# A Better Life for All?

# Fifteen Year Review of the
# Free State Provincial Government

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# 1. GENERAL OBSERVATIONS ABOUT THE FREE STATE PROVINCIAL GOVERNMENT

The effectiveness of the Free State Provincial Government in realising its mandate of providing a 'better life' for the residents of the Free State must be considered in relationship to the limits of the State. What can and what cannot be realistically expected from a provincial government?

There are two major observations in this regard:

- The first concerns the Free State Provincial Government as an institution. How does it govern? How well does it govern?
- The second concerns the ability of the Free State Provincial Government to have a positive impact on the lives of the residents in the Province.

In the South African context both these issues need to be answered in the context of the transition from apartheid rule to democratic government.

1. In the first decade of democracy in the Free State, as in the country at large, much of the work of government was aimed at government itself: integrating heterogeneous apartheid administrations, including absorbing homeland governments; building a more representative public service; expanding how and where the provincial government operated; and expanding infrastructure and service delivery.

As discussed in the Governance section of this report, the challenge of amalgamating fragmentary former homeland administrations with the Orange Free State Provincial Administration to produce a new, unitary provincial government was less onerous in the Free State than it was in other provinces – if only because the homeland areas were much smaller. The process of amalgamation was not, however, immune from the difficulties that accompanied regional transitions, including instances of departments supporting 'ghost workers' and the inheritance of '…divergent staff with different attitudes…' (DPSA 1997).

There have, however, been major challenges in the establishment of a provincial *government* as opposed simply to a provincial *administration*. Since 1994, provinces have been fully-fledged governments accountable to their citizens. In contrast to an administration that receives its mandate from another, higher tier of government – such that its functions are essentially technocratic – an elected tier of government must not simply establish the requisite instruments and procedures to get things done. It must develop priorities and it must plan in a way that respects the law and spirit of the constitution and that takes cognisance of the will of the citizens. Since 1994 this has meant the Free State creating ways of aligning the legislative and regulatory role of the Province with its administrative functions.

There are two aspects of governance that emerged during our interviews that are worth noting. In the first place, the Free State Provincial Government, especially under Premier Winkie Direko, innovated in the field of governance. The province was the first to introduce the cluster system – to provide for coordination and dialogue between and across government departments. In principle, it creates opportunities for departments to work cooperatively and to overcome their inherent tendency to operate in isolation. The

success of the system in the Free State is uneven (see the section on Governance as well as the section on the Economy). It largely depends on the ability of MEC's, heads of department and their staff to work together. Our interviews suggest that political competition between MEC's and/or HOD's sometimes mitigated against successful cooperation. On the other hand, when departments do work together all sorts of synergies are created.

The second major issue that emerged during interviews was the uneasy relationship between the provincial government and the African National Congress (ANC), the ruling party in the Free State. Despite the separation of party and state as a key principle of South Africa's constitution, the boundary between the provincial government and the ANC is a complicated one. In essence, there are two, parallel hierarchies functioning in the Free State – that of the provincial government and that of the ANC. There are situations where an official or a politician is relatively senior in the government system, yet relatively junior in the party rankings. Inversely, there are persons who are senior in the party and yet relatively junior in the government. Interviewees referred to instances where decisions made in government were sometimes, effectively, overturned in meetings of the party and/or where tensions and conflicts in the party infected relations between government personnel itself.

Apart from the institutional constraints on the provincial government, the Free State also faces complex social dynamics as well.

2. In the then Orange Free State, Thaba 'Nchu, QwaQwa and Botshabelo (originally intended to be included in QwaQwa but ultimately never transferred) were defined as homeland areas. After 1968 when no further 'black' urbanisation was allowed in Bloemfontein, Thaba 'Nchu (60km from Bloemfontein) served as a catchment area for migrants leaving rural areas. In the 1970's two further 'black areas were defined. QwaQwa was constituted as a 'self-governing territory' in 1974 and served as a catchment area for black people in the Northern Free State. After 1979, Botshabelo was established. In line with the apartheid government's project of dividing the black population on the basis of ethnicity, Botshabelo was allocated to Sesotho-speakers and Setswana-speakers were channelled to Thaba 'Nchu.

During this period, people leaving commercial farms (for whatever reason) were obliged to move to one of the three homeland areas, as did people black people entering the Orange Free State from any other province. The effect of apartheid's racial and spatial planning saw homeland populations increasing from 67 000 people in 1970 to more than 580 000 in 1991 (Marais and Pelser, p. 5).

Marais and Pelser summarise these developments:

- The proportion of black people in "white" Free State decreased from 95,2% in 1970 to 79% in 1985. The main reason for this was the channelling of black people away from white urban areas to the homelands. However, despite this decrease in percentage, the real number of black people in the Free State increased by more than 200 000 over the same period.
- During the same time, the proportion of black people residing in the "black" Free State increased from 4,8% to 21% of the total population.
- As a result of influx control, the proportion of black people in the urban "white" Free State only increased from 37,6% in 1970 to 39% in 1985. Despite the low

percentage increase, the increase in real numbers amounted to approximately 250 000 people (Marais and Pelser, p. 6).

What is important to note is that since the beginning of the democratic period the populations of the former homeland areas have been decreasing. The black population of former homeland areas in the Free State decreased from 581 607 in 1991 (26,2% of the Free State black population) to 556 591 or 25% of the Free State black population five years later. It further decreased to a total of 554 813 or 23,3 % in 2001. These demographic trends are probably a result of people choosing to move to the areas of greater economic opportunity.

It is not clear from this review that the provincial government has adequately factored these major social changes into its planning. This is noticeable, for example, in a contradiction between the Integrated Sustainable Rural Development Strategy (ISRDS) and the National Spatial Development Perspective (NSDP). One the one hand, the ISRDS suggests that investment should happen on the basis of poverty (zones of poverty). On the other, the NSDP suggests investing public funds on the basis of their ability to leverage economic growth. In the Free State former homeland areas are sites of urgent infrastructural need, yet they are not clearly places of economic opportunity. Indeed, it is necessary to raise the prospect of substantial investments going into places whose populations are consistently declining.

3. *Towards Fifteen Year Review,* a document released by the presidency's Policy Co-ordination and Advisory Services (PCAS), places South Africa's economic development during the period from 1994 to 2007 into two categories, namely; a decade of economic stabilisation; and a new era of maintaining economic growth and utilising the space created during the first decade to transform the economy of the country (PCAS, 2008). The period from 1994 to 2004 was marked by uncertainties as the national government was transforming the machinery of governance in a quest to stabilise the economy, while the period after 2004 is marked by concerns over maintenance of the economic growth and the attainment of redistributive and transformational imperatives in the country.

This is true also in the Free State-, as the province struggled to align its policies and programmes with the RDP's development mandate of creating a better life for all its citizens. Indeed, the period from 1994 to about 2004 in Free State saw not only an attempt to interpret the developmental mandate of the provincial government through drafting different policy documents, but also through the configuration and re-configuration of the departments directly responsible for the economic development and growth of the province.

These changes also testified to a provincial government grappling with perhaps the most difficult issue of all: how to overcome economic stagnation following from the decline of mining and manufacturing sectors in the province. The most important lesson learned by the Free State government has been the urgency to shift from the post-apartheid rhetoric of growth and development to an action-oriented policy development in order to curb the province's economic under-performance.

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Following the release of the Free State Development and Growth Strategy document, different departments have begun developing their own strategic documents and programmes of action in order to contribute to the economic development and growth of the province. What remains to be seen, however, is the impact of such policy and programme documents on the economy of the province. This is particularly the case given the fact that most, if not all, departments within the economic, employment and investment cluster of departments hardly have any assessment mechanism in place to monitor and evaluate the economic impact of their development initiatives on the economy of the province.

Overall, significant strides have been made by departments in the social cluster, to ensure that the ideal of a better life for all becomes a reality for most of the citizens of the province. While most of the initial effort post1994 focused on addressing the basics, in particular access to basic infrastructure and basic educational, social and health services, there is now recognition across the departments, of a need to take service delivery to the next level. Measures are in place, to ensure that concerns for both quantity and quality inform policy formulation and programme design. The Free State Poverty Alleviation Strategy is a case in point: its systemic approach, including a simultaneous focus on social, economic, health, education and demographic dimensions of poverty, is consistent with the province's coordinated approach to service delivery. It demonstrates an appreciation of the dynamic interconnectedness of service delivery issues. Significant challenges lay ahead however, including but not limited to some of the capacity issues at the level of local government. Also needing priority attention, and a challenge facing all three departments studied, is the continued disadvantage amongst rural communities.

It is important to note the severe financial constraints that the Free State Health department, like other Provincial health departments, is forced to work within. Given the scale of the epidemic in the Free State, the health department has been driven to roll-out an ambitious ARV campaign. Yet, at the same time, according to officials in the Free State, the department's budgetary allocation from Treasury has been consistently below the costs of providing health services. This has been compounded by the high rate of inflation for medicines and related goods and technologies (more than 4% higher than the average rate of inflation) as well as by the weak Rand that has increased the costs of imported medical goods.

Compounding matters, the shortage of nurses and other medical practitioners in the Province and across the country generally, has required health departments to offer an 'Occupation Specific Dispensation' to keep existing staff and attract new personnel. Although this salary supplement is supposed to be funded by Treasury, health officials report serious 'under-allocations' in this regard as well. The cumulative effect, especially in the Free State, is of departments operating large and growing overdrafts (Interview with Joan Mackenzie, Acting Senior Manager Strategic Information Management and Analysis Directorate:Free State Department of Health, 12/12/2008).

In the most recent Free State annual performance plan, several strategies are muted to 'contain' costs, including a turnaround strategy. Amongst these, is a plan to reduce and even stop certain services. In November 2007, the head of Free State's HIV programme, Dr Mvula Tshabalala, sent out an email saying the province had "an acute shortage of ARVs. This will lead to patients on treatment defaulting though no fault of their own. The only way to avoid this is by keeping the remaining ARVs for the exclusive use of those

on treatment already." Following this announcement Palesa Santho, head of pharmacy for the Free State ARV programme, informed Free State health officials: "You are the sites faced with an even worse situation whereby you have to turn patients away because of the present circumstances. The same patients who look at you as their last hope of life."

On 11 December 2008, the Volksblad, a local daily newspaper, reported some 170 medicines were out of stock at the Universitas Hospital in Bloemfontein. These included medicines to treat TB, asthma, epilepsy, high blood pressure and hypertension and some antibiotics.

Although some in the media and the Treatment Action Campaign have accused the Free State Provincial government of bad financial planning, the source of the problem seems to be the lack of funding for the ARV treatment programmes nationally. The irony is that this shortage may indicate, not that the provincial programme is failing, but rather that its roll-out plans have succeeded too well. Provision of ARV's has outstripped targets.

## 2. METHODOLOGICAL APPROACH

Access to the government departments in the Free State Provincial Government (FSPG) was facilitated and coordinated by the Offices of the Premier, Provincial Planning, Research and Monitoring. This included the identification of the first set of officials to be interviewed in each of the relevant departments. The research strategy was that insights from this first round of interviews, including access to the organogram of the departments, were to be used to identify additional participants for interviews, and potential projects for site visits.

This recruitment and site selection strategy worked well with some departments and less well with others. In the Department of Education, for example, where it was successful, the first interview -led to the identification of another senior official to interview within the provincial department. This second official was able to suggest locations for site visits, one within the urban surrounds of Bloemfontein and one in one of the remote districts of the province. Site selection was informed by a desire to ensure representivity of rural and urban communities. The researcher was also mindful of the concerns raised during the inception workshop of the research project, particularly class disparities in the province, and the potential for the uneven socio-economic landscape to skew findings. Both schools identified were in previously disadvantaged communities. The names of the two sites had come up during the first interview in the department, and had been raised by the interviewer during the second interview. The time spent with the district officials, travelling to and from the sites represented an opportunity for obtaining additional research data, as did the conversations with the staff at the sites visited. Further, the observational data obtained during site visits afforded the researcher an opportunity to get a first hand 'feel' of the locations, thereby providing a rich context within which to understand some of the claims made during interviews.

For the departments of Health and Social Development, this research strategy did not work as well. While additional senior participants were identified through the organogram of the Department of Health, several attempts to secure interviews with them, as well as to organise site visits, were unsuccessful. For the Department of Social Development, difficulties getting access to both the initial participant identified by the Office of the Premier and the organogram of the department hindered attempts to identify and secure appointments with further participants from the department. In the end, only one joint interview could be conducted, with both the initial participant and a second senior official present. Attempts to have separate interviews were also unsuccessful. Two projects were identified for site visits during the interview and the researcher was able to get some observational data, and have brief conversations with key project staff. Time constraints were such that the aim for urban-rural representivity could not be realised in this instance and both projects were within inner Bloemfontein. The rushed nature of the site visits also impacted on the researcher's ability to collect extensive enough data, both through observations and conversations with project staff.

In all cases where site visits occurred, management was phoned in advance and advised of the pending visit.

### Research Limitations

As is evident in the preceding discussion, varying degrees of access to both information and officials represented a particular research limitation within the cluster. This was not so much of a problem for the Department of Education. However, even for this department, the fact that senior district officials were present during interviews with local (school) staff would have impacted on the latter's ability to provide candid answers to questions. As indicated earlier, for the Department of Health, access to the more senior levels in the department could not be obtained. In the end, only one interview was held with a senior official. As a result, most of the insights obtained, while valuable, tended to focus on the official's area of responsibility and lacked an overall whole-department perspective. The data from this department thus lacks the richness that derives from a multiplicity of viewpoints. For the Department of Social Development, the combined interview, surprisingly, worked well enough in that the two officials were able to bounce ideas off each other, and to remind each other of projects, successes and challenges. The possible downside to the interview was that the two officials have a reporting relationship, and this possibly impacted on the dynamics and substance of the interaction.

### Generic Methodological Observations

It was explained to government officials, both during the inception workshop of the study, and at the beginning of the interviews that the purpose of the research project was **not** a performance review of specific departments or programmes, but rather, of the *overall effectiveness of the Free State Provincial Government in delivering on its mandate*. In spite of this explanation and a request to give an objective and balanced account of both successes and challenges, there was still a tendency for some participants to want to use the interview to showcase their department's, and/or unit's achievements, while downplaying any setbacks. Where and when setbacks could be acknowledged, they were often attributed to external factors beyond the control of the specific unit/department. The most popular external factors were 'budget constraints' and/or lack of capacity at the municipal level. It is of course difficult to work effectively in a resource strapped environment, it is also easy, however, and as pointed out to one participant, for this to be too convenient an explanation, and one that may limit people's capacity to think creatively about problems.

### Understanding of the Mandate

At the beginning of each interview with government officials, and before focusing on the department concerned, a number of broad questions, starting with the one below, were asked:

- *What is your understanding of the mandate of the provincial government?*

The assumption was that all senior government officials would be able to articulate the mandate fluently and without any need for prompting. It was interesting then that this was not necessarily the case. It seems as though the spontaneity and clarity with which an official was able to do so depended on political party affiliation. Those closely aligned to the ruling ANC party seemed to more readily 'own' the mandate, whereas others

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needed prompting to be able to talk to it. A couple of participants seemed irritated by the question, and either referred the researcher to 'readily available government literature' and/or the literature already forwarded to the Office of the Premier. Once restated for them however, the latter group of officials seemed able to engage in the conversation. What might be worth exploring for the provincial government, and perhaps for the national government, are the implications of this 'partial ownership' of the mandate including ways to ensure that senior officials, irrespective of political party affiliation, have some sense of connection to and ownership thereof.

A related factor here, and one that kept suggesting itself in various conversations, was the issue of the relationship between the ANC as a political party, and the executive arm of government. A picture soon emerged which showed that seniority and close ties with the ruling party were a source of power for some (which could be used and abused to achieve all sorts of ends). The lack of such ties was equally a source of much powerlessness for others, including some in senior leadership positions within the administration. The question then becomes: how robust can one be in providing leadership, when some of those who report to him/her, are his/her seniors and/or are more influential within the political party structures. What are the implications of this for effective policy implementation if, in addition to the previous point, a primary consideration for senior administrators is to 'tow the party line', albeit under the guise of being 'a disciplined member of the party'? What then of people's sense of professional and ethical integrity, if political considerations always reign supreme? What are the implications of this for service delivery?

There was also, as alluded to earlier, a tendency to attribute setbacks to the local government level. This tendency is a national phenomenon, and is not unique to the Free State province. There is a general feeling that the local government sphere, and municipalities in particular, are highly politicised contexts, and are the least resourced both financially and in terms of adequately qualified human resources. This is in spite of this being the sphere that is at the coal-face of service delivery. This contradiction needs further exploration: the suggestion that the sphere of government charged with implementation of what can easily be an 'impossible' task, is presumably the most dysfunctional, and yet the province is, according to official accounts, still able to do such amazing things. Perhaps more fundamentally, we need to explore what it means to assign such a complex task to the least capable sphere.

## 3. SOCIAL ATTITUDES SURVEY

### Sampling

A sample of 50 Enumeration Areas (EA) was drawn using stratified random sampling with geotype, and race as the stratification variables. In each visited EA, ten visiting points (stands) were selected using systematic sampling technique. One respondent from a household in each visiting point was then selected using the random numbers provided in the Kish Grid. The selection of the respondent involved listing all the household members aged 16 and above who slept in the particular household for 15 days out of 30 days and then used the Kish Grid to identify the respondent. If the selected person was not in the house at the time of the interview, an appointment was made for a revisit. The interviewer was allowed to replace the household only after three revisits failed to get the selected member. Under no circumstances was another member of the selected household be selected as a replacement.

### Development of Questionnaire

A questionnaire was developed with the objectives of the study in mind. The aim was to develop an instrument that would elicit sufficient information to enable the investigating team to assess the performance of the Free State Government and residents' perceptions of service delivery. The research team found it difficult to design questions that would differentiate between perceptions about services offered by the local municipalities and those offered by the Provincial Government. It was therefore decided that specific questions should be addressed to service offered by local government such water and sanitation, electricity, sewerage and refuse removal while others should be specific to health, education and social security grants which are the preserve of the Free State Provincial Government.

### Data collection

Maps of the sampled EAs were developed by the HSRC's GIS centre to provide easy access and the boundary of the EA. A field supervisor with a team of fieldworkers was appointed to oversee the data collection exercise. Training of the field team was conducted in Bloemfontein to ensure that they had a common understanding of the questions and to select the respondents in a consistent way.  All the competed questionnaires were received at the Centre for Socio-Economic Surveys in the HSRC for data capturing, cleaning and analysis.

### Description of the realised sample

The total sample realised for the study was 499 consisting of mostly of urban-formal dwellers (56%)  and women (62%).  Africans formed 75% of the sample while white and colouredoloured respondents formed 20% and 6% respectively. The two main mother tongue languages found in the Province are Sesotho (61%) and Afrikaans (20%). The age of the respondents was equally distributed at around 22% across the five categories

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except for the 60 years and over category which had the lowest proportion of respondents (14%). About 43% had completed matric while 32% had completed some secondary education.

The total monthly household income differed to the personal total monthly income which implied that some of those who participated in the study did not contribute to the household income. This is shown by 29% who indicated that they had no personal total monthly income compared only one percent who had no total monthly household income. As many as 49% of the respondents were involved in some form of employment compared to 32% who were unemployed. Details of these results are summarised in Tables 1a to 1i.

**Table 1a: Distribution of Respondents by Geotype**

| Geotype | Frequency | Percent |
|---|---|---|
| Rural_Formal | 80 | 16.0 |
| Tribal_Area | 70 | 14.0 |
| Urban_Formal | 279 | 55.9 |
| Urban_Informal | 70 | 14.0 |
| Total | 499 | 100.0 |

**Table 1b: Distribution of Respondents by Sex**

| **Sex of respondent** | Frequency | Percent |
|---|---|---|
| Male | 192 | 38.5 |
| Female | 307 | 61.5 |
| Total | 499 | 100.0 |

**Table 1c: Distribution of Respondents by Race**

| **Race** | Frequency | Percent |
|---|---|---|
| Black African | 372 | 74.7 |
| Coloured | 29 | 5.8 |
| White | 97 | 19.5 |
| Total | 498 | 100.0 |

**Table 1d: Distribution of Respondents by Mother tongue language**

| Main mother tongue | Frequency | Percent |
|---|---|---|
| Sesotho | 301 | 60.8 |
| Afrikaans | 115 | 23.2 |
| IsiXhosa | 39 | 7.9 |
| Other Languages | 40 | 8.1 |

**Table 1e: Distribution of Respondents by Employment status**

| Employment Status | Frequency | Percent |
|---|---|---|
| Unemployed | 155 | 32.0 |
| Employed(all forms) | 236 | 48.8 |
| Retired-Old age | 60 | 12.4 |
| Student | 33 | 6.8 |
| Total | 484 | 100.0 |

**Table 1f: Distribution of Respondents by Employment status**

| Age category | Frequency | Percent |
|---|---|---|
| 16-24 Years | 108 | 21.6 |
| 25-34 years | 100 | 20.0 |
| 35-44 years | 111 | 22.2 |
| 45-59 years | 112 | 22.4 |
| 60 & over | 68 | 13.6 |

**Table 1g: Distribution of Respondents by Level of education completed**

| Level of education completed | Frequency | Percent |
|---|---|---|
| No schooling | 28 | 5.7 |
| Lower primary (gr1-4) | 26 | 5.3 |
| upper primary (gr5-7) | 67 | 13.5 |
| Secondary (gr8-11) | 159 | 32.1 |
| Matric-gr12 | 119 | 24.0 |
| Post matric diploma | 64 | 12.9 |
| Degree and above | 30 | 6.1 |
| Don't know | 2 | 0.4 |
| Total | 495 | 100.0 |

**Table 1h: Distribution of Respondents by Employment status**

| Total monthly household income | Frequency | Percent |
|---|---|---|
| No income | 5 | 1.0 |
| R1 -R750 | 57 | 11.4 |
| R751 - R3 000 | 200 | 40 |
| R3001 - R10 000 | 102 | 20.4 |
| R10 000 + | 58 | 11.6 |
| Refuse to answer | 77 | 15.4 |
| Total | 499 | 100.0 |

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**Table 1i: Distribution of Respondents by Personal Total monthly income**

| Personal Total monthly income | Frequency | Percent |
|---|---|---|
| No income | 142 | 28.5 |
| R1 -R750 | 49 | 9.8 |
| 751 - R3 000 | 158 | 31.6 |
| R3001 - R10 000 | 79 | 15.8 |
| Over R10 00 | 17 | 3.4 |
| Refuse to answer | 54 | 10.8 |
| Total | 499 | 100.0 |

**What monthly income level would be considered to be minimal for one's household**

About 26% considered amounts up to R750 sufficient to meet their household needs while only 27% felt they needed over R5000 to meet their household needs. Asked to rate their current conditions, 58% were either happy or very happy while only one in four (25%) felt either not happy or not at all happy. These results are presented in Tables 2 and 3.

**Table 2: What monthly income level do you consider to be minimal for your household**

|  | Frequency | Percent |
|---|---|---|
| Up to 750 | 113 | 25.6 |
| 751-2500 | 79 | 17.9 |
| 2501-5000 | 132 | 29.9 |
| 5001-10000 | 75 | 17.0 |
| Over 10000 | 43 | 9.7 |
| Total | 442 | 100.0 |

**Table 3: Taking all things together, how happy do you think you are**

| Extent of happiness | Frequency | Percent |
|---|---|---|
| Very happy | 80 | 16.0 |
| Happy | 207 | 41.5 |
| Neither happy nor unhappy | 76 | 15.2 |
| Not happy | 89 | 17.8 |
| Not at all happy | 36 | 7.2 |
| Dont know | 6 | 1.2 |

| Extent of happiness | Frequency | Percent |
|---|---|---|
| Total | 494 | 99.0 |

## Democracy and Governance

Respondents were asked to select from a list provided in the questionnaire what they considered to be the three most important challenges facing the Free State Province. The four most important challenges facing Free State in order of importance were identified as: Unemployment (67%); Crime and safety (45%); HIV/AIDS (39%); and poverty (38%). There were differences among some demographic variables. Relative to the other categories, HIV/AIDS was the most important to urban informal respondents (50% N=70), unemployment to 91% (N=70) of respondents in the tribal areas, crime and safety to 52% of respondents in the urban formal areas. Compared by race the most important challenge among coloureds was HIV/AIDS (62%), unemployment was the biggest challenge among the black Africans (76%) and crime and safety was the biggest concern for white respondents (70%). Details of these results are summarised in Table 4.

**Table 4: Percentages of respondents by Most important challenges facing Free State Province**

| | Total |
|---|---|
| HIV/AIDS | 39.4% |
| Unemployment | 67.4% |
| Racism | 4.2% |
| Xenophobia | 4.4% |
| Crime and safety | 44.5% |
| Service provision/delivery | 18.1% |
| Affordable housing | 9.8% |
| Land reform issues | 3.4% |
| Human rights | 3.2% |
| Education | 10.3% |
| Economic and financial issues | 9.1% |
| Work-related issues | 4.6% |
| Family and youth issues | 3.2% |
| Religion and culture issues | 1.0% |
| Environmental issues | 1.8% |
| Political issues | 6.6% |
| Corruption | 21.7% |
| Poverty | 38.0% |

|       | Total |
|-------|-------|
| Total | 499   |

**Has life improved stayed the same or worsened?**

About one in every three respondents indicated that life has improved for most South Africans in the last five years while one in every five (20%) felt that life has got worse. The respondents were more positive about their personal situation with 35% indicating life has improved in the past. A summary of the results is presented in Table 5.

**Table 5: In the last 5 years has life improved, stayed the same or worsened (N=499)**

| In the last 5 years, has life improved | Improved | Stayed the same | Worsened | Don't Know |
|---|---|---|---|---|
|  | % | % | % | % |
| Most people in South Africa | 31.9 | 37.5 | 23.0 | 7.6 |
| You personally | 35.1 | 47.0 | 17.5 | 0.4 |
| Your family | 30.3 | 49.8 | 19.3 | 0.6 |
| Your community | 26.9 | 43.3 | 24.4 | 5.4 |
| You peers or friends | 33.3 | 40.7 | 20.2 | 5.8 |

There was optimism about the future with about 60% and 58% expecting life to improve for themselves and their families. A small proportion felt that their life would worsen in the future.

**Table 6: In the last 5 years, has life improved (N=499)**

|  | Improved | Stayed the same | Worsened | Don't Know |
|---|---|---|---|---|
| Will life improve in the next 5 years | % | % | % | % |
| Most people in South Africa | 54.3 | 26.7 | 10.4 | 8.6 |
| You personally | 60.4 | 28.7 | 6.6 | 4.2 |
| Your family | 58.4 | 29.0 | 7.8 | 4.8 |
| Your community | 52.8 | 27.1 | 10.2 | 9.8 |
| You peers or friends | 53.7 | 27.5 | 8.7 | 10.1 |

**Extent of trust of some key Institutions in South Africa**

The local churches were the most trusted by the majority with 83% indicating that they strongly trusted or simply trusted them. This was followed by big business (69%), SABC (67%), and Dept of Defence (66%). Among institutions in the Free State, the Free State police (59%) was the most trusted followed by the provincial government (56%), and the provincial parliament (53%). However, proportion of respondents who trusted the Free State police was lower than that of the South African Police Service at 63%. The least trusted institution in the province was the local municipality with only 43% indicating strong trust or trust in local municipalities. The details of these results are presented in Table 7.

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**Table 7: Extent of trust of some key Institutions in South Africa (N=499)**

| Institutions | Strongly trust or Trust % |
|---|---|
| National government | 58 |
| Courts | 58 |
| **The Electoral Commission (IEC)** | 62 |
| Free State Provincial Government | 56 |
| Free State Provincial Parliament | 53 |
| The SABC | 67 |
| National Parliament | 56 |
| The police in Free State | 59 |
| The South African Police Services | 63 |
| Defence force | 66 |
| Big business (Eskom, Telkom) | 69 |
| Your local municipality | 43 |
| Local Churches | 83 |
| Traditional authorities | 53 |
| Political parties | 41 |

**National Identity and Social inclusion**

Overall, the majority of the respondents were accepting of children born abroad to South Africans (83%) or born in the country by non-citizens (79%). However, a relatively low proportion of respondents seemed to accept that non-citizens should have equal right as South African citizens (62%). Many believed that illegal immigrants in the Free State should be excluded (67%).

**Table 8: Extent of Social inclusion**

| | Strongly agree | Agree | Neither nor | Disagree | Strongly disagree | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|
| Children born in South Africa of parents who are not citizens should have the right to become South African citizens. | 36.5% | 42.3% | 4.4% | 5.6% | 10.0% | 1.2% | 499 |
| Children born abroad should have the right to become South African citizens if at least one of their parents is a South African | 35.1% | 48.3% | 6.6% | 5.6% | 2.2% | 2.2% | 499 |
| Legal immigrants to South Africa who are not citizens should have the same rights as South African citizens | 24.0% | 37.5% | 13.8% | 12.4% | 9.0% | 3.2% | 499 |
| South Africa, especially the Free State Province, should take stronger measures to exclude illegal immigrants? | 30.9% | 35.7% | 9.8% | 13.8% | 4.4% | 5.4% | 499 |

**Extent of attachment to selected groups**

The majority of the respondents felt strongly attached to people who speak the same language (98%) and people of the same race (96%). Attachment to foreigners was low especially for foreigners of Asian origin. These results indicate that there are negative sentiments among South Africans toward other people who may not be of same language and race.

**Table 9: Extent of attachment to selected groups**

| | Very attached | Slightly attached | Not very attached | Not at all attached | Don't know | Total (N) |
|---|---|---|---|---|---|---|
| Those who speak the same language as you? | 75.6% | 22.4% | 1.6% | .4% | 0.0% | 499 |
| Those who belong to the same race group as you? | 68.4% | 28.0% | 3.0% | .6% | 0.0% | 497 |
| Foreigners who are black Africans | 19.6% | 47.7% | 20.4% | 8.6% | 3.6% | 499 |
| Foreigners who are white (e.g. Europeans, Americans, Australians etc) | 13.5% | 38.8% | 27.7% | 14.3% | 5.8% | 498 |
| Foreigners who are Asians(e.g. Indians, Chinese, Taiwanese etc) | 12.2% | 32.9% | 33.1% | 14.9% | 6.8% | 498 |
| Those who are in the same financial position as you? | 44.5% | 33.9% | 10.0% | 3.0% | 8.6% | 499 |
| Those who live in your neighbourhood? | 56.1% | 36.1% | 5.4% | 1.6% | .8% | 499 |

**National Identity**

The results review a general pride among the respondents of being a South African. It is however interesting to note that there was less pride in being a resident of the Free State Province compared to that of being a South African. Details of these results are presented in Table 10.

**Table 10: Extent of national identity**

| | Strongly agree | Agree | Neither nor | Disagree | Strongly disagree | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|
| It makes me feel proud to be called a South African | 49.1% | 41.3% | 2.0% | 3.6% | 3.8% | .2% | 499 |
| Being a South African is an important part of how I see myself | 38.6% | 45.6% | 7.0% | 8.0% | .4% | .4% | 499 |
| I am proud of being a resident of the Free State Province | 36.4% | 47.2% | 7.5% | 5.5% | 3.2% | .2% | 499 |

| | Strongly agree | Agree | Neither nor | Disagree | Strongly disagree | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|
| I would rather be a citizen of South Africa than of any other country in the world. | 39.5% | 44.7% | 7.0% | 6.8% | 1.8% | .2% | 499 |
| The world would be a better place if people from other countries were more like the South Africans. | 22.2% | 47.9% | 13.8% | 9.4% | 4.0% | 2.6% | 499 |
| Generally speaking, South Africa is a better country than most other countries. | 25.9% | 43.4% | 10.4% | 10.8% | 6.8% | 2.6% | 499 |
| I would rather be a resident of the Free State province than any other province in South Africa | 33.0% | 43.3% | 10.1% | 9.3% | 3.8% | .6% | 499 |

**Membership of civic organisations**

The extent of participation in civic organisations was assessed by asking the respondents to indicate the organisations they belonged to and their level of participation in the activities. The results confirm a lack of interest in such organisations except for support shown by one in every three respondents (33%) in political parties and in religious groups or organisations. The proportion of active members in these organisations was low except for religious groups (34%). These results are shown in details in Table 11.

Attendance of meetings was also very poor except for the religious meetings that are attend often by 44% of the respondents. Details of the results are presented in Table 12.

**Table 11: Are you a supporter or an active member of the following organisations or groups**

| | Supporter | Active member | Official | None | Total (N) |
|---|---|---|---|---|---|
| Political party / grouping | 32.7% | 7.2% | .4% | 59.7% | 499 |
| Trade union | 3.2% | 4.6% | .4% | 91.7% | 499 |
| Religious group or organisation | 17.4% | 34.3% | 3.4% | 44.9% | 499 |
| Men's of Women's organisation | 8.2% | 4.8% | 1.0% | 85.9% | 499 |
| Community development or self-help association | 7.8% | 3.4% | 1.4% | 87.4% | 499 |
| Non-Profit Organisation | 4.0% | 1.4% | .8% | 93.8% | 499 |
| Sports Association / club | 8.0% | 5.8% | .4% | 85.7% | 499 |
| Youth associations including students' associations | 3.0% | 2.0% | .2% | 94.8% | 499 |
| Community Welfare Organisation | 6.2% | 2.0% | 2.6% | 89.2% | 499 |

|  | Supporter | Active member | Official | None | Total (N) |
|---|---|---|---|---|---|
| Professional/business associations | 4.0% | 2.0% | .2% | 93.8% | 499 |
| Political party / grouping | 6.2% | 14.4% | 13.2% | 8.0% | 499 |

**Table 12: Percentage of respondents who attended meetings or activities organised by groups**

|  | Very Often | Often | Rarely | Not at all | Not a member | Total (N) |
|---|---|---|---|---|---|---|
| Political party / grouping | 6.2% | 14.4% | 13.2% | 8.0% | 58.1% | 499 |
| Trade union | .8% | 5.4% | 1.6% | 3.4% | 88.8% | 499 |
| Religious group or organisation | 26.9% | 17.0% | 8.8% | 3.4% | 43.9% | 499 |
| Men's of Women's organisation | 3.0% | 5.4% | 3.8% | 4.8% | 82.9% | 499 |
| Community development or self-help association | 1.2% | 6.2% | 3.2% | 4.0% | 85.4% | 499 |
| Non-Profit Organisation | 2.4% | 2.4% | 4.0% | 91.2% |  | 499 |
| Sports Association / club | 3.2% | 7.4% | 2.6% | 3.4% | 83.4% | 499 |
| Youth associations including students' associations | .8% | 2.0% | 2.4% | 2.8% | 92.0% | 499 |
| Community Welfare Organisation | .8% | 5.8% | 2.8% | 3.4% | 87.1% | 499 |
| Professional/business associations | 1.2% | 1.6% | 2.4% | 3.4% | 91.4% | 499 |
| Organised meetings or forums in the province | 7.3% | 19.4% | 22.4% | 48.9% | 2.0% | 499 |

Except for religious group meetings, the local municipality was cited by 30% of the respondents as the main organiser of meetings or forums. It was followed by local ward committee with 9%. The provincial government was mentioned by just 6% as the organiser of these meetings.

**Table 13: Respondents opinions on the impact of organised meetings or forum last attended**

| | Strongly agree | Agree | Neither nor | Disagree | Strongly disagree | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|
| There has been improvement in delivery of provincial services? | 4.8% | 16.4% | 4.0% | 13.6% | 10.2% | 50.9% | 499 100.0% |
| I now participate more actively than before in my local ward committee | 2.6% | 15.8% | 5.6% | 13.6% | 11.4% | 50.9% | 499 100.0% |
| I got to know the ward councillor in my area? | 8.6% | 28.5% | 2.0% | 5.8% | 5.4% | 49.7% | 499 100.0% |
| The needs of my community are being addressed now? | 4.8% | 15.4% | 5.2% | 10.8% | 12.4% | 51.3% | 499 100.0% |
| I now participate in discussing the allocation of the budget for services and infrastructure in my area | 2.4% | 6.2% | 4.0% | 22.2% | 15.2% | 49.9% | 499 100.0% |
| Past expenditure on services and infrastructure in my community is discussed openly? | 3.0% | 7.8% | 2.8% | 21.0% | 14.4% | 50.9% | 499 100.0% |

**Communication with Free State Provincial Government**

The Free State Provincial Government is perceived as not communicating sufficiently with its residents about its plans to provide services and infrastructure. Only 14% of the respondents indicated they had received communication very often or often. Almost a half (46%) of the respondents received no communication at all while 36% rarely received it.

Asked to indicate the last time they contacted a provincial office about services, about 11% said they did within the last month while 17% did in the last three months. Over a half (53%) never contacted the provincial government for services.

**To whom did you or your household make a complaint about services?**

Except for water and sanitation, over 85% of the respondents did not make any complaint at all about any of the services. The few complaints made to either municipality/local government and ward councillors combined were related to housing (15%), water and sanitation (33%), Electricity (15%), toilet and sewerage (11%) and Refuse removal (11%). Majority of the respondents did not make any complaint about social security grant (94%), health (90%) and education services (93%).

The few complaints made about these services were directed to provincial government officials with regard to the social security grant, health services (4%) and education services (3%). Although the figures are too small for any meaningful interpretation, it is clear that respondents knew who was responsible for the delivery of various services

with provincial government being seen as responsible for social security grant, health and education services.

Responses about the result of the complaints were very few and therefore could not be meaningfully interpreted.

**Level of satisfaction with the way the Free State Provincial Government is handling the service delivery issue**

Over three quarters of all the respondents (78%) were satisfied with the way Free State government was handling education services. Respondents were also either "very satisfied" or "satisfied" with the provision of electricity (66%), supply of water and sanitation (65%) and the provision of social grants (e.g. child support grant, old age pension, etc) (61%). There was, however, a high proportion of respondents who were dissatisfied with the way the provincial government was "creating jobs" (70%), and "cutting crime" (60%). Details of these results are summarised in Table 14.

**Table 14: Percentage of respondents on level of satisfaction with services**

| | Very satisfied | Satisfied | Neither nor | Dissatisfied | Very dissatisfied | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|
| Supply of water and sanitation | 18.2% | 46.9% | 8.4% | 16.0% | 9.4% | 1.0% | 499 |
| Provision of electricity | 19.1% | 47.0% | 10.8% | 11.8% | 8.6% | 2.6% | 499 |
| Removal of refuse | 17.9% | 40.4% | 11.6% | 11.8% | 9.0% | 9.2% | 499 |
| Affordable housing | 14.0% | 38.5% | 16.8% | 14.8% | 9.1% | 6.7% | 499 |
| Access to health care | 14.7% | 45.4% | 14.5% | 14.1% | 8.9% | 2.4% | 499 |
| Treatment for sexually transmitted infections (STIs) | 7.6% | 38.8% | 17.9% | 12.5% | 8.9% | 14.3% | 499 |
| Provision of HIV/AIDS drugs | 9.1% | 36.7% | 18.8% | 11.5% | 10.1% | 13.9% | 499 |
| Cutting crime | 6.7% | 23.2% | 8.5% | 26.8% | 33.3% | 1.6% | 499 |
| Creating jobs | 4.9% | 13.8% | 9.5% | 32.4% | 37.4% | 2.0% | 499100.0% |
| Land reform | 4.3% | 32.2% | 17.0% | 16.0% | 19.5% | 10.9% | 499100.0% |
| Provision of social grants (e.g. child support grant, old age pension, etc) | 16.5% | 44.6% | 15.5% | 9.1% | 3.8% | 10.5% | 499100.0% |
| Provision of Education | 17.8% | 60.4% | 10.9% | 5.7% | 2.4% | 2.8% | 499100.0% |

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**Housing Services**

The dwelling or housing unit occupied by the majority of the respondents (82%) could be described as a house or brick structure on a separate stand or yard. A small proportion (7%) indicated they lived in an informal dwelling/shack not in a back yard, e.g. in an informal/squatter settlement.

The majority of the respondents and their household members neither received a government housing subsidy (90%) nor a government land grant (95%). Only 9% and 4% admitted having received a government housing subsidy and land grant respectively.

About two in every three (67%) respondents were satisfied with the housing available to them. However, close to one in four (24%) were dissatisfied with housing.

**Water and sanitation**

The main source of water for more than half (53%) of the respondents was "piped tap water in dwelling - metered". The second most cited main source of water was piped tap water on site/yard-meter (24%). The local municipality was perceived as being responsible for providing water by majority of the respondents (89%).

People were generally happy with the water supply (71%) in their area. They were particularly happy with the amount received in their household (81%). However, about 60% agreed that their supply of water has been interrupted a number of times over the past three months. Only 46% agreed that they were receiving free water every month and about one in three (32%) did not receive their water bills every month.

**Table 15: Percentage of respondents on level of satisfaction with water services**

|  | Strongly agree | Agree | Neither nor | Disagree | Strongly disagree | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|
| I am generally satisfied with the water supply | 26.3% | 50.8% | 5.6% | 8.8% | 8.4% | 0.0% | 499 |
| The amount of water I get in my household is enough | 26.5% | 54.2% | 7.6% | 5.6% | 5.4% | .6% | 499 |
| The supply of water has been interrupted a number of times over the past three months? | 20.7% | 39.6% | 11.1% | 16.9% | 10.3% | 1.4% | 499 |
| My household receives some free water every month | 17.4% | 28.5% | 2.0% | 18.8% | 19.4% | 13.9% | 499 |
| My household receives a bill for water every month | 31.0% | 32.8% | 1.0% | 16.8% | 14.8% | 3.6% | 499 |

**Aspects of the quality of water that you use**

There was consensus that the water quality was of high, with about 80% of the respondents agreeing that the water was safe to drink, was clear, tasted good and was free from odours. However about 28% disagreed or did not know whether the water was treated (chlorinated or boiled). Although 61% agreed that they received their water bill every month, there was still a large proportion which did not get the bill at all (29%)

**Table 16: Percentage of respondents on level of satisfaction with quality of water**

|  | Strongly agree | Agree | Neither nor | Disagree | Strongly disagree | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|
| The water is safe to drink | 36.8% | 43.4% | 5.7% | 9.1% | 4.8% | .2% | 499 |
| The water is clear | 38.6% | 41.0% | 7.9% | 6.5% | 6.1% | 0.0 | 499 |
| The water is treated (chlorinated or boiled) | 33.3% | 32.5% | 6.3% | 9.5% | 8.7% | 9.7% | 499 |
| The water has a good taste | 35.6% | 43.8% | 7.1% | 7.7% | 5.9% | 0.0 | 499 |
| The water is free from odours | 33.0% | 49.2% | 5.7% | 6.5% | 5.1% | .6% | 499 |

The majority of the respondents found the water bill accurate (84%) and easy to understand (87%). However, only 44% seemed to know whether their household received a basic amount of free water every month and a further 24% did not know how much water their household was entitled to.

for the survey found that 69% of the households had flush toilets with offsite disposal. Pit latrines were found in 23% of the households. But there are still pockets of households who used the bucket toilet (5%). About 66% of the respondents were satisfied with the

toilet and sewage facilities available to their household. However, a sizeable proportion of 28% were not satisfied with this facility.

**Electrification infrastructure**

Because of the small numbers of respondents in some of the categories, the actual number and sometimes the percentage are used in the table below.
Electricity from mains is the main source of energy for cooking (86%), heating (69%) and lighting (87%). However, paraffin was used for cooking and heating by 9% and 10% of the households respectively. Wood was used in 12% of the cases for heating while candles were used by 7% of the households for lighting.

**Table 17: Number of respondents using Various sources of energy for cooking, heating and lighting**

| N=499 | Cooking | Heating | Lighting |
|---|---|---|---|
| Electricity from mains | 329 (86%) | 345 (69%) | 433 (87%) |
| Electricity from generator | 3 | 12 | 2 |
| Gas | 11 | 9 | 8 |
| Paraffin | 43 (9%) | 49 (10%) | 14 |
| Wood | 9 | 61 (12%) | 2 |
| Coal | 5 | 17 | 3 |
| Candles | 0 | 0 | 37 (7%) |
| Animal dung | 0 | 0 | 0 |
| Electricity from solar | 0 | 0 | 0 |

Only 40% received their electricity bill each month while slightly more than a half did not receive a bill at all. The majority of those who received an electricity bill found it accurate (89%) and easy to understand (92%). Only 43% reported that their household received a basic amount of free electricity every month and 31% knew the amount of free electricity to which their households were entitled.

**Health Services**

Respondents seemed divided over their level of satisfaction with various aspects of Free State Provincial Government health services. About 50% reported satisfaction in all the listed aspects except for "amount of time patients wait before getting treated" (30%), and "the way patients are treated by nurses" (44%) and "providing of ARV for HIV/AIDS patients (46%). Providing immunisation for children was rated highest by 64% of the respondents.

**Table 18: Percentage of respondents by level of satisfaction with health services**

| | Very satisfied | Satisfied | Neither nor | Dissatisfied | Very dissatisfied | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|
| The amount of time patients wait before getting served | 9.4% | 21.0% | 6.6% | 23.0% | 34.7% | 5.2% | 499 |
| The way patients are treated by doctors | 10.8% | 46.2% | 12.0% | 13.5% | 12.0% | 5.4% | 499 |
| The way patients are treated by nurses | 10.2% | 33.7% | 11.4% | 22.4% | 16.8% | 5.4% | 499 |
| The availability of medicines at the hospital or clinic | 12.4% | 40.5% | 13.2% | 14.2% | 13.8% | 5.8% | 499 |
| The availability of medical equipment | 10.2% | 42.3% | 15.6% | 11.8% | 12.2% | 7.8% | 499 |
| Building new hospitals/clinics | 10.2% | 37.3% | 9.0% | 17.2% | 18.4% | 7.8% | 499 |
| Providing medication or treatment at clinics | 10.6% | 45.0% | 15.5% | 12.9% | 11.0% | 5.0% | 499 |
| Providing ARV for HIV/AIDS patients | 12.6% | 33.3% | 16.8% | 12.4% | 10.0% | 14.8% | 499 |
| Providing immunisation for children | 15.6% | 47.9% | 12.6% | 7.8% | 9.0% | 7.0% | 499 |
| Providing medical equipment | 11.0% | 44.3% | 17.4% | 11.6% | 8.8% | 6.8% | 499 |
| Providing hospitals/clinics with enough trained staff | 11.2% | 42.3% | 11.8% | 17.6% | 12.4% | 4.6% | 499 |

Asked to indicate whether the Free State Provincial Government has become better or worse in delivering health related services over the past 5 years, over 50% of the respondents felt that services were much better or better in most of the health aspects raised. Two aspects that were highly rated were provision of immunisation for children (65%) and that of emergency services (e.g. ambulance) (62%).

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**Table 19: Percentage of respondents on extent of improvement by the Free State Provincial Government in delivering health related services over the past 5 years?**

|  | Much better | Better | Neither nor | Worse | Much worse | Don't Know | Total (N) |
|---|---|---|---|---|---|---|---|
| Providing hospitals | 11.0% | 39.0% | 20.7% | 15.9% | 9.4% | 4.0% | 499 |
| Providing clinics close to your home | 14.0% | 44.5% | 16.4% | 12.6% | 9.0% | 3.4% | 499 |
| Providing medication or treatment at hospitals/clinics | 13.4% | 45.9% | 16.6% | 12.6% | 6.6% | 4.8% | 499 |
| Providing ARV for HIV/AIDS patients | 12.0% | 34.9% | 18.2% | 11.2% | 8.4% | 15.2% | 499 |
| Providing immunization for children | 14.5% | 50.2% | 12.5% | 8.3% | 6.7% | 7.9% | 499 |
| Providing enough medical equipment in hospitals/clinics | 9.8% | 48.6% | 18.3% | 11.8% | 5.2% | 6.2% | 499 |
| Providing enough trained staff in hospitals/clinics | 10.0% | 42.1% | 17.8% | 16.8% | 7.8% | 5.4% | 499 |
| Providing emergency services e.g. ambulance | 12.8% | 49.3% | 13.8% | 10.6% | 8.8% | 4.6% | 499 |

## Education Services

There was greater satisfaction with the provision of education services than any other form of service provided by the provincial government. The majority (over 70%) of the respondents were very satisfied or satisfied with all aspects of education services upon which they were questioned. Top of the list were the provision of schools in the community (82%) and improving performance in other grades in general (82%).

**Table 20: Percentage of respondents on level of satisfaction with the way the Free State Provincial Government is handling education related matters**

|  | Very satisfied | Satisfied | Neither nor | Dissatisfied | Very dissatisfied | Don't Know | Total (N) |
|---|---|---|---|---|---|---|---|
| Providing schools in your community | 26.7% | 55.5% | 8.6% | 5.0% | 2.4% | 1.8% | 499 |
| Providing free exercise books at schools | 30.3% | 50.1% | 6.2% | 8.4% | 1.4% | 3.6% | 499 |
| Providing text books at schools | 33.7% | 42.4% | 8.6% | 9.0% | 2.6% | 3.6% | 499 |
| Providing schools with enough trained teachers | 25.8% | 53.3% | 8.2% | 7.4% | 2.4% | 2.8% | 499 |
| Improving the infrastructure in schools | 21.6% | 53.3% | 13.0% | 5.2% | 2.2% | 4.6% | 499 |

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|  | Very satisfied | Satisfied | Neither nor | Dissatis-fied | Very dis-satisfied | Don't Know | Total (N) |
|---|---|---|---|---|---|---|---|
| Providing learning equipment/other materials | 22.4% | 50.9% | 12.8% | 8.6% | 1.6% | 3.6% | 499 |
| Improving performance in senior certificate exam – matric results | 23.2% | 56.3% | 7.8% | 6.0% | 1.8% | 4.8% | 499 |
| Improving performance of other grades in general | 20.5% | 61.8% | 7.6% | 4.0% | 2.0% | 4.0% | 499 |

Asked to indicate whether the Free State Provincial Government has become better or worse in delivering education related services over the past 5 years, the majority (about 80%) felt that most of the education services were either much better or better. The results are summarised in Table 21.

**Table 21: Percentage of respondents on extent of improvement by the Free State Provincial Government in delivering education related services over the past 5 years**

|  | Much better | Better | Neither nor | Worse | Much worse | Don't Know | Total (N) |
|---|---|---|---|---|---|---|---|
| Providing schools nearby | 29.5% | 52.8% | 9.2% | 6.6% | .4% | 1.4% | 499 |
| Providing free books and text books at schools | 30.3% | 46.2% | 11.4% | 8.4% | .4% | 3.2% | 499 |
| Providing schools with enough trained teachers | 30.1% | 49.1% | 11.2% | 6.6% | .6% | 2.4% | 499 |
| Providing schools with more trained teachers | 26.7% | 54.3% | 8.0% | 7.4% | .8% | 2.8% | 499 |
| Improving the infrastructure of schools | 19.4% | 55.3% | 14.8% | 5.8% | .6% | 4.0% | 499 |
| Providing learning equipment/other materials | 21.7% | 55.9% | 11.7% | 7.6% | 3.0% | 0% | 499 |
| Improving performance in senior certificate exam 2 | 26.3% | 52.9% | 9.0% | 6.4% | 1.4% | 4.0% | 499 |
| Improving performance of other grades in general | 23.4% | 57.1% | 10.4% | 2.8% | 1.8% | 4.4% | 499 |

**Social Welfare Services**

About 42% of respondents either received a social security grant themselves, or it was received by a member of their family, while 58% did not. The three main social security grants received by a sizeable proportion of the households were the child support (47%), old age pension (45%) and disability grant (17%).

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**Table 22: Percentage of respondents who receive social security grants**

| Social security grant | Yes (N=499) |
|---|---|
| Old age pension | 44.9% |
| Disability grant | 16.8% |
| Child support grant | 47.2% |
| Care dependency grant | 3.6% |
| Foster care grant | 4.1% |
| Grant in aid and | 6.7% |
| Social relief | 0.5% |

Over 56% of the respondents indicated that they did not know the issues surrounding social grants raised in the study. However, among the few that responded, 39% were very satisfied or satisfied with quality of service at the social security pay points. About 27% were very satisfied or satisfied with the other listed aspects of social welfare services. Details of the results are provided in Table 23.

**Table 23: Percentage of respondents on level of satisfaction with services on social security grants**

| | Very satisfied | Satisfied | Neither nor | Dis-satisfied | Very dis-satisfied | Don't Know | Total (N) |
|---|---|---|---|---|---|---|---|
| Time it takes to process an application for social security grant | 7.6% | 20.1% | 2.4% | 5.4% | 8.9% | 55.5% | 499 |
| Quality of service at the social security grant application offices | 6.4% | 21.2% | 2.6% | 9.0% | 5.6% | 55.1% | 499 |
| Quality of service at social security pay point | 10.8% | 18.0% | 2.4% | 7.6% | 4.0% | 57.1% | 499 |
| Amount of social security paid | 12.1% | 15.7% | 5.0% | 6.2% | 3.4% | 57.5% | 499 |
| Quality of service at the office for applying for social grants | 7.6% | 18.7% | 3.8% | 6.8% | 5.0% | 58.0% | 499 |
| Increases in the amounts of social grant paid since 1994 | 11.0% | 16.6% | 3.8% | 6.8% | 2.4% | 59.3% | 499 |

Asked to indicate the extent to which listed problems affected them with regard to the provision of social security grants, about 29% cited corruption of the officials at social grant offices as affecting them to a large extent or to some extent. However, the majority (97%) of the respondents indicated that they or members of their family did not pay any bribe to get access to social security grant. About 81% of the respondents reported that at no one time in the past one year were they or members of their family went hungry because there was not enough money to buy food. However, the 19% who reported to have gone hungry because of lack of money need the attention of the social welfare department.

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**Table 24: Percentage of respondents on level of corruption in social security grants services**

|  | To a large extent | To some extent | To a little extent | Not at all | Don't know | Total (N) |
|---|---|---|---|---|---|---|
| Corruption of the officials at social grant offices | 11.8% | 7.4% | 7.0% | 18.3% | 55.4% | 499 100.0% |
| Corruption of the officials at social grants pay point | 11.6% | 8.0% | 6.0% | 18.8% | 55.5% | 499 100.0% |
| The amount of social grant that I or members of my household receive | 11.8% | 8.8% | 4.4% | 19.0% | 55.9% | 499 100.0% |

**Satisfaction with Services**

Almost all the respondents (99%) indicated that they or members of their family did not pay any bribe to access various services in the province.

Most of the respondents paid for the listed services to the municipality. However, there were considerable proportions of respondents who did not pay for various services. The non payment of services should be investigated in the entire province. Those who did not pay felt that the services were free (73%) and therefore that they were not expected to pay. A small proportion of 11% did not pay because they never received a bill.

**Table 25: Percentage of respondents who receive social security grants**

|  | Municipality | Landlord | Employer | Do not pay | Total (N) |
|---|---|---|---|---|---|
| Housing | 45.1% | 4.0% | 2.6% | 48.3% | 499 |
| Water and sanitation | 66.7% | .2% | 1.8% | 31.3% | 499 |
| Electricity | 77.1% | 2.0% | 1.4% | 19.5% | 499 |
| Toilet and sewage | 60.7% | .2% | 1.4% | 37.7% | 499 |
| Refuse removal | 58.3% | .2% | 1.4% | 40.1% | 499 |

Interruptions of toilet and sewage and refuse removal services were relatively low. About 71% and 67% never got any interruptions in toilet and sewage and refuse removal services respectively. However, interruptions of water and sanitation and electricity services were relatively higher than the rest.

**Table 26: Percentage of respondents on frequency of interruptions on services**

| | Never | More than once a week | Once a week | Once a month | Once in six months | Once a year | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|---|
| Interruptions- Water and sanitation | 47.0% | 16.3% | 6.6% | 16.5% | 7.4% | 2.8% | 3.4% | 499 |
| Interruptions - Electricity | 45.6% | 13.3% | 3.2% | 13.5% | 16.5% | 2.2% | 5.8% | 499 |
| Interruptions -Toilet and sewage | 70.9% | 3.6% | 1.0% | 3.6% | 1.0% | 1.4% | 18.5% | 499 |
| Interruptions -Refuse removal | 67.1% | 3.6% | 4.4% | 2.8% | 2.6% | .8% | 18.5% | 499 |

**Assessment of the performance of the Free State Provincial Government**

The performance of the Free State Provincial Government was perceived as moderate with over 40% of the respondents indicating that they were very satisfied or satisfied. "Friendliness of Free State Provincial Government officials" was ranked best by 57% of the respondents while the worst performance as indicated by 37% of the respondents was "The time spent to get hold of the relevant unit/person".

**Table 27: Percentage of respondents on level of satisfaction with the performance of the Free State Provincial Government**

| | Very satisfied | Satisfied | Neither nor | Dissatisfied | Very dissatisfied | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|
| Friendliness of Free State Provincial Government officials | 14.0% | 42.5% | 13.0% | 14.0% | 8.2% | 8.2% | 499 |
| Making contact with their call centre | 8.2% | 34.9% | 15.1% | 20.1% | 6.0% | 15.7% | 499 |
| Helpfulness of officials | 15.2% | 30.3% | 16.4% | 20.4% | 8.8% | 8.8% | 499 |
| Identifying the relevant unit or contact person when there is a problem | 11.6% | 30.1% | 19.5% | 21.9% | 7.6% | 9.2% | 499 |
| The time spent to get hold of the relevant unit/person? | 10.8% | 26.1% | 14.6% | 24.6% | 13.6% | 10.2% | 499 |
| The ability of the Free State Provincial Government to respond to complaints? | 13.3% | 28.5% | 12.4% | 21.5% | 16.9% | 7.4% | 499 |
| The ability of the Free State Provincial Government to fix a problem? | 13.9% | 31.6% | 9.7% | 18.7% | 18.7% | 7.4% | 499 |

The respondents were equally divided over their views regarding the quality of services offered by the Free State Government with about a half indicating that they were satisfied by most of the stated services as summarised in Table 28.

**Table 28: Percentage of respondents on level of satisfaction with services offered by the Free State Provincial Government**

| | Very satisfied | Satisfied | Neither nor | Dissatisfied | Very dissatisfied | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|
| The time it took you to locate the office you wanted to get help from | 8.4% | 41.1% | 13.8% | 17.0% | 10.6% | 9.0% | 499 |
| The instructions and signage about where to go for the service you required | 11.0% | 42.3% | 14.6% | 17.4% | 6.4% | 8.2% | 499 |
| The amount of money you had to pay for the service | 8.4% | 41.1% | 13.8% | 17.0% | 10.6% | 9.0% | 499 |
| The manner in which the Free State Provincial Government officials treated you | 15.8% | 34.7% | 14.2% | 13.8% | 9.8% | 11.6% | 499 |
| Neatness and cleanliness of the Free State Provincial Government offices | 14.0% | 37.3% | 15.8% | 13.8% | 10.8% | 8.2% | 499 |
| Catering for disabled and elderly people | 19.0% | 34.3% | 19.2% | 13.6% | 3.2% | 10.6% | 499 |
| Friendliness of the Free State Provincial Government staff | 15.8% | 30.1% | 21.4% | 16.8% | 6.4% | 9.4% | 499 |
| Helpfulness of the Free State Provincial Government staff | 12.7% | 35.7% | 18.7% | 14.3% | 9.2% | 9.4% | 499 |

The Free State Provincial Government scored highest on the use of the people's home languages to communicate with them, with 72% indicating they strongly agreed or agreed with the statement. Slightly over a half (56%) felt that the Free State Provincial Government staff are often knowledgeable and competent while 57% felt that services are easily accessible to everyone, including people with disabilities

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**Table 29: Percentage of respondents on access and level of competence of the Free State Provincial Government officials**

| | Strongly agree | Agree | Neither nor | Disagree | Strongly disagree | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|
| The Free State Provincial Government staff are often knowledgeable and competent | 17.4% | 38.7% | 11.6% | 16.2% | 8.4% | 7.6% | 100.0%499 |
| The Free State Provincial Government services are easily accessible to everyone, including people with disabilities | 17.0% | 39.9% | 14.8% | 15.2% | 5.4% | 7.6% | 499100.0% |
| The Free State Provincial Government use the people's languages to communicate with them | 21.6% | 50.7% | 9.6% | 8.8% | 3.4% | 5.8% | 499100.0% |

The majority of the respondents had access to all communication infrastructures and were satisfied with the efficiency and quality of the communication infrastructures except for the telephone land line where only 22% indicated that they had access.

**Table 30: Percentage of respondents on access to various types of communication infrastructure**

| | Yes | No | Total (N) |
|---|---|---|---|
| A television | 82.0% | 18.0% | 499100.0% |
| A radio | 90.6% | 9.4% | 499100.0% |
| Telephone-landline | 21.5% | 78.5% | 499100.0% |
| Cellphone | 84.3% | 15.7% | 499100.0% |
| **Post office services** | 77.7% | 22.3% | 499100.0% |

The majority of the respondents were satisfied with all the communication infrastructure except for the telephone land line (20%).

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**Table 31: Percentage of respondents on satisfaction with quality of various types of communication infrastructure**

|  | Very satisfied | Satisfied | Neither nor | Dissatisfied | Very dissatisfied | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|
| TV signal | 48.3% | 31.9% |  | .8% | 1.0% | 18.0% | 499 |
| Radio Signal | 50.5% | 37.3% | 1.0% | 1.2% | .4% | 9.6% | 499 |
| Telephone Land line | 9.0% | 11.2% | 1.2% |  |  | 78.6% | 499 |
| Cell phone coverage | 47.8% | 33.1% | 1.6% | 1.0% | .4% | 16.1% | 499 |
| Post office services | 43.1% | 31.9% | 2.2% | .2% | .2% | 22.4% | 499 |

**Protection of environment**

A moderate proportion of 47% and 48% of the respondents felt that both the National Government and the Free State Provincial Government were doing a commendable job in protecting the environment. The National Government and the Free State Provincial Government were ranked at the top by 34% of the respondents as leading in the protecting the environment while only 11% thought their communities were doing enough to protect the environment.

**Safety and Security**

Crime seemed not to be a serious concern in the Free State Province with only 11% reporting being victim of burglary in their homes. Other reported incidents of crime were very few but this does not mean safety and security should not be taken seriously when providing services to the residents of the province.

**Table 32: Percentage of respondents on types of crime experienced together with members of the household in the last 6 months**

| Type of crime | Percent N=499 |
|---|---|
| Residential burglary (illegal entry of a home to commit a crime) | 11% |
| Robbery with aggravating circumstances (use of a weapon e.g. knife, gun, to obtain property/possessions) | 2.4% |
| Vehicle theft (theft of a vehicle when not occupied) | 2.4% |
| Theft from vehicle | 3.8% |
| Stock theft (illegal obtaining of all forms of livestock) | 1.0% |
| Hijacking or attempted hijacking of vehicle (theft of a vehicle when occupied) | 1.2% |
| Murder (killing of a human being with malice) | 0.8% |
| Gang related violence (a crime in which a gang member or members are the perpetrators or the victims) | 0.8% |
| Attempted murder (action caused serious injury or could have caused death) | 0.6% |
| Common assault (action caused injury that is not life threatening) | 3.0% |
| Rape (forced to have sex against will) | 1.2% |
| Indecent assault (hurt someone (man, woman or child) in a sexual or indecent way) | 1.8% |

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**Economic Participation**

Only 13% of the respondents had heard about the Expanded Public Works Programme (EPWP) and therefore it was not surprising for 91% of all the respondents to indicate that they had not participated in the programme at all. There seem to be no other government job creation programmes or projects other than the EPWP in the province.

There was consensus that government/provincial government should provide employment opportunities (86%) and take more responsibility in ensuring that everyone was provided for (88%) and its duty is to provide employment (86%). However, there seemed to be dissatisfaction with employment practices with regard to equity, transparency and representivity of civil servants in terms of population profiles in the Free State Provincial Government.

**Table 33: Percentage of respondents on issues of FS government's responsibility and equity in employment.**

| | Strongly agree | Agree | Neither nor | Disagree | Strongly disagree | Don't know | Total (N) |
|---|---|---|---|---|---|---|---|
| Government/Provincial government should take more responsibility to ensure that everyone is provided for | 51.9% | 37.1% | 5.6% | 3.8% | 1.2% | .4% | 499 |
| Government's/Provincial government's duty is to provide employment | 48.5% | 37.1% | 8.6% | 2.6% | 2.6% | .6% | 499 |
| There is equity in Employment in Provincial government | 13.5% | 26.1% | 17.5% | 19.1% | 18.1% | 5.8% | 499 |
| There is transparency in job recruitment in the provincial government | 14.4% | 34.3% | 16.0% | 15.0% | 14.8% | 5.4% | 499 |
| You stand a better chance of getting a job in the provincial government if you belong to a certain political party | 32.9% | 35.9% | 13.5% | 7.6% | 5.8% | 4.2% | 499 |
| You stand a better chance of getting a job in the provincial government if you belong to a certain race group | 31.7% | 38.7% | 10.4% | 7.8% | 7.0% | 4.4% | 499 |
| To what extent do you think civil servants in the Free State government are representative of the general population? | 14.5% | 32.5% | 13.5% | 18.1% | 10.8% | 10.6% | 100.0% |

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# Theme 1:

# GOVERNANCE

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# 4. OVERVIEW OF INSTITUTIONAL GOVERNANCE IN THE FREE STATE PROVINCIAL GOVERNMENT

## 1. Overview of key governance themes to be examined in the Free State Provincial Government 15 year review

The purpose of this chapter is to review the state of institutional governance in the Free State Provincial Government (FSPG) over the period (1994-2009). Institutional governance was defined in accordance with this study's terms of reference as the administrative practices of the provincial government, as these have been shaped and influenced by legislative and policy frameworks. In order to achieve this research end, the following three thematic issues were examined: *public service transformation and organisational capacity*; *fraud and corruption*; and *integrated service delivery.* The research question which guided the analysis of these themes was stated as follows: To what extent has governance improved in the Free State province, in terms of the responsiveness and accountability of the provincial government?

The following sections will discuss the three thematic areas under separate headings, which combined will constitute the main body of the chapter. The discussion of the three thematic areas will be preceded by a general overview of the process of administrative transformation in the FSPG, which will provide essential background for analysing thematic issues. A general conclusion will close this chapter.

## 2. Historical setting for examining governance and the Free State Provincial Government (1994-1999)

This historical setting will provide an overview of the governance landscape in the FSPG in the first five years following South Africa's transition to a unified non-racial state. It would probably be redundant to give a detailed discussion of the history of South African government transformation in general, and public service transition in particular, given its relatively recent birth coupled with the considerable scholarship that has been generated in its wake. Having said this, it would be advisable to make some pointed observations about the history of the government's transformation, and more specifically, the process of re-making South Africa's provincial sphere of government after 1994. This would be expected in view of the temporal parameters (i.e., '15 year review') of this study. In this regard it is essential to begin by acknowledging the significant administrative restructuring that South Africa's 1994 political transition initiated, and which directly impacted all previously existing regional government formations in the country. South Africa of course, prior to this transition, consisted at a regional level of four provincial administrations (Transvaal, Orange Free State, Cape Province, and Natal) serving a racially-exclusive Republic of South Africa. Included within the territory of these

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provinces were disparate enclaves of other ethnically-configured 'homeland' territories with their own administrative apparatuses, created to house the country's African population. It may be instructive to note that the current Free State province was firstly by-in-large a contiguous product of its apartheid-period predecessor1, and secondly contained two relatively small homeland territories (QwaQwa, one segment of Bophuthatswana (see Public Service Commission 1997: 2; DPSA 1997). This was not the case with a majority of South Africa's new provinces which either did not transition intact or had to incorporate larger homeland territories.

The 1994 political transition to a non-racial democracy necessitated a re-drawing of regional administrative boundaries which, as a result of the prevailing circumstances of the time, meant amalgamating disparate regional administrations into unified non-racial provinces. The possibly unique and fortunate territorial and administrative attributes of the Free State experience could be considered here against the more difficult amalgamation experiments documented in other provinces, for which new boundaries had to be drawn and which involved the intake of larger homeland territories, such as the Northern Province (now Limpopo), the Eastern Cape, and KwaZulu-Natal (see Picard[1] 2005). Having said this, what would become the Free State Provincial Government after 1994 was not wholly immune from the difficulties that accompanied regional transitions, including instances of departments supporting 'ghost workers' and the inheritance of '… divergent staff with different attitudes…' (DPSA 1997)

The previous reference made in a 1997 Department of Public Service and Administration report lies at the crux of a debate centring on macro-level evaluations of the restructuring of South Africa's new provinces, which took place in the first term of the country's post-apartheid government (1994-1999). The remainder of this section will analyse this debate as it will expose key markers for understanding contemporary features of the three governance thematic issues introduced earlier.

### 2.1 Early Reviews of the FSPG

The task team review of provincial administrations carried out by the national Department of Public Service and Administration in 1997 was the first major evaluation of post-apartheid South Africa's reconstituted provincial governments since the 1994 changeover. Reviews based largely on interviews with officials and analysis of documents was carried out, and a report produced outlining key issues raised and recommendations offered. The Terms of Reference for the Review, perhaps in keeping with the primary policy role that the DPSA would come to assume at the national level, focused primarily on technical aspects of provincial government functioning, such as cross-cutting departmental practices in general, human resource and financial management (DPSA 1997). Indeed a subsequent Presidential Review Commission (1998: 63) on the transformation of the Public Service, which in its provincial analysis relied a great deal on the DPSA Review, observed that the Review, also referred to as the 'Ncholo audits' after the then Director-General of the Department, was criticised by the provinces for being too parochially and unfairly focused on failings and a 'what went wrong' approach, without sufficiently contextualising these observations in a broader perspective that took into account the underlying administrative environment in which amalgamation was being effected.

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[1]In an extensive discussion of the problems accompanying the amalgamation of South Africa's new provinces, Picard (2005) did not actually single out the Free State for special discussion as he did for other provinces. These included the Northern Province (now Limpopo), Mpumalanga, Eastern Cape, KwaZulu-Natal.

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In fact, if taking the Free State audit as an example, apart from remarkably cursory references to the politico-administrative circumstances under which amalgamation was being carried out, the report consisted mainly of a veritable laundry list of technical problems relating to planning and management practices in each provincial department, followed by sometimes self-evident recommendations on how these could be remedied. In one sense, the paucity of the Review's analysis of the conditions under which provincial amalgamations were being tested benefited from a more concentrated exposition of how governance was and continues to be practiced in the Free State and other provinces. This study will come back to these observations shortly as these will provide some basis for the analysis of more recent data. If looking at this in broader context however, the Review's failure to more extensively analyse the prevailing politico-administrative environment could, retrospectively of course, be viewed as unfortunate in view of the unprecedented historical value of the transition.

Before moving to discuss the functional observations made in the DPSA Review, it may be useful to try to extract what, although limited, observations the Review was able to offer about the broader political climate under which administrative restructuring took place in the Free State. There were two discernible cross-cutting issues raised in this regard: the first noted that administrative restructuring in the new Free State province had taken place within a highly unstable political environment, which included reference to political interference in the appointment of administrative staff as well as the destabilising affect of public servants actively aligning themselves with political factions. A functional consequence of this environment had apparently led to fluid organisational arrangements that have had destabilising effects on performance (DPSA 1997). The second issue raised, which also speaks to the politico-administrative environment, was a general problem of overly-centralised functional practices, especially in the key human and financial management areas.

At the root of the debate which the DPSA Review's findings would create in the Free State was an official response to its findings submitted by the provincial government, through its Director-General, to the Parliamentary Portfolio Committee on Public Service and Administration (see PMG 1998). In its response to the Committee the FSPG openly acknowledged the problem of centralised administrative practice by essentially ascribing this to a situation that it had inherited from the amalgamation process, noting that 'The government needed to decentralise a highly centralised administration and this process was already on-going at the time of the Ncholo audit.' The DPSA Review (1997) also effectively acknowledged the inheritance of centralised practice by pinning this to the OFS provincial administration, which was the 'dominant' partner in the Free State amalgamation. Having said this, elsewhere in its submission the FSPG essentially conceded that removing the inefficiencies and administrative bottlenecks that sprung from over-centralisation had taken much of the government's first term in office to change, noting that the FSPG had decided to decentralise human resource and financial management functions by the first half of 1998, and had gradually succeeded in decentralising authority (i.e. management delegations) to facilitate the appointment process of critical senior posts (PMG 1998).

The FSPG was more reticent about the unstable political environment raised in the DPSA Review, and while noting that 'tensions' had arisen, these could be attributed to 'misunderstandings' about relative roles of politicians and senior officials. The submission did however add the surprisingly frank comment that while there have been

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improvements in clarifying roles and responsibilities in order to presumably minimise political interference, there were some departments which 'report[ed] that political interference is necessary as political guidance us [sic] needed during the transition stages of transformation.' While the candidness of the remark might be blunted somewhat by fundamental and not necessarily consensual[2] shifts in policy that new governing administrations were expected to respond to, as is illustrated in, for example, the White Paper on Reconstruction and Development (1994), the FSPG was quick to explain that this was a minority view that 'conflict[ed] with the direction that this government is taking in terms of accountability.' (PMG 1998)

While it is not the intention of this study to undertake a line-by-line comparison between the DPSA's review of the FSPG and the provincial government's own account, it would be useful for a fully retrospective study of this nature to flag some of the major issues raised in each document as these relate to the three thematic areas introduced earlier. This could be usefully employed when examining the FSPG's subsequent and more recent efforts in the areas of organisational capacity, fraud and corruption, and integrated service delivery. For presentation purposes, a comparative review of the key issues mentioned in both reports is illustrated in table 1 overleaf. The first column, which outlines some of the issues identified in the DPSA report, consisted of 'transversal core issues' that appeared across departments and in other cases within specific departments. The second column consists of content in the FSPG's written submission to Parliament, as these directly relate to issues raised in the DPSA Review.

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[2]Refers to an earlier comment about the inheritance of divergent staff with different attitudes

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| THEMATIC AREA 1: ORGANISATIONAL CAPACITY in the FSPG | |
|---|---|
| **DPSA Review/Ncholo Audit (1997)** | **FSPG Response to Parliament (1998)** |
| Insufficiently exercised and inappropriately delegated procedures around staff appointments, which adversely affects service delivery<br><br>*3. More recent developments in Institutional Governance in the FSPG* | Attributed to ongoing process of decentralising personnel responsibilities to line departments, which was only effected as at 1 January 1998.<br><br>Notes that 'In the last few weeks the Director General received delegations to recommend the filling of posts up to the level of Deputy Director General. We hope that this will expedite [sic] appointments of officials particularly in critical posts.' Presumed that this takes into account only the Office of the Premier. |
| Lack of key skills throughout the FSPG, especially in the management of finance and human resources | Notes that 'Recently, the Executive Council approved the appointment of Financial Managers for the departments and the capacity of human resource directorates in these departments is also being improved'<br><br>Skills shortages attributed to following:<br><br> o Budget cuts<br> o Lack of competitive scales for recruitment<br> o Incomplete decentralisation process around delegation of personnel matters to line departments |
| The administration has not been effectively rationalised following the amalgamation, 'to ensure that all staff is distributed for maximum effectiveness' | A 'Free State Transformation Programme', beginning in July 1996, was cited by the FSPG. This included achievements intended to maximise the effect of organisational restructuring, including:<br><br>1. A review introduction of service profiling, performance standards and the production of job descriptions and employee specifications in a number of service areas.<br>2. Support in HRM and organisational development, with particular assistance given in the drafting of a recruitment and selection code of practice, performance management system and a provincial policy on redeployment |
| Race and gender representivity is poor, especially in management positions. | NO REFERENCES TO THIS IN THE FSPG SUBMISSION |
| No clear provincial and departmental policy on training, which is practical and linked to service delivery | Reference to 'inadequate and/or under-financed training facilities conducted by government within provinces'.<br><br>If however training is equated with 'capacity-building interventions' linked to service delivery, then the following were cited by the FSPG:<br><br> o Office of the Premier, via Directorate: HR and Organisational Development, responsible for capacity-building, training, and human relations<br> o Under the FS Transformation Programme, production of a framework for decentralisation of key services (finance, HR) hailed as promoting skills transfer and 'capacity building tool', with enquiries being made by other provinces<br> o It was however also conceded by the FSPG that in an effort to facilitate more 'integrated' planning across departments, a comprehensive change management and capacity building programme would be necessary.<br> o Reference to a recently launched (1997) 'Provincial Management Capacity Building Project', of which the FSPG was one of seven participating provinces. |
| Organograms were developed without reference to the strategic plans of the department(s) | The FSPG's response essentially conceded this observation, by indicating that in only some departments, namely Health and Social Welfare, have departments made progress in aligning their organisational structures to strategic objectives, through service plans, where 'Other departments have only done service plans and are yet to restructure their structures'<br><br>Also indicated that the Director-General's office (support staff) needed greater capacity to ensure a more effective coordination between strategic priorities and organisational responsiveness. |
| THEMATIC AREA 2: FRAUD AND CORRUPTION in the FSPG | |
| **DPSA Review (1997)** | **FSPG Response (1998)** |
| 'There appears to be a lack of discipline in the administration | Reference to cumbersome legal and regulatory procedures |

Using a combination of the DPSA Review and formal responses to this Review by the FSPG in the late 1990s, this section will try to illustrate the more recent state of institutional governance in the province. It will discuss each thematic area individually and utilise a combination of available secondary literature and interviews carried out with members of the FSPG for this study.

### 3.1 Public service transformation

This section will look at two issues relating to the state of organisational and human resource transformation in the FSPG. The notion of public sector 'transformation' in South Africa has referred either to a catch-all phrase for civil service change, or used to describe more specific aspects of post-apartheid reform. Common amongst the more specific uses of the term is how the human resource profile of government and administration has changed since 1994, which has typically been assessed on the basis of race, gender and disability. Organisational capacity on the other hand, although a subject that has become increasingly prominent on its own, can also be linked to transformation as it relates to the restructuring of civil service organisations/departments and organisational structures to meet new public policy priorities after 1994. This section will illustrate how the human resource profile of the FSPG has been transformed, and what effects organisational restructuring has had on capacity.

Human resource transformation in the FSPG, again focusing on the elements of race, gender and disability, were pegged to a national process of removing discriminatory practices in the apartheid civil service which heavily restricted the employment of non-whites as well as women, especially at the senior decision-making levels.[3] The legislative instrument which governed this process of change was the Employment Equity Act (No. 55 of 1998), a statue which applied across sectors of employment and which held a twofold purpose. The first intended to promote equity in the workplace in contrast to apartheid-period discriminatory practice against non-white South Africans, by eliminating 'unfair discrimination'. The second and related purpose aimed to more actively achieve this equity by implementing 'affirmative action' to redress historical imbalances in workplace racial representation, which entailed promoting the employment of persons from the black population (section 15.1). Although it would be reasonable to assume that the EEA set the tone for a wider array of more sector specific employment policy instruments, this was not in fact the case in the public sector, which as table 2 illustrates, had begun to articulate a need for large-scale changes well before the EEA was passed.

**Table 2: Policy framework for civil service employment transformation**

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[3]See for example Hugo and Stack (1992); Martin (1999); Cameron (2004); Naff and Uys (2005). The impact of the apartheid policy on civil service employment was directly illustrated by Hugo's (1990: 111-112) reference to a comment by the chairperson of the Commission for Administration, forerunner of the post-apartheid Public Service Commission. The chairperson acknowledged that the 'whole structure [of public administration] is imbued with the apartheid policy-it has become a way of life'

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| Policy or legislative instrument | Description |
|---|---|
| White Paper on Reconstruction and Development (1994) | Need to promote 'affirmative action', presented in a broader administrative context marked by a need to re-evaluate the public service's functional priorities and review rules governing personnel placement and salary recognition. |
| White Paper on the Transformation of the Public Service (1995) | Goal of creating a genuinely representative public administration, as reflecting the major characteristics of South African demographics.<br><br>Setting of race, gender and disability targets for the civil service, to be reached by1999:<br><br>% black people at mgt level: 50<br>% of women new mgt recruits: 30<br>% of people with disabilities by 2005: 2<br><br>Affirmative action programmes might require the supply of intensive training support. |
| Constitution of the Republic of South Africa (Act 108 of 1996) | Principle of a public service which was broadly representative of the South African people, and which necessitated a '…need to redress the imbalances of the past…' |
| New Employment Policy for the Public Service (1997) | central goal of public service employment policy was creating a genuinely representative service that reflected the major characteristics of South African demography, 'without eroding efficiency and competence' |
| White Paper on Affirmative Action in the Public Service (1998) | Achieving a broadly representative public administration was a key to restoring 'legitimacy' and 'credibility' in the eyes of the majority of South Africans. |
| *Employment Equity Act (1998)* | |

The most dramatic of the pre-EEA policy instruments to deal with civil service human resource transformation was the White Paper on the Transformation of the Public Service (1995), which set numerical targets for the representation of blacks, women and people with disabilities. Although national policy guidelines early on explicitly specified objectives for changing the representative profile of civil servants, these objectives were not divorced from a consideration of wider functional and organisational processes and objectives.

It is from this national context that a review of human resource transformation in the FSPG can be assessed. Unfortunately the debate between the DPSA Review (1997) and the subsequent FSPG response (PMG 1998) did not provide useful province-

specific observations to speak to this context. Indeed the only reference to FSPG-wide personnel transformation was that, according to the DPSA, race and gender representivity was 'poor' in the province, particularly at management positions. There was moreover no direct reference to this observation made by the FSPG in its parliamentary response. Without further details being outlined in the DPSA Review concerning the poor representation of race and gender in the Free State, it can only be speculated that the province was not keeping pace with the objectives set out in the 1995 White Paper on the Transformation of the Public Service.

More recent analysis of the FSPG's demographic profile, in terms of race, have shown that representivity of previously disadvantaged (that is, non-white) persons at management level has been improving while it still falls short, in terms of proportionality, at some departmental as well as salary band levels. Data published by the Public Service Commission (2006) on affirmative action in the public service showed for example that white civil servants were disproportionately represented at higher salary levels (middle and senior management) relative to their overall representation. The same was true for African civil servants who were disproportionately under-represented at higher salary levels. Although according to the all-inclusive definition of black (including African, coloured, Indian) the province had in fact achieved the 50%[4] target identified in policy, the PSC (2006: 27-28) noted, not unlike the DPSA several years earlier, that 'It can therefore be concluded that there remains much space for the employment of blacks, in particular Africans and coloureds, at the middle and senior management levels.'[5] As an aside, the Central University of Technology (CUT) (see Free State Province 2006?: 18) found that the representation of Africans in the FSPG did not match their share of the province's total population, where the representation of white civil servants was greater than this population group's share of the total provincial population.

The PSC's published findings from its 2006 audit, although generally consistent with much more recent personnel data for the FSPG supplied to the HSRC by the Department of Public Service and Administration (as at June 2008), showed that the province has made tangible progress in increasing the proportion of African civil servants in particular at the middle and senior management ranks. The data firstly showed that of the total of 58, 044 persons employed in the FSPG, 85% were black, with 82% of this group being African, while 15% were white. When racial distribution was examined according to salary level, the figures showed that 68% of middle managers were African and 28% were white, and at the senior management level 61% were African while 33% were white. While the comparative proportion of white managers was still higher than their overall share of the provincial civil service, the province had clearly improved its representation of Africans at management level. Moreover a closer inspection of the DPSA data showed that in all departments except for health, where whites interestingly filled the majority of senior management positions, the ratio of Africans to whites in senior management strongly favoured the former. The picture was more mixed at the middle management level, with as many whites as African middle managers in the Department of Agriculture; white middle managers outnumbering their African counterparts in the Department of Sport, Culture, Science and Technology; and numbering nearly as many Africans in the Department of Local Government and

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[4]According to the Public Service Commission (2006: viii), the 50% percent target for black managers was revised upwards to 75% in 2005.

[5]Although a similar pattern of racial disproportional representation was evident in other provinces (Eastern Cape, Gauteng, KwaZulu-Natal, North West), the pattern was, next to Gauteng, most pronounced in the Free State, when comparing African and white representation at salary levels 1-3 as compared with levels 10-12 and 13-16.

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Housing. These figures indicate that at the senior management level the scope for more Africans may not be as great, from a departmental level, as might be assumed by this group's overall proportional share, while again from a departmental level the scope for greater African employment seems to widen at the middle management ranks, opening up the possibility to targeting the recruitment of young African professionals.

In terms of gender representivity, the FSPG's record is mixed, with progress in the representation of women in management being made at the middle ranks with considerable more progress necessary at the senior ranks (level 13-16). Beginning firstly with the PSC's (2006: 37) audit of affirmative action, figures for the Free State showed that while women comprised the great majority of the provincial administration, at 61%, they were much less represented at the management (especially senior management) ranks with men comprising 69.2% at this level. This situation was however consistent with women's representation across all provincial governments, as outlined elsewhere in the report. More recent employment data (June 2008) obtained from the DPSA displayed some interesting developments in the representation of women in the province's management corps. It showed that the representation of women at the senior management level has largely been static, and in fact dipped (28%) in comparison to what the PSC quoted in 2006. This is juxtaposed against a dramatic increase in the percentage of women at middle management level (levels 9-12), where women now constitute a majority (57%) in the provincial government. This development is a positive sign displaying a commitment to increasing the percentage of women management recruits (as outlined in the 1995 White Paper), where it may be anticipated that measures can be instituted to facilitate the transition of women middle managers to senior management.

The FSPG's commitment to the employment of persons with disability appears to have improved over the recent past, although some confusion has been evident in how the disabled are defined. For instance, in its audit of affirmative action the Public Service Commission (2006: 41) recorded that the province had the lowest representation of persons with disabilities of all provinces, at 0.3%, where the average for all provinces stood at .12%. In a more recent PSC (2008: 28) report on disability equity in the public service (data as at October 2007) it was found that the percentage of disabled civil servants in the province had increased substantially to .2%, which was generally in line with other provinces. Having acknowledged this improvement, the PSC report also pointed to a discrepancy between statistics housed in a national database (Vulindlela/PERSAL) of public service employment and figures provided directly by departments, where in the latter case the direct submission of figures from FSPG departments showed that the province was employing 1.1% of persons with disabilities, with a particularly large discrepancy being reported in the provincial department of Education (PSC 2008: 31). The PSC put this down to a lack of clarity and confusion around the definition of disability status, as observed from interactions with government departments (PSC 2008: 40).

### 3.1.1 FSPG Organisational Capacity

The issue of organisational capacity in the FSPG also speaks to how the province has transformed or more appropriately what transformation as a process has achieved at the level of organisational change, as different from human resource change. In fact, if

remarkably little was said about human resource transformation in the late 1990s, referring to the DPSA audit and FSPG response, table 1 shows that a more substantial debate between the DPSA Review and the FSPG ensued around the question of organisational capacity. To recap, the following issues were raised in the late 1990s:

- o Decentralising personnel placement responsibilities
- o Ineffective organisational rationalisation following post-apartheid amalgamation
- o Organograms developed without reference to strategic plans
- o No clear provincial and departmental policy on training

The following illustrates the progress made and challenges that remain in respect of these organisational observations. Data used for the analysis consisted of available and relevant secondary literature, together with interviews. On the question of decentralising authority to make personnel placements, a study conducted for the FSPG by the CUT on human resources management and development (2006) was able to observe that delegations (from HoD/Accounting Officer downwards) on the whole seemed to be in place amongst line departments. The study did however find some examples (the number was unspecified) where such delegations were not in place for HoDs to manage their departments effectively, with most of these relating to HR (Free State Province 2006?: 33). A concern about powers of appointment versus management between executing authorities (i.e. MECs) and heads of departments was also raised in an interview, which the respondent described as a 'tension'. Indeed the province's concept document on restructuring and business process improvement referred only in passing to 'delegations', and did not generally discuss the relationship between executing authorities and heads of department around HR (Free State Province 2008). More seriously however, the issue of delegations seems to have spawned related references to a politicisation of appointment processes in the provincial government.

What this report will describe as instances of 'politicised' appointment processes observed in the FSPG cannot, based on the limited evidence it came into contact with, pronounce on how widespread or whether this phenomenon is indeed widespread in the provincial government. What it cannot however ignore is the fact that several interviewees explicitly referred to this issue without being prompted to do so, where the subject also seemed to speak to concerns about instability in organisational restructuring referred to in the CUT's study. As indicated, a number of interviewees referred to the politicisation of appointment processes undermining organisational restructuring and rationalisation in the FSPG. In one case an interviewee observed an approach to organisational structures, without any indication to scale or extent, as a 'bread and butter issue', where in some instances the 'bloating' of structures were a reflection of a 'political point of view'.[6] A second interviewee also observed a 'structure before strategy[7]' approach which translated into establishing a post for a person which did not necessarily take account of organisational needs. A third respondent when speaking about the issue of 'capacity' referred to 'political solutions' coming into play around 'deployment' of persons, which this respondent felt was '…still a problem' in the province.[8]

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[6]Interview, 16 October 2008

[7]Interview, 16 October 2008. In another interview with a provincial official it was estimated that as much as fifty percent or half of the province's departments exhibited a misalignment between their organisational structures and strategic objectives (Interview also took place on 16 October 2008)

[8]Interview, 15 October 2008.

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Finally, a fourth interviewee had a different view on the effect of politicised appointments arguing that it was not a serious problem in the FSPG, although conceding that 'political deployment[s]' was adversely affecting capacity at the municipal level. Having said this, the respondent later expressed concerns about the availability of skills in the FSPG, or whether the provincial government was and had attracted the 'right' or capable people, where it was felt that the province needed to concentrate on creating enabling organisational environments to retain committed people.[9] A similar observation was made in a PhD study conducted by a former Director-General of the FSPG, W.K. de Wee (2004: 171), who recounted the following which emerged in his inquiry:

> Some of the senior managers, … concurred with the unionists that the manner in which government [FSPG] recruits staff needs to be reviewed to ensure that people with suitable skills are appointed to suitable posts.

Again, it was not possible to investigate the depth and scale of these observations in the FSPG. Given earlier references to an 'unstable political environment' described in the DPSA's 1997 Review, coupled with the extraordinary submission made by the province at the time to some of its own decision-makers believing that political interference was necessary to guide the province during transition, most of these observations appear to reflect a limited yet troubling continuity of belief in the close association between party and government, with potentially problematic consequences for accountability and performance. Setting aside direct references to the effect of politicised appointments on organisational stability, broader concerns about instability in organisational restructuring have also been raised in the literature, including in the CUT (Free State Province 2006?: 44) study of human resources management and development in the FSPG.[10] Firstly, although no explicit reference was made to 'political' considerations, the consequences of, if not motivations behind, this instability seemed to approximate the effects on organisational structures remarked on by interviewees who did refer to politicisation. For instance, the report noted that there was a 'clear indication' from its engagement with provincial officials that 'constant restructuring' was a major concern.[11] More specifically, the report cited some instances in which officials reported that although rationalisation was presented as being the primary reason for restructuring, the newly established structure was in fact larger and even more cumbersome (i.e. see earlier reference to bloating).

To conclude, although it was not possible to account for the extent of politicisation on organisational restructuring and capacity, the observations documented in this study did at least uncover a variety of concerns that organisational stability could be and was otherwise being adversely affected in the province. Such concerns could moreover have a knock-on effect on ensuring that provincial personnel really were being distributed for maximum effectiveness, reflecting a criticism levelled at the province in the DPSA Review (1997).

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[9]Interview, 20 October 2008.

[10]In a related point, the HSRC requested and was sent information on organisational restructuring motivations made by FSPG line departments, covering approximately the last five years. The intention was to systematically examine these documents to verify levels of organisational instability. While these documents were compiled and sent by the Premier's Office, at the time of writing no documents had yet been received.

[11]Addressing the 3rd Senior Management Service conference in the Free State (30-31 August, 2007), Premier Beatrice Marshoff implied that organisational instability was a problem by observing that the FSPG must demonstrate 'organisational capacity', adding that macro organisational issues must '…continue to receive our attention…' See http://www.fs.gov.za

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Another aspect of organisational capacity that the FSPG has had to contend with is vacancies. While the DPSA Review and the FSPG's response did not refer specifically to the challenge of filling vacancies back in the late 1990s, which was probably due to greater organisational flux being present in the early years of government transition, the effect of the present situation with vacancies could be said to partially correspond with the same problems identified ten years ago, i.e. lack of or difficulties attracting key skills. While recent data collected by the Public Service Commission (2007e: 12) illustrated that the phenomenon of vacancies is a public service-wide problem, it was able to offer a sense of the scale of the problem for the Free State.[12] Using figures sent to the PSC by Free State line departments, a total of 2,950 funded vacant posts were recorded. While it is difficult to evaluate the significance of this number as is, that is, in the context of the province's total employ and level of organisational restructuring, what was perhaps more intriguing about the issue of vacancies raised by the PSC were some of the probable causes, which included the supply of scare skills available to national and provincial administrations, protracted selection processes, and organisational restructuring as it reflected variation between vacancy information recorded on a national employment database (PERSAL), versus information provided directly to the PSC. What was interesting about this latter factor, in view of what has already been observed about organisational restructuring in the FSPG, was that the Free State had the third highest deviation rate amongst the provinces at 88.2%. Other factors included high staff turnover and job-hopping.

As the PSC report did not specify what factors might be contributing to the maintenance of vacancies in the FSPG, it did provide a breakdown of vacancies per department which may be useful for assessing how widespread the phenomenon actually is. In this regard it was found that, using only figures supplied by FSPG line departments, vacancies were spread amongst most of the province's eleven departments, whilst being particularly acute in some of the largest departments such as health; education; social development; public works; as well as tourism. Additional consultation with officials in the province indicated that a supply-side problem might also be impacting on the provincial government's ability to recruit and retain personnel.[13] The supply-side challenge of skills was also raised in another interview, pointing to generic as well as specialist occupational categories such as IT, finance, as well as engineering, education and health care workers, which partially corresponds to departments where vacancies were also comparatively high.[14] Further consultation with department officials also found some concern with how the filling of vacancies was being prioritised in the Free State, with those at management ranks seemingly taking precedence over those at lower-level operational levels, where the latter are engaged more directly in critical service delivery outputs.[15] This 'top-bottom' emphasis on filling vacancies was to some extent borne out in the CUT study on the status of human resource management in the FSPG, which described 'strong hierarchical lines dominating the managerial fraternity and creating top-heavy structures…' (Free State Province 2006?: 43).

A final area of continuing concern relating to the organisational capacity of the FSPG was training, or more broadly human resource development. Unfortunately, aforementioned references to instability in organisational structures, the challenge of

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[12]At the time of writing the HSRC had not received vacancy figures in the FSPG from the Premier's Office, which committed to send these. We therefore had to rely on published data from the Public Service Commission.

[13]Interview, 20 October 2008

[14]Interview, 16 October 2008

[15]Interview, 1 December 2008

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attracting and retaining scarce skills, controversies around appointment processes and questionable prioritisation of vacancies has tended to overshadow and possibly even undermine efforts to build the capacity of existing provincial civil servants or to attract and keep these individuals.[16] Having said this, when the CUT report analysed line department human resource plans it was found that while these plans generally defined HR needs well, they did not '…qualify these needs in terms of the actual competencies and skills required.' (Free State Province 2006?: 56). Concerns have also been documented about training at the level of provincial managers, or so-called 'management development', where in a PhD study of public sector management development in the FSPG, a former Director-General of the province, W.K. de Wee (2004: 166-168) also found in his consultations, which included senior officials, that management development interventions lacked a formalised, co-ordinated and relevant framework in the province. He added more broadly that interviews found that the provincial government did not sufficiently induct new recruits (de Wee 2004: 172).

Despite these micro-level observations the Free State has of late been demonstrating a novel strategic commitment to pushing the importance of a professional, well trained civil service. This includes funding a public sector management development entity: the Free State Training and Development Institute; fostering a network of provincial senior managers by convening regular senior management service seminars in the province; and tasking the provincial government's Governance and Administration cluster (see later section on integrated service delivery) to facilitate province-wide interventions to build capacity, including implementing an integrated human resource development strategy; employment equity plan, retention strategy, and employee assistance programme (Free State Provincial Government 2007: 120).

The next section will look at how the FSPG has dealt with the issue of fraud and corruption.

### 3.2 Fraud and corruption

The issues of fraud and corruption continue to be at the forefront of efforts to ensure transparent and accountable governments across the world. This challenge has been no more strongly evident than in South Africa which has recently undergone significant public sector restructuring, placing considerable pressure on efforts to ensure the ethical integrity of the bureaucracy. Before taking a closer look at how the FSPG has coped with the challenges of preventing fraud and corruption, it is necessary to outline what these terms refer to. Corruption, as defined in the Prevention and Combating of Corrupt Activities Act (2004), and the apartheid-period Corruption Act (Number 94 of 1992) which preceded it, under which both the public and private sectors are bound, essentially defined the offence of corruption as relating to any person who gives or offers to give a benefit which is not legally due to any person [upon whom a power has been conferred, or who has been charged with any duty by virtue of any employment or the holding of any office], to influence the person to commit or omit to do any act in relation to such power or duty. This includes any person who receives/obtains or agrees to receive any benefit which is not legally due to them, to commit or omit to perform any act in relation to powers conferred on them or duties to which they are charged by virtue of any employment or the holding of any post.

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[16]For instance, the CUT (2006?: 70) study observed that the Free State was without a formal retention plan or strategy across departments to help hold onto scarce skilled individuals.

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The more recent Prevention and Combating of Corrupt Activities Act is, to South Africa's credit, broader and more detailed in scope, firstly in its delineation of actors that engage in corruption, covering 'offences in respect of…public officers', 'foreign public officials', 'agents', 'members of legislative authority', 'judicial officers'. Secondly, it also distinguishes 'general' from more activity-specific instances where corruption has alleged to have taken place, i.e. 'general offence of corruption', 'offences…relating to contracts', 'offences… relating to procuring and withdrawal of tenders', and 'miscellaneous offences'. Section 4 of the Act also applies the general definition to corrupt activities relating to 'public officers', and adds a number of specific activities relating to the performance of public officials in particular[17]. The quid pro quo nature of the legal definition of corruption is contrasted with the issue of fraud, which the 2002 Public Service Anti-Corruption Strategy (PSACS 2002: 7-8) described as a 'dimension of corruption', or as part of the '…various forms in which corruption manifests itself in the Public Service…' This included 'embezzlement' (theft of resources by persons entrusted with authority and control of resources', and 'fraud', where the DPSA (ibid) has elsewhere defined the latter as involving '…actions or behaviours by a public servant, other person or entity that fools others into providing a benefit that would not normally accrue to the public servant, other persons or entity'. The DPSA cited an example of a public servant registering a fictitious employee in order to collect the salary of that individual. The main distinguishing factor in fraud is the element of deception, where the National Treasury (not dated: 3) has also noted that 'Fraud can be defined as any practice that involves deceit or other dishonest means by which a benefit is obtained from the government'.

To recap, the DPSA provincial reviews reported, in the case of the Free State, that the province displayed a number of weaknesses, primarily in its ability to prevent ethical transgressions (that is, fraud and corruption). This included weak centralised monitoring and auditing capacity, as well as an apparent inability to deal decisively with cases that had arisen. For its part, the FSPG in its submission to Parliament in response to the DPSA Review provided only limited details which concentrated mainly on the latter issue, noting that cumbersome legal and regulatory procedures contributed to delays in finalising cases of unethical conduct. In partial defence of the FSPG, it could be noted that in its comments on general provincial government performance in South Africa the Presidential Review Commission (1998: 62) and the DPSA's (under Ministry of Public Service and Administration 1997: 7) consolidated provincial report observed that financial misconduct (i.e. fraud and corruption), ineffective procedures and shortages of staff to manage misconduct, as well as poor financial management, were visible across the provinces. Moreover, it was reported as late as a 2007 in a Public Service Commission study on alleged cases of corruption lodged with a National Anti-Corruption Hotline that in a majority of provinces there was a large gap between cases lodged and feedback received (PSC 2007a: 17). More interesting in this finding however was that the Free State had provided feedback on only 25% of alleged cases of corruption lodged with the NACH between 2004 and 2006, which was amongst the lowest for all provinces (ibid). This would suggest that intractable impediments continue to frustrate the finalisation of misconduct in the FSPG[18].

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[17]Includes voting at any meeting of a public body, performing or not adequately performing any official functions, expediting, delaying, hindering or preventing the performance of an official act, showing any favour or disfavour to any person in performing a function as a public officer, exerting any improper influence over the decision making of any person performing functions in a public body (Paragraph 4, section 2).

[18]The PSC had a damning conclusion on the FS, arguing that "The [Free State] province does not appear to follow a coherent, systematic approach in promoting professional ethics and fighting corruption.', adding that 'Serious concerns must be raised regarding investigative capacity in the province as no cases were closed after investigation.' (PSC 2007a:

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The next section will show that while the FSPG has made demonstrable efforts to improve its administrative infrastructure to combat fraud and corruption, in line with national efforts in this direction since 1998 (see in particular Public Finance Management Act, No. 1 of 1999), finalising a coherent strategic approach to tackle corruption coupled with instituting stronger administrative measures to prevent and combat the problem remains unfulfilled.

During the course of the review of provincial governments by the DPSA and PRC, national government (and by extension provincial governments) began to focus more attention on the issue of corruption. Table 3 illustrates key activities in the period 1997-1999.

**Table 3: Anti-corruption activities between 1997 and 1999**

| Activity | Date |
|---|---|
| Cabinet committee established to work on corruption including Ministers responsible for South Africa's National Crime Prevention Strategy | March 1997 |
| Code of Conduct for public servants becomes part of public service regulations | June 1997 |
| Inter-ministerial committee on corruption appointed by Cabinet | October 1997 |
| National Campaign against Corruption | September 1998 |
| Public Sector Anti-Corruption Conference | November 1998 |
| National Anti-Corruption Summit | April 1999 |
| South Africa hosts 9th International Anti-corruption Conference | October 1999 |

The strategic efforts illustrated in table 3 culminated in public finance management reform, including the passage of a Public Finance Management Act and its accompanying regulations, which required national and provincial governments to adhere to stricter financial accounting and management practices. The first test of the PFMA's imprint was evident in a Public Service Commission (2002) review of provincial efforts to manage the risk of fraud and corruption. The report examined departmental compliance with fraud risk management provisions contained in regulations to the PFMA published between 2000 and 2002. Reporting on a provincial basis, in the case of the Free State the document repeated the DPSA's finding from a few years earlier that a centralised internal audit structure to 'drive financial and fraud risk management' in the province was still outstanding[19] (PSC 2002: 14). It also noted that line departments in the Free State were generally 'in the dark' about their functional responsibilities to comply with the PFMA, which was further clouded by the province's failure to repeal the Provincial Exchequer Act; that awareness levels on the application of risk management was not effectively institutionalised; and that the province accounted poorly in response to the following indicators of fraud risk management:

- o Has an internal audit unit been established? (No in all cases, although intention was to centralise this)
- o Has an audit committee been established? (No in all cases)
- o Has a risk assessment been done? (63% of FSPG departments reported 'No')
- o Has a fraud prevention plan been developed? (81% of FSPG departments reported No)

(PSC 2002: 20)

Despite these findings, the PSC did acknowledge that the acceptance of a risk management culture in the Free State was evident at the highest levels of government and was supported by resolutions of the provincial Executive Council. This level of

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[19]Repeated attempts through in-person exchanges, email and telephone requests were made to secure an interview with the Free State Provincial Treasury's Internal Audit section, which included an external component charged with overseeing the FSPG's line departments. Unfortunately no successful response was forthcoming.

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formal commitment could be traced to an earlier observation in the PRC (1998: 64) report, which cited the DPSA Review as noting that the Free State, along with Mpumalanga and the Northern Province (now Limpopo), were the 'leading provinces in terms of the implementation and the development [sic] plans to address the problems identified in the DPSA task team reports'. Indeed an examination of financial misconduct reports compiled by the Public Service Commission between 2001-2007 have shown that Free State provincial departments have been highly responsive in their submission of finalised cases of financial misconduct (as opposed to alleged and investigated cases remarked on earlier), where this has mostly seen 100% of departments reporting, with 80% of departments in 2001/2002. Another illustration of the FSPG's commitment to the issue of corruption was its convening of a Provincial Anti-Corruption Summit in July 2005.

More recent analyses of the FSPG's efforts to combat fraud and corruption have also demonstrated that the province has made tangible gains in improving its administrative infrastructure to prevent financial misconduct, beyond displaying a political commitment to combating the problem and reporting on finalised cases. This was recently illustrated in a 2007 study carried out by the HSRC[20] for the Public Service Commission, which evaluated the implementation of fraud prevention plans in the public service. The study was the most comprehensive assessment of its kind since an earlier PSC assessment tried to gauge departmental anti-fraud and corruption readiness in accordance with PFMA requirements. The study employed a questionnaire and analysis of fraud prevention documentation from 69 national and provincial departments, which included at least half of all departments in South Africa's nine provinces. The study was in particular able to capture fraud prevention planning information for eight of the FSPG's 11 government departments, which was amongst the highest for all provinces. Of greater value was the study's ability to longitudinally assess the extent to which the FSPG had improved on fraud risk management indicators from 2002. The findings were mostly positive in this regard, including the following:

- Has internal audit unit been established? All departments reported a yes, and 7/8 departments reported that they operated a fully in-house unit, which differed from the 2002 risk assessment findings.

- Has audit committee been established? (7/8) departments said yes. This is an improvement from PFMA survey

- Has risk assessment been done? 6/8 departments indicated that a risk assessment had recently taken place (i.e. 2006-2007)

- Has a Fraud Prevention Plan been developed? All departments said yes. The study was able to confirm that 6/8 departments had in fact developed a Plan, as hard copies of these documents were submitted as part of the research. When these documents were analysed in more detail, it was found that they generally displayed evidence of key fraud risk management including: specifying a definition of fraud, evidence of a link with identified fraud risk areas, evidence of management arrangements for implementation, and evidence of risk assessment/management.

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[20]The study was implemented by the Democracy and Governance Programme (HSRC) for the PSC in 2007. Data for FSPG departments were extracted from the consolidated SPSS dataset which included all 69 national and provincial departments, as well as additional MS Excel files. The entire study is referenced as PSC 2007c.

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Although at one level FSPG departments had made considerable progress in putting in place internal control structures and measures to prevent the risk of financial misconduct, at another level the 2007 study also revealed weaknesses which interestingly reflected observations about fraud and corruption control in the FSPG from several years earlier. This has included insufficient capacity to engage in fraud risk oversight, and ineffective embedding of responsibility for fraud risk prevention amongst line management officials[21]. A microcosm of the difficulties in ensuring that line managers understood that they bore direct functional responsibility for fraud and corruption prevention was relayed in an interview (15 October 2008) with an official in the FSPG Premier's Office. The official reported that there had tended to be a conflation of financial management with risk management functions, which effectively meant that officials charged with managing departmental finances were, by default, expected to assume responsibility for fraud risk. This was not ideal where it meant that responsibility for risk was not dispersed more widely and decentralised to line function managers. Finally, despite a majority of sampled FSPG departments reporting that they operated an investigations unit and performed an ethics and anti-corruption function, an examination of their actual fraud prevention plans showed that these were weak on specifying procedures to investigate incidents[22]. The problem of securing sufficient personnel capacity to ensure the effectiveness of existing structures that could be employed to mitigate fraud and corruption appeared particularly acute in the FSPG. This was revealed in a 2006 Office of the Accountant-General (National Treasury) study on the state of audit structures in national and provincial governments, which showed that of 8 FSPG line departments surveyed, as much as 52% of established internal audit posts were vacant.[23]

In concluding this section on fraud and corruption it should be noted that the FSPG only recently finalised a provincial wide anti-corruption strategy. In its 2007 report on the state of professional ethics in the Free State, the PSC noted that only a draft provincial anti-corruption strategy had been developed, at least five years after an anti-corruption strategy for the entire public service (which includes provincial public services) was introduced (PSC 2007b: 6). During the course of this 15 year review study the HSRC was provided with a copy of the 'Free State Provincial Anti-Corruption Strategy', which although not dated, was otherwise reported to the HSRC as having been approved on February 27, 2008. This appears consistent with Premier Beatrice Marshoff's statement in her department's budget vote speech on April 17 2008, that '…the Anti-corruption strategy has been finalised and it will be rolled out to the districts in this financial year.' (South African Government Online)

Although the finalisation of a province-wide strategy is to be commended in view of the administrative challenges that continue to frustrate effective fraud and corruption prevention in the province, closer inspection of the document revealed that it was largely a word-for-word repackaging of the generic text contained in the 2002 Public Service

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[21]A former Director-General of the FSPG, W.K. de Wee (2004: 170-171) made an interesting and related discovery in his consultation with managers as part of his PhD research on management development in the province. He found that risk management and fraud prevention was not amongst the top management development needs as expressed by these officials.

[22]This was corroborated by another PSC study on the state of professional ethics in the Free State (2007), which assessed 9 of 11 departments. The study found that in only two of the sampled departments were formal investigative procedures to probe corruption in place (PSC 2007b: 9)

[23]The data from the Office of the Accountant-General was supplied to the HSRC during the course of the fraud prevention plan study carried out in 2007. Data for various provinces including the Free State were contained in an MS Excel file.

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Anti-Corruption Strategy. Of perhaps greater concern was that the provincial strategy was extraordinarily thin on not only the specific context of anti fraud and corruption challenges that continue to bedevil the FSPG, as outlined earlier in this section for example, but also on how the provincial government will seek to tackle these specific challenges.

It may be mooted that one strategic approach to trying to improve the FSPG's ability to combat fraud and corruption is an envisaged anti-corruption structure in the Premiers Office, for which a Terms of Reference was reported as existing (see Helepi 2006), but whose existence was curiously not mentioned in the provincial anti-corruption strategy document. The purpose of the unit was further described in this document as including the coordination of anti-corruption efforts within the FSPG, as well as with external stakeholders, and the important task, given past poor performance (see earlier references) of developing the capacity to respond to and investigate all cases arising from the PSC's anti-corruption Hotline. The establishment of a centralised anti-corruption unit in the Premier's Office, which according to the Department's 2008/9-20010/11 Annual Performance Plan appears to reside at least partially with a Security Management structure[24], seems to have assumed the important role as co-ordinator and expeditor of reporting compliance on anti-corruption matters in the Province (Department of the Premier 2008: 15-16). What is not clear is whether the role, as defined, as well as reach of such a structure will be sufficient to plug the gaps that exist at the critical line department level, including facilitating audit and investigations capacity and enforcing decentralised management responsibility for fraud and corruption.[25]

The next section will shift to how the FSPG has pursued integrated service delivery.

### 3.3 Integrated Service Delivery

While the subject of service delivery has become a paramount expectation of post-apartheid government in South Africa, given historically skewed and discriminatory patterns of distributing public services based on race, the issue of 'integrated' service delivery (ISD) has assumed a narrower but no less significant meaning signifying the optimal institutional arrangements for delivering services. One definition of ISD employed in the context of South African government includes the following: '…providing a range of government services across departmental jurisdiction either in one location or through consolidated channels' (CPSI 2004: 5). This definition interestingly contains two dimensions to ISD that can be illustrated in the work of the Free State Provincial Government. The first speaks to the issue of accessibility, where public services delivered by a variety of government departments are localised at a central point of delivery. The second dimension, which talks about consolidated channels, can be linked to the integration of planning for the delivery of services involving multiple departments.

This section will begin with the second dimension of ISD referred to above, or the notion of consolidated (planning) channels, as this can be traced back to the early debate on

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[24]The Premier's Office confirmed to the writer that, according to the Security Management section, a specific anti-corruption unit has not yet been set up (email: 26 November 2008).

[25]The challenge of ensuring that line management officials take up direct responsibility for fraud and corruption also appeared consistent with the level of financial disclosure compliance in the Free State. A Public Service Commission (2007d: 19) report on financial disclosures indicated that over six successive financial reporting periods (1999-2005) there was a gap between the number of senior managers in the FSPG and the number of financial disclosure forms received. The requirement in public service regulations to make disclosure of financial interests is used to examine potential conflicts of interest.

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the FSPG's post-apartheid performance as contained in table 1. References to ISD, although the term was not explicitly employed, otherwise spoke to the concept of ISD as it has been defined in this document, with the DPSA Review team observing poor communication amongst FSPG departments as well as unclear policy priorities and the lack of a policy framework within which departments could work. In its response to Parliament the FSPG reported that interventions were being made to improve the integration of activities between its departments. This included the organisation of line departments into 'clusters' to facilitate coordination, which was originally tied to activities spelled out in the Reconstruction and Development White Paper. The second intervention made reference to the FSPG being in the process of developing an 'Integrated Development Plan'.

What was most surprising about the FSPG's reference to these two integration planning vehicles was their complete absence in the DPSA Review report, for which it can only be speculated that gaps in the DPSA's research may have been to blame. The reason for this comment is that both the 'integrated development plan', which has since evolved at the provincial level into more elaborate 'growth and development strategies', as well as the 'clustering' of government departments, have become prominent national vehicles to facilitate co-ordination and co-operation amongst multiple departments in the planning and delivery of services. In this respect the FSPG's experimentation with these instruments as early as 1997/98 could be considered relatively progressive, given that clustering was highlighted only subsequently in the work of national government (see Presidency 2001), with 'integrated development planning' also appearing prominently in later local government legislation (i.e. 2000 Municipal Systems Act). The clustering of provincial line departments coupled with the publication of an Integrated Development Plan could therefore be considered significant in the context of a new and restructured Free State Provincial Government. This was furthermore illustrated by the publication of a 'Free State Development and Planning Framework 1998/99' (Premiers Office), which brought together clustered departments on the basis of priority/flagship programmes and projects.

By the end of the FSPG's first term of government (1994-1999) the province had already taken steps towards realising the principle of integrated governing planning, as well as defining the relationship between departmental coordination and sector specific priorities. This continued into the provincial government's second term of government with the publication of a Free State Development Plan 2002/2005 (FSDP). The contents of the Plan continued the theme of an integrated or clustered approach as defined in the late 1990s, by focusing on the specification of sector priorities, indicators (including outputs), projects, clusters, and project performance measures. The Plan was however limited in its description of how the FSPG's constituent departments would work together to implement the Plan, where the text focused mainly on identifying the sector-specific objectives intended to be achieved by the Plan. Interestingly, when the Democracy and Governance Programme (2003: 11) was contracted by the FSPG to evaluate the process of compiling the FSDP (in 2003), the reviewers argued that the process favoured an inward-looking objective to improve departmental co-ordination relative to interrogating spatial and economic priorities:

> This overview shows that the consultation process was largely focused internally within the Provincial Government. The FSDP consultative process appeared to be aimed to co-ordinate government departments and bring departmental strategies together into an overarching plan … The 2001 FSDP process clearly

prioritised intra-governmental co-ordination, at provincial level, with some reference to local developmental priorities. However, spatial and economic questions were not asked adequately. It was primarily a plan to improve government service delivery.

Although this observation was consistent with the FSPG's early efforts to integrate the planning of provincial service delivery, the implication that the process of identifying sector-specific priorities, particularly at the local (that is, municipal) level, was inadequately defined, exposed weaknesses in the government's 'external integration' of planning, which meant its consultation with municipalities and non-governmental stakeholders[26]. Having observed this, the fact that municipalities in South Africa were fundamentally restructured and expected to develop their own integrated development plans only from 2000, probably created a scenario in which service delivery priorities at the local level were sketchy at best.[27] With this said, the D&G assessment acknowledged that while the level of external participation in the FSDP was not 'optimal', as this was the province's first real[28] experience in inter-sector planning, it was otherwise a 'valuable consolidation experience' in bringing together various departments to work together '…in a much more unified developmental approach' (D&G 2003: 26).

The FSDP process has had a visible impact on the province's subsequent efforts at planning for integrated service delivery. The FSPG's more recent work in drafting the Free State Growth and Development Strategy (2005-2014) was, in terms of its content, not only more substantive in outlining the spatial and economic context of the province, but also more detailed in specifying how departments would be expected to practice integration, through clusters. A subsequent revised version of the FSGDS (2007) was meant to address shortcomings in external public consultation and review identified after the release of the first version of the Strategy, which interestingly reflected even earlier weaknesses in the FSDP.[29] The comparative efforts of the FSPG in consciously working to improve provincial wide integrated planning for service delivery has been noted by external reviewers, including in Merrifield, Oranje and Fourie's (2008: 35, 39 ) review of development planning in South Africa, for the Presidency's recent 15 year review project.[30] In their paper the authors found that the Free State was only one of two provinces that had fully reviewed its provincial growth and development strategy; and that with the exception of the Free State and the Western Cape, there was a 'continuing absence of serious private sector involvement in preparing and "implementing" PGDSs.'

More recent efforts by the FSPG to improve correspondence between the ends of integrated development planning for service delivery (spatial and local outputs) and the institutional means to achieve these ends, has been outlined in two additional documents. The first has seen the publication of a Provincial Spatial Development Framework[31] (2007), which has been designed to address previous spatial-economic weaknesses in the province's integrated planning efforts. Because the Framework does

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[26]Weak external consultation in the FSDP was also mentioned in an interview, 20 October 2008

[27]The D&G (2003: 14) assessment in fact referred to this, noting that '… the existing FSDP was developed while [municipal] IDPs were still to be completed…Local authorities (and their consultants) have just started to grapple with mastering Integrated Development Planning.'

[28]It might be more appropriate to say first 'major' experience, given the earlier Free State Development and Planning Framework 1998/99.

[29]An interview with the Premier's office also revealed that the revised FSGDS followed a more extensive external consultation process to improve the Strategy's spatial perspective and reflection of municipal IDP priorities.

[30]See: The Presidency. 2008. Towards a Fifteen Year Review Synthesis Report

[31]See also Mohai, S. 2006.

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not introduce new institutional arrangements for implementation, as opposed to essentially giving elements of the FSGDS a more spatial profile, the value of the Framework will closely be pegged to the arrangements outlined in the FSGDS. Having said this, and perhaps conscious of the pivotal role that institutional arrangements will play in the increasingly sophisticated integrated planning processes being outlined by the province, the FSPG tasked a team of civil servants to draft guidelines to facilitate the work of departmental clusters, referred to colloquially as the 'ways of working' document (Department of the Premier, FSPG 2005). Although the cluster approach was already several years old in the Free State, the document sought to outline in some detail the composition of the four clusters[32] identified by the FSPG and how each would be expected to conduct its business on cluster-specific as well as cross-cutting issues (including special government programmes or those of national importance).

The ways of working document appeared especially cognisant of ensuring capable political stewardship of the integrated sector issues being dealt with by the clusters, noting for instance that the appointment of cluster chairpersons from amongst the ranks of Executive Council members (i.e. MECs), would have to include not only 'knowledge in the respective field', but also take account of 'experience in government' and 'leadership skills'. The crux of the new system brings together so-called 'lead' and 'core' departments within a specific cluster. This system seems to have been introduced in order to improve on a previously rationale but seemingly unsatisfactory system of automatically delegating chairpersonship responsibility of clusters to the most relevant MECs and Heads of Departments, as this related to a cluster's sector theme.[33] Having said this, a particularly visible but not necessarily intractable challenge in how clusters have been reformed in the Free State includes the potential for accountability friction at the chairpersonship levels when, as outlined in the ways of working document, the chairs of the 'executive' clusters, i.e. MECs, preside over different departments than the chairs of the 'technical' clusters which not only mirror their executive counterparts but are expected to report directly to these. Having acknowledged this however, the fact that the cluster approach was, as reported in an interview, essentially introduced as a more transcendent 'strategic' way for all provincial government departments to begin to work, indicates that the FSPG leadership seems at least mindful that such challenges may occur.[34]

Other potentially more serious challenges facing the integration of service delivery planning in the Free State by employing the cluster approach includes the task of aligning provincial cluster priorities with those of the province's local governments.[35] Indeed the ways of working document is relatively silent on how the administrative interface between provincial and local government will work, preferring instead to flag this as a future task. At the same time the Governance and Administration cluster seems to have been saddled with the overarching strategic task of 'aligning' and 'co-ordinating' the FSGDS with municipal IDPs in the Free State, as well as 'improving a cluster system across the two spheres of government in the Province' (FSPG 2007: 120-121). Although the following does not necessarily portend that this will be an impossible task, it is

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[32]These consist of the following: Economic, Employment and Investment; Social and Human Development; Justice, Crime Prevention and Security; and Governance and Administration.

[33]Interview, 20 October 2008. Examples include chairpersonship of the Governance and Administration cluster being taken up by the MECs for Agriculture and more recently Education; and the Justice and Crime Prevention cluster being chaired by the Provincial Treasury (Department of the Premier 2005: 5).

[34]Interview, 20 October 2008.

[35]Attempts to secure an interview with the Department of Local Government and Housing were not successful.

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otherwise noteworthy to mention that a difficulty currently being faced by the FSPG involves that of operationalising clusters in the district/regional offices of the FSPG[36], which are not legally part of local sphere but provincial government.

A final illustration of efforts by the FSPG to encourage integrated service delivery, and one that might yield useful insights into the challenges of achieving its development objectives at a local level includes the roll out of multi-purpose community centres, or Thusong Service Centres (TSC). This speaks to the issue of accessibility to integrated services, as noted earlier in this section. The multi-purpose centre concept is actually a national initiative which emerged just two years after South Africa's first non-racial democratic elections in 1994, with the first centres said to have appeared around 1999/2000.[37] The concept of a multi-purpose centre was conceived as a means of improving access to important government services to previously neglected or difficult-to-reach populations, by combining these services under one roof. Multi-purpose centres were formally defined by the Government Communications and Information System department which pioneered it, as 'place[s] where a number of services are provided by local, provincial and national government, as well as parastatals, NGOs, CBOs and the private sector', where the services being offered at these centres would be those identified as needed by the communities being served.

The FSPG currently has nine operational MPCCS, seven of which are managed by the provincial government with two so-called second generation centres managed by municipalities.[38] An overall objective is to establish an MPCC in each local municipality in the province by 2014, although planning for this, as outlined in a recent provincial strategy for TSC establishment, will also need to take account of demand and socio-economic factors (FSPG, GCIS 2007). As it is the ultimate intention to encourage municipalities to take on board greater responsibility for the day-to-day management of the second generation Thusong Centres, it may be useful to consider, in the wider scheme of integrated service planning, some of the challenges (and translatable lessons) that the FSPG has faced in putting in place and managing the first generation TSC's since 1999. The importance of this reflects on the comment, contained in the Free State TSC Business Plan, that regardless of the increasing role that municipalities will play in their functioning, the TSCs are still '…recognised as one of the mechanisms for achieving the Provincial Growth and Development Strategy…' (FSPG, GCIS 2007: 36).

While the province's business plan for TSC remarks optimistically on municipal demand and interest in establishing the Centres, which bodes well for realising integrated service delivery at a local level, the FSPG will maintain a central role in monitoring and supporting the operation of the Centres at municipal level. Some of the challenges that the provincial government, and in particular the Premier's office, will face in performing this strategic role in view of the gradual roll out of more and more centres seems to converge around systems and processes, and in particular putting in place monitoring systems and service delivery procedures (especially around finalising service level agreements with government agencies stationed at the TSCs) that can account for how the centres are actually being run.[39] The same interviewee also alluded to the unlikely immediate prospect of the Premier's office providing direct support to TSC managers, due to its available capacity.

[36]Interview, 15 October 2008

[37]See GCIS 2000.

[38]Interview, 16 October 2008.

[39]Interview, 16 October 2008.

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It would be important to keep in mind that although the Premiers department is being called upon to play a central co-ordinating and administrative support role on the TSC programme, it is a provincial government-wide strategic and administrative responsibility and as such has been included in the proposed programme of action for the provincial Governance and Administration cluster (FSPG 2006) as a whole. This should suggest that the Cluster as a whole, and all departments within it in addition to the Premiers department, will probably have to shoulder the responsibility of ensuring that sufficient capacity is made available to monitor and support these entities. The province's business plan for the TSCs, although impressive in its analysis of the socio-economic demand for and functional viability of the centres, does not sufficiently address the practicalities of the provincial government's role in their functioning.

### 3.4 Public Participation

Popular participation in government processes and activities is a defining feature of a democratic society. It is an expression of that fundamental principle of a democracy: that is, having been constituted through the will of the electorate, a government governs on behalf of its electorate with the express purpose of fulfilling their wishes and needs. This then obliges the government to remain in constant contact with its electorate in order to keep abreast with their concerns, and also to report back on its progress in implementing policies based on which it was elected into political office. Similarly, to realise participatory democracy requires that citizens also be keenly interested in the political processes and activities. Government can only create public spaces of interaction, but it is up to the citizenry to participate in such forums and do so of their own volition ( Huber, E, et al, 1997, pp.323-342).

In this section, therefore, we assess the level of participatory democracy in the Free State Province in the last fifteen years. We look primarily at two indicators: political activism as reflected through participation in political activities, organizations, and in the electoral process; and the nature and level of popular participation in interactive spaces (or forums) between government and the citizenry.

### 3.5 The State of Political Activism

South Africa generally suffers from a low rate of political activism. Successive surveys have reported that roughly a quarter of the South African populace, including the Free State Province, is politically active on a sustained basis. This refers to participation in political meetings, rallies, public protests or having a membership in a political party. Rather, the South African citizenry is more interested in the elections than in other political activities[40].

Free State registers relatively high rates of electoral participation. It had the third highest voter turn-out both in 2004 (90.99%) and 1999 (77.76%) and was fifth in the inaugural 1994 election, but even then it was still quite high at 84.50%. The composition of the legislature in past three terms, and like most other provinces, has largely been

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[40] See Afrobarometer Survey Findings – www.afrobarometer .org.za

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dominated by the African National Congress (ANC) with around 25 seats, whilst 2 - 4 opposition parties have shared the remaining 6 seats among themselves. High voter participation indicates that local residents maintain an acute interest in the composition of their government and are quite keen to exercise their right to select who forms that government[41].

Party representation, especially in the local government, reflects all the various ideological strands present in South Africa's political landscape. For instance, both the Pan Africanist Congress (PAC) and Freedom Front Plus (FF+), representing the opposing extremes within the historically black and white politics, have municipal representation. In fact, the PAC had its strongest electoral showing in the Free State at 1.18% in 2004. Similarly, another historically significant but marginal political party – i.e. the Azanian People's Organisation (AZAPO), made its debut entry into local government in 2006 winning 2 seats – 0.14% share of the total local poll in the province – in the Free State.

Frankly, the Free State seems to be a potential growth point for the opposition party, as the DA also saw its support grow by DA 3.14% in the 2004 elections, whilst the ruling party, albeit getting the largest number of votes, experienced a dip in the actual number of votes received in the province[42]. Even one former Bantustan ruling party, in the old QwaQwa – i.e. Dikwankwetla Party of South Africa – still retains some support within the province. It won 1.50% of the votes cast in the 2006 local elections, giving it a total of 9 seats in the province's local government[43]. Representation of a broader and diverse range of political opinion in the Province indicates a high predisposition towards political representation on the part of interest groups, than alienating oneself from the political institutions and processes or even advancing one's interests through violent means. This shows a widespread acceptance, by all ideological groupings, of the democratic process and institutions as the legitimate forms of authority through which interests groups advance their various interests. The inclination to use violent means in pursuance of one's interests is thus highly minimal, if at all.


### 3.6 Forums of Participatory Democracy

Public participation in governance assumes two forms: *Imbizo[44]* and public meetings between the members of the provincial government and the public - known as "Exco-meets-the-people"[45]. These are two separate forums, yet inter-related as they both, albeit to varying degrees, involve the provincial government.

The idea of hosting *Iimbizo* dates back to 2001. *Iimbizo* take place in two forms: Presidential *Imbizo* and the *Imbizo Focus Week*. The latter involves direct presidential visits to all the various provinces throughout the year. On each provincial visit, the president is accompanied by Premiers, MECs, Mayors and other politicians drawn from the local government. The idea of a presidential *Imbizo* is two-fold: to enable the president to see first-hand the impact of government programmes on the ground as well as the challenges with which people are still faced; and to allow citizens to take-up their

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[41] www.elections.org.za

[42] EISA, Election Update 2004, South Africa #8

[43] www.elections.org.za

[44] www.gcis.gov.za

[45] Interview with government official in Bloemfontein, November 26, 2008

issues, especially where they feel let down by the provincial government, directly with the president. Whilst the Presidential *Iimbizo* is initiated by the President and focuses on the overall work of government, the *Imbizo* Focus Week is a Ministerial initiative dedicated to a specific portfolio, which also involves MECs and local government officials working in the same portfolio as the Minister. The provincial government also has its own initiative – i.e. Exco-meets-the-people – through which it visits all various regions of the province throughout the year and deals with the specific issues for which the provincial government is responsible and can attend to.

The purpose of *Iimbizo* and executive visits is primarily to reassure voters that government listens and does care for their plight. It seeks to underscore the notion that, since it is elected to serve the needs of the citizenry, a democratic government has to remain in constant communication with the citizenry in order to keep abreast with their needs and thereby serve them effectively.

More importantly, *Iimbizo* compensate for the weaknesses of indirect representation, especially where parliamentarians are not elected on a constituency-based system, but appointed by a political party without any direct manner of accountability towards a particular constituency. To start with, the term "*Imbizo*" refers to the historical practice of public gatherings, where residents meet in a public space to discuss public issues and all do so on an equal footing. Those in authority are expected to listen to residents reporting or complaining on a whole range of issues where they require official intervention or attention. In invoking familiar language for practices employed within what are otherwise new institutions of governance, the government presents such interactions in a non-threatening manner. This is an ingenious way of empowering people's sense of ownership over the democratic institutions.

Furthermore, *Iimbizo* imbue elements of a participatory democracy into what is essentially an indirect form of democratic representation. It seeks to enable the citizens to make representation directly to the powers-that-be without the mediation of elected representatives. Elected leaders, as Robert Michels once noted, tend to develop interests of their won independent of their membership. The will of the followers, according to Michels, is never articulated sincerely through elected leadership. Yet, ordinary people cannot do without elected leaders because they lack the requisite expertise to represent themselves directly or mobilize on their own in pursuance of their needs. Rather, the masses rely on the expertise of the "other", the designated leaders with know-how of how the system functions or how to get things done (Wolfe, D. Joel, 1985, pp.370-389).

*Iimbizo* is an attempt at participatory democracy to make up for the defects of indirect representation, which are quite pronounced in a proportional representation system such as we have in South Africa. Elected officials are not directly accountable to the electorate. Even though political parties assign MPs to particular constituencies, MPs have no incentive to attend to the particular needs of that constituency. Their re-election is not determined by the constituency, but is decided upon entirely by the political party. This implies that the issues that affect certain communities may not be adequately articulated or sufficiently championed in parliament. *Iimbizo* and Exco-meets-the-people, therefore, enable local citizens to do what they are otherwise ordinarily unable to do – that is representing themselves directly to the powers-that-be, albeit briefly and irregular.

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The overall impact of *Iimbizo* is difficult to discern. It is, first and foremost, essentially a useful informational session between the citizens and government representatives. For the local citizenry, there are obvious benefits: they are a useful supplementary source of information on government services and programmes; and provide them with direct access to government representatives directly responsible for particular services.

But, these interactive forums do not have a report-back mechanism. That is, government officials do not return back to the communities to report on what has been done about complaints/grievances that were received at an earlier *Imbizo* or meeting of the provincial government and the communities. Report-backs are suppose to happen, but do not take place in practice. When a report-back does happen, it does so on ad hoc basis and at the opening stage of yet another *imbizo* or public meeting much later[46].

## 4. Conclusions on Institutional Governance in the Free State

Concluding this section on institutional governance in the FSPG, the question is, has governance improved in the provincial government since the transition from apartheid, in terms of responsiveness and accountability? Taking the three themes of transformation and organisational capacity, fraud and corruption, and integrated service delivery into account, it has been evident that considerable steps have been taken by the province to reform internal systems, structures and processes of provincial government to enable it to respond better to the immediate and longer-term strategic needs of the province. This was perhaps most clearly illustrated in the provincial government's very early attempts to think sideways, that is, to champion the notion of 'integrated' ways of working in response to developmental needs, in contrast to more rigidly centralised apartheid period practice. The evidence examined in this study has shown improvement in the FSPG's ability to re-organise its departmental components (and articulate how these would be expected to work) in order to pursue integrated development work, which has transcended the mere listing of wish list development projects and outcomes and the expectation that integration, in and of itself, will produce desired results.

The FSPG can also demonstrate some improvement in how it has responded to the issue of fraud and corruption. Again the DPSA Review and the FSPG's response provided only limited baseline information for this issue to be examined, but taking into account the full fifteen year review period, it was perhaps expected that the scale of the post-apartheid public service transformation project in South Africa might rapidly expose many weaknesses in institutional and organisational systems which could be exploited for the purposes of fraud and corruption. It is in the arena of improving fraud and corruption controls through instruments and structures that the FSPG has made the most progress in responding to the problem of fraud and corruption, together with a noticeable level of political commitment to account in the reporting of finalised cases of financial misconduct as well as strategically locating the issues of fraud and corruption as part of its cluster work. Finally, the FSPG has, like all provinces to slightly varying extents, shown progress in transforming the human resource profile of its civil service to reflect the racial and gender characteristics of its province. In terms of organisational

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[46] Interview, op cit.

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transformation the province has also demonstrated progress in decentralising the management of human resources, as well as strategically situating and resourcing itself (via the Premiers Office) to promote optimal human and organisational development of provincial government departments.

Having noted areas where the FSPG can, in the context of governance, demonstrate gains in responsiveness and accountability, there were several other areas which continue to hinder the province's full expression of its governance commitment. One area of concern is an unclear modus operandi for how the province will seek to connect a sophisticated integrated planning framework at provincial level, together with elaborate sector priorities (i.e. FS Growth and Development Strategy, Spatial Development Framework), with local government. A more serious set of governance problems was found in the area of organisational capacity, with references to a history of instability in organisational restructuring, controversies around politically-motivated appointment processes, difficulties attracting and retaining scarce skills, and questionable prioritisation of critical vacancies. Finally, despite historical improvements in the establishment of departmental structures and instruments to combat fraud and corruption, and perhaps partly a reflection of the challenge of attracting and retaining scarce skills (i.e. investigations), the province has not demonstrated the same degree of strategic commitment to combating fraud and corruption as it has shown in the arena of integrated planning, having only recently finalised a largely generic and insufficiently contextualised provincial anti-corruption strategy.

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# Theme 2:

## ECONOMY

**ECONOMIC GROWTH AND DEVELOPMENT**

*Introduction*

Economic growth and development is generally associated with job creation and poverty eradication. This is mainly effective when government actively intervenes in the economy in order to facilitate participation of all the economically active population in economic activities. In this chapter we look at the efficiency and effectiveness of the Free State Provincial Government in facilitating the economic development and growth and, subsequently, economic participation of the province's citizens. This is done, firstly, by looking at the economic development of the province in the post-apartheid era and the impact of such a development on the Free State population. Secondly, we will focus on the role of the economic, employment and investment cluster of departments in trying to stimulate economic participation of the province's citizens. While we are not evaluating all the projects implemented during the period under review, we, thirdly, look at the implementation of projects in terms of their relevance to the achievement of the mandate of the economic, employment and investment cluster of departments. Finally, we look at the activities meant to stimulate economic transformation in the province.

*Free State Economic Development in the post-apartheid era*

The Free State province's economy has generally underperformed during the period under review (see PEAC, 2004a, 2004b). Although the performance of the province's economy was on the decline during the first decade of the democratic dispensation, there has been a slight improvement in the recent past (Free State Department of Treasury, 2008).

During the period 1990 to 2002, the Free State province contributed 5% towards the domestic economy, which was less than its population contribution (6%) (PEAC, 2004b). This trend was also reflected in the province's per capita GVA (Gross Value Added) of R14 228, which was less than the national average of R17 708 in 2002. Free State is the only province that experienced negative growth (of -3.8% and -1.1%) in 1998 and 2001 respectively (Free State Department of Treasury, 2008).

This negative growth is attributed to the general decline of the mining and manufacturing sectors, which, in addition to agriculture, had been the main contributors to the province's economy. During the period 1990 to 2002, for instance, the mining sector's contribution to the province's economy decreased from 22% in 1990 to 14% in 2002. The manufacturing sector's contribution declined from 18% in 1990 to 16% in 2002.

In place of these traditionally dominant sectors, tertiary sector industries, most notably community and personal services, emerged as the main contributors to the economy of the province. For instance, while community services contributed approximately 19% to the economy of the province in 1990, it contributed 28% in 2002. In 2004, the Premier's

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Economic Advisory Council (PEAC) argued that while the shift from the primary sector towards the secondary and tertiary sectors generally indicates a maturing economy, Free State's graduation to this stage is hampered by the apparent lack of 'a major growth sector' (PEAC, 2004a). This is mainly because dominant sectors in the economy of the province are in non-tradable goods and are driven by government service delivery programmes.

These changes in the structural composition of the economy had an effect on the economy of the province, as on average the province underperformed in relation to the national economy.
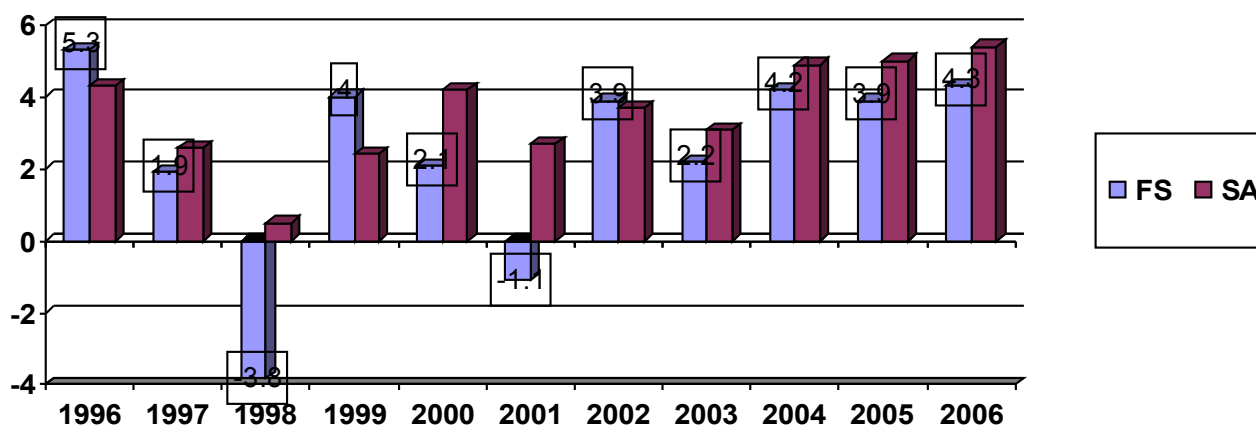


Source: Free State Department of Treasury

**Figure 1 Economic growth of Free State and South Africa by GDP from 1996 to 2006**

The table above shows us that the province experienced an average economic growth of 2.4% over the period from 1996 to 2006, while the national economic growth was 3.5% over the same period. However, the province's economic growth over this period does suggest that the provincial government had an impact on the province's economy. There is a significant upturn in economic growth after 2002, as the table shows. Although growth is still less than that recorded by the country as a whole, the average growth of the province's economy is 3.7% over a period from 2002 to 2006 (Free State Department of Treasury, 2007).

This development is mainly underpinned by growth in the tertiary sectors, which collectively contributed 62% to the GDP of the province in 2006. While this growth may be regarded as an opportunity for job creation, the sector's ability to create quality and durable jobs is very low (ibid.). Furthermore, the economy cannot rely on this sector to replace the critical role played by mining and manufacturing industries in the 1960s, 1970s and 1980s (PEAC, 2004b).

The other important economic development in the post-apartheid era has been the growth of the informal economy. Although it is difficult to measure, the informal sector has grown dramatically in the Free State since the 1990s. This is mainly because of the sector's relative ease of entry. It thus provides the only employment opportunity for many

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people in the province. In the trade sector, for example, the informal sector managed to create over 70 000 employment opportunities in 2002 (Free State Department of Treasury, 2007). This growth happens particularly in transport (taxi) industry, curio manufacturing and trade, fruit and vegetable trade and car park attendance (Van Lill, 2004). Following a call by former President Thabo Mbeki in 2003, the Free State Provincial Government prioritised a need to bridge the gap between the first and second economies in the province. This is mainly done through the development of SMMEs and encouragement of big companies to issue sub-contracts to SMMEs.

These economic developments have mainly affected ordinary men and women. The Free State province has seen a decrease in the unemployment rate (using the official definition) from 28.2% in 2001 to 26.4% in 2007 (Free State Department of Treasury, 2007). This may be due to an emigration of the unemployed from the province, either as a result of closure of mines or in search of greener pastures somewhere else. Nonetheless, the increment of job opportunities in the tertiary sector and the slight employment increase in the manufacturing sector driven by the growth of SMMEs might have contributed to the decline in unemployment, as well. Driven by the decline of the mining industry, employment levels in the primary sector fell by 10.3% from 28.1% in 2002 to 17.8% in 2006. Meanwhile, the secondary sector experienced slight growth in employment levels from 16.2% in 2002 to 16.8 in 2006. This increase is mainly driven by growth of SMMEs in the manufacturing industries.

Most significantly, however, the tertiary sector has seen employment growth of 6.8% from 58.4% in 2002 to 65.2%, driven by the wholesale and retail industry, which contributes 22.8% to the total employment on average. The growth of employment in the wholesale and retail industry and SMMEs coincides with a decrease of the labour absorption capacity from 46.5% in 2001 to 41.5% in 2007, which suggests that most workers in these industries are in non-standard employment relations (or informal work). The effects of a non-standard employment relationship is that workers are not covered by most provisions of labour legislation in the country (See Bezuidenhout, et al., 2003).

In addition to the effects of these economic developments on the well-being of the Free State citizens, this situation also makes it difficult for the provincial government to redistribute resources to the previously disadvantaged communities. Using the Gini-co-efficient as a measure of income equality, Global Insight data has shown that, in 2002 for instance, disparities were greater in African and coloured communities, than in white and Indian communities (Free State Department of Treasury, 2008).

However, it is interesting to note that the province has recorded a gradual increase in the education level of the Free State population, which suggests that the economically active population of the province is becoming more prepared for economic participation. There was an increase of functional literacy from 63% in 1998 to 68% in 2002. However, disaggregating this by race, one can see that whites in the province enjoy almost 100% functional literacy, followed by Indians, coloureds and Africans. This development, however, becomes more complex given the level of the emigration of whites in the province since 1994.

### The evolution of the province's economic thrust after 1994

The first term of the democratic dispensation may be regarded as the period of government transition. The government was in the process of developing a new inclusive system of governance in response to a need to move away from the apartheid system of governance, which catered for the minority of the population pre-1994. In a review conducted in all provincial departments in South Africa and published in 2003, for instance, it was observed that "new policies…were often set at national level without due consideration to the organisational, financial and service delivery implications in provinces" (Office of the Premier, 2003: 4). In the Free State, this situation was aggravated by the political instability that took place immediately after 1994. Hence, it is difficult to measure the performance of government over this period. It is safe to argue that very little activity took place in terms of the provincial government's intervention in the economic development of the province during this period.

There was, however, an attempt in 1994 by the provincial government to amalgamate different organisations previously falling under different homelands and districts in order to align them with the achievement of RDP goals. One such formation was the Free State Agricultural and Eco-Tourism Development (Pty) Ltd (Agri-Eco) formed on 1 February 1995. Agri-Eco was a result of the combination of different Agriculture Development Corporation (ADC) parastatals in the Free State and included the Thaba Farm Equipment in Thaba Nchu and QwaQwa Agricultural Company operating as subsidiaries; and Maluti Diary Products operating as an associated company. As the name suggests, the mandate of an amalgamated organisation was changed from the development of small-scale agriculture in the province to the development of agriculture and ecotourism with focus on commercialisation of projects ran by the organisation.

Starting in the late 1990s, the Free State Provincial Government attempted to play an active role in stimulating the economic growth and development of the province. In the 1998/9 financial year, the Free State government developed a Free State Development and Planning Framework (FSDPF), which was regarded as "a process of co-ordinated development planning leading to continued social and economic upliftment of the citizens of the Free State" (Office of the Premier, 1999: 2). Drawing its cue from the RDP document, the FSDPF document set "the provincial priorities, strategies and programmes for addressing the reconstruction, growth and development in the province" over a period of five years until 2003 (Office of the Premier, 1999: 2). The document sought to encourage other stakeholders, more especially business, labour and other civil society organisations to work in partnerships to stimulate growth and development in the province in response to the spatial, social and environmental damages caused by the apartheid regime.

Drawing from myriad policy documents, including the RDP, the 1996 Constitution and the Growth, Employment and Redistribution (GEAR) macro-economic policy, the FSDPF pursues two seemingly contradictory objectives of development and growth. While the document defines development in terms of the provision of basic needs, redistribution and poverty eradication, it defines growth in terms of creation of a competitive and entrepreneurial environment (Office of the Premier, 1999). This tension seems to still be playing itself out in the implementation of development projects, as it is not clear how these two contradictory objectives would be reconciled on the ground. In agriculture, for example it is not clear if the department of agriculture should run its projects based on

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entrepreneurial principles such as cost recovery or developmental principles of ensuring that farmers are subsidised with basic provisions for their survival (Department of Agriculture, interview 11/11/2008).

The FSDPF initiative was followed in 2002 by the development of the Free State Development Plan (FSDP). This document is more in touch with the economic realities of the province and seeks to provide tangible strategies to deal with the identified challenges. The FSDP identifies the major economic challenge of the province as a lack of competitive advantage in the wake of the decline in the mining and manufacturing sectors. Amongst others, the document spells out its objectives as enhancing economic development and job creation, providing and facilitating sustainable infrastructure development; investing in the development of the people of the province and ensuring a safe and secure environment. It makes provision for the objectives to be achieved during the three years until 2005 (Office of the Premier, 2004).

The document makes creation and expansion of SMMEs one of its key objectives. In particular, the document identifies the development of SMMEs as one of the ways in which the government can achieve its BEE goals. In addition to be biased to local business in its procurement policies, the plan requires government departments to ensure that fifty percent of the contracts procured by local businesses go to BEE companies or to previously disadvantaged individuals (PDIs). However, besides identifying the projects, objectives and goals to be achieved over the span of its existence, the FSDP document does not identify which departments should take a lead in running such projects nor who should assume responsibility to meeting the programme's milestones (Office of the Premier, 2004b). This is further complicated by the fact that there is very little monitoring and evaluation of the projects identified for the achievement of the goals set in the FSDP.

Perhaps, the most significant contribution by the Free State Government towards the development of the province's economy was the establishment of the Premier's Economic Advisory Council (PEAC) in 2001. The PEAC is given a mandate to critically review the provincial government's economic policies and development strategies, identify and evaluate key economic issues and their impact on current and future plans and review policies towards meaningful economic development and advice the office of the premier where appropriate. After a careful analysis of the province's economic situation, PEAC made recommendations to the Office of the Premier, which, in return, created the Free State Growth and Development Strategy (FSGDS) in 2005. Although PEAC still exists on paper, there are doubts about whether it is active or not. Its last report, for instance was published in 2004 (Office of the Premier, interview, 18/11/08).

In line with the UN Millennium Development Goals, the FSGDS covers a period from 2005 to 2014. The main objective of the FSGDS is to align the provincial policies and programmes and guide development in terms of effective and efficient management and governance to achieve economic growth and development for equitable benefit of the Free State population (Office of the Premier, 2005). Tthe document sets the Province the target of achieving annual growth on par with the national economic growth rate, reducing the unemployment rate from 39.9% to 20%, and improving the functional literacy rate from 69.2% to 85% by 2014.

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One of the most important contributions of the FSGDS to the economic development of the province is its reiteration of a need for the province to rethink its economic options and priorities in response to permanent decline of the contribution of the mining and manufacturing sectors. According to PEAC (2004b: 3-4) "rather than waiting for the emergence of a unique new 'dominant' economic sector (like gold mining), or for the Goldfields area to re-ignite, future growth may have to rely on several, relatively modest endogenous growth stimuli which interact to raise overall growth performance".

In addition to a need to develop a sound economic infrastructure, the FSGDS document identifies a range of activities in different sectors. These activities include beneficiation in the mining industry, agro-processing or value adding in agricultural sector, improvement of tourism, and transport infrastructure development in order to stimulate sustainable economic growth in the province.

Drawing from the national priorities of the time, the FSGDS also seeks, firstly, to bridge the gap between the first and second economy through a concerted effort to develop SMMEs and facilitating access to funding and opportunities for broad-based Black Economic Empowerment (BEE) (Office of the Premier, 2005). This reflects the large size of the informal sector in the economy of the province. Secondly, the FSGDS targets information technology as one of the potential economic drivers in the province. In line with the national policies on the development of the knowledge-based economy, the document identifies different organisations both within and outside the province to be effectively utilised in the creation of the knowledge-based economy. These institutions include the University of Free State, Central University of Technology, the State Development Corporation, the Small Enterprise Development Agency and the HSRC.

Furthermore, the document builds on the shortcomings of the Free State Development Plan (FSDP) to come up with an improved monitoring and evaluation system which will allow for planning, management and documentation of government's achievement of its developmental mandate. Most importantly, the monitoring and evaluation process is meant to co-ordinate activities of the provincial departments, district and local municipalities in an integrated way so as to avoid unnecessary duplications of projects implemented in the province.

Most recently, in 2007, the Free State Provincial Government released the Free State Spatial Development Framework (FSSDF), which, drawing from the Free State Growth and Development Strategy, seeks to provide guidelines for "spatial planning, land development and land use management in the province" (Department of Local Government and Housing et al, 2007). The document purports to be consistent with national planning perspectives and any applicable national legislation on environment management and planning; considers co-ordination and integration of various provincial departments and agencies, as well as municipal development frameworks in the province. Most importantly, the document is intended to provide a spatial plan based on a multi-sectoral reflection of the need to achieve goals including:

- The correlation of past spatial imbalances and the integration of disadvantaged persons;
- The linkage between settlement, development and appropriate transport infrastructure; and
- The analysis of strategically located vacant land.

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This document should be welcomed as a positive step towards stimulating various economic activities that will 'modestly contribute to the economic growth of the province', as PEAC observed in 2004. Indeed, it serves the purpose of shifting land reform from mere transfer of land from white to black ownership to an expanded land reform programme, from agricultural development to "broader development strategies and municipal Integrated Development Programme (IDP) objectives" (Walker, in Ntsebeza, 2005: 140)[47].

In the same year, the Free State Executive Council reconfigured the Economic, Employment and Investment Cluster of its departments and launched a Programme of Action for this cluster. This programme seeks to provide the departments in the economic, employment and investment cluster with strategic direction in the realisation of economic growth, job creation and the stimulation of investment in the province.   It furthermore makes provision for activities to be performed by departments, identifies leading departments in those activities and sets timeframes for results. What remain to be seen, however, is whether these activities will have an impact on the economic development and growth of the province.

In the following section we look at the role of government departments in achieving their post-1994 mandate.

### The role of the provincial government in economic development

In the Free State an investment cluster of departments, including the Treasury Department, the Department of Tourism, Environment and Economic affairs, the Department of Agriculture, the Department of Public Works and the Department of Sports, Arts and Culture take the lead in economic development initiatives. Since 1994, however, the functions of these departments have been constituted and reconstituted, partly as a result of the political conflicts in the ruling party[48] and also because of a need to improve co-ordination of service delivery as determined by the needs of the province (Free State Department of the Premier, 2003).

In 1994, the Treasury Department was renamed the Finance Department. In 1999, it became known as the Department of Finance, Expenditure and Economic Affairs. In 2000it became the Treasury and its economic function was transferred to the Department of Environmental Affairs and Tourism, which became the Department of Tourism, Environmental and Economic Affairs. Similarly, starting in 1994, the function of 'culture' was attached to the Department of Education, which was then called the Department of Education and Culture. It was in 1999 that the Department of Sports, Arts,

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[47] According to Walker (2005), one of the preconditions of successful land reform in South Africa is to delink land reform programmes from agriculture development and modify its conceptualisation to include urban land reform. This is because not every African who is land-hungry would necessarily like to be a farmer and that it seems the majority of South Africans are now concentrated in the urban areas.

[48] Patrick Lekota was the first Premier of Free State Province from 1994 until 1998 when he, together with some members of the Legislature, was recalled and re-deployed to the national assembly (Office of the Premier, 2003). Because of the political squabbles within the ruling ANC, the Provincial Executive Council was dissolved and the new council was constituted in 1998, under the premiership of Dr. Ivy Matsepe-Cassaburi. The second term, starting in 1999 was led by Ms Winkie Direko and the third term, starting in 2004, was led by Premier Beatrice Marshoff. The cluster system of governance was introduced in the province during Premier Winkie Direko's tenure (Free State Department of the Premier, 2003).

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Culture, Science and Technology became a stand-alone department, although it became properly functional only in 2005 (Department of Sports, Arts and Culture, interview, 28/10/08). In September 2008, the function of transport was detached from the department of Public Works and incorporated into the Department of Safety and Security. This exercise also entailed an elevation of some competencies from the local government to the provincial government. For instance, responsibility for the building of libraries and museums, previously local government functions, were assigned to the Department of Sports, Arts and Culture (Department of Sports, Arts and Culture, interview, 28/10/08).

The important observation to be made from this reconfiguration of departments and departmental clusters is that the provincial government was experimenting with ways of best aligning its institutional structure to realise its mandate. For example, when the Economic, Employment and Investment cluster was originally established in 2001 (as the Economic Development and Job Creation cluster) it included the department of social development but not the department of agriculture.

This process has borne some fruit. Not only does it sometimes simplify the implementation of province-wide projects in the province, but it also makes it easier for the departments to focus on their specific developmental mandates. For example, it is much easier for the Department of Sports, Arts, and Culture to apply common standards to the whole province in developing and maintaining some important competencies such as the development and maintenance of libraries, museums and heritage sites, which were previously allocated to the municipalities (Department of Arts and Culture, interview 28/10/08). Similarly, the Department of Public Works finds it easier to focus on its mandate of the development of socio-economic infrastructure in the province since the transport function was moved to the Department of Safety and Security (Department of Public Works, interview, 11/11/08). Although it worked very well in dealing with the transport function, the department found it easier to deal with other provincial departments as clients. Perhaps, such a reconfiguration of departments should be considered for the Departments of Agriculture and Land Affairs that are struggling to work together effectively in achieving the objectives of land reform[49] (Department of Agriculture, interview 11/11/08).

According to the programme of action of the Economic, Employment and Investment cluster, its main purpose is to ensure that service delivery pertaining to economic development, job creation and investment is done in a co-ordinated manner in the province (Office of the Premier, 2007). The mandate of this cluster of departments is to make sure that the implementation of all economic, job creation, and investment programmes are aligned with policies emanating from various development commitments undertaken by various forums, including policy documents, strategic documents and resolutions made at both provincial and national conferences by both government and the ruling party. Informed mainly by the FSGDS, its strategic objectives are to accelerate economic growth and development of the province, develop strategies for key economic sectors, facilitate increased levels of investment in infrastructure, support the creation and expansion of SMMEs and address the challenge of poverty, under-development and marginalisation. In particular, the cluster is mandated with improving manufacturing through beneficiation, developing the tourism sector,

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[49] The land reform programme consists of three legs, i.e., restitution, tenure and land redistribution. While the programme is mainly implemented by the Department of Land Affairs, the Department of Agriculture is meant to be involved in order to ensure productivity of the land acquired by the previously disadvantaged individuals (Ntsebenza, 2007).

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developing agro-processing, and developing the transport sector (Free State Department of the Premier, 2007).

As much as valuable experimentation is sometimes at stake in organisational change, we should not underestimate the possibility that political contestations within the ruling ANC immediately after 1994 also played a role. In other words, these changes do not only reflect experiments to improve institutional effectiveness. They also demonstrate the effects of political meddling in the work of the departments. This may, in turn, be a hindrance to effective service delivery as it distracts departments from the key task at hand: service delivery. After its reconfiguration in 1999, for example, the Department of Sports, Arts and Culture was effectively moribund until 2005. According to one official, the fact that the department only appointed the majority of senior managers, i.e., from the director level upwards, as late as 2005, suggests that the department was not in a position effectively to plan and/or to act on its mandate (Department of Sports, Arts and Culture, interview 28/10/2008). As such, although it may be important to reorganise the departments, there is a need to ensure that minimum time possible is spent for this process, as this has a bearing on the projects run in the province.

The following section closely looks at the implementation of projects ran over the period under review.

### Implementation of economic growth and development projects after 1994

Needless to say, the main player in facilitating the achievements of the strategic goals related to the economic development and growth in the province is the Department of Tourism, Environmental and Economic Affairs (DTEEA). As the name suggests, this department is mandated to promote tourism, trade and investment opportunities, while it ensures a clean and healthy environment in the province.  In addition to working with other departments and institutions, both nationally and provincially, the department is pursuing its mandate through five other public entities in the province, i.e., the tourism authority, the Free State Development Corporation (FDC), the Free State Investment Promotion Agency (FIPA), the Gambling Board and the Liquor Authority. In addition to the environmental functions of the department, the most important institutions for the department's role are the tourism authority, FDC and FIPA.

The major challenge for these public entities is that they are still in the process of establishing themselves according to the needs of the provincial economy. The mandate of the Free State Development Agency, established in accordance with the Free State Development Corporation Act (No 6 of 1995), was refocused in 2006 to ensure the development of SMMEs in the province[50] (FDC, interview 12/11/2008). Previously, this organisation was mainly responsible for the development of rural and urban areas as related to land use and housing provisions. The organisation now works on SMME projects. According to the CEO of FDC, this simplifies their mandate as there is no longer a tension between the organisation and local municipalities on the one hand; and the provincial departments on the other, in terms of the development mandate in the province. While the provincial government is meant to focus on development, the

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[50] The Free State Development Corporation Act (No. 6 of 1995) was amended in 2006, through the Free State Development Corporation Act (No. 4 of 2006), to focus solely on the establishment and development of sustainable SMMEs in the province by providing both financial and non-financial services.

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municipalities are responsible for the implementation of local economic development (LED) programmes. The responsibility of FDC, therefore, is to ensure that entrepreneurs involved in development, whether initiated by the local government or provincial departments, are given a necessary support in the process. The organisation gives such entrepreneurs both financial and non-financial support (FDC, interview 12/11/2008).

FIPA, which derives its mandate from the FIPA Act of 1998, became only operational in 2008, although its board was established in 2006. FIPA seems to be one of the organisations that are well-positioned to turn the economic difficulties in the province into opportunities for growth and development. Its main mandate is to promote investment opportunities in the projects identified by the FSGDS and FSSDF. These include agro-processing in agriculture, tourism in the province, transportation networks and development of different infrastructure identified in the FSSDF. Most importantly, the organisation has taken further the objectives identified in Free State Spatial Development Framework (FSSDF) to try and get international investments so as to bring these projects into existence (FIPA, interview 11/11/2008).

In spite of the institutional challenges identified above, and the fact that many of the projects discussed above were only launched in the second decade of democracy, the province is moving forward with the implementation of its programmes as identified in the FSGDS. The implementation of provincial programmes and strategies are taking place in the following sectors in particular. They were identified as potential economic drivers in the province.

**Tourism**
Tourism had been regarded as one of the key economic drivers to be considered in the province since 1994. For instance, when the Free State Provincial Government established the Free State Agriculture and Eco-Tourism Development (Pty) Limited in 1996, the development of Eco-Tourism became one of the key objectives of the organisation. The 2002 Free State Developmental Plan (FSDP) also regards tourism as one of the main pillars of the province's economy and sought to expand the tourism market share of the province. The FSDP set objectives to do this through the development and increase of tourism routes, destinations and activities, tourism marketing and business support and increased participation of the populace. In 2004, the Premier's Economic Advisory Council (PEAC) observed that in addition to manufacturing and agriculture, tourism represents one of the potential growth sectors in the province. In addition, the PEAC report recommends that the province should explore tourism connections with other areas such as Lesotho, with its shared history and culture with the Free State province (PEAC, 2004b).

Through the function of Tourism and the Tourism Authority in the province, the Department of Tourism, Environmental and Economic Affairs has identified infrastructure development as one of the important objectives for the stimulation of the sector (Department of Tourism, Environment and Economic Affairs, 2008). The development of provincial tourism has occured where the FSGDS and the FSSDF identified as high or above average development potential for tourism. These areas include Bloemfontein, Kroonstaad, Sasolburg, Virginia and Bethlehem. Activities earmarked for these areas include events, entertainment, mining tourism and eco-tourism.

In addition, the province boasts two of the most famous and growing annual projects in the province: the Mangaung Arts and Cultural Festival (MACUFE) and Phakisa[51] Major Sports and Events, spearheaded by the Department of Sports, Arts and Culture. The MACUFE festival started in 1995 and aimed to promote African arts and culture in the province. Over time,, the project saw included other arts and cultural activities, including international music. Most recently, in 2008, the festival included sporting events such as the MACUFE cup where Premier Soccer League football clubs were competing.

The Phakisa Major Sports and Events project is ran by the Phakisa Major Sports Events and Development Corporation, which was established in accordance with the Phakisa Major Sports Events and Development Corporation Act (no. 4 of 1997). The main objective of the organisation is "to facilitate and promote the staging of major sport events and sport development in the province" (Phakisa Annual Report, 2004/5: 1). This is meant to be achieved through optimum usage and diversification of the activities taking place at the Phakisa freeway and its facilities in the Matjhabeng local municipality, hence the name Phakisa. Included in the mission statement of the Phakisa Major Sport Events and Development Corporation is the attraction of "sports tourists and other tourists to the region for job creation and economic injection into the economy of the province". Starting in the early 1990s, the corporation followed a diversification strategy, which saw increased usage of the facilities for events such as jazz festivals, cycling events, top speed racing, track days, advanced driver training and international motor testing (Phakisa Annual Report, 2004/5).

These events are held annually in the province and it seems they are growing every year. For instance, while the Phakisa facilities were used for 61% of the days in the 2004/5 financial year, they were used 66% of the time in 2005/6 (Phakisa Annual Report, 2005; 2006). In addition to the Sports Awards held in the province, the Department of Sports, Arts and Culture anticipates that these events are going to be boosted further by hosting of FIFA's Confederations Cup in 2009 and 2010 Soccer World Cup. It is difficult to measure the economic impact of such events. However, a study conducted by SA Tourism has shown that Phakisa events attracted approximately R65.3 million in 2002/3 financial year alone into the Matjhabeng area and surrounding areas. The Department of Sports, Arts and Culture is in the process of conducting a study to evaluate the economic impact of MACUFE in the province (Department of Sports, Arts and Culture, interview 28/10/08).

**Agriculture**

As has been indicated above, the agricultural sector has experienced dramatic changes since the 1990s. In particular, this has been because of the phasing out of major subsidies from government and a new tariff structure implemented at the national level, as well as the dissolving of control boards (PEAC, 2004). This is in addition to South Africa's relative deregulation of the sector, which means that most agricultural products are exposed to international competition. What makes the situation more difficult is that while the provincial government is mandated to provide support mechanisms for the development of agriculture, the regulatory and policy functions, performed in observance of international regulations instituted by organisations such as the World Trade Organisation (WTO), is the domain of the national Department of Agriculture and the Department of Trade and Industry (ibid).

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[51] Phakisa is a Sesotho word loosely meaning running a high speed

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Free State is regarded as 'the bread basket' of the country; being the largest producer of wheat – 36% of wheat in 2001 – and the second largest producer of sunflower seed, groundnuts and dry beans. In fact, the importance of the agriculture sector, measured by location quotient[52], seems to be growing in the province (PEAC, 2004a). However, the sector has recently seen a loss in employment opportunities and challenges to traditional grains. The Department of Agriculture sees its main mandate as a need to promote and facilitate the development of new black entrepreneurs in the agricultural sector while maintaining the support of the established entrepreneurs (Department of Agriculture, interview 11/11/08). In its Strategic Plan 2004/7, the Department of Agriculture identifies improvement of agricultural production and processing, food security, land reform and the development of communal land as its key objectives (Department of Agriculture, 2004).

In addition to agro-processing, there are recommendations that the second part of its mandate, i.e., maintenance and support of the established entrepreneurs, should be achieved through identifying and exploiting other niche products, such as animal, game and mixed farming in the province, as well as using maize for bio-fuel (ibid.). It seems there is very little being done to pursue niche products and bio-fuel initiatives. The Department of Agriculture has been engaged in some support activities for commercial farmers in the province. These activities include training of commercial farmers on using new technologies, veterinary services and drought relief in the province (Department of Agriculture Annual Reports, 2003/4; 2004/5; 2005/6; 2006/7).

However, the most visible intervention by the department is in the agro-processing sector. In 2003, the department launched the Phahameng Milling project as a first step to agro-processing in the province. It also commissioned studies to explore further possibilities for agro-processing in the province. The department is currently in the process of finalising one of these studies (Department of Agriculture, interview, 11/11/08). The main objectives of the study are to investigate the feasibility of the development of agro-processing and explore the ways in which emerging farmers can be integrated in the mainstream agri-business in the province (ECIAfrica, 2008). FIPA is currently trying to stimulate demand for the province's agricultural products and is talking to different international companies about the investment opportunities in the province's agricultural development nodes.

In terms of land reform, the Department of Agriculture took the challenge seriously and devised mechanisms to achieve its objectives every year after 1994. As mentioned earlier, the establishment of Agri-Eco in 1994 was informed by a need to develop small-scale agriculture in light of the Reconstruction and Development Programme (RDP). In 2001, the Glen College of Agriculture was separated from the Department to facilitate its incorporation into the national tertiary agricultural training structure. . A review of annual reports, strategic plans and programme of actions in the Department of Agriculture shows how the department responded to national policies such as the Community Projects Fund Support Programme (CPFSP), Land Redistribution and Agricultural Development (LRAD), and Comprehensive Agricultural Support Programme (CASP).

In 2002/3 financial year, the Department of Agriculture established three regional head offices and five district offices so as to take its services to communities, with the

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[52] Location quotient is a measure of comparative advantage of sectors according to their locations in relation to other locations.

specificaim of being able to quickly respond to the needs of the emerging farmers in the province. In 2004, the provincial Department of Agriculture saw several milestones including the establishment of the Matjabeng's Centre of Excellence. This centre is part of the Local Economic Development (LED) strategy developed in conjunction with the Matjhabeng local municipality and is meant to cater for the needs of the emerging farmers in the municipality.

Although the above discussion shows us some pockets of achievements in the province, there are still major challenges experienced by the provincial Department of Agriculture in terms of stimulating the agricultural sector and establishment of sustainable black commercial farmers in the province. In addition to natural risks such as droughts, the main challenges identified in the province are related to land and availability of black people who are willing to take risks in the agricultural sector. Also, it is difficult for the department to play a meaningful role in terms of land reform since it is seldom involved with the department of land affairs during the planning phase of the process (Department of Agriculture, interview 11/11/08).

**Infrastructure and Spatial development**

The development and maintenance of infrastructure and transport networks in the Free State are important catalysts for the provincial economy. The Provincial Spatial Development Framework categorises areas of development potential into High Combined Development Potential, Above Average Combined Development Potential, and Below Average Combined Developmental Potential. The criteria for these categories reflect the area's development potential in terms of the following:

- innovation and experimentation;
- high value, differentiated, but not labour-intensive production of goods;
- low value, labour intensive, mass-produced goods;
- retail and services; public service and administration; and
- tourism.

Through this system, the provincial government has identified various places where centres, nodes, hubs, zones of development will be established and/or improved. The needs of these places are further measured using the categories of High or Above Average Development Needs based on the needs of the population around the area.

By categorising these areas based on their development potential and needs, the provincial government attempts to determine the level of resources required for infrastructure development so as to boost the economic development of the province. The areas are then grouped into centres, nodes, hubs, tourism corridors, transport corridors, development corridors, and zones. In terms of nodes, for example, different areas for specialised activities, such as economic nodes, tourism nodes and land tenure nodes are identified. This means that specific activities and resources should be dedicated for the development of the identified activities in the area. Sasolburg and Kroonstaad, for instance, are identified as collective economic nodes with High or Above Average Developmental Potential corresponding with high development needs. As such, these areas are going to receive special attention to develop their potential to attract investment and contribute to the economic development and growth of the province.

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Through such planning, different departments and institutions are meant to be able to identify and/or align their roles in an attempt to develop the economic infrastructure in the province. For instance, the Harrismith Logistics Hub[53], mentioned in different forums in the province such as the MEC of Public Works' budget vote speeches in both 2006/7 and 2007/8, seems to be receiving well-deserved attention. FIPA indicates that there is a feasibility study about Harrismith Logistics Hub currently being undertaken (FIPA, interview, 11/11/2008). Furthermore, different activities, such as the development of the N8 road linking Bloemfontein and Thaba Nchu and the involvement of SMMEs in such areas as Sasolburg and Kroonstaad, identified as an economic node in petrochemical manufacturing, seems to receive attention (FIPA, interview, 11/11/2008). Some departments, such as the Department of Tourism, Environment and Economic Affairs, are involved in the development of tourism infrastructure in areas such as Eco-Park at Soetdoring.

### Mining and Manufacturing Sectors

The manufacturing sector in the Free State is anchored by the petro-chemical industries in the northern part of the province, producing 70% of the province's manufacturing output, with Sasolburg generating 45% of the total production (PEAC, 2004c). The petrochemical plants located in the Sasolburg area are important to the country as a whole as they have played an important role in reducing South Africa's dependence on the importation of oil over the years (Lill, 2004). The Sasolburg area has been holding its own since 1994, while the rest of the mining and manufacturing sector is either not growing or declining.

This decline is underpinned by closure of industries because of the general decline of the mining industry in the Goldfields area, exposure to international competition and the weakening of the agro-industrial base in the province. Nonetheless, the province saw an expansion of manufacturing firms from 461 in 1994 to 1014 in 2003. However, the majority of these firms are SMMEs, which have had very little impact in terms of employment, which only rose from 48 000 in 1994 to 48 500 in 2003. This seems to be the result of the concerted attempt by the Free State government, more especially the FDC, to develop the manufacturing sector in the province. In particular, the clothing and metal fabrication industrieshave experienced growth since 1994.

The Free State Spatial Development Strategy, refers to plans to develop SMMEs in the petro-chemical sector, the jewellery sector and diversification of the clothing and textile sector. In addition to the Industrial Development Zones identified as the strategy of developing manufacturing in the province, the FSSDF identifies Sasolburg and Kroonstaad as areas of high development regarding manufacturing. Furthermore, areas in the Lejweleputswa or the Goldfields are identified as areas of mining benefiation or value-adding development. In particular, these areas are earmarked for the development of jewellery manufacturing.

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[53] According to the CEO of FIPA, this is meant to be a place where cargoes coming in and out of the country to and from different places, such as, Pretoria, Johannesburg, other areas in the SADC region and harbours in Durban, Cape Town will be stored. A business around this place will also involve distribution and transportation planning for these cargoes. A need for the hub is stimulated by the fact that any cargo going to the identified places hardly reaches the destination without passing Free State. Furthermore, argues the CEO of FIPA, there is a lot of cargo congestion in most harbours like in Durban, which makes the time ripe for the development of the Logistics hub in Harrismith (FIPA, interview 11/11/08)

According to an FDC (interview, 12/11/08), the encouragement of SMMEs is also done in conjunction with the pursuance of transformation in the industry. There are, however, challenges in facilitating the development of SMMEs in the petro-chemical industry because of the sophisticated technology and skills required. Rather, most sub-contracting in this industry happens in maintenance and support functions. of the sustainablity of SMMEs in the manufacturing industry is also questionable. It is also worth mentioning that the encouragement of sub-contracting in a quest of expanding SMMEs may have huge consequences for workers as most of them are working under flexible working relationships.

The above discussion of key sectors in the province shows us that there are many activities meant to stimulate the economic growth and development of the province, although most of these activities started too recently to measure their impact. The representatives of different departments interviewed for this study were not able to produce documents indicating the status of these projects and/or the ways in which the projects are being evaluated in terms of their economic contribution. Nonetheless, it is worth mentioning that some projects do not lend themselves to evaluation in terms of their economic contribution. For example, in an event where SMMEs were taken to international conferences, it is difficult to know how many contacts and investment returns were generated as a result of the trip. Likewise, it is difficult to measure the economic impacts of tourist attraction events held in the province. Also, there are few signs that a knowledge based economy, as outlined in the FSGDS as one of the key economic drivers, is emerging in the province.

### *Economic transformation*

The *Toward a Fifteen Year Review* document observes that "…although great progress had been made, the dynamic of economic inclusion and exclusion posed a grave challenge and if allowed to persist could precipitate a vicious cycle of decline in all spheres" (PCAS 30). This reflects the commitment of the national government to transform the economy of South Africa, through BEE, in order to facilitate participation of the previously disadvantaged individuals. This policy evolved from persuasive arguments to the broad-based Black Economic Empowerment underpinned by the Broad-Based Black Economic Empowerment Act (No 53 of 2003).

Although frameworks are being adapted and guidelines and regulations are still being developed, the government has a direct influence on the attainment of economic transformation in two ways; i.e., through the requirement that all companies doing business with government comply with BEE scorecard and that they promote SMMEs, with particular focus on the ones owned by the previously disadvantaged individuals. As also reflected by Asgisa and different sectoral BEE charters, "the development of SMMEs [in South Africa] is now considered as instrumental to the alleviation of poverty, fighting employment and more recently, the facilitation of transformation and the attainment of broad-based black economic empowerment" (Sanchez, 2008: 210).

More specifically, facilitation of BEE through small businesses is manifest in the construction industry. In 1999, the Department of Public Works formulated *the White Paper: Creating an Enabling Environment for Reconstruction, Growth and Development in the Construction Industry*, aimed at developing the construction industry, and followed by the Construction Industry Development Board (CIDB), regulated by the CIDB Act (No. 38 of 2000) in 2001. The CIDB's main purpose is to promote growth in the industry and ensure the application of best practice in the industry, with specific focus on BEE companies. One of the policy's main objectives, however, is to facilitate transformation in the industry through promotion of BEE. Other avenues of BEE in the construction industry are promoted through 'client departments' to the Department of Public Works. The Department of Housing, for instance, makes the promotion of emergent, youth and women contractors its key objective in procurement.

As already mentioned, the FSDGS also regards the transformation of ownership patterns as an integral part of the province's economic development and growth. Following the guidelines of the national government and in the spirit of the FSDGS, all the departments interviewed require companies doing business with them to comply with the BEE scorecards. Furthermore, interviewees indicated that there is a concerted effort in the province to stimulate the growth of black owned SMMEs. For instance, the Department of Sports, Arts and Culture is using *Tsa Setso*[54] Free State Art Development project – a project that combines indigenous knowledge with modern technology to produce durable goods such as pots and clothing - to facilitate the development of SMMEs into sustainable business entities (Department of Sports, Arts and Culture, interview 28/10/08). The Department of Public Works disaggregates big projects to allow participation of SMMEs in construction (Department of Public Works, interview 11/11/08). Although it has proven difficult, one of the Department of Agriculture's main priorities is to create a class of economically sustainable small-scale farmers in the province (Department of Agriculture, interview 11/11/08.

The major challenges for the economic transformation in the Free State province can be categorised into two interrelated categories, i.e, structural and operational limitations. According to the PEAC, the history of apartheid and huge transformation of the public sector proves to be a major impediment in the transformation process in the province (PEAC, 2004b). The PEAC puts it thus:

> "Although the relations between black and white communities have improved impressively over the past decade, it should be clear that such dramatic shifts also have an effect on professional and operational white-black interaction in the Free State public sector and in the transfer of skills and experience. These issues contributed to the initially very weak interaction between a largely white-dominated business sector and the black-dominated public sector in the province and also had an influence on consultation processes at local (LED), district and provincial levels" (PEAC, 2004b: 26).

In terms of the operational limits, challenges of transformation are mostly related to the development of the SMMEs. According to the Free State Development Corporation, the main challenge for developing black-owned SMMEs is that it is very difficult to identify relevant entrepreneurs to develop, specifically amongst the previously disadvantaged communities (FDC, interview 29/10/08). For instance, argues the CEO of FDC,

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[54] This is a Sesotho expression referring to cultural and traditional activities as 'of culture'.  The Tsa Setso Art Development project is run by the department of Sports, Arts and Culture in partnership with Productivity South Africa (Department of Sports, Arts and Culture, interview 28/10/08)

"it is difficult to get good business people coming from the previously disadvantaged communities, and the disabled-owned business people in particular. We need people in innovation, people who are going out there trying to get things done, but it is difficult to get such people. This problem extends to areas where there is very little enterpreneural activity going on, precisely because of the environment in these areas, and particularly requiring serious interventions in terms of the development of the SMMEs" (FDC, interview 29/10/08).

This concurs with the survey conducted on behalf of the Free State Youth Commission in 2004, which found that there is a high level of unsuccessful businesses amongst black youth when compared with white youth in the province (Van Lill 2004). According to FDC (interview 29/10/08) challenges for the BEE companies range from lack of capital, managerial skills, lack of markets and the fact that most SMMEs flood into similar businesses.

The Department of Tourism, Environmental and Economic Affairs identifies difficulty in classifying SMMEs as one of the major problem in the province. While they prefer black-owned SMMEs in procurement, it is difficult to gauge whether such SMMEs would be able to deliver best services in terms of the agreement in the contract. In the accommodation and hospitality industry, it is relatively easy to anticipate a kind of service to expect since accommodation facilities are being graded according to the common standards.

### *Conclusion*

Analysis of the impact of the Free State Provincial Government on the economic development and growth of the province can be divided into two; namely, a period of government transition and a period of project implementation. The first period is characterised by an attempts to align policies and strategies of the departments to the post-1994 developmental mandate. The most visible activity in the province during this period is the configuration and re-configuration of the departments and clusters of departments. However, this also indicates the impact of the political contestations which engulfed the province during the early years of the democratic dispensation. Most importantly, this development hampered the government's intervention in the province. It was only in the late 1990s and early 2000s that the provincial government actively played a role in facilitating the economic development and growth of the province. Strategic frameworks and plans, programmes of action and monitoring devices were being developed and implementation of projects started in earnest. However, it is not clear how the activities of different departments have so far benefited the population of the province. In terms of employment, for instance, there is an indication that the kind of jobs created in the wake of the declinine of the mining and manufacturing industries are of poor quality. Most SMMEs - regarded as a force to reckon with in terms of economic growth and development, as well as job creation – are not sustainable in the province. This is also true for the emerging farmers in terms of land reform programmes. The interviews conducted with representatives of these departments suggest that not all departments have been monitoring the impact of the activities undertaken in the past.

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Where there is progress in terms of the implementation of strategies, it is not easy to identify the actual economic benefits of such activities in the province.

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# Theme 3:

# SOCIAL DEVELOPMENT

**SOCIAL DEVELOPMENT IN THE FREE STATE**

*Methodological Approach*

The data that informs the current chapter comes from (a) in-depth-interviews with government officials in three departments (Education, Health and Social Development) in the Free State Provincial Government, (b) a literature review and (c) site visits and interviews with local staff for the departments of Education and Social Development. First, an overview of the research methodology is presented. Relevant government and academic literature is presented to provide a national and historical context within which the results of the current study are to be appreciated. The conclusion to the chapter highlights policy implications for the Free State Provincial Government (FSPG).

Access to the three departments was facilitated and coordinated by the Office of the Premier, Provincial Planning, Research and Monitoring. This included the identification of the first set of officials to be interviewed in each of the three departments. The research strategy was that insights from this first round of interviews, including access to the organogram of the departments, were going to be used to identify additional participants for interviews, and potential projects for site visits.

*Setting the Scene: A National and Historical Perspective*

The work carried out by the Public Service Commission (PSC) through its Public Service Monitoring and Evaluation System (PSM&ES) provides a useful backdrop against which the performance of the Social Cluster in the Free State can be better appreciated. As part of its mandate 'to promote good governance in the public service' (PSC, 2008b, p. 3) the commission has been, since 2000, evaluating the performance of a sample of national and provincial government departments on each of the nine values and principles of public administration as stipulated in Section 195 of the Constitution. Of particular relevance to the current chapter are Principle 3 - Development Orientation and Principle 4 – Impartiality and Fairness in Service Delivery (PSC, 2008b). Whereas Principle 3 is designed to ensure redress of the 'skewed socio-economic relations' of the Apartheid era, Principle 4 seeks to ensure that this is done in a fair and equitable manner.

It is encouraging to note that nationally, Principle 3 and Principle 4, are amongst the three areas where the most noticeable improvements have been recorded over time. For Principle 3, the result has improved from 24% in the 2000/2005 research cycle, to 63% in 2007/2008. For Principle 4, there has been an improvement from 8% to in 2005/2006 to 61% in 2007/2008. As the PSC report points out, this improvement demonstrates that government departments across the country are beginning to ensure that they are 'increasingly paying attention to poverty reduction programmes and improving impartiality in their administrative decisions' (p. 6).

For the South African government, the eradication of poverty is considered an important first step in the path towards achieving equity. Recent developments in the Free State

province, in particular a conflation of socio-economic factors, have presented the provincial government with particular policy challenges. As such, any attempt to understand the performance of the FSPG, and the social cluster in particular, requires an appreciation of the dynamic interplay amongst such factors as

a) the historical place of the mining sector in the province's economy, and the implications of the migrant labour system for both population trends and sexual health, in particular the HIV/AIDS epidemic; and

b) (the recent decline of the mining sector and its implications for economic development, unemployment, poverty and population dynamics in the province. As Pelser (2006) and Pelser & Redelinghuys (n.d) clearly demonstrate, the intertwined and inter-connected nature of these factors creates a self-perpetuating cycle of risk, vulnerability and need with immediate and obvious policy and programme implications. In particular, increased pressure on government support services including those that fall under the purview of the Departments of Health and Social Development demands an immediate and comprehensive response from the government.

Equally important is transformation of the education system. As Van Lill (2004) points out, it is imperative for the educational system in the province to adapt to emergent social and economic conditions. Not only does policy need to take seriously the demands of the economy, but such factors as teenage pregnancies, the impact of HIV/AIDS, and a general lack of suitable employment opportunities also need to be considered. Also, while significant strides have been made in terms of addressing a racialised access to educational opportunities, evidence to date suggests that in terms of tangible outputs, for example matric results and higher education outcomes, historical patterns remain largely unaltered. A persistent pattern, whereby white learners lead and black learners lag behind in key indicators suggests a need for continued effort in this area.

According to some reports, the Free State has witnessed an overall decline in its population size, due to both the HIV/AIDS epidemic and emigration in search of living and employment opportunities elsewhere (Pelser, 2006; Pelser & Redelinghuys (n.d). However, with the right initiatives in place, both to arrest the AIDS epidemic and to stimulate economic growth, the province could reverse current population trends and their negative socio-economic implications. The Free State Poverty Alleviation Strategy (2008) represents the required comprehensive policy response to the province's social ills. Its systemic approach, including a simultaneous focus on the social, economic, health, education and demographic dimensions of poverty, positions the province well in its fight against poverty and its related social problems. It is consistent with the province's approach to its budget, with education, health and social development receiving top priority (Van Lill, 2004).

**Research Findings**

The following discussion discusses some of the key findings of the current review of the FSPG. A brief overview of generic observations is followed by a detailed discussion of findings by department.

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*Delivering on the mandate - successes and challenges*

The following narrative, organised by department, highlights both the successes and challenges that were identified through the research. The topic guidelines, listed next, informed the exploration of how well each of the three departments was considered to have delivered on the mandate of the Free State Provincial Government:

- *How has the Department of <Education/Health/Social Development> understood/interpreted/acted on the mandate of the provincial government? What does the mandate mean to the department?*

- *How well do you consider the department to have contributed to the effective delivery of the mandate?*

- *What have been some of the challenges/successes?*

- *Where there has been <u>less</u> success, what might have been done differently?*

## The Department of Education

For the Department of Education, in-depth interviews lasting an average of two hours were held with two senior officials. These were followed by visits to two local schools, one located in a remote rural setting and the other within an inner city 'township'. Both sites were given as examples of 'success stories' during interviews with senior government officials. As well as a walk-about to get a feel for the two schools, additional insights were obtained during conversations with senior district level staff on the way to and from the schools, and with senior staff at the schools. In total, the site visits lasted an average of two-and-a-half hours each.

Successes, Challenges and Setbacks – A View from the Top

The officials were candid in sharing their views about both successes and challenges experienced by the department since 1994. It was acknowledged that while some progress has been made, particularly in terms of providing basic infrastructure, the department was still grappling with the task of delivering on the mandate. Legacy issues, whereby the majority of the people of South Africa did not have access to some of the most basic human needs, the unanticipated extra-ordinary levels of demand, and concomitant inadequate budget allocations, all served to delay progress in most areas. Hence, quality often gave way to quantity, as political expediency, particularly a desire to be seen to be doing something, and/or doing things differently, seemed to dominate thinking and action at both the formulation and implementation levels of policy. For example, and referring to Outcome Based Education (OBE) and the apparent haste in its adoption, one participant suggested that, 'the country was not going to wait for another 10-20 years to see transformation…there was, simply, a need for 'a new curriculum for a new country'.

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That notwithstanding, some of the great strides made, and setbacks experienced include:

- Provision of **fundamental infrastructure and facilities** that were previously not available in previously disadvantaged communities and schools, including libraries, halls and science laboratories. The challenge now lies in the ongoing maintenance and upkeep of these facilities, as well as in being able to attract and retain suitably qualified educators, particularly in the more specialised areas of teaching, and particularly for schools in the remote areas of the province. Also, depending on one's definition of basic, some schools still lack such basic necessities as science laboratories, proper sports and recreational facilities and school halls;

- All **mud schools** have been eliminated in the province; **new schools** have been built and some old ones **renovated**. Research data is presented later however to show that some schools are still in need of renovation.

- The **learner transport system** has been a mixed success. At times, the long distances travelled by children exposed them to all sorts of vulnerabilities *en route* to and from school. The distances travelled also had implications for learners' ability to concentrate during class. The hostels programme, discussed next, was initiated in response to some of the identified shortcomings of the learner transport system. The budget for the latter was then transferred to the former.

- The **hostels programme** mainly targets children from remote farming communities. Whereas in the farm schools, one teacher would teach all subjects to all the grades in the school, the children are now moved into a more 'appropriately staffed and adequately resourced' boarding school. As well as ensuring adequate tuition during school hours, the system also affords children with an opportunity for after-hours supervision, something often missing from their home environments.

- The Free State is reported to be leading the rest of the country in the **no fees schools** initiative. As discussed later however, even this achievement is not without complications. Of particular note is a rigid and narrow interpretation of the Quantile system. This is a grading system that is used to inform resource allocation for schools. It takes into account such factors as the socio-economic profile of the locality of the school, as well as the availability of basic infrastructure and other facilities within the school and uses this as a basis for deciding the extent of disadvantage for each school. This then becomes the basis for allocating funding with the most disadvantaged schools qualifying for more government funding per learner.

- The department has also, through **partnership arrangements** with local government and businesses, been able to secure the free supply and distribution of school uniforms to some of the disadvantaged schools.

- Extensive **training of both teachers and principals**; for the latter the focus has been management and leadership skills, and it seems to have contributed to improvements in both the management of the schools as well as educational outcomes. While some principals have been able to develop through the process, and this has had a positive impact, there are a few cases where this training seems to have hardly made a difference. Of concern here is an apparent reluctance to performance-manage these principals out of the system. In the meantime, learners and educators continue to suffer under poor leadership.

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- **Stakeholder Forums**, 'in every locality' including youth, parents, educators, School Governing Bodies (SGBs), the police and local municipalities have been initiated to help deal with emergent behavioural problems including learner pregnancies and drug abuse. It is worth pointing out here that while on paper these initiatives exist in every locality, there are qualitative differences in terms of their impact. Interview data suggests that in some of the socio-economically disadvantaged communities, participation by many key stakeholders, including parents and youth is negligible. There is an opportunity here to find creative ways to ensure that, taking local nuance into account, insights from the more successful settings are transferred into the communities where the forums seem to have been less successful.

The fact that some of the highlighted successes were not without contradiction has been alluded to. For example, the system of learnerships, while helping unemployed youth develop skills, was also a source of much frustration as often young people would be unable to secure meaningful employment after receiving training. Apart from the psychological distress this represents, an additional problem with this is that, without an opportunity to immediately practice the newly acquired skills, most young people were likely to lose some of this learning. It was pointed out by a participant that part of the problem derives from the fact that notions of innovation and entrepreneurship are not as deeply embedded in most people, particularly those from the black community, and especially those from socio-economically disadvantaged backgrounds.

Some of the things that could have been done differently include:

- Make **learner transport free**
- Redress some of the **bad administrative decisions**, in particular poor structuring of the budget, poor anticipation of the growth in the demand for the no fees initiative
- **Extend the food scheme** to the secondary level of schooling
- The provision of **food parcels** for orphans during **weekends**

When the question of the class divide was brought up and a question asked whether the transformational project had been able to address class related issues, there was acknowledgement that relative to racial redress, at least in terms of access, not much progress has been made in terms of class-based inequalities. It was indicated that there were some 'self-perpetuating structural disparities', making the project of 'breaking the poverty cycle' a complex and arduous task for all concerned. As evident in the list of successes noted above, most of the progress has been in providing the basics, in particular infrastructure. As such, perhaps as a next step, there is a need to extend the focus to issues of quality. To be sure, when asked about the extent to which the educational system in the province is currently preparing learners for opportunities in the new economy, the consensus was that not well enough, and/or that a lot needs to be done still. This is consistent with the findings of the Free State Youth Commission Report (Van Lille, 2004).

One of the areas identified as particularly problematic was the time taken to develop a strategy for rural education. While the department has responded the feeling, even amongst senior departmental officials, is that this has not been fast enough. The problem of under-qualified and unqualified educators remains a thorny issue and one

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that according to one participant, 'needs a political solution'. Here we would argue that perhaps the problem persists precisely because of an over- reliance on political solutions. What may in fact be needed is a professional solution, one that draws on basic principles of performance management.

As indicated earlier, and as supported by both interviews and the Youth Commission report, white, previously privileged schools continue to outperform schools in previously disadvantaged areas. There are, however a few exceptional cases, some 'pockets of excellence' whereby schools in townships, consistently make it to the top 100 list in the country. Legacy issues, including poor training of black educators, were identified as factors that are negatively impacting on the quality of education in black schools, both generally and especially in terms of the specialised areas of mathematics and science. Ongoing capacity issues are also noted by the Public Service Commission report (2008a). That notwithstanding, some of the successes noted above were considered to be small, but important steps in the right direction. As one official stated, while a lot of progress has been made in terms of transforming the educational system in the province, a lot of work is needed still to elevate the department's contribution to even higher levels.

### *Successes, Challenges and Setbacks - A View from the Ground Up*

While most of the initiatives at the departmental level are informed by national policy, the need to pay particular attention to local nuances was identified by senior governmental officials and underscored during site visits. Senior staff in both schools showed much pride in the good work that the schools are currently doing, and under increasingly challenging circumstances.

Inspired by the values and commitment of its founder, the educators in the inner city township school were described as highly motivated, and cooperation of parents and the SGB a particular strength of the school. Walking around the school, one gets the impression that the school is well resourced. As far as appearances go, the school could easily have been what was previously a Model C school. Upon listening to the narrative about some of the experiences of the educators however, one begins to feel a sense of dread that this 'pocket of excellence' could soon join the ranks of other 'poor black schools in poor black neighbourhoods'.

The following issues emerged during the conversation with a senior manager in the school:

o The **cessation of the incentive system**, whereby high performing schools would be rewarded in tangible ways, is having a negative impact on the ability of the school not only to continue expanding on needed facilities, but also to maintain the facilities already won. The latter include a sports field, a science laboratory and a media centre.

o The school is currently rated as a **Quantile 5 while it should be a Quantile 3**. For the school visited, the quantile system does not work well enough as it fails to take into account some local peculiarities, including the fact that most of its learners are orphans (50%) and most come from surrounding shack communities. Local children, because of their relatively higher socio-economic

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status, tend to attend the traditionally privileged schools in town. The problem with this situation is that as a Quantile 5, the school gets lets budget allocation per learner, and yet the reality is that most of the learners cannot afford to pay fees. The school is then left to struggle on its own to make up for the budget shortfall.

- o There is also a perception within the school that its **good performance is putting it at a disadvantage** as it is the poor performers that seem to get all the attention and financial support from the government. While the staff is highly motivated and committed, this factor is increasingly proving to be a disincentive for educators in the school. For example, whereas in the past teachers from the school would run voluntary extra classes for their learners and for free, now that educators from the poor performing schools get extra pay for doing the same thing, educators from the school that is performing well now choose to offer their services to these poorly performing schools instead, for a fee. This, together with other resourcing issues, have the potential, in the long term, to undo the good work that the school has been doing thus far.

- o The **high turn-over rate of educators** was also cited as a problem. In addition to the attraction of higher salaries in other sectors, the good reputation of the school also means that its 'star' educators are constantly being redeployed and/or promoted into senior administrative roles. As the participant pointed out, there are no easy solutions to this particular dilemma as denying good educators career advancement opportunities outside teaching would be grossly unjust and would only serve to further demoralise educators. The participant stressed however that the government does need to take a serious and systematic look into the working conditions of educators in general. As discussed later, a similar observation was made about the health and nursing profession.

### *A View from Far Afield – The Case of Hostels*

The researcher experienced the drive into the town where the hostel school is located a depressing experience. The sense of desolation, of being in the middle of nowhere was unsettling. The town itself looks and feels like a snapshot of a place-in-time, from a long distant past. Little wonder then that most of the challenges experienced by the school seemed to be directly related to the palpable socio-economic disadvantage of the local community. These include:

- An inability to **attract and retain suitably qualified educators**, particularly in the specialist areas. The school is, as a result, offering accounting as a subject for the first time this year, and it is struggling to find a suitably qualified educator to teach tourism. Tourism has been identified as a strategic focus area for the school and this is informed by a recognition of the area's potential, and plans to position it as a tourism attraction for the province. This represents an attempt by the department, to make education relevant and responsive to emergent local conditions (see Van Lill, 2004);
- The **double language problem** derives from the fact some of the learners are Afrikaans speaking and some speak a local vernacular and English. This creates a double load for educators as they are then required to teach the same lesson twice, once in English and once in Afrikaans. This also represents a problem in attracting and retaining suitably qualified educators as not many educators are

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fully bilingual. The few that are tend to be less keen to live and work in such a remote location.

- There is also a problem of **under-qualified educators** referred to earlier. These are educators who were absorbed into the school at the time of amalgamation. These teachers are only qualified to teach at primary level, and yet are currently teaching at the secondary level. Despite opportunities being offered to improve their qualifications, they have not done so and it appears there have been neither follow-up nor consequences for failure to upgrade. As things currently stand, reasons for failure to upgrade remain unknown.

- The school, compared to the one visited earlier, and consistent with the local town seemed obviously **under-resourced**: there was the dusty playground without any play equipment; and there is reportedly neither a science laboratory nor a proper school hall. In light of the mandate of 'a better life for <u>all</u>', this represents a glaring area of inequity. It points to an obvious area of intervention if the provincial government is indeed to lift its game further.

- The **upkeep** of the school, in general, seems to be suffering, not so much for a lack of will and attempts to clean the place up, but more for the fact the school is in need of some serious innovation; even the trophies in the foyer and the names on the achievers' list are those of former students when the school was still a white school. Fifteen years into the new democracy, none of the achievements of current or recent students are showcased. One can only begin to speculate about what this might do to the already bruised self-esteem of a child whose home and community situation may be anything but inspiring.

- **Behavioural problems,** including drug and alcohol abuse as well as pregnancies amongst senior students emerged as serious challenges for the school. Part of the problem here derives from a general lack of recreational opportunities and facilities in town, as well as problems within the home and community, where alcohol and drug abuse are an issue. The situation is compounded by lack of employment opportunities in the area, with the few who complete matric, including those with good results, often ending up wasting away in the township. The onus is on the provincial government as a whole to ensure that the good ideas contained in the Free State Poverty Alleviation Strategy (2008) and some of the community renewal programmes, including those being planned as part of the ASGISA initiative, are supported and brought to full fruition. The community studied is but one of many in a similar situation the province.

The forementioned shortcomings notwithstanding, the hostel programme was considered to work well enough. There are six supervisors and one hostel master, looking after 123 learners. Four learners share each room. The hostel environment is considered to be providing a conducive learning environment for farm children. Back home a key activity after school would be to contribute to farm duties, and there would be very little interest in, and time to do school work. In contrast, within the hostel a structured environment is created to ensure that children get sufficient time to both study and play after school.  Indeed, one of the most pleasant parts of the experience for the researcher was watching children playing in the dusty playground, while others selected to stay in their rooms and study. A question, asked in jest by one of the officials present, whether some of the children would like to go back to the farms, was met with many a tearful stare. A subsequent conversation with one of the older students revealed that she had won a district award in a competition, ahead of learners from 'town'. She indicated

that she prefers to stay at the hostel because there she gets enough time to study - a factor that she considered important in her plans to study medicine.

This exchange in particular, was useful in putting things in perspective for the researcher, even as he/she wanted to be critical and consider things to be rather basic within the hostel. It was useful to hear how for a child from a farming community, basic as it was, the facility could very well be an important first step towards breaking the poverty cycle. Also, on a positive note, some new initiatives aimed at community renewal seem to be giving locals some sense of meaning and purpose and there are currently talks about giving the area priority attention through such initiatives as ASGISA.

### The Department of Health

For the Department of Health, one interview lasting for about one-and-a-half hours, was conducted with a senior official. Attempts to hold additional interviews with other officials in the department were unsuccessful. As the official interviewed does not have a purview of the whole department, the responses were necessarily limited and tended to focus on the respondent's immediate area of responsibility. The participant was however able to also offer insights into the current state of affairs within the health and nursing professions.

The participant suggested that departmental objectives were being delivered well enough and that 'there are no serious issues with service delivery'. The only exception noted is at the local government level. One thing that emerged strongly during the interview, perhaps a function of the participant's strategic role, is the existence of a suite of sophisticated planning, monitoring and reporting tools. These, according to the participant, work well enough and are used by various programmes to ensure effective service delivery, and the monitoring and evaluation of initiatives. The only frustration with the process, according to the participant is the fact that some departments do not attend strategic planning forums.

The participant considered **free primary health care for all** to be the biggest achievement for the department. According to the 2007/2008 annual report of the Department of Health, 'primary health care services are available in all towns in the Free State' and are offered through 235 'fixed clinics, 10 community health care clinics and 24 district hospitals' (p. 31). According to the research participant, it is through **preventative types of services** due to these services that the **general health** of the community has made 'tremendous improvements'. While primary health care, at first glance, suggests an equitable system of per capita allocations, a close examination of issues suggests a need for improvement. For example, all district municipalities, except Motheo, receive similar per capita allocations (Annual Report, Free State Department of Health, 2007/2008). Hidden in this apparent fairness however are subtle inequities, particularly those deriving from the fact that both Xhariep and Thabo Mofutsanyane are 'poor rural areas with the most dispersed population over large areas' (p. 11). To make the system more equitable requires that these geographic and socio-economic considerations be factored into the determination of budget allocations.

Also noted by the participant were the '**excellent outreach services/programs'**, and the **tele-radiology facility**. While out of reach of the majority of the population in the province where 85.2% of the residents are uninsured – (Free State Department of

Health, 2008), the Free State is considered to have '**excellent specialist hospitals'** for those who can afford them. Also highlighted is the ICAM broadcast system that offers a remote training centre/skills update facility.

While the participant was proud of these achievements, he/she was also able to articulate the following areas of concern:

- **Political considerations**, specifically the need to await political sanction is a particular impediment to effective service delivery;
- **85.2%** of the population in the Free State is **uninsured**. This, in a sense, represents a form of inequitable access as only those who can afford the get access to high quality services, while the rest of the population has to settle for less.
- The province has the highest **Maternal Mortality Rate** in the country. The 2007/2008 Annual report of the Free State Department of Health shows an increase in maternal mortality rate, from 267.6 per `00,000 live births in 2005 to 372.2 per `00,000 live births in 2006. Both statistics are a far cry from the 2006 targets of `100 per 100,000 live births.
- There are far too few **Community Health Clinics** (CHCs). The 2008 Annual Performance Plan puts the number at 10 for the entire province. With the exception of the Fezile Dabi municipality which has a total of 5 CHCs, and Motheo with 2, all other district municipalities have 1 CHC servicing the whole district;
- There is a **service gap** between urban and rural communities. This derives in part, from the fact it is very difficult to attract and retain staff in the very remote rural settings. Farming communities are particularly vulnerable and the mobile service does not get to some areas. This represents a shift from the official position that 109 mobile clinics currently render rural health services in all small towns in the Free State. Mobile clinics are supposed to visit all towns on a 4-6 weekly basis (FSDH Annual report, 2007/2008).
- **Budget/resource constraints** are negatively impacting on the whole health service system, including the need to train more people. The participant did note however that there is a need for people to find creative ways to deal with some of the infrastructural constraints as they will always be there;
- While not necessarily the worst performing area, **emergency services** need more attention;
- **Tuberculosis cure** is not being done very well and complications associated with the HIV/AIDS epidemic are not helping;
- The HIV/AIDS, and the fact that nurses are constantly confronted with the death of their patients, has led to burn-out. This has contributed to '**compassion fatigue'** as it seems easier not to care too much. Understaffing and excessive work loads further complicate matters for those in the sector.

Taking a broader and systemic look at the nursing profession, the participant noted that 'a bad thing was done closing nursing colleges'. The participant also bemoaned the 'politicisation of the nursing profession'. This, compounded by increasing materialism, has led to less commitment to the profession and to a decline in the vocational part of the work. There is, according to the respondent, a need for more health activists. Without significant changes, the currently unsatisfactory working conditions will continue

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to cost the profession some of its best talent as skilled professionals leave either for other professions, including managerial roles, and/or go and work overseas.

It is worth pointing out that the Annual Performance Plan (2008) has identified, and made budget allocations for, a number of strategic goals and objectives, including compassionate and quality services and reducing the burden of disease. Together, these and similar initiatives ought to go some way in continuing to improve service delivery in the province. These include improvements in such areas as helping promote healthy life styles and reduce risky behaviour, particularly amongst the young, better access to various health care services, accessibility and quality of service in Community Health Care Clinics and those focusing on HIV/AIDS and TB.

### *The Department of Social Development*

Data on the Department of Social Development came from a joint interview with two senior officials from the department, and two brief site visits to projects in the inner Bloemfontein area.

Overall, the two participants were of the view that there is 'a high degree of implementation in service delivery'. They pointed as evidence of successful implementation the fact that the department received positive reviews in a Community Satisfaction Survey (Statistics South Africa, 2007). The participants further noted that in a more recent survey, whereby all nine provinces were being reviewed in terms of service delivery, the Free State made the top five list. The Department of Social Development is also a recipient of a Gold Award for Customer Care, and a Silver Award for poverty alleviation.

Successes

It was noted that going back to 1996, the department has gone through a number of distinct phases, each with its achievements of note. While social welfare was the main focus of the first phase, the second phase is said to have been marked by a shift away from 'social work as core business', and towards a system whereby there was better interaction with communities, civil society and other organisations. Hence, the change in name, from 'Department of Social Welfare' to 'Department of Social Development'.

As well as the achievements mentioned above, the participants were able to identify the following success stories:

o   The ability to introduce **an integrated, equitable system of making grants/income** grants accessible to all communities, including the most rural communities. The child support grant was noted as a particular success as it 'benefits the poorest of the poor'.
o   **Partnerships with the Department of Education** around such issues as HIV/AIDS, Life Skills Education, and reproductive health. Worth pondering is the fact that the current initiatives seem to be focusing exclusively on girl children. It might be a good idea here to consider a more inclusive approach as both genders are often involved in the issues concerned.

- **Training, Recruitment and Retention Strategy for Social Workers**. With social work recognised as a scarce skill, and with limitations in current social work training noted, a strategy was put in place to improve the recruitment and retention of social workers. One of the measures was to offer bursaries to students to study social work. To help manage workloads for current social workers, a system was introduced to subsidise such tools of trade as laptops and motor vehicles. The department is also working in partnership with universities and the Council of Social Workers to improve the quality of training of social workers, including introducing longer work placements. Social Science students are also being encouraged to do social work modules so that they can have the option of entering the profession. The ongoing problem of vacancy rates for social workers was however acknowledged and a need for a more scientific process for monitoring the impact of the strategy identified.
- Another highlight noted by the participants is the **funding scheme for not-for-profit organisations**, including faith-based organisations, that was introduced in 1996. This was noted as province-specific initiative that has now been escalated to the national level.
- Through its **Child Justice Services**, the Free State is amongst the first provinces in South Africa to have secure care facilities for children in conflict with the law. The service is designed as a one-stop facility manned by a multi-disciplinary team including social workers, the justice department, health practitioners and NGOs. As testimony to the success of the initiative, the participants pointed out the fact that a number of provinces have sent their staff to the Free State to learn from the project.
- There is also the multi-disciplinary **Victim Empowerment Programme** that is targeting victims of sexual and domestic violence. While doing a good job, the participants suggested that the facility needs infrastructural adjustments. Specifically, there is a need to expand the service to have child-friendly facilities. There are currently moves to have the services offered at one location. Currently the health services are somewhat separate from the rest of the services. While the VEP Programme is located in inner Bloemfontein, the participants indicated that there is also, a province-wide network of victim support groups. Plans are also in place to set up similar facilities in Qwaqwa and the Fezile Dabu municipalities. Also worth pointing out is the fact that, similar to nurses and other health workers, workers in some parts of this facility felt not supported enough, both in terms of adequate **staffing** as well as **psycho-social support**. They pointed out the violent nature of crime in South Africa as the main reason for needing meaningful support.

*Areas for Improvement*

Need for a dedicated Demography Unit

It was observed by the participants that to improve the department's capacity to deliver even further, there is a need for a better and more sophisticated approach in monitoring the population dynamics of the province. Some of the developments that are considered to have been unanticipated, but which have had serious implications for the department are (a) the decline in both mining and agriculture (b) the resulting increase in unemployment levels, and (c) the high incidence of farm evictions. For the department to

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be effective, it needs a mechanism that will allow it to not only anticipate these trends, but plan for the upscaling of its services accordingly. What exists currently, the participants offered, is piece-meal and at time contradictory data and this, in the end, has the effect of compromising progress in service delivery. The need for robust demographic data for effective planning is also attested to by Pelser (2006).

Conclusion

As evident in the preceding discussion, a lot of progress has been made by the social cluster of departments to deliver on the mandate of a better life for all. There are however, and mainly due to the enormity of the task at hand, a number of areas that still need attention. While some progress has been made to address the racial and the rural-urban divide, more effort is needed to ensure that the racialised access is not merely replaced by a class based system.  Also, while currently there are a number of robust initiatives including some of the most forward-thinking policy documents, and even as the basics are being addressed, there is room to elevate the performance of the province to the next levels of service delivery. At  a broader level, the province could consider an annual service delivery monitor, something akin to the Public Service Monitoring and Evaluation System currently being conducted by the Public Service Commission. Also worth exploring for the provincial government, and perhaps for the national government, are the implications of the 'partial ownership' of the government mandate including ways to ensure that senior officials, irrespective of political party affiliation, have some sense of connection to, and ownership of the mandate. The point to be made here is that perhaps a non-politicised public service would be an important achievement towards building a more mature democratic South Africa. Lastly, the contradiction that the least capable sphere of government is charged with implementation of the most complex and arduous task needs further exploration. More specifically, there is a need for both the national and provincial spheres of government to grapple with the possibility that municipalities might have been set up for failure, thus providing convenient scapegoats for poor delivery.

At a departmental level, the following recommendations for improvement are put forward:

Education

Based on research data, it would be important for the Department of Education to pay close attention to the following areas:

- The need to review the Quantile system so as to ensure that local nuance, and other contextual, qualitative data is factored into the rating of schools;
- The decision to do away with the incentive system needs to be revisited and measures put in place to ensure that good performing schools and educators are adequately rewarded for good performance;
- The management of poorly performing educators and principals. This includes coming up with a workable strategy for dealing with the problem of under-qualified educators who to date, have failed to adequately make use of available opportunities to improve their qualifications and skills. This requires a professional strategy, informed by sound management principles, and not, as suggested by a participant, a political one.

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- Continued and increased effort to address the persistent pattern, whereby on average, white learners lead and black learners lag behind in key indicators. This necessitates that the focus shifts in significant ways, away from mere access and basic infrastructure, to issues of quality, in both content and educator training. For some of the struggling schools, partnerships with the faculties of education in the local universities need to be explored. There might also be an opportunity to entice back to the profession, those talented educators who were lured by better working conditions, including better salaries elsewhere, if not full time, perhaps in some part-time, tutoring capacity, as a way of ploughing back perhaps;
- In the same way that children from farm schools were bussed to schools, it is worth considering bussing the Afrikaans speaking learners, for free if possible, to Afrikaans language schools in the surrounding area.
- A systematic process for sharing learning and experiences would go some way towards ensuring more uniformity of success in those instances where some schools excel while others lag behind.

Department of Health

For the Department of Health, and as recommended by the participant, a more holistic approach is required, one that is able to look at the nursing profession in its entirety. As well as reviewing the working conditions in the profession, creative ways need to be identified to help nurses and other health professionals cope with the emotional toll of working with the ravages of the HIV/AIDS epidemic, as well as with the victims of some of the worst forms of violent crime that currently mark the national socio-cultural landscape.

Department of Social Development

Similar to other departments in the social cluster, the Department of Social Development has made significant strides in helping alleviate poverty and ensure better social equity. Worth exploring, and as noted by the participants, is the establishment of a dedicated Demographics Unit for the province. This would help deal with the problem of inconsistent demographic data, and thus better prepare the government for shifts in need for services.

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Theme 4:

# SOCIAL COHESION

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# SOCIAL COHESION IN THE FREE STATE

This section is divided into two parts. The first will define the notion of social cohesion and discuss it in relation to South Africa as a whole. The second will discuss social trends in the Free State Province in particular.

## *Methodological Approach*

This chapter is based on interviews with officials in the provincial government as well as data gathered from other sources, including interviews with external stakeholders, academic papers, reports and government surveys.

It is worth mentioning that building social cohesion is not an explicit mandate of the Free State Provincial Government. As such there is no specific department or cluster of departments tasked specifically with this purpose – although the Department of Sports, Art and Culture does raise it as an important element of its work. Concretely, it means that the Free State Provincial Government has not developed a set of key performance indicators to measure the degree to which it is making progress on this front. Nonetheless, helping to create social cohesion is an implicit element of 'building a better life for all'. This is especially true when a 'better life for all' is deemed to include living in a non-racial society.

Given that the provincial government's measure of social cohesion is mostly implicit in the work of several departments, this section has sought to develop a way of gauging social cohesion based on the provincial government's own practice, the South African experience as well as developments in the South African and international literature.

## *Background*

Since 1996, the promulgation of South Africa's post-apartheid constitution and the formal establishment of a unitary political community, the South African state has laboured under a particularly onerous obligation. It must overcome a deep-seated rejoinder to the very idea of contemporary South Africa - that there is no such thing as a South African society. During the apartheid period it was axiomatic for the then government and its supporters that a South African society referred to a white society. The 1966 S*tamregister van die Suid Afrikaanse familie*, for example, welcomed growing signs of normative integration between English and Afrikaans-speaking whites, while equally expressing relief that social ties across the racial frontier were negligible or non-existent. On its terms, a pan-South African society, including blacks, was not simply an anathema, it was not a 'social fact'. 'blacks' were members of their own communities – conceived originally as 'tribes' and from the 1970's as 'nations' – such that the collective noun, 'black' itself was itself a meaningless analytical term. There were no 'blacks', merely Xhosas and Zulus and Pedis and Sothos and so on.

This has to be contrasted with the very premise of the anti-apartheid struggle, at least as it was animated by the African National Congress. After 1955 the centre-piece of ANC thinking was that 'South Africa belongs to all who live in it, black and white' (Freedom

Charter: 1955). The Freedom Charter served both to refuse the exclusionary vision of apartheid and also to offer an alternative, democratic imaginary. Amongst the political demands (for equal political representation and so on), there is an embryonic thesis about the conditions of social cohesion - what the document discusses as 'brotherhood':

> *We, the People of South Africa, declare for all our country and the world to know:*
>
> […] that our country will never be prosperous or free until all our people live in brotherhood, enjoying equal rights and opportunities;

Prosperity, freedom, peace and social cohesion between 'whites' and 'blacks' and 'coloureds' and 'Indians' are contingent on a democratic government founded on justice and equality. Indeed, it is not far-fetched to read the Charter, not simply as a vision of a democratic society, but as a declaration of the conditions of social unity. The Charter itself lays out many rights to which future citizens would be eligible, including the right to vote, to land, to the wealth of the country, to human rights and so on. Yet the charter implies that these rights are not simply good in themselves. They will go far towards creating a situation of equal rights and equal opportunities, that is, 'brotherhood' between all South Africans.

## *What is Social Cohesion?*

It is common today to distinguish between 'bonding', 'bridging' and 'linking' social capital (Gittell and Vidal: 1998, p. 10). The former refers to ties between family members, friends and neighbours. 'Bridging' capital implies an expansion of social ties beyond kinship circles, but remaining confined to associations with those with whom one shares a similar demographic profile (of race, of language, of religion, of culture). In contrast, 'linking' connotes a vertical relation, a 'scaling-up', where relations are established with persons beyond one's kinship or demographic networks who occupy positions of power and authority (Woolcock: 2000, pp. 71-72).

The challenge of social cohesion in South Africa is the possibility of ties and solidarities across and between social classes, language and religious groups and 'races'. This is another way of saying that social cohesion is contingent on *linking* social capital between heterogeneous classes and groups. How can solidarities be created between and across society? What the social capital literature has emphasised is the role of **institutions**, their practices, rituals and performances. Hence, 'linking' in the circumstances of democratisation refers to the role of institutions in generating solidarities animated by democratic values (respect, equality, tolerance).

## How has the Provincial Government understood the challenge of building Social Cohesion?

In the main it has tended to focus on valuing cultural diversity and overcoming racial animosity. In 1995, for example, the provincial government hosted the Macufe Cup in football. The event, according to the Departments of Sports, Art and Culture, is used to show-case cultural diversity and build social cohesion. In 2008, for example, football matches were used as opportunities for cultural performances. The department has

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sought to open up cultural facilities that were formerly for the exclusive use of whites to other communities.

> "For example," notes a provincial official, "Vodacom Park is regarded as the home of Free State Cheetahs, and by implication the stadium of the city belongs to rugby and it cannot be accessed by other sporting codes, as well. So, when there are soccer match and rugby match fixtures playing on Saturday, the soccer match have to wait until Sunday. We are planning to use the Confederations Cup in 2009 and the 2010 World Cup to ensure that soccer also utilises this facility as it is the case with rugby" (Interview with Department if Sports, Arts and Culture, 28/10/08)

At the same time the department has made an effort to encourage white resident of the Free State to participate in communal events. "The Performing Council of Free State was previously not attractive to the white audience but we have an on-going attempt by us, as senior management of the department, to make this attractive for the white audience as well".

These interventions may go some way to explain why incidents of racial conflict in the Free State are as few and far between as they are. Nonetheless it is worth asking whether they are sufficiently grounded in the social dynamics of the Free State as it is emerging.

### *Crime*

A useful place to start in gauging the degree to the state of social cohesion in the Free State is the crime statistics. As a measure of the degree to which people of different races, classes, genders, cultures and so on are treating each other, only certain kinds of crime are relevant. If a criminal act is designed to cause injury to someone on the basis of their race, gender and so on, then it tells us about the state of social cohesion. If, for example, we find that attacks on women in a particular location are high, then this tells us something about gender relations. Say, however, that in a given town there have been many bank robberies and in the course of these robberies bank tellers have been injured. Should it turn out that tellers are usually women, so that an unusually high number of women are injured during bank robberies, these crimes do not necessarily tell us anything about the state of social cohesion[55].

Crime is relevant for a broad overview of the state of social cohesion when there are patterns of crime that suggest that specific groups are being targeted because of their social character. Are black people being targeted because they are black? Are women attacked because they are women? How are foreigners treated?

Given South Africa's history of violent racial domination what is most surprising about crime trends in the country generally and in the Free State in particular is that crimes targeting groups because of their race are very low. Despite recent events at the University of the Free State, where students in a male residence subjected black staff to various forms of humiliation, the police regard these incidents as isolated (Interview with Superintendent Singh:19/11/2008). Does this mean, however, that social relations across the racial frontier are improving? The evidence is mixed in this regard. While

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[55] Such crimes have an indirect affect on social cohesion: they may weaken generalised levels of trust and reproduce or strengthen certain existing stereotypes. It might, therefore, result in social fragmentation and/or atomisation.

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many respondents refer to relations between black and white citizens of the Free State as cordial, one respondent suggests that there is tension bubbling under the surface[56]. It remains latent mostly because many white Free State residents are able afford to distance themselves physically, and hence socially, from their black counterparts. In essence, they are withdrawing into their own self-regulated lagers. This goes some way to explaining why the issue of mixed residences at the University of the Free State has become such a fraught issue. Under such conditions, white students have fewer options of isolating themselves from the broader university public (interview with Rudi Beys, 26/11/2008).

It might be that white residents of the Free State have resigned themselves to the democratic dispensation to the extent that they are able to withdraw into a 'private' zone away from broader society. Such a perspective helps explain why cooperation between government and a largely white private sector has proved difficult in the Free State. Partnerships and/or regulation might be received as public interference in a zone increasingly deemed 'private'.

The importance of race as an factor in social identities is evidenced by the following finding from the HSRC survey done for this review. It found that 96% of respondents regarded race as a very or slightly important basis of social solidarity.

**Those who belong to the same race group as you?**

| | | Frequency | Percent | Valid Percent | Cumulative Percent |
|---|---|---|---|---|---|
| Valid | Very attached | 340 | 68.1 | 68.4 | 68.4 |
| | Slightly attached | 139 | 27.9 | 28.0 | 96.4 |
| | Not very attached | 15 | 3.0 | 3.0 | 99.4 |
| | Not at all attached | 3 | .6 | .6 | 100.0 |
| | Total | 497 | 99.6 | 100.0 | |
| Missing | System | 2 | .4 | | |
| Total | | 499 | 100.0 | | |

Source: HSRC Survey, 2008

Yet this view has to be tempered by other evidence.

Over the last several years there are signs that pentecostal/charismatic churches have grown rapidly in the Free State, especially in the large urban areas and also in former townships. The Christian Revival Church (CRC) in Bloemfontein is a typical example. The CRC is a charismatic church with its roots in the Rhema church in Johannesburg – formally linked through the International Federation of Christian Churches (IFCCC). Indeed, the head and founder of the Bloemfontein Pentecostal is a graduate of the Rhema Bible School. What is worth noting is that, contrary to the traditional churches in South Africa, including the Zionist churches, the NGK, the Catholic, Anglican and

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[56] Rudi Beys is the CEO of iGubu Agency, a company doing work on race relations in the Free State and other parts of the country. He has, in particular, been involved in a study of the racist incidents at Free State University.

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Methodist churches, the Pentecostals churches, especially Rhema, have long encouraged mixed and integrated congregations.

In the survey conducted for this study, more than one in three Free State residents reported that they were active members of a religious group or organisation.

**Supporter or member-Religious group or organisation**

|  |  | Frequency | Percent | Valid Percent | Cumulative Percent |
|---|---|---|---|---|---|
| Valid | Supporter | 87 | 17.4 | 17.4 | 17.4 |
|  | Active member | 171 | 34.3 | 34.3 | 51.7 |
|  | Official | 17 | 3.4 | 3.4 | 55.1 |
|  | None | 224 | 44.9 | 44.9 | 100.0 |
|  | Total | 499 | 100.0 | 100.0 |  |

Source: HSRC Survey, 2008

Whilst other churches may have played a more vigorous role in opposing apartheid politically, they nonetheless have taken longer to desegregate their congregations. More shall be said about this development later. For the moment let us note that in Bloemfontein churches like the CRC have succeeded in attracting and sustaining racially mixed congregations. In Johannesburg, the Rhema church even claims to appeal to people of diverse classes – though accommodated in separate services on a Sunday (Interview with Marius Oosthuizen, 18/11/2008). Given the size of these churches we cannot discount the possibility that new, racially mixed religious communities are going some way to contain potential racial tension in the Province. It is not impossible that churches are places of social linking in the new urban communities emerging in informal settlements and in former townships as well.

For the SAPS, of greater concern than racial conflict, are attacks against foreigners and against women and children.

Although much of the violence that broke out against foreign citizens in May 2008 was located in the Gauteng province, large parts of the country, including the Free State were affected. According to the SAPS in the Free State, such attacks tended to be against nationals from Pakistan and/or Bangladesh who had established businesses in townships and/or nearby areas. While it is likely that businesses threatened by the competition may have been forces behind the violence it is difficult not to conclude that the foreign status of the victims made it easier for attackers to justify their actions. We have to wonder why the foreign character of a person makes them more vulnerable when there is fierce competition for scarce resources amongst poor people. It is not enough, in other words, to attribute such attacks simply to poverty or to a shortage of resources.

In the Free State, as in South Africa as a whole, the most common form of social crime is those against women and/or against friends. In the Free State the police distinguish between what they call 'serious' crime and 'contact' crime. According to the Free State police "socially determined contact crimes involve perpetrators and victims of crime who are known to one another or even related to one another as family or friends.

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Conventional policing in the streets and public places will not prevent this kind of crime" (FS – SAPS, Annual Report, Chapter Three). The distinction is not satisfactory to the extent that it implies that 'contact' crimes are neither serious nor violent. Indeed, one of the distinguishing characteristics of 'contact' crimes is precisely that they are associated with very high levels of violence perpetrated against the victim. The police define the following eight categories of crime as contact crime:

- ➢ Murder;
- ➢ Attempted Murder;
- ➢ Rape, including attempts;
- ➢ Assault with the intent to inflict grievous bodily harm (GBH);
- ➢ Common Assault;
- ➢ Indecent Assault;
- ➢ Aggravated Robbery; and
- ➢ Common Robbery.

In South Africa it is well documented that most homicides are committed by men up to the age of 35 in or nearby places of alcohol consumption. In many cases the victim and his or her attacker have been consuming alcohol. More often than not the attacker is known to the victim.  In the Free State, according to the SAPS annual report for 2008, as many as 40% of "contact crimes are social or domestic in nature and occur in social environments (e.g. the privacy of residences) which are usually outside the reach of conventional policing. These crimes usually occur between people who know each other (e.g. friends, acquaintances and relatives)" (FS- SAPS Annual Report 2008, Chapter Three).

In other words, much of the violent crime in the Free State, like in South Africa as a whole, is targeted at the victim because of who he or she is. The identity of the victim is not incidental to the crime committed.



**39.1%**

**60.9%**

■ **Contact crimes**

■ **Serious crimes**
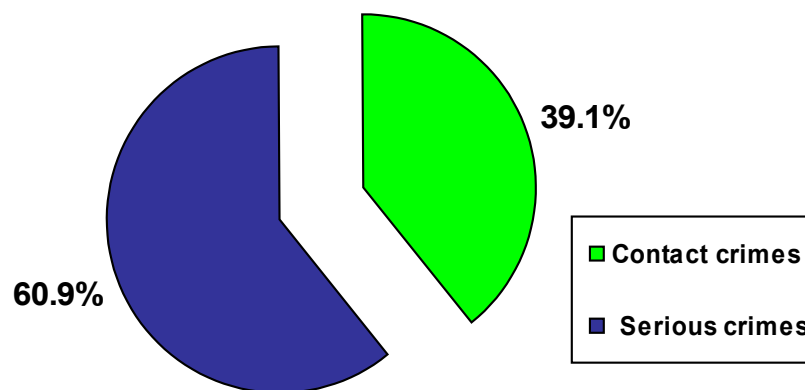
Source: Free State SAPS Annual Report 2008

Despite a spike in 2006/2007 murder rates in the Free State have consistently been coming down since 2002/2003. For the period 2007/2008, 879 murders were recorded in the province, a 7,8% decrease from the year before. Rape figures also show a downward trend, albeit from very high levels. Between the periods 2006/2007 and 2007/2008 there was a 2,3% decrease in rapes in the province. Relative to 2001,

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however, rape figures have declined by almost 8%. Generally-speaking those categories of crime that suggest social problems in the family and/or the community are in decline.

Contact Crimes for the period 2007/2008

- ◆ Murder                                     -7.8%
- ◆ Attempted murder                  -5.9%
- ◆ Rape           and                   -2.3%
  attempted rape (9 months)
- ◆ Assault GBH:                         5.3%
- ◆ Common assault:                   0.0%
- ◆ Indecent   Assault               -0.7%
  (9 months)
- ◆ Robbery                                  5.0%
  aggravated:
- ◆ Common robbery                   -0.2%

Source: Free State SAPS, Annual Report 2008.

In contrast, the categories of crime on the increase in the Free State are those where the identity (the race, gender, culture, religion and so on) of the victim is not central to the crime itself. Burglary at non residential premises , for example, shot up by 7,8% between 2007 and 2008 and commercial crimes generally increased by more than 15%.

**RAW FIGURES**

| CRIME CATEGORY | 2001/2002 | 2002/2003 | 2003/2004 | 2004/2005 | 2005/2006 | 2006/2007 | 2007/2008 |
|---|---|---|---|---|---|---|---|
| Contact crimes (crimes against the person) | | | | | | | |
| Murder | 926 | 957 | 904 | 902 | 872 | 953 | 879 |
| Rape (9 months) | 2 886 | 2 751 | 2 783 | 2 976 | 2 820 | 2 691 | 2 628 |
| Indecent assault (9 months) | 327 | 411 | 443 | 519 | 473 | 429 | 427 |
| Attempted murder | 1 482 | 1 665 | 1 413 | 1 324 | 1 042 | 998 | 939 |
| Assault with the intent to inflict grievous bodily harm | 17 485 | 18 355 | 18 744 | 17 998 | 16 895 | 15 999 | 16 833 |
| Common assault | 25 307 | 26 890 | 26 885 | 25 197 | 22 417 | 19 883 | 19 885 |
| Robbery with aggravating circumstances | 2 534 | 2 676 | 3 551 | 4 532 | 4 166 | 4 284 | 4 501 |
| Common robbery | 4 453 | 5 184 | 5 559 | 4 867 | 4 075 | 4 201 | 4 193 |
| Contact-related crimes | | | | | | | |

**RAW FIGURES**

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| Arson | 377 | 524 | 532 | 503 | 443 | 468 | **432** | |
| Malicious damage to property | 9 986 | 10 710 | 11 084 | 10 638 | 10 293 | 9 607 | **9 649** | |

Property-related crimes

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| Burglary at non-residential premises | 6 299 | 5 124 | 4 538 | 4 063 | 4 107 | 4 110 | 4 418 | |
| Burglary at residential premises | 19 072 | 21 650 | 19 438 | 17 802 | 17 507 | 16 115 | 15 705 | |
| Theft of motor vehicles and motorcycles | 2 972 | 3 184 | 3 531 | 3 236 | 3 023 | 2 866 | 2 833 | |
| Theft out of or from motor vehicles | 9 728 | 9 663 | 9 014 | 7 357 | 6 635 | 5 713 | 4 808 | |
| Stock theft | 5 711 | 6 796 | 5 967 | 4 729 | 4 435 | 4 700 | 4 430 | |

Crimes heavily dependent on police action for detection

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| Illegal possession of firearms and ammunition | 588 | 539 | 557 | 432 | 387 | 341 | 311 | |
| Drug-related crime | 4 572 | 4 272 | 3 550 | 4 063 | 5 074 | 5 462 | 4 525 | |
| Driving under the influence of alcohol or drugs | 1 025 | 1 111 | 978 | 1 152 | 1 325 | 1 249 | 1 447 | |

Other serious crimes

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| All theft not mentioned elsewhere | 37 845 | 40 976 | 37 819 | 31 901 | 27 506 | 24 166 | 24 165 | |
| Commercial crime | 2 694 | 3 023 | 2 529 | 2 561 | 2 425 | 2 311 | 2 677 | |
| Shoplifting | 4 140 | 3 594 | 3 554 | 3 263 | 3 279 | 3 087 | 2 934 | |

Some subcategories of aggravated robbery already accounted for under aggravated robbery above

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| Car-jacking | 145 | 110 | 88 | 156 | 96 | 123 | 156 | |
| Truck hijacking | 99 | 23 | 57 | 88 | 48 | 50 | 64 | |
| Robbery of cash in transit | 8 | 12 | 4 | 2 | 1 | 14 | 8 | |
| Robbery at residential | - | 92 | 77 | 117 | 111 | 64 | 215 | |

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**RAW FIGURES**

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| premises (subcategory of aggravated robbery) | | | | | | | |
| Robbery at business premises (subcategory of aggravated robbery) | - | 93 | 15 | 44 | 23 | 62 | 298 |
| Bank robbery | 14 | 2 | 1 | 1 | 1 | 5 | 4 |

Source: Free State SAPS Annual Report 2008.

Despite the decline of 'contact' crimes during the period 2007/2008, it is significant that a high proportion of them are attributed by the police to 'social' crimes. In particular they suggest that social cohesion in the Free State is most vulnerable in households and in communities – between, that is, men and women and between friends and associates.

This report now turns to a consideration of the demographic data to identify trends in the composition of Free State households and communities.

*Demographic Trends in the Free State*

There are two things to notice about the way that social cohesion is being discussed here:

1. Social cohesion refers to the **norms** and **values** that make possible solidarities (linking) between people of different languages, cultures, religion and socio-economic situations. Simply put, in South Africa a socially cohesive society refers to a non-racial one
2. Social cohesion is produced in and through certain kinds of **institutions**. What matters for social cohesion, therefore, is the presence in the regular social life of residents of an area of such institutions.

What are the major social institutions in the lives of Free State residents and what kinds of norms and values do they promote? Are they conducive to social cohesion in the way that we have defined it above? To begin to identify them it is worth considering some of the major demographic trends in the Province over the last decade or so.

According to the Free State Growth and Development Strategy for 2007 the Free State population grew at only 0.6% between 1996 and 2001 – from 2,64 million in 1996 to 2,7 million in 2001 (Free State Provincial Government, p.16). This was considerably lower than the national average of almost 2% per annum during the same period. André Pelser, suggests that this growth rate will drop further to a mere 0.3% for the period 2000 to 2010 – reflecting an actual decline in population after 2003. Between 2003 and 2010 the province's population will decrease by 2,1% (Pelser, 2006(1), p. 343). That is,

the 2003 population of 2.93 million people is projected to drop to 2.87 million in 2010 (Marais and Pelser, 2009). There are several reasons for this decline.

**AIDS**

Between 2003 and 2006 the crude birth rate in the province dropped to 23,3% from 26,8% during the period 1996 to 2001. In line with national trends this is estimated to drop to 20,1% by 2010. "Over the past few years," argues Pelser, "the annual growth rate of the Free State population has declined from 1.12% (1996-2001) to the current 0.72% (2001-2006) – a drop of almost 36%" (Pelser: 2009, p. 13). It is in the death rate, however, that the Free State stands out. Between 1996 and 2006 it has consistently been ahead of national trends. The Free State had the highest death rate of all provinces in 2001 and this alarming rank is likely to continue until, at least, 2011.

| Indicators | Free State | South Africa |
|---|---|---|
| *Total Population* | | |
| -2000 | 2 862 088 | 45 078 805 |
| -2010 | 2 871 268 | 47 392 059 |
| -Increase 2000 to 2010 | 0.3% | 5.1% |
| *Annual population growth rate* | | |
| - 1996 to 2001 | 1.12% | 1.52% |
| - 2001 to 2006 | 0.72%* | 1.18% |
| - Decrease 2001 to 2006 | -35.7% | -22.4% |
| *Birth rate* (per 1000 of the population) | | |
| -1996 to 2001 | 26.8 | 26.1 |
| -2001 to 2006 | 23.3 | 23.2 |
| -2006 to 2011 | 20.1 | 20.5 |
| -Decrease 2001 to 2011 | -25% | -21.5% |
| *Death rate* (per 1000 of the population) | | |
| -1996 to 2001 | 11.7 | 9.4 |
| -2001 to 2006 | 14.9 | 11.0 |
| -2006 to 2011 | 15.6 | 14.1 |
| -Increase 2001 to 2011 | 33.3% | 50% |
| *HIV prevalence rate (antenatal)* | | |
| -1991 | 1.5% | 1.7% |
| -2003 | 30.1% | 27.9% |
| -Increase:1991 to 2003 | 1 880% | 1 541% |
| *Population segments living with HIV/AIDS (mid-2002)* | | |
| -Adults (18-64) | 467 542 | 6 141 579 |
| -Child-bearing age women (15-49) | 227 703 | 3 199 493 |
| -Children (0-14) | 12 776 | 205 134 |
| -Youth (15-24) | 84 772 | 1 210 748 |
| -Total population with HIV/AIDS** | 487 772 (16.7%) | 6 461 370 (14.2%) |
| *AIDS deaths (annually)* | | |
| -2000 | 10 067 | 139 009 |
| -2010 | 55 899 | 779 098 |
| -Increase 2000 to 2010 | 455.3% | 460.5% |
| *AIDS deaths as % of total deaths* | | |

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| | | |
|---|---|---|
| -2000 | 28.9% | 26.4% |
| -2010 | 68.6% | 65.7% |
| -Increase 2000 to 2010 | 137.4% | 148.9% |

The death rate in the Free State was expected to increase from 10 067 annually in 2000 to 55 899 in 2010 – a 455% increase. Moreover, whereas almost 30% of deaths resulted from AIDS in 2000, in 2010 nearly 70% of deaths are likely to be AIDS related. "This projected decline in the total population," writes Pelser, "is largely the result of the impact of the HIV/AIDS pandemic as manifested, amongst others, in the relatively sharp increase in the number of AIDS deaths and the infant mortality rate in the Free State" (Pelser: 2009, p. 13). Further confirmation of the impact of Aids in the Free State is the continued decline in life expectancy. In the Free State, life expectancy at birth is set to decrease from 57 years in 2000 to only 40 years in 2010, albeit with huge disparities between the various population group (Pelser: 2009, pp. 13-14).

**Migration, Out-Migration and Urbanisation**

The decline in the population growth rate is also being driven by out-migration from the Province. The Presidency's Macro-social Report found, for example, that between 1996 and 2001, the Free State lost 44 721 people migrating to other Provinces. Since then this trend has accelerated. The economic decline of the Free State Goldfields is responsible for growing and alarming unemployment in the Lejweleputswa municipality, including Welkom and other mining areas, as well as migration to other Provinces. As a whole the population of the Goldfields area dropped from 703 425 in 1996 to 657 013 in 2002. This amounts to a decline of almost 7% in eight years (Pelser: 2006, p. 344). In part this figure reflects the drop of the white population of the Province – from almost 400 000 in 1991 to 239 060 in 2001. This amounts to a loss of slightly more than 160 000 people in ten years – an average decrease of 4,3% per annum. From 1996 white migration out of the province increased to a rate of 5,4% per annum. In contrast the white population in South Africa declined by 0,6% during the same period. What this means, Pelser observes, is that the white population has "dropped below the demographic replacement level" (Pelser: 2006, p. 344).

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**Net gain or loss from Inter-Provincial Migration 1996 - 2001**

| Province | Net gain/loss |
|---|---|
| Eastern Cape | -253,373 |
| Limpopo | -162,958 |
| KwaZulu-Natal | -78,444 |
| Free State | -44,721 |
| Mpumulanga | -29,977 |
| North West | -24,095 |
| Northern Cape | -6,536 |
| Western Cape | 181,844 |
| Gauteng | 418,258 |
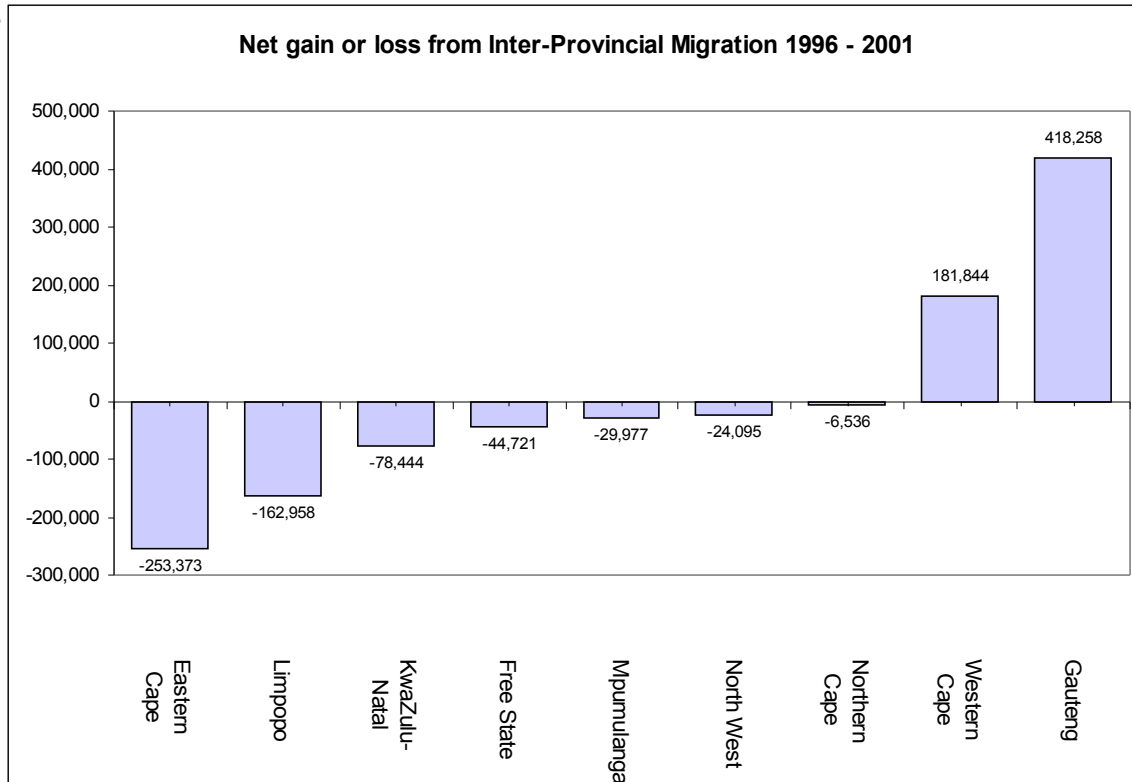
Source: Presidency, Macro-Social Study, 2007

These figures must be offset by in-migration into the province especially of work-seekers from Lesotho as well as traders from South-East Asia, Pakistanis and Bangladeshis in particular (Interview with Superintendent Singh: 19/11/2008). In many cases these are undocumented migrants for which reliable figures are unavailable. These population movements are not insignificant. The Free State police, for example, report that informal settlements in the Bloemspruit area, including Bloemfontein and surrounding settlements, are "mushrooming". "In the period of a week you can watch vacant land being occupied and settlements emerging," reports the Provincial Commander for Strategic Management in the Free State. In large part new settlements are populated by citizens from neighbouring Lesotho. The size of South-East Asian migration can be gauged from the fact that, collectively, they are deemed an economic threat to local traders and/or business persons. This has made them objects of continuing xenophobic attacks (Interview with Superintendent Singh: 19/11/2008).

Whilst there is considerable movement in and out of the Province there is also much flux amongst the existing Free State population. Lochner Marais and André Pelser found, for example, that many people are leaving former homeland areas, QwaQwa and Botshabelo,  to settle in growing informal settlements on the outskirts of urban centres. Since 1991, for example, "the population figure in QwaQwa seems to have declined by more than 40 000 people by 2001 (assuming that the 1991 figure is reliable). The slowing down of the population growth in Botshabelo is also significant in view of the fact that, during the mid-1980s, Botshabelo was considered the fastest-growing urban area in South Africa" (Lochner and Pelser: 2008, p.10).

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Related to these changes, urban areas in the Free State have grown by 2,8% per annum between 1991 and 1996 and by 1,5% per annum between 1996 and 2001. In real terms, this represents a growth of nearly 400 000 people in the ten years from 1991 to 2001. "This growth," write Lochner and Pelser, "was the main contributing factor to the growth of the urban population in the Free State - from 63,7% in 1991 to 70,5% in 1996 and 75,7% in 2001" (Lochner and Pelser: 2008, p. 10). Most dramatic has been the decline of the rural population. It decreased by nearly 150 000 people during the period 1991 to 1996, and by a further 140 000 between 1996 and 2001. The largest decrease was that of nearly 230 000 people on commercial farms between 1991 and 2001.

What this suggests is that Free State communities are becoming increasingly linguistically diverse and increasingly home to people of diverse origins. This is especially true since the decline of mining in the Goldfields area. Observers have noted that the large, migrant populations (especially from Lesotho and the Eastern Cape) housed in large hostel complexes, have since the closing down of many mines and/or their reduced functioning moved into former townships in surrounding areas (Interview with Andries Bezuidenhout: 19/11/200). Many, especially in the Goldfields area, have recently lost their jobs and are increasingly dependent either on remittances of family members living in other provinces, on the informal economy and on welfare provisions in the form of the child support grant or old-age pensions. In the growing informal settlements they are meeting former farm workers and tenants who have been quitting the rural areas in their tens of thousands.

**Fertility**

The decline in fertility rates is often indexed by demographers to gains in literacy and education (Pelser: 2006, p. 344). More likely is that these two variables testify to a) the improvement of the rights of women both in society generally and b) the assertion of these rights at home and in society generally. It speaks, in other words, of the greater ability of women to redefine their roles primarily as child bearers and managers of the domestic domain, to persons seeking careers and/or more variety in their life choices. It is also testament to class mobility – where the costs of a middle-class (or aspirant middle-class) living acts as a disincentive to having more children. In the Free State the factors behind the decline in the fertility rate in the larger population is complicated by the Aids pandemic. AIDS has a three-fold effect on the fertility rate. The death of young women who might still be in their reproductive period depresses fertility rates. At the same time the HIV infection reduces women's' chances of falling pregnant because of ill health and AIDS-related diseases. Thirdly, public education about HIV/AIDS and the encouragement of the use of condoms further contributes to a declining fertility rate (Pelser: 2006, p. 345).

Fertility rates in the Free State have been consistently below the national average – though the rate of the decline of fertility rates in South Africa as a whole is sharper than in the Province.

Fertility Rates for the Free State Province and for South Africa

| Fertility Rates | Free State | South Africa |
|---|---|---|
| 1996 to 2001 | 2,7 | 3,1 |
| 2001 to 2006 | 2,6 | 2,8 |
| Decrease 2001 to 2006 | -3,7% | -9,7% |

Source: Pelser: 2006, p. 345

This is, in part, attributable to the severity of the AIDS pandemic in the province. It is likely, however, that other factors are also at play.

The downward trend of fertility rates is likely also to be linked to the growth of the middle class in South Africa. In 2008 the size of the black middle class, defined simply in terms of income, had increased 30% from 2007 to 2,6 million people today. While the majority of new entrants into the middle class are found in Gauteng (66%), followed by followed by KwaZulu-Natal (12%), Eastern Cape (10%) and the Western Cape (8%), an estimated 3% of the black middle class is found in the Free State. That refers to nearly 80 000 people or almost 3% of the Free State population.

At the same time, the democratic epoch in South Africa has seen the expansion of rights and instruments intended to advance the autonomy of women and overcome their discrimination at the hands of men. It is likely that much of the violence witnessed against women in South Africa represents a violent reaction by men still steeped in patriarchal conceptions of gender relations. As women begin to exercise or seek to exercise greater autonomy over their lives so they are often coming up against patriarchal conceptions and practices. The most elementary right that is often in question is the one to a women's body and her control over her reproductive capacities. It is possible, therefore, that declining fertility rates suggest that more women in South Africa and in the Free State in particular are exercising greater rights to decide if and how many children they will have.

**Family Forms**

There is only anecdotal evidence in the Free State about the effect that class mobility and changing gender relations are having on family life. Andre Pelser mentions a growing move to nuclear family forms amongst black residents of the Free State. This he attributes to urbanised black households adopting western family models (Interview with André Pelser, 08/08/2008). Yet there is little independent research to support this hypothesis either way. What there is, instead, is national data that is highly suggestive.

Since 1994, there have been some marked changes in the form of the family. Two trends are worth commenting on:

1. *Nuclear family models*, including single parent families, have *declined* slightly. Sixty three percent of families lived in nuclear arrangements in 1994, whereas by 2001 this had declined to sixty percent.

2. In contrast, *extended families increased* dramatically over the same period: from twenty eight percent in 1994 to more than thirty seven percent in 2001. In particular, households headed by a parent declined whilst those headed by a grandparent increased. Generally speaking, this suggests that South Africans are not abandoning the extended family system in favour of the nuclear household. If one disaggregates these figures *spatially* then there may be a broadly rural-urban distinction to be entered here. In rural areas (as well as zones of poverty) extended families are increasing, while in urban areas (or where there is a regular formal or informal income stream) there is a tendency towards the de-densification of the household (HSRC: 2004, p. 125).

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This is driven by three factors.

In the first place, the family form is being shaped by domestic violence. While noting the severe underreporting of rape cases, Du Plessis and Louw record that in 2003/2004 there were 114 recorded rapes per 100 000 people in the country. A Medical Research Council study found in 2004, for example, that one in every two women murdered in South Africa is killed by an intimate partner (Mathews *et al* 2004). High rates of violence in the family, especially against women and children, are the likely causes for the unexpected increase in the number of households in South Africa. In many cases women are leaving their existing situations to establish independent homes. Between 1994 and 2001, for example, there was a general increase in the number of women-headed households (from 38% in 1994 to 43% in 2001) as well as increasing levels of divorce and separation. Conflict in the household is also associated with the breakdown of the authority of parents (and also teachers), and associated social phenomena like teenage pregnancy (HSRC: 2004, p. 129).

In the second place, welfare instruments like the Child Support Grant and Old-Age pension, coupled with very high rates of unemployment in rural and other areas, are increasing claims on the basis of kin. The Child Support Grant (CSG) was introduced in 1998 to cover children below the age of seven living in poverty. This was expanded to include children below the age of eight in 2003, nine and ten in 2004 and eleven to thirteen in 2005. In 2003 it paid single carers earning less than R1410 per month a stipend of R160 per month. By February 2003, two and a half million children were benefiting from the grant and the Department of Social Welfare predicted that this would increase to 3,6 million.

Armando Barrientos and Jocelyn DeJong, in their study of the effectiveness of cash transfers on poverty-reduction, found that the Child Support Grant scored well both on its reach of and focus on the poor (Barrientos and DeJong: 2006). In their study of the impact of the grant in a remote rural district in KwaZulu-Natal, Victoria Hosegood and Frances Lund found that despite poverty, a heavy burden of disease and death from Aids and high levels of migration, fully a third of age-eligible children in Hlabisa received the grant in 2002 (Hosegood and Lund: 2003). The findings in Hlabisa are complemented by those in Mooiblom - an informal settlement in the Ceres area of the Western Cape inhabited primarily by Xhosa-speakers from the neighbouring province. There researchers found that residents relied chiefly on support from other family members (Arnall, Furtado Ghazoul and De Swardt 2003). Although it is difficult to generalise from these studies, taken together they do suggest that the extended family, especially in rural areas, might still be a site of solidarity and reciprocity. At the moment, the social effects of current macro-economic policies, and massive unemployment in particular, are being, in part, offset by welfare provisions channelled in and through the extended family.

Thirdly, in urban areas, the legacy of apartheid spatial planning and the shortage of housing stock created condition of severe overcrowding in homes. Even though significant numbers of new houses have been built since 1994, housing supply has not kept pace with demand. The problem is accentuated by the fact that demand has increased as supply has improved. Overcrowding, with its associate social ills, continues to be a problem.

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There is much anecdotal evidence to suggest that similar dynamics are at work in the Free State as well. The new informal settlements 'mushrooming' around the larger urban areas testify to a provincial population on the move. They are populated by a mixture of farm workers leaving the rural areas, ex-mineworkers who have left their hostel accommodation and women seeking to escape overcrowding at home and/or abusive relationships.

### The State of Social Cohesion in the Free State

Important economic changes in the Free State as well as the fortunes of neighbouring countries (Lesotho) and provinces (especially the Eastern Cape) are producing a second wave of urbanisation and in the process generating new kinds of community in the Free State. There are several things to note about these communities.

In the first place, growing informal settlements around larger urban areas are more linguistically and ethnically diverse than in the past. The weakening of the mining economy in the Goldfields area has resulted in the decline of hostel populations as mines either close down or reduce their operations. Rather than return either to the Eastern Cape or to Lesotho, where economic opportunities are fewer than in the Free State, Xhosa-speaking migrant workers and Sotho-speakers from neighbouring Lesotho are settling in the urban areas around Welkom and/or moving to the periphery of Bloemfontein. There they have been met by farm workers leaving the rural areas, Bangladeshi and Pakistani immigrants seeking business opportunities in these new areas and established coloured and African township communities. There are commuter communities either travelling between former homeland areas on a daily basis or working and staying in the larger towns and cities during the week and returning on the weekend. Everyday dozens of Putco buses ply the route between Bloemfontein and Thaba 'Nchu (60km away), for example, bringing commuters from the former homeland area to town.

In summary, *unemployed farm workers and their families, mine workers and their Free State families or partners, commuters, migrants from Lesotho and women seeking independence from difficult home environments are congregated in newly emerging communities on urban peripheries.*

What is the state of social relations in these communities?

1. We have mentioned above the attacks on Bangladeshi and Pakistani residents in the townships and informal settlements in and around Bloemfontein and Kroonstad. It is difficult to discount the fact that they were foreign as a factor in this violence. This suggests that **tolerance of, at least, economic competition from those who are regarded as 'foreign' (in terms of race and language and culture and religion) is low in these areas.**

This is further suggested by the very high percentage of Free State residents, more than two out of three, who want migrants without appropriate documents repatriated from South Africa.

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**South Africa, especially the Free State Province, should take stronger measures to exclude illegal immigrants?**

| | | Frequency | Percent | Valid Percent | Cumulative Percent |
|---|---|---|---|---|---|
| Valid | Strongly agree | 154 | 30.9 | 30.9 | 30.9 |
| | Agree | 178 | 35.7 | 35.7 | 66.5 |
| | Neither nor | 49 | 9.8 | 9.8 | 76.4 |
| | Disagree | 69 | 13.8 | 13.8 | 90.2 |
| | Strongly disagree | 22 | 4.4 | 4.4 | 94.6 |
| | Don't know | 27 | 5.4 | 5.4 | 100.0 |
| | Total | 499 | 100.0 | 100.0 | |

Source: HSRC Survey, 2008.

2. Sakhela Buhlungu and Andries Bezuidenhout, in the course of doing research commissioned by the National Union of Mineworkers (NUM) in 1995, "were struck by the extent to which some branches and regions were openly divided" (Buhlungu and Bezuidenhout, p. 3). They write: "these divisions were sometimes expressed as **cleavages between ethnic groups**, more specifically speakers of Xhosa and Sotho. Added to this mix were issues of citizenship, since many Sotho speakers in the mining industry are migrant workers from South Africa's neighbouring state Lesotho" (Buhlungu and Bezuidenhout, p. 3). This is something new given what the writers claim was NUM's "spectacular" success in the past at overcoming ethnic divisions. The degree to which ethnicity is wider variable in social life in Free State, or whether its reappearance is driven by changes peculiar to the mining industry, is not know at this stage. Given the very large Xhosa and Sotho-speaking populations in the Free State, increasingly located in informal settlements on the urban peripheries, it seems likely that if ethnicity is a rising political variable on the mines and in the trade unions that it will have wider consequences as well.

This is further suggested by the following table from the HSRC survey done for this study. It found that 98% of respondents attached great importance to language as a basis of social solidarity.

**Those who speak the same language as you?**

| | | Frequency | Percent | Valid Percent | Cumulative Percent |
|---|---|---|---|---|---|
| Valid | Very attached | 377 | 75.6 | 75.6 | 75.6 |
| | Slightly attached | 112 | 22.4 | 22.4 | 98.0 |
| | Not very attached | 8 | 1.6 | 1.6 | 99.6 |
| | Not at all attached | 2 | .4 | .4 | 100.0 |
| | Total | 499 | 100.0 | 100.0 | |

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3. In addition to concerns about ethnic rivalry, the Free State police drew attention to the Bloemspruit area near Bloemfontein and the Presidential node in the Lejweleputswa District Municipality as sites of concern – especially for *crimes against women and children*.

Monty Narsoo, an urban development consultant in the course of his research for the National Department of Housing, observed that there was a high proportion of **women-headed households** in the informal settlements around Bloemfontein (Interview with Monty Narsoo, 25/11/2008). Many of these households may be in fact, headed by women. Alternatively, it might suggest that in many households South African women are in relationships with partners that do not qualify for housing grants; that is, with non-South Africans. It is reasonable to assume that faced with independent-minded women, many South African men, especially those harbouring patriarchal attitudes to women and children, feel threatened by these displays of  autonomy. The multiplication of households also speaks to decline in **household sizes** in the Free State. In the Goldfields area, for example, the phenomenal growth of backyard shacks – today they outnumber informal settlements – is testament, not to migration into the area, but to the de-densification of former households (Interview with Monty Narsoo, 25/11/2008).

4. Free State communities are increasingly **cosmopolitan** in character. The degree to which non-South Africans are living in Free State communities can be gauged by difficulties with respect to service delivery. According to housing specialists from the National Department, the delay of housing projects in some of the Presidential nodes in the Free State is related to a conflict between two contradictory imperatives, the first social and the second legal. In the first place, many local municipalities, cognisant of the heterogeneous character of many communities and reluctant or fearful of disturbing them are allocating housing on the basis of who lives in the area, rather than on the basis of who has a right to housing (Interview with Monty Narsoo, 25/22/2008). In many cases, local municipalities are issuing 'letters of occupation' to residents irrespective of whether they are South African citizens or permanent residents or not. Yet this presents difficulties for Provincial departments responsible for the processing of subsidy applications. Subsidies are intended for South African citizens or permanent residents only. What, then, is the status of a 'letter of occupation'? Apart from the strictly legal difficulty that this situation presents, it also creates a difficult social and/or political dilemma. If the Provincial government excludes non-South African citizens or permanent residents from receiving subsidies, it risks severely disrupting community life.

What mechanisms are in place locally to mediate these heterogeneous relations? In large part it depends on what organisations are important in social life there and what values and norms (culture) these organisations encourage and/or punish. Historically, especially in the Goldfields area, the National Union of Mineworkers (NUM) played an important role in this regard. It emphasised that leaders should be democratically accountable and encouraged non-racialism. With the decline of mining activities, NUM's influence is also declining. In part this reflects the decline of NUM membership because of retrenchments. It also, however, reflects the growing move to subcontracting. "Subcontracting," write Buhlungu and Bezuidenhout, "is probably the single most serious threat to worker solidarity and worker power in post-apartheid South Africa. It exposes

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union vulnerability and pits worker against worker". On of their interviewees explained it this way: "Asked why the union was not drawing workers employed by subcontractors into the union, the Bellville construction shop steward spoke of the difficulties of organising these workers:

> When these workers indicate willingness to be part of a union, they are dismissed instantly. These subcontractors know that there are thousands standing next to robots, ready to fill the vacancies of those dismissed. Organizing subcontracted workers is like pouring water in a drum with a hole. You recruit today and your members are shown the door without being given a blue card so as to claim unemployment insurance. As a union we want to organize them but it is difficult" (Buhlungu and Bezuidenhout, pp. 18-19).

There is anecdotal evidence that Pentecostal churches are becoming more active in these areas – at the expense of the more traditional, including Zionist churches. Bongani More reports, for example, that relations between coloured and African communities are improving (Interview with Bongani More, 5/09/2008). It is likely that mixed church services are playing a role in this regard. Historically, the Zionist Christian Church (ZCC) and other Zionist churches have been the most important religious bodies in South Africa. They account for almost 19% of all religious affiliations in South Africa. They are followed by the Methodist,  Catholic and Anglican churches. Yet the Pentecostal Churches are growing rapidly – usually at the expense of the more traditional churches. By 2007 Pentecostal churches collectively, including the Apostolic Faith Mission and Assemblies of God, had 11.6% of the share of congregants in the country.

Religious Affiliation in South Africa

| Religious Group | % |
|---|---|
| Zionist Christian Church (Z.C.C) | 10.2 |
| Methodist | 8.5 |
| Other Zionist Christian Church | 8.5 |
| Nederduitse Gereformeerde Kerk | 8.3 |
| Roman Catholic church | 7.6 |
| Anglican Church | 6.0 |
| Apostolic Faith Mission (AFM/ AGS) | 7.6 |
| Old Apostolic church | 4.2 |
| Other black independent churches | 3.8 |
| Lutheran Church | 3.4 |
| Other Pentecostal or charismatic church | 2.4 |
| Baptist Church | 2.0 |
| Assemblies of God | 1.6 |
| Other Christian Churches | 9.5 |
| Hindu | 1.5 |
| Islam | 1.6 |
| Jewish | 0.2 |
| Other religions | 5.4 |
| No religion | 7.1 |
| Refuse to answer | 0.5 |
| Uncertain/ Don't know | 0.3 |
| **TOTAL** | **100** |

Source: The Presidency, Macro-Social Report, 2007

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Generally-speaking, Pentecostal churches are growing in influence in the Free State. This is a national trend.

In Bloemfontein the Christian Revival Church has grown from a congregation of 200 in 1995 when it was founded, to 29 000 members at December 2008. On average the church is growing at 10% per annum. Apart from questions of style and theology, Pentecostal churches, unlike their historic counterparts, encourage diversity and racially mixed congregations. The CVR claims, for example, that 70% of its congregants are black and 30% are white. It has five services on a Sunday, including 3 what it calls 'multicultural' services – each attracting 5000 people.

**Concluding Remarks**

The state of communal life in the Free State is in flux. There are very substantial patterns of migration in the province. The white population is in decline – a result of out-migration into other provinces and maybe departure from South Africa altogether. Traditional households are de-densifying resulting in a mutiplication of households – in many cases headed by women seeking to exercise their autonomy. There are also very substantial movements of farm workers and their families into urban areas. At the same time, migrant workers from Lesotho and the Eastern Cape have been quitting hostel accommodation to resettle in informal settlements on the urban periphery.

We have seen that in the Free State, for social life, as it is emerging, there are three primary zones of conflict and potential conflict:

- Ethnic tensions between Sotho and Xhosa-speakers. What are the causes of this fracture and what can be done about it? The provincial government has not raised these issues
- Attacks against women and children. One of the conditions of social cohesion in the province is interventions that address gender-based violence, and hence related questions of patriarchy and the socialisation of men in the province.
- Attacks against foreigners. Given the size of the foreign population in the Free State, especially from Lesotho, should efforts to develop tolerance of cultural difference, for example, include projects that focus on foreigners as well. In the same breadth it is worth considering if and how the way services are delivered, including housing, is contributing to tensions between South African citizens and those without permanent residence.

While the provincial government has made admirable efforts to overcome and/or reduce the potential for racial conflict in the Free State, it is not clear it has adequately identified the other sources of tension and conflict within the Free State and developed strategies to deal with them.

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| **FREE STATE 15 YEAR REVIEW- CITIZEN HOUSEHOLD SURVEY QUESTIONNAIRE OCTOBER 2008** | HSRC Human Sciences Research Council |

## RESPONDENTS AGED 16 YEARS +

Good (morning/afternoon/evening), I'm _____ and we are conducting a survey for the Human Sciences Research Council (HSRC). The HSRC regularly conducts surveys of opinion amongst the South African population. Topics include a wide range of social matters such as communications, politics, education, unemployment, problems of the aged and inter-group relations. As a follow-up to earlier work, we would like to ask you questions on a variety of issues aimed at assessing the performance of the provincial government in delivering services to the people of Free State. To obtain reliable scientific information we request that you answer the questions that follow as honestly as possible. Your opinion is important in this research. The area in which you live and you yourself have been selected randomly for the purpose of this survey. The fact that you have been chosen is thus quite coincidental. The information you give to us will be kept confidential. You and your household members will not be identified by name or address in any of the reports we plan to write.

## PARTICULARS OF VISITS

| | DAY MONTH | TIME STARTED | TIME COMPLETED | **RESPONSE |
|---|---|---|---|---|
| | | HR MIN | HR MIN | |
| First visit | /    /    2008 | | | |
| Second visit | /    /    2008 | | | |
| Third visit | /    /    2008 | | | |

| **RESPONSE CODES | | |
|---|---|---|
| Completed questionnaire | = | 01 |
| Partially completed questionnaire (specify reason) | = | 02 |
| Revisit | | |
| Appointment made | = | 03 |
| Selected respondent not at home | = | 04 |
| No one home | = | 05 |
| Do not qualify | | |
| Vacant house/flat/stand/not a house or flat/demolished | = | 06 |
| No person qualifies according to the survey specifications | = | 07 |
| Respondent cannot communicate with interviewer because of language | = | 08 |

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| | | |
|---|---|---|
| Respondent is physically/mentally not fit to be interviewed | = | 09 |
| Refusals | | |
| Contact person refused | = | 10 |
| Interview refused by selected respondent | = | 11 |
| Interview refused by parent | = | 12 |
| Interview refused by other household member | = | 13 |
| OFFICE USE | | |
| | = | 14 |

**STRICTLY CONFIDENTIAL**

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**Name of Interviewer**

……………………………………………………………………….…………………..

Number of interviewer

Checked by

Signature of supervisor   _____

**FIELDWORK CONTROL**

| CONTROL | YES | NO | REMARKS |
|---|---|---|---|
| Personal | 1 | 2 | |
| Telephonic | 1 | 2 | |
| Name | SIGNATURE | | |
| …………………………… | DATE …………………./………….. …/………………2008 | | |

**RESPONDENT SELECTION PROCEDURE**

Number of households at visiting point                     ☐☐

Number of persons 16 years and older at visiting point     ☐☐

*Please list all persons at the visiting point/on the stand who are 16 years and older and were resident 15 out of the past 30 days. Once this is completed, use the Kish grid on next page to determine which person is to be interviewed.*

| Names of Persons Aged 16 and Older | |
|---|---|
| | 01 |
| | 02 |
| | 03 |
| | 04 |
| | 05 |
| | 06 |
| | 07 |
| | 08 |
| | 09 |
| | 10 |
| | 11 |
| | 12 |
| | 13 |
| | 14 |
| | 15 |
| | 16 |
| | 17 |
| | 18 |
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| | 20 |
| | 21 |
| | 22 |
| | 23 |
| | 24 |
| | 25 |

NAME OF RESPONDENT:

ADDRESS OF RESPONDENT:

……………………………………………………………

……………………………………………………………

TEL NO.:

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**GRID TO SELECT RESPONDENT**

| NUMBER OF QUESTION-NAIRE | | | | NUMBER OF PERSONS FROM WHICH RESPONDENT MUST BE DRAWN | | | | | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 |
| 1 | 26 | 51 | 76 | 1 | 1 | 1 | 3 | 2 | 4 | 1 | 3 | 5 | 8 | 6 | 5 | 12 | 10 | 1 | 6 | 8 | 7 | 19 | 19 | 13 | 21 | 13 | 24 | 25 |
| 2 | 27 | 52 | 77 | 1 | 2 | 3 | 4 | 3 | 1 | 2 | 2 | 3 | 4 | 8 | 3 | 7 | 2 | 5 | 14 | 4 | 15 | 4 | 8 | 6 | 16 | 14 | 22 | 19 |
| 3 | 28 | 53 | 78 | 1 | 1 | 2 | 1 | 4 | 2 | 7 | 6 | 9 | 3 | 5 | 11 | 2 | 1 | 3 | 11 | 7 | 10 | 16 | 16 | 10 | 5 | 2 | 2 | 3 |
| 4 | 29 | 54 | 79 | 1 | 2 | 3 | 2 | 1 | 3 | 5 | 8 | 6 | 2 | 4 | 2 | 4 | 8 | 11 | 10 | 16 | 6 | 9 | 10 | 15 | 11 | 12 | 11 | 18 |
| 5 | 30 | 55 | 80 | 1 | 1 | 1 | 4 | 5 | 6 | 3 | 5 | 7 | 5 | 9 | 8 | 14 | 3 | 2 | 13 | 5 | 18 | 1 | 4 | 1 | 20 | 11 | 5 | 24 |
| 6 | 31 | 56 | 81 | 1 | 2 | 2 | 2 | 3 | 5 | 7 | 7 | 8 | 7 | 1 | 4 | 9 | 14 | 8 | 2 | 17 | 17 | 14 | 12 | 14 | 22 | 10 | 3 | 14 |
| 7 | 32 | 57 | 82 | 1 | 2 | 1 | 1 | 4 | 1 | 4 | 1 | 4 | 6 | 3 | 6 | 5 | 7 | 13 | 9 | 2 | 3 | 13 | 14 | 8 | 2 | 7 | 20 | 4 |
| 8 | 33 | 58 | 83 | 1 | 1 | 2 | 3 | 2 | 5 | 1 | 4 | 2 | 1 | 7 | 10 | 6 | 5 | 4 | 15 | 10 | 5 | 2 | 13 | 4 | 17 | 5 | 17 | 8 |
| 9 | 34 | 59 | 84 | 1 | 1 | 3 | 2 | 5 | 6 | 2 | 2 | 1 | 9 | 10 | 1 | 10 | 4 | 6 | 6 | 1 | 9 | 10 | 1 | 5 | 6 | 9 | 1 | 12 |
| 10 | 35 | 60 | 85 | 1 | 2 | 2 | 4 | 1 | 3 | 3 | 6 | 9 | 10 | 11 | 12 | 3 | 9 | 15 | 7 | 8 | 11 | 6 | 3 | 9 | 4 | 3 | 10 | 1 |
| 11 | 36 | 61 | 86 | 1 | 1 | 1 | 3 | 1 | 4 | 5 | 3 | 1 | 6 | 2 | 9 | 13 | 11 | 14 | 4 | 11 | 4 | 15 | 15 | 17 | 1 | 1 | 23 | 2 |
| 12 | 37 | 62 | 87 | 1 | 2 | 3 | 1 | 3 | 2 | 7 | 5 | 6 | 5 | 7 | 7 | 8 | 6 | 10 | 3 | 3 | 1 | 12 | 20 | 7 | 13 | 22 | 12 | 16 |
| 13 | 38 | 63 | 88 | 1 | 1 | 2 | 1 | 5 | 3 | 6 | 4 | 3 | 4 | 6 | 2 | 11 | 13 | 12 | 1 | 15 | 8 | 7 | 2 | 12 | 15 | 21 | 13 | 7 |
| 14 | 39 | 64 | 89 | 1 | 2 | 3 | 2 | 4 | 1 | 4 | 7 | 8 | 2 | 5 | 6 | 11 | 12 | 9 | 16 | 13 | 16 | 11 | 18 | 18 | 14 | 16 | 18 | 23 |
| 15 | 40 | 65 | 90 | 1 | 2 | 1 | 4 | 2 | 4 | 3 | 8 | 7 | 7 | 11 | 1 | 3 | 5 | 7 | 12 | 14 | 13 | 8 | 17 | 20 | 19 | 20 | 19 | 11 |
| 16 | 41 | 66 | 91 | 1 | 1 | 3 | 3 | 1 | 6 | 5 | 1 | 5 | 9 | 10 | 3 | 2 | 11 | 13 | 8 | 12 | 12 | 5 | 6 | 21 | 8 | 8 | 4 | 15 |
| 17 | 42 | 67 | 92 | 1 | 1 | 2 | 2 | 3 | 4 | 2 | 6 | 2 | 3 | 2 | 12 | 5 | 2 | 10 | 13 | 5 | 8 | 18 | 9 | 16 | 10 | 17 | 16 | 20 |
| 18 | 43 | 68 | 93 | 1 | 2 | 1 | 4 | 2 | 6 | 4 | 1 | 4 | 8 | 9 | 10 | 7 | 9 | 3 | 12 | 12 | 9 | 7 | 20 | 19 | 9 | 19 | 21 | 13 |
| 19 | 44 | 69 | 94 | 1 | 2 | 2 | 1 | 3 | 5 | 2 | 8 | 9 | 10 | 4 | 9 | 8 | 13 | 1 | 1 | 14 | 10 | 19 | 10 | 11 | 18 | 15 | 7 | 6 |
| 20 | 45 | 70 | 95 | 1 | 1 | 3 | 2 | 5 | 4 | 1 | 3 | 8 | 1 | 3 | 8 | 6 | 6 | 9 | 5 | 7 | 13 | 4 | 15 | 1 | 7 | 22 | 15 | 21 |
| 21 | 46 | 71 | 96 | 1 | 1 | 1 | 2 | 5 | 1 | 7 | 2 | 3 | 2 | 1 | 11 | 4 | 7 | 5 | 3 | 2 | 1 | 3 | 12 | 18 | 5 | 19 | 14 | 9 |
| 22 | 47 | 72 | 97 | 1 | 2 | 1 | 3 | 1 | 3 | 2 | 6 | 2 | 1 | 8 | 7 | 1 | 4 | 2 | 11 | 8 | 2 | 17 | 4 | 17 | 21 | 16 | 3 | 5 |
| 23 | 48 | 73 | 98 | 1 | 2 | 3 | 4 | 2 | 2 | 6 | 7 | 7 | 8 | 3 | 4 | 9 | 3 | 6 | 2 | 11 | 11 | 16 | 2 | 8 | 11 | 23 | 6 | 22 |
| 24 | 49 | 74 | 99 | 1 | 1 | 2 | 1 | 4 | 6 | 3 | 5 | 5 | 3 | 1 | 5 | 13 | 1 | 14 | 8 | 14 | 6 | 15 | 9 | 14 | 3 | 6 | 9 | 17 |
| 25 | 50 | 75 | 100 | 1 | 1 | 2 | 3 | 3 | 2 | 4 | 6 | 4 | 7 | 5 | 3 | 12 | 12 | 12 | 4 | 6 | 2 | 17 | 11 | 2 | 12 | 4 | 8 | 10 |

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Number of persons in this household

Number of persons 16 years and older in this household

**INTERVIEWER: PLEASE CIRCLE APPROPRIATE CODES**

| Household schedule | Write in from oldest (top) to youngest (bottom) | Person number | How old is [name]? (in completed years; less than 1 year =00) | Is [name] a male or a female? M=1 F=2 | What population group does [name] belong to? | What is [name]'s relationship to the respondent |
|---|---|---|---|---|---|---|
| | | 01 | | | | |
| | | 02 | | | | |
| | | 03 | | | | |
| | | 04 | | | | |
| *Please list all persons in the household who eat from the same cooking pot and who were resident 15 out of the past 30 days* | | 05 | | | | |
| | | 06 | | | | |
| | | 07 | | | | |
| | | 08 | | | | |
| | | 09 | | | | |
| | | 10 | | | | |
| | | 11 | | | | |
| | | 12 | | | | |
| | | 13 | | | | |
| | | 14 | | | | |
| | | 15 | | | | |
| *Note: Circle the number next to the name of the household head.* | | 16 | | | | |
| | | 17 | | | | |
| | | 18 | | | | |
| | | 19 | | | | |
| | | 20 | | | | |
| | | 21 | | | | |
| | | 22 | | | | |
| | | 23 | | | | |
| | | 24 | | | | |
| | | 25 | | | | |

| POPULATION GROUP | RELATIONSHIP TO RESPONDENT CODES | |
|---|---|---|
| 1 = Black African | 1 = Respondent | 7 = Grandparent/great grandparent |

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| | | |
|---|---|---|
| 2 = Coloured | 2 = Wife or husband or partner | 8 = Mother- or father-in-law |
| 3 = Indian or Asian | 3 = Son/daughter/stepchild/adopted child | 9 = Son- or daughter-in-law |
| 4 = White | 4 = Father/mother/ step father/step mother | 10 = Brother- or sister-in-law |
| 5 = Other (*specify*) | 5 = Brother/sister/step brother/step sister | 11 = Other relation (e.g. aunt/uncle) |
| | 6 = Grandchild/great grandchild | 12 = Non-relation |

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**DEMOCRACY AND GOVERNANCE**

1.  **Please tell me what you think are the THREE MOST important challenges facing Free State Province today? [*Fieldworker: Do NOT read out*]**

| Challenge | Free State |
|---|---|
| HIV/AIDS | 01 |
| Unemployment | 02 |
| Racism | 03 |
| Xenophobia | 04 |
| Crime and safety | 05 |
| Service provision/delivery | 06 |
| Affordable housing | 07 |
| Land reform issues | 08 |
| Human rights | 09 |
| Education | 10 |
| Economic and financial issues | 11 |
| Work-related issues | 12 |
| Family and youth issues | 13 |
| Religion and culture issues | 14 |
| Environmental issues | 15 |
| Political issues | 16 |
| Corruption | 17 |
| Poverty | 18 |
| Other (specify) | 19 |
| Don't know | 98 |

**In the last 5 years, has life improved, stayed the same or worsened for…?**

| | Improved | Stayed the same | Worsened | Don't know |
|---|---|---|---|---|
| Most people in the Free State | 1 | 2 | 3 | 8 |
| You personally | 1 | 2 | 3 | 8 |
| Your family | 1 | 2 | 3 | 8 |
| Your community | 1 | 2 | 3 | 8 |
| Your peers or friends | 1 | 2 | 3 | 8 |

**Do you think that life will improve, stay the same or get worse in the next 5 years for…**

| | Improve | Stay the same | Worse | Don't know |
|---|---|---|---|---|
| Most people in the Free State | 1 | 2 | 3 | 8 |
| You personally | 1 | 2 | 3 | 8 |
| Your family | 1 | 2 | 3 | 8 |
| Your community | 1 | 2 | 3 | 8 |
| Your peers or friends | 1 | 2 | 3 | 8 |

12. **How satisfied or dissatisfied are you with the way democracy is working in the Free State? [*Showcard 1*]**

| | Free State |
|---|---|
| Very satisfied | 1 |
| Satisfied | 2 |
| Neither nor | 3 |
| Dissatisfied | 4 |

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| | |
|---|---|
| Very dissatisfied | 5 |
| Don't know | 8 |

**Indicate the extent to which you trust or distrust the following institutions in South Africa at present. [*Showcard 2*]**

| Institutions | Strongly trust | Trust | Neither trust nor distrust | Distrust | Strongly distrust | Don't know |
|---|---|---|---|---|---|---|
| National government | 1 | 2 | 3 | 4 | 5 | 8 |
| Courts | 1 | 2 | 3 | 4 | 5 | 8 |
| **The Electoral Commission (IEC)** | 1 | 2 | 3 | 4 | 5 | 8 |
| Free State Provincial Government | 1 | 2 | 3 | 4 | 5 | 8 |
| Free State Provincial Parliament | 1 | 2 | 3 | 4 | 5 | 8 |
| The SABC | 1 | 2 | 3 | 4 | 5 | 8 |
| National Parliament | 1 | 2 | 3 | 4 | 5 | 8 |
| The police in Free State | 1 | 2 | 3 | 4 | 5 | 8 |
| The South African Police Services | 1 | 2 | 3 | 4 | 5 | 8 |
| Defence force | 1 | 2 | 3 | 4 | 5 | 8 |
| Big business (Eskom, Telkom) | 1 | 2 | 3 | 4 | 5 | 8 |
| Your local municipality | 1 | 2 | 3 | 4 | 5 | 8 |
| Local Churches | 1 | 2 | 3 | 4 | 5 | 8 |
| Traditional authorities | 1 | 2 | 3 | 4 | 5 | 8 |
| Political parties | 1 | 2 | 3 | 4 | 5 | 8 |

## NATIONAL IDENTITY AND SOCIAL INCLUSION

To what extent do you agree or disagree with the following statements? [*Please, circle one box on each line*]

| | Strongly agree | Agree | Neither nor | Disagree | Strongly disagree | Don't know |
|---|---|---|---|---|---|---|
| Children born in South Africa of parents who are not citizens should have the right to become South African citizens. | 1 | 2 | 3 | 4 | 5 | 8 |
| Children born abroad should have the right to become South African citizens if at least one of their parents is a South African citizen. | 1 | 2 | 3 | 4 | 5 | 8 |
| Legal immigrants to South Africa who are not citizens should have the same rights as South African citizens. | 1 | 2 | 3 | 4 | 5 | 8 |
| South Africa, especially the Free State Province, should take stronger measures to exclude | 1 | 2 | 3 | 4 | 5 | 8 |

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| illegal immigrants? | | | | | | |
|---|---|---|---|---|---|---|

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**To what extent do you feel attached to the following types of people? [*Showcard 4*]**

| | Very attached | Slightly attached | Not very attached | Not at all attached | Don't know |
|---|---|---|---|---|---|
| Those who speak the same language as you? | 1 | 2 | 3 | 4 | 8 |
| Those who belong to the same race group as you? | 1 | 2 | 3 | 4 | 8 |
| Foreigners who are black Africans | 1 | 2 | 3 | 4 | 8 |
| Foreigners who are White (e.g. Europeans, Americans, Australians etc) | 1 | 2 | 3 | 4 | 8 |
| Foreigners who are Asians(e.g. Indians, Chinese, Taiwanese etc) | 1 | 2 | 3 | 4 | 8 |
| Those who are in the same financial position as you? | 1 | 2 | 3 | 4 | 8 |
| Those who live in your neighbourhood? | 1 | 2 | 3 | 4 | 8 |

**To what extent do you agree or disagree with the following statements? [*Showcard 3*]**

| | Strongly disagree | Disagree | Neither nor | Agree | Strongly agree | Don't know |
|---|---|---|---|---|---|---|
| It makes me feel proud to be called a South African | 1 | 2 | 3 | 4 | 5 | 8 |
| Being a South African is an important part of how I see myself | 1 | 2 | 3 | 4 | 5 | 8 |
| I am proud of being a resident of the Free State Province | 1 | 2 | 3 | 4 | 5 | 8 |
| I would rather be a citizen of South Africa than of any other country in the world. | 1 | 2 | 3 | 4 | 5 | 8 |
| The world would be a better place if people from other countries were more like the South Africans. | 1 | 2 | 3 | 4 | 5 | 8 |
| Generally speaking, South Africa is a better country than most other countries. | 1 | 2 | 3 | 4 | 5 | 8 |
| I would rather be a resident of the Free State province than any other province in South Africa | 1 | 2 | 3 | 4 | 5 | 8 |

POLITICAL PARTICIPATION/ AWARENESS

**Are you a supporter or active member of…?**

*Fieldworker:  If respondent is e.g., supporter of one political party and member of another, please indicate the highest category, in this case member.*

| Type of organization | Supporter | Active Member | Official | None |
|---|---|---|---|---|
| Political party / grouping | 1 | 2 | 3 | 4 |
| Trade union | 1 | 2 | 3 | 4 |
| Religious group or organisation | 1 | 2 | 3 | 4 |
| Men's of Women's organisation | 1 | 2 | 3 | 4 |

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| | | | | |
|---|---|---|---|---|
| Community development or self-help association | 1 | 2 | 3 | 4 |
| Non-Profit Organization | 1 | 2 | 3 | 4 |
| Sports Association / club | 1 | 2 | 3 | 4 |
| Youth associations including students' associations | 1 | 2 | 3 | 4 |
| Community Welfare Organization | 1 | 2 | 3 | 4 |
| Professional/business associations | 1 | 2 | 3 | 4 |

**In the last six months how often have you attended meetings or activities organised by the following:**

| | Very often | Often | Rarely | Not at all | Not a member |
|---|---|---|---|---|---|
| Political party / grouping | 1 | 2 | 3 | 4 | 5 |
| Trade union | 1 | 2 | 3 | 4 | 5 |
| Religious group or organisation | 1 | 2 | 3 | 4 | 5 |
| Men's of Women's organisation | 1 | 2 | 3 | 4 | 5 |
| Community development or self-help | 1 | 2 | 3 | 4 | 5 |
| Non-Profit Organization | 1 | 2 | 3 | 4 | 5 |
| Sports Association / club | 1 | 2 | 3 | 4 | 5 |
| Youth associations including students' | 1 | 2 | 3 | 4 | 5 |
| Community Welfare Organization | 1 | 2 | 3 | 4 | 5 |
| Professional/business associations | 1 | 2 | 3 | 4 | 5 |

(Left margin numbers: **59.**, **60.**, **61.**, **62.**, **63.**, **64.**, **65.** aligned with rows from "Men's of Women's organisation" through "Professional/business associations")

**66. In the last six months how often have you attended organized meetings or forums in your province?**

| | |
|---|---|
| Very often | 1 |
| Often | 2 |
| Rarely | 3 |
| Not at all | 4 |
| Don't know | 8 |

67. **Who organized the meetings or forums that you attended? (*Multiple Response*)**

| | | |
|---|---|---|
| a. | National government | 01 |
| b. | Provincial Government | 02 |
| c. | Local municipality | 03 |
| d. | Political party/ward councillor | 04 |
| e. | Traditional authority | 05 |
| f. | Local ward committee | 06 |
| g. | A local community based organization | 07 |
| h. | Service access forums | 08 |
| i. | Land owners/residential associations | 09 |
| j. | Don't know | 10 |
| k. | Other (specify) | 11 |

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**To what extent do you agree or disagree with the following statements about the impact of organized meetings or forums that you last attended**

| | Strongly Agree | Agree | Neither Nor | Disagree | Strongly Disagree | Don't know |
|---|---|---|---|---|---|---|
| There has been improvement in delivery of provincial services? | 1 | 2 | 3 | 4 | 5 | 8 |
| I now participate more actively than before in my local ward committee | 1 | 2 | 3 | 4 | 5 | 8 |
| I got to know the ward councillor in my area? | 1 | 2 | 3 | 4 | 5 | 8 |
| The needs of my community are being addressed now? | 1 | 2 | 3 | 4 | 5 | 8 |
| I now participate in discussing the allocation of the budget for services and infrastructure in my area | 1 | 2 | 3 | 4 | 5 | 8 |
| Past expenditure on services and infrastructure in my community is discussed openly? | 1 | 2 | 3 | 4 | 5 | 8 |

74. **How often does the Free State Provincial Government communicate with you about its plans to provide services and infrastructure?**

| Very often | 1 |
|---|---|
| Often | 2 |
| Rarely | 3 |
| Not at all | 4 |
| Don't know | 8 |

SERVICE DELIVERY

75. **When was the last time you contacted a provincial office about services?**

| Within the last month | 1 |
|---|---|
| Within the past three months | 2 |
| Within the past year | 3 |
| Longer than 1 year ago | 4 |
| Never | 5 |

**To whom did you or your household make a complaint about the following…… ?**
**[*Multiple Response*]**

| | a. National government officials | b. Provincial government officials | c. Municipality/ local government officials | d. Ward councillor | e. Traditional leader | f. None/ No complaint |
|---|---|---|---|---|---|---|
| Housing | 1 | 2 | 3 | 4 | 5 | 6 |
| Water and sanitation | 1 | 2 | 3 | 4 | 5 | 6 |
| Electricity | 1 | 2 | 3 | 4 | 5 | 6 |

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| | | | | | | |
|---|---|---|---|---|---|---|
| Toilet and sewerage | 1 | 2 | 3 | 4 | 5 | 6 |
| Refuse removal | 1 | 2 | 3 | 4 | 5 | 6 |
| Social security grant | 1 | 2 | 3 | 4 | 5 | 6 |
| Health services | 1 | 2 | 3 | 4 | 5 | 6 |
| Education services | 1 | 2 | 3 | 4 | 5 | 6 |

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**WHAT WAS THE RESULT OF YOUR COMPLAINT?**

| | Action taken in a day | Action taken in a few days | Action taken in a week | Action took several weeks | Action took more than a month | No action taken | N/A | Don't know |
|---|---|---|---|---|---|---|---|---|
| Housing | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Water and sanitation | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Electricity | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Toilet and sewerage | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Refuse removal | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Social security grant | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Health facilities | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| Education services | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |

**How satisfied or dissatisfied are you with the way the Free State Provincial Government is handling the following matters in your area? [*Showcard*]**

| | | Very satisfied | Satisfied | Neither nor | Dissatisfied | Very dissatisfied | Don't know |
|---|---|---|---|---|---|---|---|
| | Supply of water and sanitation | 1 | 2 | 3 | 4 | 5 | 8 |
| | Provision of electricity | 1 | 2 | 3 | 4 | 5 | 8 |
| | Removal of refuse | 1 | 2 | 3 | 4 | 5 | 8 |
| | Affordable housing | 1 | 2 | 3 | 4 | 5 | 8 |
| | Access to health care | 1 | 2 | 3 | 4 | 5 | 8 |
| | Treatment for sexually transmitted infections (STIs) | 1 | 2 | 3 | 4 | 5 | 8 |
| | Provision of HIV/AIDS drugs | 1 | 2 | 3 | 4 | 5 | 8 |
| | Cutting crime | 1 | 2 | 3 | 4 | 5 | 8 |
| 100. | Creating jobs | 1 | 2 | 3 | 4 | 5 | 8 |
| 101. | Land reform | 1 | 2 | 3 | 4 | 5 | 8 |
| 102. | Provision of social grants (e.g. child support grant, old age pension, etc) | 1 | 2 | 3 | 4 | 5 | 8 |
| 103. | Provision of education | 1 | 2 | 3 | 4 | 5 | 8 |

*Housing*

104. **Interviewer: Record the type of dwelling or housing unit this household occupies.**

| | |
|---|---|
| House or brick structure on a separate stand or yard | 01 |
| Traditional dwelling/hut/structure made of traditional materials | 02 |
| Flat in block of flats | 03 |
| Town/cluster/semi-detached house (simplex, duplex, triplex) | 04 |
| House/flat/room in back yard | 05 |
| Informal dwelling/shack in back yard | 06 |
| Informal dwelling/shack NOT in back yard, e.g. in an informal/squatter settlement | 07 |

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| | |
|---|---|
| Caravan or tent | 08 |
| Private ship/boat | 09 |
| Other, specify …………………………………………………………………. | 10 |

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**DID YOU OR A MEMBER OF YOUR HOUSEHOLD RECEIVE…?**

|  |  | Yes | No | Don't Know |
|---|---|---|---|---|
| **105.** | A government housing subsidy to obtain this dwelling? (NB- don't include housing subsidies for government employees) | 1 | 2 | 8 |
| **106.** | A government land grant to obtain this plot of land? | 1 | 2 | 8 |

**107. Overall, how satisfied are you or your household with the housing available to you?**

| Very satisfied | 1 |
|---|---|
| Satisfied | 2 |
| Neither satisfied nor dissatisfied | 3 |
| Dissatisfied | 4 |
| Very dissatisfied | 5 |
| Don't know | 8 |

*Water And Sanitation*

108. **What is the main source of water for your household?**

| Piped tap water in dwelling- metered | 01 |
|---|---|
| Piped tap water in dwelling- pre-paid meter | 02 |
| Piped tap water on site/yard-meter | 03 |
| Piped tap water on site/yard-pre-paid meter | 04 |
| Piped tap water on site/yard- no meter | 05 |
| Borehole on site | 06 |
| Rainwater tank on site | 07 |
| Public/communal tap less than 200 meters away- free | 08 |
| Public/communal tap less than 200 meters away- paid | 09 |
| Public/communal tap more  than 200 meters away- free | 10 |
| Public/communal tap more than 200 meters away-paid | 11 |
| Neighbour- free | 12 |
| Neighbour- paid for | 13 |
| Water carrier tanker | 14 |
| Borehole off site/communal | 15 |
| Flowing river/stream | 16 |
| Dam/pool | 17 |
| Stagnant pond | 18 |
| Well | 19 |
| Spring | 20 |
| Other (specify) | 21 |

1. **Who is responsible for providing water in your area?**

| Province (Provincial Government) | 01 |
|---|---|
| Municipality | 02 |
| Local businesses | 03 |
| Water vendor | 04 |
| Landlord | 05 |
| Employer | 06 |
| Farmer | 07 |

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| Nobody | 08 |
|---|---|
| Ourselves, the community | 09 |
| Don't know | 10 |
| Other (specify) | 11 |

**To what extent do you agree or disagree with following statement with regard to water supply?**

| | | Strongly Disagree | Dis-agree | Neither nor | Agree | Strongly Agree | Don't know |
|---|---|---|---|---|---|---|---|
| 109. | I am generally satisfied with the water supply | 1 | 2 | 3 | 4 | 5 | 8 |
| 110. | The amount of water I get in my household is enough | 1 | 2 | 3 | 4 | 5 | 8 |
| 111. | The supply of water has been interrupted a number of times over the past three months? | 1 | 2 | 3 | 4 | 5 | 8 |
| 112. | My household receives some free water every month | 1 | 2 | 3 | 4 | 5 | 8 |
| 113. | My household receives a bill for water every month | 1 | 2 | 3 | 4 | 5 | 8 |

**In your opinion do you agree or disagree with the following aspects of the quality of water that you use**

| | | Strongly Agree | Agree | Neither Nor | Disagree | Strongly Disagree | Don't know |
|---|---|---|---|---|---|---|---|
| 114. | The water is safe to drink | 1 | 2 | 3 | 4 | 5 | 8 |
| 115. | The water is clear | 1 | 2 | 3 | 4 | 5 | 8 |
| 116. | The water is treated (chlorinated or boiled) | 1 | 2 | 3 | 4 | 5 | 8 |
| 117. | The water has a good taste | 1 | 2 | 3 | 4 | 5 | 8 |
| 118. | The water is free from odours | 1 | 2 | 3 | 4 | 5 | 8 |

**119. Does your household receive a bill for water?**

| | |
|---|---|
| Yes, each month | 1 |
| Yes, but less often than once a month | 2 |
| No **(SKIP TO Q123)** | 3 |
| Not Applicable **(SKIP TO Q123)** | 4 |
| Don't know/refuse | 8 |

| | | Yes | No | Don't know |
|---|---|---|---|---|
| 120. | Is the water bill your household receives accurate? | 1 | 2 | 8 |
| 121. | Is the water bill easy to understand? | 1 | 2 | 8 |

| | | Yes | No | Don't know |
|---|---|---|---|---|
| 122. | Does your household receive a basic amount of water free every month | 1 | 2 | 8 |
| 123. | Do you know how much free water your household is entitled to? | 1 | 2 | 8 |

**124. What type of toilet facility is available for this household? (Mark only one option)**

| | |
|---|---|
| Flush toilet with offsite disposal | 1 |
| Flush toilet with onsite disposal (septic tank) | 2 |
| Chemical toilet | 3 |

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| | |
|---|---|
| Pit latrine with ventilation pipe | 4 |
| Pit latrine without ventilation pipe | 5 |
| Bucket toilet | 6 |
| None | 7 |
| Other, specify | 8 |

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**125. Overall, how satisfied are you or your household with toilet and sewage facilities?**

| | |
|---|---|
| Very satisfied | 1 |
| Satisfied | 2 |
| Neither satisfied nor dissatisfied | 3 |
| Dissatisfied | 4 |
| Very dissatisfied | 5 |
| Don't know | 8 |

*Electrification infrastructure*

**What is the MAIN source of energy/fuel for used for cooking, heating and/or lighting for this household?**

| | | Cooking | Heating | Lighting |
|---|---|---|---|---|
| **126.** | Electricity from mains | 1 | 2 | 3 |
| **127.** | Electricity from generator | 1 | 2 | 3 |
| **128.** | Gas | 1 | 2 | 3 |
| **129.** | Paraffin | 1 | 2 | 3 |
| **130.** | Wood | 1 | 2 | 3 |
| **131.** | Coal | 1 | 2 | 3 |
| **132.** | Candles | 1 | 2 | 3 |
| **133.** | Animal dung | 1 | 2 | 3 |
| **134.** | Electricity from solar | 1 | 2 | 3 |
| **135.** | Other (specify) | 1 | 2 | 3 |

**136. Does your household receive a bill for electricity?**

| | |
|---|---|
| Yes, each month | 1 |
| Yes, but less often than once a month | 2 |
| No **(SKIP TO  Q140)** | 3 |
| Not applicable **(SKIP TO  Q140)** | 4 |
| Don't know/refuse | 8 |

| | | Yes | No | Don't know |
|---|---|---|---|---|
| **137.** | Is the electricity bill your household receives accurate? | 1 | 2 | 8 |
| **138.** | Is the electricity bill easy to understand? | 1 | 2 | 8 |
| **139.** | Does your household receive a basic amount of electricity free every month | 1 | 2 | 8 |
| **140.** | Do you know how much free electricity your household is entitled to? | 1 | 2 | 8 |

*Health Services*

**How satisfied or dissatisfied are you with the following aspects of Free State Provincial Government health services in <u>your area</u>?**

| | Aspect | Very satisfied | Satisfied | Neither nor | Dissati sfied | Very dissatisfied | Don't know |
|---|---|---|---|---|---|---|---|
| **141.** | The amount of time patients wait before getting served | 1 | 2 | 3 | 4 | 5 | 8 |
| **142.** | The way patients are treated by doctors | 1 | 2 | 3 | 4 | 5 | 8 |

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| | Aspect | Very satisfied | Satisfied | Neither nor | Dissatisfied | Very dissatisfied | Don't know |
|---|---|---|---|---|---|---|---|
| 143. | The way patients are treated by nurses | 1 | 2 | 3 | 4 | 5 | 8 |
| 144. | The availability of medicines at the hospital or clinic | 1 | 2 | 3 | 4 | 5 | 8 |
| 145. | The availability of medical equipment | 1 | 2 | 3 | 4 | 5 | 8 |
| 146. | Building new hospitals/clinics | 1 | 2 | 3 | 4 | 5 | 8 |
| 147. | Providing medication or treatment at clinics | 1 | 2 | 3 | 4 | 5 | 8 |
| 148. | Providing ARV for HIV/AIDS patients | 1 | 2 | 3 | 4 | 5 | 8 |
| 149. | Providing immunization for children | 1 | 2 | 3 | 4 | 5 | 8 |
| 150. | Providing medical equipment | 1 | 2 | 3 | 4 | 5 | 8 |
| 151. | Providing hospitals/clinics with enough trained staff | 1 | 2 | 3 | 4 | 5 | 8 |

**Do you feel that the Free State Provincial Government has become better or worse in delivering health related services over the past 5 years?**

| | | Much better | Better | Neither nor | Worse | Much worse | Don't Know |
|---|---|---|---|---|---|---|---|
| 152. | Providing hospitals | 1 | 2 | 3 | 4 | 5 | 8 |
| 153. | Providing clinics close to your home | 1 | 2 | 3 | 4 | 5 | 8 |
| 154. | Providing medication or treatment at hospitals/clinics | 1 | 2 | 3 | 4 | 5 | 8 |
| 155. | Providing ARV for HIV/AIDS patients | 1 | 2 | 3 | 4 | 5 | 8 |
| 156. | Providing immunization for children | 1 | 2 | 3 | 4 | 5 | 8 |
| 157. | Providing enough medical equipment in hospitals/clinics | 1 | 2 | 3 | 4 | 5 | 8 |
| 158. | Providing enough trained staff in hospitals/clinics | 1 | 2 | 3 | 4 | 5 | 8 |
| 159. | Providing emergency services e.g. ambulance | 1 | 2 | 3 | 4 | 5 | 8 |

### *Education*

How satisfied are you or your household with the way that the Free State Provincial Government is handling the following education related matters?

| | | Very satisfied | Satisfied | Neither nor | Dissatisfied | Very dissatisfied | Don't Know |
|---|---|---|---|---|---|---|---|
| 160. | Providing schools in your community | 1 | 2 | 3 | 4 | 5 | 8 |
| 161. | Providing free exercise books at | 1 | 2 | 3 | 4 | 5 | 8 |

151

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| | schools | | | | | | |
| **162.** | Providing text books at schools | 1 | 2 | 3 | 4 | 5 | 8 |
| **163.** | Providing schools with enough trained teachers | 1 | 2 | 3 | 4 | 5 | 8 |
| **164.** | Improving the infrastructure in schools | 1 | 2 | 3 | 4 | 5 | 8 |
| **165.** | Providing learning equipment/other materials | 1 | 2 | 3 | 4 | 5 | 8 |
| **166.** | Improving performance in senior certificate exam – matric results | 1 | 2 | 3 | 4 | 5 | 8 |
| **167.** | Improving performance of other grades in general | 1 | 2 | 3 | 4 | 5 | 8 |

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**Do you or your household feel that the Free State Provincial Government has become better or worse in delivering education related services over the past 5 years?**

|  |  | Much better | Better | Neither nor | Worse | Much worse | Don't Know |
|---|---|---|---|---|---|---|---|
| 168. | Providing schools nearby | 1 | 2 | 3 | 4 | 5 | 8 |
| 169. | Providing free books and text books at schools | 1 | 2 | 3 | 4 | 5 | 8 |
| 170. | Providing schools with enough trained teachers | 1 | 2 | 3 | 4 | 5 | 8 |
| 171. | Providing schools with more trained teachers | 1 | 2 | 3 | 4 | 5 | 8 |
| 172. | Improving the infrastructure of schools | 1 | 2 | 3 | 4 | 5 | 8 |
| 173. | Providing learning equipment/other materials | 1 | 2 | 3 | 4 | 5 | 8 |
| 174. | Improving performance in senior certificate exam 2 | 1 | 2 | 3 | 4 | 5 | 8 |
| 175. | Improving performance of other grades in general | 1 | 2 | 3 | 4 | 5 | 8 |

*Social Welfare*

176. **Do you or a member of your family receive any social security grant?**

| | |
|---|---|
| Yes | 1 |
| No **(SKIP TO 179)** | 2 |
| Don't know **(SKIP TO 179)** | 8 |

177. **Which of the following social security grants do you or a member of your family receive? [*Multiple Response*]**

| | | |
|---|---|---|
| a) | Old age pension | 1 |
| b) | Disability grant | 2 |
| c) | Child support grant | 3 |
| d) | Care dependency grant | 4 |
| e) | Foster care grant | 5 |
| f) | Grant in aid and | 6 |
| g) | Social relief | 7 |
| h) | Other, please specify | 8 |

**How satisfied are you with the following aspects of social security grants**

|  |  | Very satisfied | Satisfied | Neither nor | Dis-satisfied | Very dis-satisfied | Don't Know |
|---|---|---|---|---|---|---|---|
| 178. | Time it takes to process an application for social security grant | 1 | 2 | 3 | 4 | 5 | 8 |
| 179. | Quality of service at the social security grant application offices | 1 | 2 | 3 | 4 | 5 | 8 |
| 180. | Quality of service at social | 1 | 2 | 3 | 4 | 5 | 8 |

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| | | | | | | | |
|---|---|---|---|---|---|---|---|
| | security pay point | | | | | | |
| 181. | Amount of social security paid | 1 | 2 | 3 | 4 | 5 | 8 |
| 182. | Quality of service at the office for applying for social grants | 1 | 2 | 3 | 4 | 5 | 8 |
| 183. | Increases in the amounts of social grant paid since 1994 | 1 | 2 | 3 | 4 | 5 | 8 |

**In your opinion to what extent do the following problems affect you with regard to the provision of social security grants?**

| | | To a large extent | To some extent | To a little extent | Not at all | Don't Know |
|---|---|---|---|---|---|---|
| 184. | Corruption of the officials at social grant offices | 1 | 2 | 3 | 4 | 8 |
| 185. | Corruption of the officials at social grants pay point | 1 | 2 | 3 | 4 | 8 |
| 186. | The amount of social grant that I or members of my household receive | 1 | 2 | 3 | 4 | 8 |

187. **Have you or a member of your household ever had to pay a bribe to get access to social security grant?**

| Yes | 1 |
|---|---|
| No | 2 |
| Don't know | 8 |

188. **In the past year, was there ever a time when you and members of your household went hungry because there was not enough money to buy food?**

| Yes | 1 |
|---|---|
| No | 2 |
| Don't know | 8 |

## SATISFACTION WITH SERVICES

**Have you or a member of your household ever had to pay a bribe to get access to following services in the past?**

| | | Yes | No | Don't Know |
|---|---|---|---|---|
| 189. | Health | 1 | 2 | 8 |
| 190. | Housing | 1 | 2 | 8 |
| 191. | Water | 1 | 2 | 8 |
| 192. | Sanitation | 1 | 2 | 8 |
| 193. | Electricity | 1 | 2 | 8 |
| 194. | Other  (specify) | 1 | 2 | 8 |

195. **How frequently do you or a member of your household pay a bribe to get access to services such as health, housing, water, sanitation, and electricity**

| More than once a week | 1 |
|---|---|
| Once a week | 2 |
| Once a month | 3 |
| Once in six months | 4 |
| Once a year | 5 |
| No bribe offered | 6 |

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| | Don't know | 8 |
|---|---|---|

**To whom does your household pay for the following services?**

| | | Municipality | Landlord | Employer | Do not pay |
|---|---|---|---|---|---|
| **196.** | Housing | 1 | 2 | 3 | 4 |
| **197.** | Water and sanitation | 1 | 2 | 3 | 4 |
| **198.** | Electricity | 1 | 2 | 3 | 4 |
| **199.** | Toilet and sewerage | 1 | 2 | 3 | 4 |
| **200.** | Refuse removal | 1 | 2 | 3 | 4 |

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**1.** **If you do not pay for one or more of the services, what is the main reason for not paying?**

| | |
|---|---|
| Services free (water, electricity, toilet and sewerage, refuse removal) | 1 |
| Never received a bill | 2 |
| Billing is irregular or incorrect | 3 |
| Can't afford to pay for service | 4 |
| Unhappy with the services provided | 5 |
| Others don't pay | 6 |
| The household only uses the free basic amount | 7 |
| The cost of electricity is included in the rent | 8 |
| Other (specify) | 9 |

**How frequently have the following services been interrupted over the past three months?**

| | Provision of.. | Never | More than once a week | Once a week | Once a month | Once in six months | Once a year | Don't know |
|---|---|---|---|---|---|---|---|---|
| 201. | Water and sanitation | 1 | 2 | 3 | 4 | 5 | 6 | 8 |
| 202. | Electricity | 1 | 2 | 3 | 4 | 5 | 6 | 8 |
| 203. | Toilet and sewerage | 1 | 2 | 3 | 4 | 5 | 6 | 8 |
| 204. | Refuse removal | 1 | 2 | 3 | 4 | 5 | 6 | 8 |

**How satisfied are you with the performance of the Free State Provincial Government in terms of the following:**

| | | Very satisfied | Satisfied | Neither nor | Dissatis-fied | Very dissatisfied | Don't Know |
|---|---|---|---|---|---|---|---|
| 205. | Friendliness of Free State Provincial Government officials | 1 | 2 | 3 | 4 | 5 | 8 |
| 206. | Making contact with their call centre | 1 | 2 | 3 | 4 | 5 | 8 |
| 207. | Helpfulness of officials | 1 | 2 | 3 | 4 | 5 | 8 |
| 208. | Identifying the relevant unit or contact person when there is a problem | 1 | 2 | 3 | 4 | 5 | 8 |
| 209. | The time spent to get hold of the relevant unit/person? | 1 | 2 | 3 | 4 | 5 | 8 |
| 210. | The ability of the Free State Provincial Government to respond to complaints? | 1 | 2 | 3 | 4 | 5 | 8 |
| 211. | The ability of the Free State Provincial Government to fix a problem? | 1 | 2 | 3 | 4 | 5 | 8 |

**In general, how satisfied are you with the following issues about the Free State Provincial Government**

| | | Very satisfied | Satisfied | Neither nor | Dissati sfied | Very dissatisfied | Don't Know |
|---|---|---|---|---|---|---|---|
| 212. | The time it took you to locate the office you wanted to get help from | 1 | 2 | 3 | 4 | 5 | 8 |
| 213. | The instructions and signage about where to go for the service you required | 1 | 2 | 3 | 4 | 5 | 8 |
| 214. | The amount of money you had to pay for the service | 1 | 2 | 3 | 4 | 5 | 8 |
| 215. | The manner in which the Free State Provincial Government officials treated you | 1 | 2 | 3 | 4 | 5 | 8 |
| 216. | Neatness and cleanliness of the Free State Provincial Government offices | 1 | 2 | 3 | 4 | 5 | 8 |
| 217. | Catering for disabled and elderly people | 1 | 2 | 3 | 4 | 5 | 8 |
| 218. | Friendliness of the Free State Provincial Government staff | 1 | 2 | 3 | 4 | 5 | 8 |
| 219. | Helpfulness of the Free State Provincial Government staff | 1 | 2 | 3 | 4 | 5 | 8 |

**Please indicate whether you agree or disagree with each of the following statements?**

| | | Strongly agree | Agree | Neither nor | Disagree | Strongly disagree | Don't Know |
|---|---|---|---|---|---|---|---|
| 220. | The Free State Provincial Government staff are often knowledgeable and competent | 1 | 2 | 3 | 4 | 5 | 8 |
| 221. | The Free State Provincial Government services are easily accessible to everyone, including people with disabilities | 1 | 2 | 3 | 4 | 5 | 8 |
| 222. | The Free State Provincial Government use the people's languages to communicate with them | 1 | 2 | 3 | 4 | 5 | 8 |

## COMMUNICATION INFRASTRUCTURE

1.                              Do you have access to the following communication infrastructures in your household? [*Multiple Response*]

| | | Yes | No |
|---|---|---|---|
| a. | A television | 1 | 2 |
| b. | A radio | 1 | 2 |

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| | | | |
|---|---|---|---|
| c. | Telephone-landline | 1 | 2 |
| d. | Cellphone | 1 | 2 |
| e. | Post office services | 1 | 2 |

**How satisfied are you with the following communication infrastructure in your area?**

| | | Very satisfied | Satisfied | Neither nor | Dissatis-fied | Very dissatisfied | Don't know |
|---|---|---|---|---|---|---|---|
| 223. | TV signal | 1 | 2 | 3 | 4 | 5 | 8 |
| 224. | Radio signal | 1 | 2 | 3 | 4 | 5 | 8 |
| 225. | Telephone landline | 1 | 2 | 3 | 4 | 5 | 8 |
| 226. | Cell phone coverage | 1 | 2 | 3 | 4 | 5 | 8 |
| 227. | Post office services | 1 | 2 | 3 | 4 | 5 | 8 |

## PROTECTION OF THE ENVIRONMENT

228. **Some countries are doing more to protect the world environment than other countries are. In general, how do you think Free State is doing in this regard?**

| | |
|---|---|
| More than enough | 1 |
| About the right amount | 2 |
| Too little | 3 |
| Cannot choose | 4 |

229. **Some Provinces are doing more to protect the environment than other provinces are. In general, how do you think the Free State Provincial Government is doing in this regard?**

| | |
|---|---|
| More than enough | 1 |
| About the right amount | 2 |
| Too little | 3 |
| Cannot choose | 4 |

230. **In the Free State which of the following is making the MOST effort to protect the environment?**

| | |
|---|---|
| Business and industry | 1 |
| Government/Provincial government | 2 |
| Communities | 3 |
| Community based organization (CBO) | 4 |
| All equally | 5 |
| Cannot choose | 6 |
| Don't know | 8 |

## SAFETY AND SECURITY

231. **In the last 6 months was this household or any member of this household a victim of the following crimes? (MULTIPLE RESPONSE)**

| | | Yes | No |
|---|---|---|---|
| a. | Residential burglary (illegal entry of a home to commit a crime) | 1 | 2 |

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| | | | |
|---|---|---|---|
| b. | Robbery with aggravating circumstances (use of a weapon e.g. knife, gun, to obtain property/possessions) | 1 | 2 |
| c. | Vehicle theft (theft of a vehicle when not occupied) | 1 | 2 |
| d. | Theft from vehicle | 1 | 2 |
| e. | Stock theft (illegal obtaining of all forms of livestock) | 1 | 2 |
| f. | Hijacking or attempted hijacking of vehicle (theft of a vehicle when occupied) | 1 | 2 |
| g. | Murder (killing of a human being with malice) | 1 | 2 |
| h. | Gang related violence (a crime in which a gang member or members are the perpetrators or the victims) | 1 | 2 |
| i. | Attempted murder (action caused serious injury or could have caused death) | 1 | 2 |
| j. | Common assault (action caused injury that is not life threatening) | 1 | 2 |
| k. | Rape (forced to have sex against will) | 1 | 2 |
| l. | Indecent assault (hurt someone (man, woman or child) in a sexual or indecent way) | 1 | 2 |

## ECONOMIC PARTICIPATION

**232.  Have you heard of the Expanded Public Works Programme (EPWP)?**

| | |
|---|---|
| Yes | 1 |
| No (**SKIP TO 237**) | 2 |

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**233.** How often have you participated in any EPWP programme or project in the past year?

| Very often | 1 |
|---|---|
| Often | 2 |
| Rarely | 3 |
| Not at all | 4 |

|  |  | Yes | No | Don't Know |
|---|---|---|---|---|
| **234.** | Did you work in any government job creation programme or project in the past six months? | 1 | 2 | 8 |
| **235.** | Are you still working/participating in the programme or project? | 1 | 2 | 8 |

**To what extent do you agree or disagree with the following?**

|  |  | Strongly agree | Agree | Neither nor | Disagree | Strongly disagree | Don't Know |
|---|---|---|---|---|---|---|---|
| **236.** | Government/Provincial government should take more responsibility to ensure that everyone is provided for | 1 | 2 | 3 | 4 | 5 | 8 |
| **237.** | Government's/Provincial government's duty is to provide employment | 1 | 2 | 3 | 4 | 5 | 8 |
| **238.** | There is equity in Employment in Provincial government | 1 | 2 | 3 | 4 | 5 | 8 |
| **239.** | There is transparency in job recruitment in the provincial government | 1 | 2 | 3 | 4 | 5 | 8 |
| **240.** | You stand a better chance of getting a job in the provincial government if you belong to a certain political party | 1 | 2 | 3 | 4 | 5 | 8 |
| **241.** | You stand a better chance of getting a job in the provincial government if you belong to a certain race group | 1 | 2 | 3 | 4 | 5 | 8 |
| **242.** | To what extent do you think civil servants in the Free State government are representative of the general population? | 1 | 2 | 3 | 4 | 5 | 8 |

**RESPONDENT CHARACTERISTICS**

243. **Sex of respondent [*copy from contact sheet*]**

| Male | 1 |
|---|---|
| Female | 2 |

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244.  **Race of respondent [*copy from contact sheet*]**

| | |
|---|---|
| Black African | 1 |
| Coloured | 2 |
| Indian/Asian | 3 |
| White | 4 |
| Other | 5 |

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**245. Age of respondent in completed years (copy from contact sheet)**

| | | years |
|---|---|---|

**246. What language do you speak mostly at home?**

**247. What is your mother tongue?**

| | 249. Mostly spoken at home | 250. Mother tongue |
|---|---|---|
| Sesotho | **01** | **01** |
| Setswana | 02 | 02 |
| Sepedi | 03 | 03 |
| Siswati | 04 | 04 |
| IsiNdebele | 05 | 05 |
| IsiXhosa | 06 | 06 |
| IsiZulu | 07 | 07 |
| Xitsonga | 08 | 08 |
| Tshivenda/Lemba | 09 | 09 |
| Afrikaans | 10 | 10 |
| English | 11 | 11 |
| Other African language | 12 | 12 |
| European language | 13 | 13 |
| Indian language | 14 | 14 |
| Other (specify) | 15 | 15 |

**248. What is your current employment status? (Which of the following best describes your present work situation?)**

| | |
|---|---|
| Unemployed, not looking for work | 01 |
| Unemployed, looking for work | 02 |
| Pensioner (aged/retired) | 03 |
| Temporarily sick | 04 |
| Permanently disabled | 05 |
| Housewife, not working at all, not looking for work | 06 |
| Housewife, looking for work | 07 |
| Student/school learner | 08 |
| Self-employed - full time | 09 |
| Self-employed - part time | 10 |
| Employed part time (if none of the above) | 11 |
| Employed full time | 12 |
| Other (specify) ……………………………… | 13 |

**249.** **What is the highest level of education that <u>you</u> have ever completed?**

| | |
|---|---|
| No schooling | 00 |
| Grade 0/Grade R | 01 |
| Sub A/Grade 1 | 02 |
| Sub B/Grade 2 | 03 |
| Grade 3/Standard 1 | 04 |
| Grade 4/Standard 2 | 05 |
| Grade 5/Standard 3 | 06 |
| Grade 6/Standard 4 | 07 |
| Grade 7/Standard 5 | 08 |
| Grade 8/Standard 6/Form 1 | 09 |
| Grade 9/Standard 7/Form 2 | 10 |
| Grade 10/Standard 8/Form 3 | 11 |
| Grade 11/Standard 9/Form 4 | 12 |
| Grade 12/Standard 10/Form 5/Matric | 13 |
| National Technical Certificate I | 14 |
| National Technical Certificate II | 15 |
| National Technical Certificate III | 16 |
| Diploma/certificate with less than Grade 12/Std 10 | 17 |
| Diploma/certificate with Grade 12/Std 10 | 18 |
| Degree | 19 |
| Postgraduate degree or diploma | 20 |
| Other, specify | 21 |
| Don't know | 98 |

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**PERSONAL AND HOUSEHOLD INCOME**
 *SHOWCARD G2*

250.  **Please give me the letter that best describes the TOTAL MONTHLY HOUSEHOLD INCOME of all the people in your household before tax and other deductions. Please include all sources of income i.e. salaries, pensions, income from investment, etc.**

251.  **Please give me the letter that best describes your PERSONAL TOTAL MONTHLY INCOME before tax and other deductions. Please include all sources of income i.e. salaries, pensions, income from investment, etc.**

| | | 253 Household | 254 Personal |
|---|---|---|---|
| | No income | 01 | 01 |
| K | R1 – R500 | 02 | 02 |
| L | R501 –R750 | 03 | 03 |
| M | R751 – R1 000 | 04 | 04 |
| N | R1 001-R1 500 | 05 | 05 |
| O | **R1 501 – R2 000** | 06 | 06 |
| P | R2 001 – R3 000 | 07 | 07 |
| Q | R3 001 – R5 000 | 08 | 08 |
| R | R5 001 – R7 500 | 09 | 09 |
| S | R7 501 – R10 000 | 10 | 10 |
| T | R10 001 – R15 000 | 11 | 11 |
| U | R15 001 – R20 000 | 12 | 12 |
| V | R20 001 – R30 000 | 13 | 13 |
| W | R30 000 + | 14 | 14 |
| | (Refuse to answer) | 97 | 97 |
| | (Uncertain/Don't know) | 98 | 98 |

252.  **What monthly income level do you consider to be minimal for your household, i.e. your household could not make ends meet with less?**

R _____(Don't know = 98)

253.  **Taking all things together, would you say you are: [*Showcard 6*]**

| | |
|---|---|
| Very happy | 1 |
| Happy | 2 |
| Neither happy nor unhappy | 3 |
| Not happy | 4 |
| Not at all happy | 5 |
| (Don't know) | 8 |

254.  **Please tell me which of the following, if any, are presently in your household (in working order)? Do you have …**

*Interviewer:* *if the respondent feels uncomfortable about telling you what they have in their house, please remind him or her that all the answers are confidential and that they will in no way be linked to their address or name. If someone has questions about this question, please phone*

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*your supervisor or send him or her a clear message to phone you urgently with your name and number (not just a "please call me" sms!!).*

| | | Yes | No |
|---|---|---|---|
| 255. | **Hot running water** | 1 | 0 |
| **256.** | Fridge/freezer | 1 | 0 |
| **257.** | Microwave oven (in working order) | 1 | 0 |
| **258.** | Flush toilet in house or on plot | 1 | 0 |
| **259.** | VCR in household | 1 | 0 |
| **260.** | Vacuum cleaner/floor polisher | 1 | 0 |
| **261.** | A washing machine | 1 | 0 |
| **262.** | A computer at home | 1 | 0 |
| **263.** | An electric stove | 1 | 0 |
| **264.** | Have TV set(s) | 1 | 0 |
| **265.** | A tumble dryer | 1 | 0 |
| **266.** | A Telkom home telephone | 1 | 0 |
| **267.** | Hi-fi or music centre | 1 | 0 |
| **268.** | Built in kitchen sink | 1 | 0 |
| **269.** | Home security service | 1 | 0 |
| **270.** | A deep freezer (in working order) | 1 | 0 |
| **271.** | Tap water in home or on stand | 1 | 0 |
| **272.** | M-Net and or DStv | 1 | 0 |
| **273.** | A dishwasher | 1 | 0 |
| **274.** | Metropolitan dweller | 1 | 0 |
| **275.** | A sewing machine | 1 | 0 |
| **276.** | DVD player | 1 | 0 |
| **277.** | House/cluster/town house | 1 | 0 |
| **278.** | One or more motor vehicles | 1 | 0 |
| **279.** | Full time domestic worker in household | 1 | 0 |
| **280.** | One or more cell phones in household | 1 | 0 |
| **281.** | Only 1 cell phone in household | 1 | 0 |
| **282.** | More than one radio in household | 1 | 0 |
| **283.** | Living in a non-urban area outside of Gauteng or Western Cape | 1 | 0 |

**PERSONAL AND HOUSEHOLD INCOME**
 *SHOWCARD G2*

284. **Please state the letter that best describes the TOTAL MONTHLY HOUSEHOLD INCOME of all the people in your household before tax and other deductions.  Please include all sources of income i.e. salaries, pensions, income from investment, etc. when giving your answer.**

285. **Please state the letter that best describes your PERSONAL TOTAL MONTHLY INCOME before tax and other deductions.  Please include all sources of income i.e. salaries, pensions, income from investment, etc. when giving your answer.**

|   |   | 287 Household | 288 Personal |
|---|---|---|---|
|   | No income | 01 | 01 |
| K | R1 – R500 | 02 | 02 |
| L | R501 –R750 | 03 | 03 |
| M | R751 – R1 000 | 04 | 04 |
| N | R1 001-R1 500 | 05 | 05 |
| O | **R1 501 – R2 000** | 06 | 06 |
| P | R2 001 – R3 000 | 07 | 07 |
| Q | R3 001 – R5 000 | 08 | 08 |
| R | R5 001 – R7 500 | 09 | 09 |
| S | R7 501 – R10 000 | 10 | 10 |
| T | R10 001 – R15 000 | 11 | 11 |
| U | R15 001 – R20 000 | 12 | 12 |
| V | R20 001 – R30 000 | 13 | 13 |
| W | R30 000 + | 14 | 14 |
|   | Refuse to answer | 97 | 97 |
|   | Uncertain/Don't know | 98 | 98 |

286. **Would you like to be informed about the outcomes of this study?**

| Yes | 1 |   |
|---|---|---|
| No | 2 |   |
| Don't know | 8 | End interview |

287. **How would you prefer we inform you about the outcomes, through….**

| Radio | 1 |
|---|---|
| Newspaper | 2 |
| Leaflet | 3 |
| Television | 4 |
| Community meeting | 5 |
| SMS by mobile phone | 6 |
| Internet | 7 |
| Other, specify ………………………………………………… | 8 |

**THANK YOU FOR YOUR CO-OPERATION**

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Appendix 2. Survey Tables

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