of the child. The two main causes of child mortality are HIV/AIDS and neo-natal deaths. In respect of the former, despite the roll out of the prevention of mother-to-child transmission of HIV (PMTCT) programme, the percentage is still much too low and there is very little data to assess its impact. The figure below shows an increase in the percentage of HIV+ pregnant women receiving ARVs to prevent mother-to-child transmission, but 50% for 2006 is unacceptably low.

³² Data from 2001 – 2005 sourced from Health Systems Trust. Data for 2006 obtained from the Countdown to 2015 report.

Figure 8: Prevention of mother-to-child transmission of HIV³³



In respect of the latter, deaths during the neo-natal period are due to three main reasons: complications of pre-term birth, infections and asphyxia. The Child Healthcare Problem Identification Programme reported that most of the cases of asphyxia can be prevented through improved care during childbirth.³⁴

³³ Data obtained from Countdown to 2015 Report.

³⁴ Child HealthCare Problem Identification Programme. (2008). Every Death Counts: Saving the lives of mothers, babies and children in South Africa.

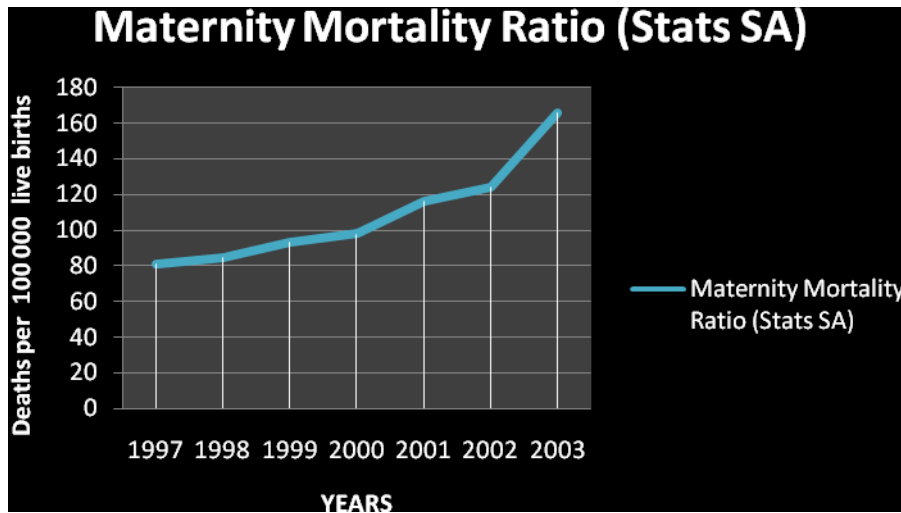
Goal 5: Improve Maternal Health

Target 6: Reduce by three-quarters, between 1990 and 2015, the maternal mortality rate

The indicators attached to such a reduction is the maternal mortality ratio and the proportion of births attended by skilled personnel. The maternal mortality ratio (MMR) is a key indicator as it measures the well-being of mothers. The mid-term report is suggestive that South Africa is *“on track to decreasing MMR over time.”*³⁵ In this instance, the report compared the MMR data of 1998 which was collected by the South African District Health Survey and the 2002 data collected by Statistics South Africa and declared a decrease. The data for the surveys were 150/100 000 and 124/100 000 respectively. In contrast though, the government’s own Development Indicators Mid-term Review in 2007 admits that the maternity mortality ratio *“... has more than doubled between 1998 and 2003”*. Using data from Statistics South Africa the report noted a dramatic increase in the ratio from 80.69 in 1997 to 165.50 in 2003.

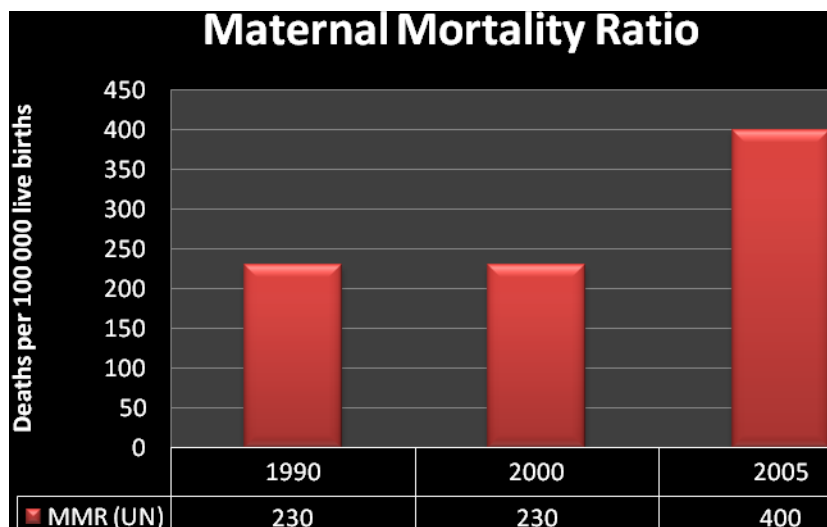
³⁵ South Africa Millennium Development Goals Mid-term Country Report, September 2007.

Figure 9: Statistics South Africa Estimates of Maternal Mortality Ratio



The data by Statistics South Africa may very well be a gross underestimation if one compares the data from other sources. The World Health Organisation estimated in 2000 that the maternal mortality ratio in South Africa was 230. Five years later, according to the 2008 Countdown 2015 report, the ratio had increased to 400.

Figure 10: UN Estimates of Maternal Mortality Ratio



Conclusion

Although much has to be done about improving the reliability of the collection of statistical data, one can deduce with a fair degree of confidence that both child mortality and the maternal mortality ratio have increased quite significantly since the mid 1990's. The Human Development Index is always a good measure of the well-being of a nation and the available data suggests a declining HDI. South Africa's declining HDI meant that its global rank slipped from 90th in 1994 to 121st in 2004 and 2005 out of 177 countries. Its HDI value for 2005 was 0.674. Equally alarming is South Africa's global rank in respect of life expectancy which fell from 150th in 2003 to 157th in 2005. In 2005 life expectancy was estimated at 50.8 years. According to Every Death Counts, the five biggest health challenges causing the deaths of mothers, babies and children are pregnancy and childbirth complications; newborn illness; childhood illness; HIV/AIDS and malnutrition.

The report proposed the following interventions:

Challenge	Intervention
Pregnancy & childbirth	<ul style="list-style-type: none">▪ Empowerment of mothers, knowledge of danger signs, family planning.▪ Basic package of antenatal care including birth preparedness, rhesus testing & STI infection.▪ Counseling on maternal and newborn danger signs, immediate breastfeeding or appropriate feeding.
Newborn illness	<ul style="list-style-type: none">▪ Routine care for all newborns including PMTCT (where indicated) and infant feeding counseling and support.▪ Management of birth asphyxia (including neonatal resuscitation)▪ Care of preterm babies

	<p>(including Kangaroo Mother Care)</p> <ul style="list-style-type: none"> ▪ Appropriate treatment of infection and other neonatal complications
Childhood illness	<ul style="list-style-type: none"> ▪ Growth monitoring and promotion, immunisations ▪ Injury prevention ▪ Oral rehydration therapy ▪ Pneumonia, diarrhea and neonatal sepsis case management ▪ Care of HIV infected children
HIV/AIDS	<ul style="list-style-type: none"> ▪ Prevention of HIV infection including dual protection ▪ Provider-initiated testing for pregnant women, and if HIV positive, then ART to prevent mother-to-child transmission of HIV ▪ ART for mother where indicated ▪ Support for exclusive breastfeeding or alternative appropriate feeding choices ▪ Testing of HIV-exposed infants at six weeks and cotrimoxazole ▪ Care and treatment for HIV-infected children
Malnutrition	<ul style="list-style-type: none"> ▪ Promotion of healthy diet ▪ Support for exclusive breastfeeding or alternative appropriate feeding choices ▪ Vitamin A supplementation ▪ Prevention and treatment of children with HIV & AIDS

Goal 6: Combat HIV/AIDs, malaria and other diseases

Target: To have halted by 2015 and begin to reverse the spread of HIV/AIDS. To have halted by 2015, and begin to reverse the incidence of malaria and other diseases.

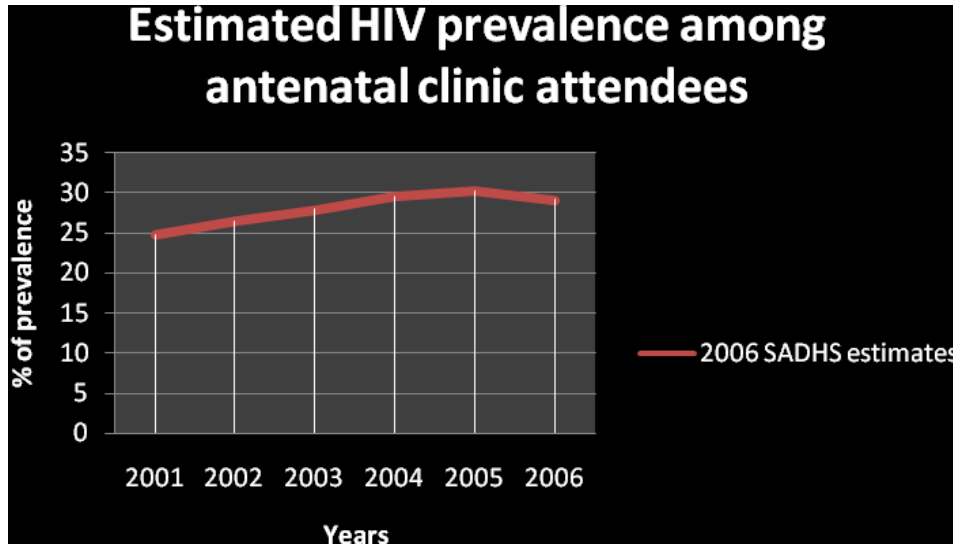
In 2006 approximately two thirds of all adults and children with HIV globally lived in sub-Saharan Africa and one third of all people with HIV globally lived in Southern Africa.³⁶ In South Africa it is estimated that 5.5 million people, including 240 000 children younger than 15 years were living with HIV in 2005.³⁷ Although the mid-term report and the Development Indicators Mid-term Review suggest that the indicators show signs that the HIV prevalence rate has stabilised, it is perhaps too premature to pronounce that South Africa has reached a plateau. Rather, what is required is a more thorough interrogation of the data, its reliability and its classification.

According to the South African Department of Health National HIV and Syphilis Sero-prevalence Survey, approximately 29.1% of pregnant women were living with HIV in 2006. This represents a one percentage point decrease from 2005.

³⁶ UNAIDS. (2006). AIDS Epidemic Update. Joint United Nations Programme on HIV/AIDS and World Health Organisation. Geneva: Switzerland.

³⁷ UNAIDS. (2006). AIDS Epidemic Update. Joint United Nations Programme on HIV/AIDS and World Health Organisation. Geneva: Switzerland.

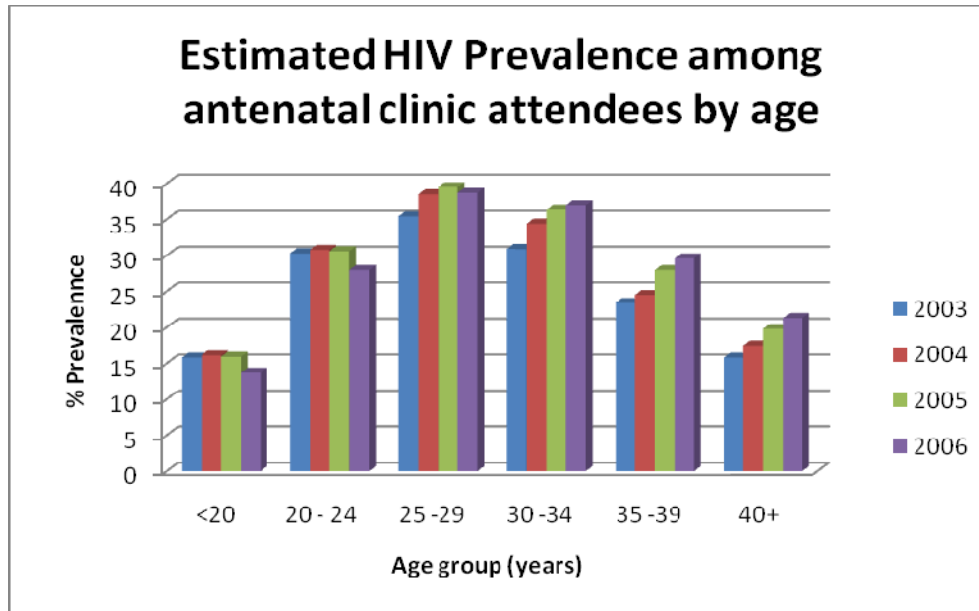
Figure 11: Estimated HIV prevalence among antenatal clinic attendees



The prevalence among young people may be stabilising as the 2006 survey showed a decline in the rate among teenage girls from 15.9% in 2005 to 13.7% in 2006 and relative equilibrium at around 28 -31% for the 20 – 24 year old age category.

Figure 12: Estimated HIV prevalence among antenatal clinic attendees by age³⁸

³⁸ Data sourced from: Department of Health. (2007). National HIV and syphilis antenatal sero-prevalence survey in South Africa: 2007.



As stated earlier in this section, one must err on the side of caution in making inferences that South Africa has turned the corner in respect of the prevalence rates. The 2007/2008 Development Bank of South Africa (DBSA) statistics reveal that 2 million more South Africans are infected with HIV than the government estimated. In terms of the data, more than 7.6 million South Africans are HIV positive. Some of the most important statistics revealed by the DBSA are:

- 7.6 million people are HIV positive.
- More than 27% of men and women aged between 20 and 64 are HIV positive.
- More than 92 000 babies have been infected, either directly or through mother's milk, in the past year.
- The total number of AIDS sick by mid-2007 was 1 287 844.
- Nearly 722 000 people have died of AIDS-related diseases in the past year. The total since 2003 is approximately 3.7 million.
- In 2003, the accumulated total AIDS-related deaths was under 1 million.

- 1.2 million of the country's 1.49 million orphans have lost their parents to AIDS and the number is expected to increase by more than 360 000 in 2008.

Disproportionate rise in death rate and misclassification

South Africa's AIDS epidemic has now reached the stage where increasing numbers of people are dying and this is dramatically reflected in the mortality data. The latest mortality data from Statistics South Africa show that total deaths increased by 79% from 1997 – 2004 and 91% between 1997 and 2006.³⁹ Very alarming is the huge spike in deaths in the 25 – 49 age cohort which was recorded at 170%. In 1997, this age group accounted for only 29% of all deaths. These and other data show that between 1997 and 2004 the death rate among men aged 30 - 39 more than doubled and in the female age group 25-34, the death rate more than quadrupled.⁴⁰ However, the precise number of people who have succumbed to AIDS is not all that clear as the majority of deaths due to AIDS are often misclassified. In 2006, HIV was recorded as the cause of death in only 14,783 cases and this is a gross underestimate according to the Medical Research Council. The conclusion of a study by the Medical Research Council (MRC) on the death certificates for the 2000 – 2001 was that 61% of deaths related to HIV have been erroneously attributed to other causes. The MRC estimated that 336 000 people succumbed to AIDS between mid-2005 and mid-2006. The UNAIDS/WHO estimate that AIDS killed 350 000 people in South Africa in 2007.

³⁹ Statistics South Africa. (2008). *Mortality and cause of death in South Africa, 2006*.

⁴⁰ See also: Statistics South Africa. (2004). Adult mortality (age 15 - 64) on death notification data in South Africa: 1997 -2004.

GOAL 7: Ensure environmental sustainability

Target 9: Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources;

Target 10: Reduce by half the proportion of people without sustainable access to safe drinking water; and

Target 11: Achieve significant improvement in the lives of at least 100 million slum dwellers by 2020.

Environmental rights are enshrined in Section 24 of the South African Constitution, which provides that everyone has the right –

- (a) to an environment that is not harmful to their health or well-being; and
- (b) to have the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that -
 - (i) prevent pollution and ecological degradation;
 - (ii) promote conservation; and
 - (iii) secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.

National legislation, international agreements and national and regional policies and programmes have been implemented to give effect to these rights. South Africa is, however, a complex environment and there are various factors hindering environmental progress.

The flawed geographical planning of apartheid led to the majority of the country's population occupying only 13% of land, which resulted in severe degradation of the natural environment and the unsustainable use of

resources in these areas. In addition, the majority of the country's population had little or no access to basic services, including access to potable water and acceptable levels of sanitation. The difficulties detailed above, coupled with additional regional and international complexities, such as water shortages, food insecurity and climate change, means that South Africa has much work to do if it is to achieve the targets set out in Millennium Goal 7 by 2015. It is, however, imperative that quality delivery takes precedence over quantity and rapid service delivery.

The millennium development indicators are very specific and deal with the most pressing concerns relating to each target. For example, an indicator for target 9 is "Carbon dioxide emissions (per capita)," which deals only with measuring CO₂ as opposed to air quality in general.

TARGET 9: Integrate the principles of sustainable development into country policies and programs and reverse the loss of environmental resources

- *Proportion of land area covered by forests and ratio of area protected to maintain biological diversity to surface area*

One of the main approaches to protecting biodiversity directly is to protect the habitat of species. According to the South African State of Environment website "*South Africa has a long history of proclaiming conservation areas, however, the historic establishment of conservation areas was ad hoc, focussing on land with low agricultural potential or high tourism potential. The resultant conservation area network is therefore biased towards some ecosystems, and is far from wholly representative of the diversity of biomes and habitat types in the country.*"⁴¹

⁴¹ <http://soer.deat.gov.za/themes.aspx?m=415>.

South Africa has made much progress in improving governance for the protection and management of delineated terrestrial and marine conservation areas. Since 1994, South Africa has promulgated relevant legislation and implemented various management and conservation programmes with the aim of conservation of biodiversity and the protection of conservation areas. Relevant legislation includes the National Environmental Management Biodiversity Act, 10 of 2004, National Environmental Management Protected Areas Act, 57 of 2003, and the National Environmental Management Air Quality Act, 29 of 2004, all of which fall under the biodiversity and conservation branch of the Department of Environmental Affairs and Tourism. In addition, the Marine Living Resources Act, 18 of 1998, was promulgated, which aims to *"provide for the conservation of the marine ecosystem, the long-term sustainable utilisation of marine living resources and the orderly access to exploitation, utilisation and protection of certain marine living resources."*⁴²

Effective conservation, however, requires more than just demarcation of land for protection. A system of conservation for protected area "hotspots" linked to terrestrial and marine reserves, heritage sites and private land should be developed. In addition, protected areas should be linked to trans-frontier parks, protected areas should be safeguarded from the surrounding impacts of human settlements and industrial areas (where applicable) and conservation should also be carried out in consultation and participation with local communities, to ensure that these communities are not marginalised and further prevented from accessing resources. This will allow effective and sustainable management of protected areas.

⁴² Marine Living Resources Act, 18 of 1998, Department of Environmental Affairs and Tourism, Pretoria, South Africa.

While legislation and specific programmes for conservation do make provision for integrated planning, it is imperative that all efforts are monitored and that state of environment reporting is provided at a local level, to ensure that areas that are conserved remain healthy and are able to serve as an effective habitat to indigenous flora and fauna.

South Africa has set specific targets with regards to conservation. This specific aim is to increase the total area protected to maintain biodiversity to 10% by 2015.

Overall, the proportion of terrestrial and marine areas under protection increased between 1990 and 2007 from 5.3% to 6.1%. There was a 90% increase in the proportion of protected terrestrial land during this period and an increase of over 1000% in the proportion of marine areas protected during the same period.⁴³

Although the proportion of areas under protection has increased, less than 6% of terrestrial land is under protection. Of this protected land, most falls under a type one (formal statutory protected area) or a type two (less formal protected area such as a catchment area) conservation category. The proportion of type 3 (informal land-owner activities) conservation areas is very low. In addition, very few protected areas are sizeable pockets of land as most sized between 100km² and 10km².⁴⁴ Given that effective conservation requires sizable portions of land under protection linked to smaller pockets of land via corridors, it is unclear how effective current protected areas are in conserving biodiversity, apart from the more sizable nature reserves.

⁴³ <http://mdgs.un.org/unsd/mdg/Data.aspx>.

⁴⁴ <http://soer.deat.gov.za/themes.aspx?m=415>.

Targets and actual conservation is more apparent for forest areas, while targets and information on the protection of other biomes is rare. Protecting just one type of biome will result in the loss of biodiversity and ecosystem-diversity. The State of Environment website indicates that "*110 South African vegetation types out of 447 are not protected at all and only 67 vegetation types are adequately conserved.*" It also indicates that grassland types are not adequately conserved.

While 23% of South Africa's coastline is protected, only 9% of this is fully protected in terms of extraction and fishing. Furthermore, no coastal protected area extends further than 30 kilometres offshore.⁴⁵ It is clear that conserved marine areas do not adequately protect marine biodiversity.

Moving forward, South Africa will need to report more adequately, not only on the proportion of land under conservation, but on the state of the land and its effectiveness in conserving the country's biodiversity. More focus is needed on marine and coastal conservation to increase the proportion under full protection and like the terrestrial environment, provide more information on the state of coastal environments. A greater range of biomes should fall under protection to ensure that one biome is not favoured above others. This will ensure effective species conservation. Conservation has become synonymous with forest areas in South Africa and more awareness is needed on the benefits and need for conservation of grasslands, savannas and other biomes. The availability of funding is also important for conservation and management purposes and monitoring of all programmes to track progress and gaps. Finally, consultation with communities surrounding protected areas is essential to ensure that there is understanding and consensus on the need for conservation and the level of access that communities have to

⁴⁵ <http://soer.deat.gov.za>.

resources in the area. This will allow communities a sense of ownership and protection over the area.

Forestry

According to The United Nations site for Millennium Goals Indicators,⁴⁶ the proportion of land covered by forest in South Africa remained at 7.6% between 1990 and 2005. This lack of change or improvement in the proportion of forest land could be actual or reported as such due to the lack of monitoring and information in the forestry sector. Likewise, according to the Mid-term Country Report for South Africa, there were no forestry statistics available for reporting as Statistics South Africa was in the process of developing natural resources accounts.

- *Energy use per \$1 GDP, carbon dioxide emissions (per capita)*

South Africa has abundant energy and mineral resources, but still relies heavily on industry as a contributor to the growth of the economy. Manufacturing and mining sectors are large energy users. As a result, South Africa is noted for high levels of greenhouse gas emissions. The challenge that South Africa has is to sustain economic growth and supply of energy to industrial and domestic users, while reducing fossil fuel emissions and ensuring the long-term sustainable use of mineral and energy resources.

In 1988, governments concerned with global climate change formed the Intergovernmental Panel on Climate Change and subsequently tabled the United Nations Framework Convention on Climate Change (UNFCCC) in 1992 at the United Nations Conference on Environment and Development. The stated objective of the UNFCCC was to "*achieve stabilisation of the concentration of greenhouse gases in the atmosphere at a level that would*

⁴⁶ <http://mdgs.un.org/unsd/mdg/Data.aspx>.

*prevent dangerous anthropogenic interference with the climate system."*⁴⁷

South Africa ratified the United Nations Framework Convention on Climate Change (UNFCCC) in 1997 and became a signatory to the Kyoto Protocol in 2002. According to South Africa's Initial National Communication, carbon dioxide (CO₂) is the most significant greenhouse gas in South Africa, accounting for more than 80% of total emissions in both 1990 and 1994.

Listed as a non-annex 1 country, South Africa is not required to reduce its emissions of greenhouse gases and it is recognised that South Africa, as a developing country, needs to sustain economic growth. South Africa is, however, one of the world's top 15 carbon emitters and energy-intensive economy's, contributing heavily to greenhouse gas emissions at a continental level. According to the Department of Environmental Affairs and Tourism⁴⁸ "*South Africa's per capita emissions, is higher than those of China and India and exceeds the global average. Emission intensity (emissions per GDP) is also high compared with most developed and developing countries.*" For this reason, South Africa and the continent can only benefit from strategies geared towards cleaner-air technology limiting South Africa's reliance on coal for energy generation and ensuring that, with accelerated economic growth, carbon emissions remain in check.

Therefore, while immediate realisation of indicators 27 and 28 of target 9 is not expected, gradual progress is expected. There is no evidence, however, of any decrease in total emissions or per capita carbon emissions since 1994 and while it is likely that research on cleaner technologies is being conducted and awareness of the problem of climate change is increasing, implementation and change at a national level has been absent. Urgent

⁴⁷ Department of Environmental Affairs and Tourism (2004). *South African National Climate Change Response Strategy*, Pretoria, South Africa.

⁴⁸ <http://soer.deat.gov.za/indicator.aspx?m=612>.

attention is therefore required to reduce South Africa's dependence on coal for energy generation and intensify collaboration with the business sector and households to enable implementation of meaningful and intense strategies to reduce energy usage and carbon emissions. South Africa is also in a position to harness abundant renewable energy sources such as solar, wind and biomass, which it should exploit.

The lack of statistics on the country's energy sector is seen as an inhibiting factor to progress. In a report released in May 1996 commenting on South Africa's energy policies, the Organisation for Economic Co-operation and Development's (OECD's) International Energy Agency stated that the lack of good data was a major weakness in the energy policy-making process in South Africa. It also hindered transparency in the energy sector. As such, reports such as South Africa's mid-term progress report were not comprehensive and were unable to sufficiently track the country's progress in terms of target 9.

On a positive note, recent requests by the Department of Environmental Affairs and Tourism for the Carbon Disclosure Project⁴⁹ resulted in a 59% response rate by companies, above the 55% global average. This disclosure rate was higher (88%) for carbon-intensive companies. So while companies acknowledge the report mechanisms should improve, results from this project indicates the willingness of the business sector to collaborate with national government and relevant role-players to assist in reducing carbon emissions.

Overall, the way forward with regards to sustainable and environmentally-friendly energy production, is unclear. Eskom has recently postponed

⁴⁹ <http://www.nbi.org.za/welcome.php?pg=2&pgm=M&id=10921>.

indefinitely its R120 billion plan to build nuclear reactors, which would have enabled it to generate 20 000 megawatts of power by 2025.⁵⁰ The decision to halt nuclear development was based mainly on a lack of funding for the project. Nuclear energy would greatly reduce South Africa's reliance on coal for energy generation, but will result in additional burdens such as nuclear waste.

The White Paper on Energy Policy (1998) has committed the South African government to *"provide affordable and sustainable energy services that are focused on demand, and acknowledges that energy production and distribution should not only be sustainable but should lead to the improvement of living standards of all South Africans."*⁵¹

Similarly the Department of Minerals and Energy and the Department of Environmental Affairs and Tourism have developed energy-efficient strategies to decrease reliance on coal, reduce CO₂ emissions and develop clean-air technologies. In addition some South African cities are able to play a significant role at a local level. According to the South African State of the Environment Report, *"in South Africa, some cities are assessing their energy profile with a view to developing local energy strategies. This exercise aims to help local authorities to institutionalise sustainable energy approaches and guide practitioners within a framework that provides clear directives."*⁵²

It is therefore apparent that there has been research into and development on renewable energy. This option has not been considered completely viable to Eskom due to the initial outlay needed for construction and the unpredictable yield of energy from sources such as wind. In addition,

⁵⁰ <http://www.busrep.co.za/index.php?fSectionId=561&fArticleId=4749506>.

⁵¹ <http://soer.deat.gov.za>.

⁵² <http://soer.deat.gov.za>.

renewable energy plants generally require a power base that would be fired by coal or nuclear energy.

The initial financial outlay would, however, be required all power stations. And other than those reasons provided above, Eskom is very vague as to why it is not expanding on its renewable energy sources. As explained on the Eskom website under the *Micro-hydro power* section, "*Eskom has however concluded that microhydro is not a feasible option for South African circumstances. It is not economically viable at this stage.*"⁵³

Given then, that nuclear plans have been temporarily shelved, it is not likely that the level of CO₂ emissions in South Africa will decrease in the near future, unless Eskom decides to use the financial resources that would have been used for nuclear development for research on renewable energy and investment into renewable energy stations. This power generated from renewable sources could be used to supplement the energy generated from coal-fired power stations and reduce South Africa's carbon emissions to some extent. In the long-term, Eskom will need to partner with civil society and government to map a concrete sustainable way forward.

- *Consumption of ozone-depleting chlorofluorocarbons proportion of population using solid fuels*

Consumption of ozone-depleting chlorofluorocarbons has decreased steadily between 1990 and 2006, with an overall decrease of 97% during this period. Less than 20% of the population were using solid fuels by July 2008.

⁵³ www.eskom.co.za.

TARGET 10: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and sanitation

- *Proportion of population with sustainable access to an improved water source, urban and rural*

Of the targets set out under MDG 7, South Africa is most likely to meet target 10. According to the Mid-term Country Report for South Africa⁵⁴, the backlog of the provision of basic services to the population of South Africa has received much attention since 1994. As such, the percentage of households with access to water at equal or above the Reconstruction and Development Programme (RDP) standard, increased from 62% to 85%, this despite a 26% increase in the number of households in the country.⁵⁵ The report does not specify the difference in access between urban and rural areas of South Africa. Whether these statistics are accurate or not, is unclear. The United Nations site for Millennium Goals Indicators⁵⁶, however, reiterates the progress that South Africa has made in providing improved sources of drinking water to the country's population. Data from the site indicates that by 2006, 100% of all urban residents had access to an improved water source for drinking, while 82% of rural dwellers enjoyed the same benefit.

⁵⁴ United Nations Development Programme (2007). *South Africa Millennium Development Goals: Mid-Term Country Report*.

⁵⁵ United Nations Development Programme (2007). *South Africa Millennium Development Goals: Mid-Term Country Report*.

⁵⁶ <http://mdgs.un.org/unsd/mdg/Data.aspx>.

Table 12: Proportion of Households Lacking in Infrastructure or RDP-Acceptable Levels of Water between October 2001 and April 2008⁵⁷

Province	Oct 01 No Infra	Oct 01 Below RDP	April 08 No Infra	April 08 Below RDP
EC	32%	47%	10%	16%
FS	3%	15%	0%	1%
GP	2%	10%	1%	3%
KZN	22%	39%	9%	18%
LP	16%	43%	5%	20%
MP	10%	29%	3%	12%
NW	7%	28%	4%	11%
NC	4%	17%	2%	7%
WC	1%	8%	0%	2%
National	12%	26%	4%	10%

Statistics from the Department of Water Affairs and Forestry indicates that approximately 14% of residents in South Africa do not have access to appropriate infrastructure for water provision, or access to water which is of a level acceptable by RDP standards. This indicates a substantial improvement in water provision since 2001, where just over half the population had access to drinking water of an acceptable standard.

Further information is needed, however, on steps taken by local municipalities, national government and other managing agencies to ensure that water usage is sustainable, given that South Africa is a water-poor country and that globally, a water shortage is not unfathomable, with current levels of population growth.

⁵⁷ www.dwaf.gov.za.

Being a water-scarce country, South Africa's water resources will need to be used sustainably to ensure that the needs of water-users can be met without over harvesting groundwater. In addition, access to water should be more equitable as there is currently an uneven distribution of water resources. The South African State of Environment Report⁵⁸ indicates that at a base annual growth rate of 1.5% of the Gross Domestic Product, per annum water deficits will be substantial and steps need to be taken now to ensure adequate and sustainable water supply in the future. Given the uncertainty of the effects that climate change and other global transformations could have on water supplies, a cautionary approach is recommended and water conservation efforts need be enforced as soon as possible for household, industrial and business users. In addition, the construction of storage dams will assist in ensuring water security. Overall, "*[w]ater is not currently regarded as a limiting factor to economic growth.*" Water deficit figures are nonetheless difficult to predict and taking into account the "*potential effects of climate change, and allowing also for the fact that allocations for the ecological Reserve have not yet been fully implemented*" water resources should be carefully managed to ensure future availability and the protection of aquatic ecosystems and other habitats.

- *Proportion of population with access to improved sanitation*

The responsible and safe disposal of human waste helps to control the spread of disease and promotes a safe and healthy environment for households. According to the Mid-term Country Report for South Africa,⁵⁹ households with access to basic sanitation increased from 50% in 1994, to 71% in 2006. It is unclear, what is classified as *basic sanitation* and if this provision meets RDP standards. Information from the United Nations site for Millennium Goals Indicators showed that very little progress was made with

⁵⁸ <http://soer.deat.gov.za>.

⁵⁹ United Nations Development Programme (2007). *South Africa Millennium Development Goals: Mid-Term Country Report*.

regards to sanitation provision between 1990 and 2006 as only two-thirds of the country's urban population had access to proper sanitation and just half of the country's rural population had access to acceptable sanitation.

Table 13: Proportion of Households Lacking in RDP-Acceptable Levels of Sanitation between October 2001 and April 2008⁶⁰

Province	Oct 01 Below RDP	April 08 Below RDP
EC	58%	32%
FS	45%	33%
GP	18%	13%
KZN	48%	25%
LP	72%	53%
MP	53%	40%
NW	50%	35%
NC	33%	22%
WC	12%	6%
National	40%	25%

Statistics from the Department of Water Affairs and Forestry also indicated poor progress with regards to sanitation provision. As of April 2008, about 25% of all households in South Africa did not have access to sanitation that is of an acceptable level by RDP standards. This means that one-quarter of households are still using the bucket system, unventilated pit latrines or other methods below RDP standards to meet their sanitation needs. This proportion excludes the people that are experiencing housing problems.

⁶⁰ www.dwaf.gov.za.

It was also stated the Mid-term Country Report for South Africa, that progress was being towards eliminating the bucket system in established settlements by the end of June 2007. By April 2008, however, there were just over 23 000 households' still utilising buckets for sanitation purposes.

It is very clear from the results presented above that accelerated progress is needed to provide households with acceptable forms of sanitation, especially since sanitation is an important priority for the effective management of water resources. Without urgent intervention to intensify progress, South Africa will certainly not meet its sanitation targets and will compromise all efforts made at provision and management of water resources.

TARGET 11: Have achieved, by 2020, a significant improvement in the lives of at least 100 million slum dwellers

- *Proportion of households with access to secure tenure*

Due to the geographical planning of apartheid, most poor or poorly serviced areas tend to be situated on the outskirts of urban areas, know as peri-urban areas. For this reason, it is unlikely that inner-cities in South Africa house a substantial proportion of the population. Townships and informal settlements somewhat fit the description of a slum.

Therefore, the Mid-term Country Report on the Millennium Development Goals for South Africa includes the following types of settlements or dwellings as part of the definition of a slum:

- Sub-let inner city tenements (which often cannot be differentiated from a non-sublet dwelling);
- Informal dwellings in informal settlements;

- Backyard informal dwellings;
- Hostels; and
- Domestic workers' rooms.

According to, the United Nations Development Programme⁶¹ South Africa has set a target of providing housing for all; achieving access to land tenure eliminating slums altogether by 2015. In addition, it has pledged to increase the subsidisation for housing and increase the percentage of population with access to modern infrastructure, utilities and services during the same period.

According the Mid-term Country Report on the Millennium Development Goals for South Africa,⁶² with regards to providing dwellings with secure tenure for the poor, the Department of Housing indicated that approximately 2.4 million new houses were built with the assistance of a state subsidy, often on state-provided land, to house those without adequate housing between 1994 and 2006. There was no indication offered as to the percentage of slum dwellers remaining in the country of what proportion had been assisted since 1994. The United Nations site for Millennium Goals Indicators, however, provides information on the proportion of slum dwellers in South Africa as a percentage of the urban population. The site reports that 46% of South Africa's urban dwellers were living in slums in 1990, a proportion that decreased to 29% by 2005. Again, it is unclear if these results refer to inner-city dwellings, in which case peri-urban dwellings are omitted from the results.

⁶¹ UNDP. (2006). *Making Progress on Environmental Sustainability: Lessons and recommendations from a review of over 150 MDG country experiences*, United Nations.

⁶² United Nations Development Programme (2007). *South Africa Millennium Development Goals: Mid-Term Country Report*.

Table 13: Types of Housing per Province in 1996 and 2007⁶³

Types of housing by province, 1996 and 2007 (proportions) ^a								
Province	Formal ^b		Informal ^c		Traditional		Other ^d	
	1996	2007	1996	2007	1996	2007	1996	2007
EC	46.8%	54.7%	10.9%	8.0%	41.1%	36.7%	1.1%	0.6%
FS	62.5%	71.0%	26.0%	18.4%	10.2%	4.6%	1.3%	6.1%
Gau	73.9%	73.5%	23.8%	22.7%	0.7%	0.4%	1.6%	3.5%
KZN	55.3%	60.5%	11.2%	8.6%	32.0%	27.4%	1.5%	3.5%
Lim	62.0%	83.2%	4.9%	5.6%	31.8%	9.0%	1.4%	2.2%
Mpu	64.9%	77.0%	15.6%	11.7%	17.9%	7.0%	1.7%	4.3%
NW	69.5%	66.5%	22.1%	23.8%	7.0%	2.3%	1.3%	7.4%
NC	80.1%	80.4%	14.0%	10.5%	3.9%	4.3%	2.0%	4.5%
WC	81.3%	83.4%	16.6%	14.2%	0.9%	0.8%	1.2%	1.7%
SA	64.4%	70.6%	16.0%	14.4%	18.2%	11.7%	1.4%	3.3%

Source: 2007/08 Survey, p504

a The proportions for the provinces denote the percentage of that type of household out of all households in that province. The proportions for South Africa denote the percentage of that type of household out of the total number of households in the country. Thus in 2007 some 54.7% of all households in the Eastern Cape lived in formal dwellings. Similarly 70.6% of all South African households lived in formal dwellings.

b Formal refers to house/brick structure on separate stand or yard, flat in block of flats, town/cluster/semi-detached house, unit in retirement village, and a room/house/dwelling in backyard.

c Informal refers to dwelling/shack in backyard and not in backyard.

d This includes caravan/tent, hostels and compounds, and unspecified dwellings.

Housing statistics from a report on the website of the South African Institute for Race Relations, showed that the proportion of the population living in formal housing increased by just over 50% between 1996 and 2007. Although the above table shows a proportional decline in the number of informal houses, the actual number increased from 1.5 million to approximately 1.8 million during this period.⁶⁴ The number of traditional dwellings decreased during the same period.

Despite the increase in formal housing, there are, however, major challenges remaining in eradicating informal settlements in South Africa and providing acceptable forms of shelter for informal settlers. The mid-term progress

⁶³ http://www.sairr.org.za/sairr-today/news_item.2008-11-21.0078415165/?searchterm=housing.

⁶⁴ Jordon, B. (23/11/2008). Gateway Housing Project in Shambles. *The Times*.

report of South Africa fails to mention the impact of population growth and urbanisation on achieving this target. And housing backlogs are ever increasing. According to an article in *The Times*, the housing backlog in the Western Cape is growing by 12 000 to 18 000 per annum and between 1996 and 2001, the number of informal households increased by over 36 000.⁶⁵

In 2004, the Department of Housing launched a flagship project, as part of its Comprehensive Plan on Sustainable Human Settlements called the N2 Gateway Project. It was initiated in the Western Cape in an effort to eradicate informal settlements in the Joe Slovo shack settlement in Cape Town and alleviate the housing backlog in that province. The aim of this particular project was to build sustainable human settlements designed to uplift the standard of living of more than 100 000 residents of the City of Cape Town.⁶⁶ As a flagship project, it would also have been used as a model for similar developments in other provinces.

The project roll-out was planned in three phases, incorporating different types of housing settlements. These options firstly cater for those who depend on Government for shelter (700 subsidised units), secondly for those who can afford to rent affordable units close to economic amenities (705 rental units) and thirdly to assist those who earn between R3500 and R7500 per month to access an affordable bonded house with subsidy from Government (300 bondable housing units).⁶⁷

Despite its good intention, the project has been fraught with difficulties since its inception including a failure to meet most deadlines. Residents that were initially relocated from the Joe Slovo settlement area, to make way for the

⁶⁵ Jordon, B. (23/11/2008). Gateway Housing Project in Shambles. *The Times*.

⁶⁶ Moodley, S. (2005). Work on N2 Gateway Lead Project Begins, Department of Housing.

⁶⁷ Mabaya, M. (2007). Phase One Residence Must Pay Rent or Face Eviction Soon, Department of Housing.

development, were being housed in temporary relocation area that had access to little or no services and was further way from the city than their original settlement. The Department of Housing, in an explanation on Informal Housing Resettlements on their website states that *"The programme facilitates the structured upgrading of informal settlements. It applies to in situ upgrading of informal settlements as well as where communities are to be relocated for a variety of reasons. The programme entails extensive community consultation and participation, Emergency basic services provision, permanent services provision and security of tenure."*⁶⁸ Reports on the process, however, complain of little or no participation and consultation.⁶⁹

Once near completion, residents were allegedly given permission by Frank Martin, a Democratic Alliance councillor to move into the nearly-completed first phase of housing. These residents were then forcibly evicted from these houses since they were occupying the property illegally. Residents then relocated to an informal settlement on the pavement Symphony Way in Delft, where a small community of informal dwellings developed. Now authorities are threatening to evict these residents again on the grounds that they are occupying this land illegally and obstructing the road from use of delivery trucks and other vehicles. Although the Delft residents have been offered accommodation in a temporary settlement in a residential area, many refuse to move until they are provided with proper shelter, i.e. housing.

Residents remaining in the Joe Slovo settlement refused to relocate off the land and were subsequently involved in a court battle with the Department of Housing, who want the residents off the land to make way for the new

⁶⁸ <http://www.housing.gov.za/>.

⁶⁹ See <http://www.abahlali.org/node/2437> and http://www.sarpn.org.za/newsflash.php?news_id=8989.

housing development. Residents are opposed to the relocation on the basis that they have no assurance from the Department of Housing or City of Cape Town that they will be allowed to move back onto the land once the housing development is complete. As quoted in an article in the *Mail and Guardian*, "During phase one the original residents of Joe Slovo were promised that they would be re-housed in Langa once the development was finalised. However, with that phase completed, only one resident of 705 was given the opportunity to return."⁷⁰

Those residents who eventually relocated to phase one the N2 Gateway Housing settlement have laid complaints about the poor quality of the houses, cracks in the foundation and other structural faults in the development. The construction and management of the project was carried out by state-appointed Thubelisha Homes, whose services have been described as "a dismal failure, and received a tongue lashing from the Portfolio Committee on Housing."⁷¹ Residents have since refused to pay their rent until the faults are repaired, but again have been threatened with eviction by the Department of Housing, should they continue to default on payments.

The N2 Gateway Housing project has illustrated the great need for proper consultation and communication with communities. When a project of such a sensitive nature is initiated, communities need to be assured that they are not being marginalised like they were in the past. This assurance should preferably be made by the Department of Housing directly and not via a managing or development agent. When deadlines pass and promises are not delivered on, communities need to be reassured that projects are still on track but just delayed due to certain reasons. Finally, communities need to

⁷⁰ Joubert, P. (24 August 2008). Its Our Duty Not to be Silent. *Mail and Guardian*.

⁷¹ Jordon, B. (23/11/2008). Gateway Housing Project in Shambles. *The Times*.

know that they will eventually have proper shelter in which to live and bring up their families and it is the responsibility of the Department of Housing to consult with communities, work out options based on their income and needs. The Department should then provide surety to the communities that delivery promises will be met. As explained by Advocate Geoff Budlender in Jordon "*[t]oo many people in local, provincial and national government think that shacks are a problem and the solution is to demolish them, but one has to see shacks in a different light. They are a symptom of other problems – they are not themselves the problem.*" And again, rapid service delivery should not take precedence over quality service delivery as it is evident that this creates additional problems and distrust between communities, government departments and service providers.

The lack of sufficient reporting on the proportion of urban and peri-urban dwellers with access to secure tenure and basic services limits the ability for monitoring and overall limits the progress made by the country.

A reoccurring problem with monitoring progress in South Africa is the lack of current information. It is imperative for South Africa to improve reporting and the availability of data to enable government and civil society to track the progress in reaching the above targets and to assess the gaps in service delivery and programmes aimed at meeting this goal.

In addition, targets are being viewed in an isolated fashion, but relate to each other and to other global issues such as food security. Little or no mention is made of this.