



KOMMISSIONEN FOR DE EUROPÆISKE FÆLLESSKABER

Bruxelles, den 28.6.2006  
KOM(2006) 347 endelig

**MEDDELELSE FRA KOMMISSIONEN TIL RÅDET, OG EUROPA-  
PARLAMENTET**

**På vej mod et strategisk partnerskab mellem EU og Sydafrika**

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# MEDDELELSE FRA KOMMISSIONEN TIL RÅDET, OG EUROPA-PARLAMENTET

## På vej mod et strategisk partnerskab mellem EU og Sydafrika

### INDLEDNING

Sydafrika er i dag et land, der har ændret sig radikalt fra det land, der opgav apartheidpolitikken for tolv år siden. Det har lagt apartheidens traume bag sig og er blevet et demokratisk, tolerant og multiracialt samfund. Der er skabt finansiell og økonomisk stabilitet, så landet kan udvikle den økonomiske vækst yderligere til gavn for alle dets borgere. Det fremstår nu som en ledende nation og en fredsmægler i regionen og på det afrikanske kontinent. Det nyder anseelse, ikke blot i Afrika, men også blandt globale multilaterale institutioner.

Det udvidede EU har udviklet en ny tilgang til Nord-Syd-samarbejdet gennem vedtagelsen af tre vigtige politiske oplæg om henholdsvis millenniumudviklingsmålene, den europæiske konsensus om udvikling og EU's strategi for Afrika. EU er i færd med at udbygge sine tiltag over for den øvrige del af verden og arbejder for at skabe stabilitet, sikkerhed og velstand på verdensplan.

Sydafrika er derfor en naturlig partner for EU på det afrikanske kontinent og også i global sammenhæng. EU og Sydafrika har med deres fælles værdigrundlag, samstemmende interesser og dybe kulturelle forbindelser udviklet et multifacetteret, globalt partnerskab baseret på "samhandels-, udviklings- og samarbejdsaftaler" (TDCA) mellem Sydafrika, EU og dets medlemsstater.

I dag kræver forbindelserne mellem Sydafrika og EU imidlertid større kohærens, klare mål og fælles fremadskuende politiske visioner for at styrke en samlet politisk aktion. Partnerskabet skal tydeligt vise, hvad begge parter kan forvente af hinanden på det indenlandske, regionale, kontinentale og globale område, og samtidig give Sydafrika og EU mulighed for at markere deres særlige stilling i den nye globaliserede verden.

**Formålet med denne meddelelse om et strategisk partnerskab med Sydafrika er derfor at foreslå en samlet, kohærent og koordineret langtidsramme for politisk samarbejde med Den Sydafrikanske Republik, hvori man på den ene side erkender Sydafrikas traumatiske fortid, men hvor man også anerkender dets rolle som ankarnation i regionen og dets særlige stilling på det afrikanske kontinent og i verden generelt.**

### 1. SYDAFRIKA EFTER AFSKAFFELSEN AF APARTHEIDSYSTEMET

Tolv år efter apartheidsystemets afskaffelse, der fik en dybtgående indvirkning på alle samfundslivets aspekter, kæmper Sydafrika stadigvæk med sin nyligt overståede traumatiske fortid, men på trods heraf kan man konstatere, at det er lykkedes at gøre bemærkelsesværdige fremskridt.

Dette gælder **indadtil i landet**, eftersom regeringen i 1994 besluttede at afskaffe apartheidsystemets sociale relationer og skabe et demokratisk samfund baseret på

retfærdighed, lighed mellem racerne og respekt for religiøse, kulturelle, sproglige og indfødte samfunds rettigheder. Der er blevet iværksat nye politikker og programmer for at forbedre langt de fleste menneskers livskvalitet, bl.a. elementære socialordninger og positiv forskelsbehandling gennem Black Economic Empowerment (Sort økonomisk Selvstændiggørelse).

Indtil dato er det lykkedes at:

- indføre et forfatningssikret politisk flerpartisystem
- sikre et velfungerende parlamentarisk demokrati
- fremelske en generel opmærksomhed omkring grundlovssikrede rettigheder og respekt for retsstatsprincipperne
- indføre ordninger for ansvarlighed, gennemsigtighed og information inden for den offentlige forvaltning
- skabe et uafhængigt retsvæsen.

Set fra et økonomisk synspunkt er det mest slående træk i landet den dobbeltøkonomi, som er arven efter apartheidpolitikken, og som er baseret på racemæssige skel, idet næsten halvdelen af befolkningen lever under fattigdomsgrænsen.

Siden apartheidpolitikken ophørte, har landet klaret sig godt med hensyn til at sikre makroøkonomisk stabilitet, både internt og eksternt. De offentlige udgifter er forblevet på et generelt bæredygtigt niveau, idet budgetunderskuddet har været på mindre end 3 % af BNP. Imidlertid trænger væksten i den formelle økonomi til at udvikle sig yderligere, så der kan ske et afgørende opsving med jobskabelse og integrering af den uformelle økonomi. Udsigten for de kommende år er mere lovende, og gennem regeringens nye ASGISA-politik (initiativ til øget og delt vækst i Sydafrika) sigter man mod at bekæmpe fattigdom og nedbringe ulighed ved at fremme økonomisk vækst og beskæftigelse.

Den største sociale udfordring, som landet står over for, er uden tvivl de store sociale og økonomiske uligheder, der påvirker hele samfundet. Dette illustreres yderligere af to alvorlige problemer, der tydeligt træder frem på grund af deres potentielt skadelige virkning på samfundet generelt:

- den foruroligende høje forekomst af hiv/aids med et anslået antal smittede på næsten 6 millioner personer. Dette udgør en anslået udbredelse i voksenbefolkningen på 21,5 %. Konsekvenserne af denne pandemi på mellemlangt og langt sigt vil være meget høje sociale og økonomiske udgifter fulgt af en reduktion i det samlede befolkningstal, kortere forventet levetid og tab af økonomisk aktive personer samt en drastisk stigning i antallet af forældreløse børn<sup>1</sup>.
- omfanget af både almindelig og organiseret kriminalitet og vold, der især går ud over kvinder og børn, set i sammenhæng med international menneskehandel i den sydafrikanske region.

Sydafrika står over for store miljømæssige udfordringer. Adgang til drikkevand og vand til landbruget, jorderosion og ørkenspredning, affaldshåndtering og forurening, alt dette har indvirkning på fødevarerens sikkerhed, langtidsvelfærd og den økonomiske udvikling blandt de fattigste, især landbefolkningen. Herudover vil klimaforandringen forværre mange af de miljømæssige problemer og give nye udfordringer. Sydafrika må søge at løse problemerne med emissionerne af drivhusgasser inden for transportsektoren og især inden for

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<sup>1</sup> Det anslås, at der i 2010 vil være omkring 1,5 millioner forældreløse børn som følge af hiv/aids.

energisektoren, hvor elektricitetsfremstilling først og fremmest baseres på kul, hvilket sandsynligvis også vil være tilfældet fremover.

I **den sydafrikanske region** udgør Sydafrika sammen med Botswana, Lesotho, Namibia og Swaziland Toldunionen for Det Sydlige Afrika (SACU). Siden 1994 har landet været medlem af Det Sydlige Afrikas Udviklingsfællesskab (SACD), som er det regionale økonomiske fællesskab for den sydlige del af Afrika, der omfatter 14 lande. Sydafrika spiller en ledende rolle i denne region. Det bidrager med 50 % af BNP i landene i Afrika syd for Sahara og tæt ved 75 % af BNP i SADC. Sydafrikas investeringer i resten af den sydafrikanske region udgør 49 % af regionens direkte udenlandske investeringer, og 80 % af handelen i den sydlige del af Afrika finder sted med Sydafrika. Størstedelen af denne består af eksport fra Sydafrika til resten af regionen. Herudover er Sydafrikas erhvervsekspansion i regionen ved at tage fart, og der er en lang tradition for regional arbejdskraftmigration til landet. Endvidere er Sydafrikas kapacitet inden for videnskab og teknologi en betydelig ressource for regionen generelt.

**På den kontinentale scene** er Sydafrika den vigtigste repræsentant for den fremgangsrige sydafrikanske region. Landet spiller en afgørende rolle i Den Afrikanske Union og er en af initiativtagerne til og drivkræfterne bag NEPAD (det nye partnerskab for Afrikas udvikling). Med hensyn til fred og sikkerhed har det spillet en konstruktiv rolle på det afrikanske kontinent som mægler og fredsbevarer, f.eks., i Rwanda, Den Demokratiske Republik Congo, Burundi, Liberia, Sudan og Côte d'Ivoire. Det arbejder stadig på at finde en endelig løsning på krisen i Zimbabwe.

**På globalt plan** er Sydafrika et af de førende medlemmer af Den Alliancefri Bevægelse. Det er endvidere medlem af WTO og Commonwealth of Nations og spiller en meget fremtrædende rolle inden for disse organisationer. I forbindelse med Doha-forhandlingerne, som medlem af G20 og af Cairns-gruppen søger Sydafrika at fremme fælles tilgange sammen med andre udviklingslande gennem strategiske alliancer og koalitioner for at styrke udviklingsdimensionen i WTO-forhandlingerne og fremme en større integration af udviklingslandene i det multilaterale handelssystem. Sydafrika spiller også en væsentlig rolle i forbindelse med reformen af FN. Endvidere er det for nylig blevet medlem af gruppen af kommende donorlande (BRICS-landene) sammen med Brasilien, Rusland, Indien og Kina og vil sandsynligvis udbygge sin rolle som donor på det afrikanske kontinent. Til slut skal nævnes, at Sydafrika også gør sig mere og mere gældende i drøftelserne vedrørende yderligere multilaterale aktioner på grund af klimaændringen.

## 2. FORBINDELSERNE MELLEM EU OG SYDAFRIKA

Sydafrika og EU deler **politiske, sociale og etiske værdier** såsom demokrati, menneskerettigheder, respekt for retsstaten og god regeringsførelse, tolerance, ligeberettigelse, bekæmpelse af fattigdom og social udelukkelse og fremme af en bæredygtig udvikling.

De er enige om de **grundlæggende økonomiske principper** for den sociale markedsøkonomi, frihandel og en retfærdig og ligelig international økonomisk orden.

De går begge aktivt ind for en dagsorden med **fred og stabilitet, god regeringsførelse, demokratisering og bekæmpelse af fattigdom** overalt på det afrikanske kontinent. De tror begge på multilaterale løsninger på internationale konflikter og har interesse i at sikre sig, at udviklingslandenes og de nye vækstlandes stemmer høres på den internationale scene.

Aftalen om handel, udvikling og samarbejde (TDCA-aftalen) er det retlige grundlag for de overordnede forbindelser mellem Sydafrika og EU. Den omfatter politisk dialog, handel, udviklingssamarbejde, økonomisk samarbejde såvel som samarbejde inden for en lang række andre områder. Sydafrika har også tiltrådt Cotonou-aftalen, men har ikke adgang til dens finansielle instrumenter eller præferencehandelsordning.

## **2.1. Politisk dialog**

Lige siden apartheidregimets fald har der været ført en politisk dialog i form af uformelle samtaler på missionschefniveau i Pretoria og i form af besøg af politikere og højtstående embedsmænd i begge retninger.

Der er blevet indledt en struktureret og formel politisk dialog i forbindelse med møderne i "Samarbejdsrådet", det fælles organ, der fører generelt tilsyn med forbindelserne mellem EU og Sydafrika som anført i artikel 4 i TDCA-aftalen. Siden 2004 har Samarbejdsrådet mødtes på ministerplan efterfulgt af et trojkamøde om politiske anliggender.

De to partnere anser politisk dialog for at være et væsentligt element i deres partnerskab. Det giver dem mulighed for at udveksle synspunkter om en lang række spørgsmål, der vedrører interne, regionale, kontinentale og globale anliggender, herunder hiv/aids, Zimbabwe, NEPAD og Den Afrikanske Union, fredsbevarende operationer i Afrika og fredsfaciliteten for Afrika, EU's udvidelse, udviklingen inden for FN, fredsprocessen i Mellemøsten og international terrorisme.

## **2.2. Handel**

EU er Sydafrikas vigtigste økonomiske handelspartner, som tegner sig for ca. 32 % af dets eksport og 41 % af dets import. Sydafrika er også EU's største handelspartner i Afrika. EU's eksport til Sydafrika er steget med gennemsnitlig 9,5 % årligt, siden TDCA-aftalen trådte i kraft.

TDCA-aftalens handelsbestemmelser har været gældende siden år 2000 og dækker omkring 90 % af den bilaterale handel mellem de to partnere. De har haft en positiv indvirkning på handelsforbindelserne mellem de to partnere og danner grundlaget for det frihandelsområde, der skal være oprettet senest i 2012. Indførelsen af et frihandelsområde er asymmetrisk, idet EU åbner sit marked hurtigere og for flere produkter end Sydafrika.

## **2.3. Udviklingssamarbejde**

EU er langt den største donor: således bidrager Kommissionen og medlemsstaterne tilsammen med ca. 70 % af midlerne til de samlede donorfonde, der udgør 1,3 % af statsbudgettet og 0,3 % af BNP.

Udviklingssamarbejdet i form af "det europæiske program for genopbygning og udvikling i Sydafrika" (EPRD) repræsenterer næsten 130 mio. EUR pr. år og finansieres over fællesskabsbudgettet. Det fokuserer især på fremme af økonomisk aktivitet og vækst og på sociale ydelser. Inden for sidstnævnte område er der blevet ydet omfattende støtte til vandforsyning og sanitet og til uddannelse og kapacitetsopbygning inden for sundhedssektoren som et bidrag til bekæmpelsen af hiv/aids i landet.

Den Europæiske Investeringsbank har også indgået et aftalememorandum med Sydafrika og yder lån på grundlag af fællesskabsgarantier for et gennemsnitligt beløb på 120 mio. EUR årligt.

I de vurderinger, der er blevet foretaget, konkluderes det, at udviklingssamarbejdet mellem EU og Sydafrika er relevant for Sydafrikas politikker, strategier og udviklingsprioriteter. Hvis man imidlertid koncentrerer sig om færre interventioner, ville programmets effektivitet generelt kunne forbedres.

#### **2.4. Andre samarbejdsområder**

Sydafrika har en særlig forsknings- og teknologiaftale med EU. Nytteværdien af denne aftale, der indgår i rammeprogrammerne for forskning og teknologisk udvikling, er stadigt stigende, idet sydafrikanske forskningsorganisationer med stor succes deltager i adskillige af de tematiske prioriterede områder under sjette rammeprogram. De sydafrikanske forskningsinstitutioner har i høj grad været med til at fremme det internationale videnskabelige samarbejde (INCO) mellem europæisk forskning og forskningen i landene i Afrika syd for Sahara.

EU og Sydafrika har også undertegnet separate handelsaftaler om vin og spiritus.

Blandt de andre områder, hvor der har udviklet sig et - ofte begrænset og ad hoc-præget - samarbejde med EU, kan nævnes sundhedsmæssige og plantesundhedsmæssige foranstaltninger (SPS) og fødevarerikkerhed, told, vin og spiritus osv. Hvad angår informationssamfundet er der en dialog i gang med henblik på at afdække mulige samarbejdsområder på det politiske og lovgivningsmæssige plan.

På uddannelsesområdet deltager sydafrikanske universiteter i en lang række partnerskaber, der finansieres under Erasmus Mundus-programmet. Et mindre antal sydafrikanske studerende har modtaget stipendier til at kunne læse til en mastergrad i Europa. Der er også blevet uddelt stipendier under Marie Curie-aktionerne i det sjette forskningsrammeprogram.

### **3. PÅ VEJ MOD ET STRATEGISK PARTNERSKAB MELLEM EU OG SYDAFRIKA**

På møderne i Det Fælles Samarbejdsråd har Sydafrika, Europa-Kommissionen og medlemsstaterne erkendt, at den seneste tids ændringer i forbindelserne mellem EU og Sydafrika kræver en mere kohærent strategisk ramme. På mødet den 23. november 2004 vedtog de en række "fælles konklusioner" og i november 2005 en "fælles rapport" og enedes om, at "der skulle tages nye skridt til at sikre, at forbindelserne mellem Sydafrika og EU udvikler sig hen imod et ægte strategisk partnerskab, der (...) vil give Sydafrika fuld anerkendelse som ankerland på det afrikanske kontinent og som en hovedaktør på den internationale scene".

I det foreslåede strategiske partnerskab søger man at implementere denne proces

- **ved at samle medlemsstaterne, EU og Sydafrika i en samlet og kohærent ramme med klare og fælles definerede mål, der dækker alle samarbejdsområder, og som inddrager alle interesserede parter**
- **ved at gå fra politisk dialog til strategisk politisk samarbejde og fælles mål, der drejer sig om regionale, afrikanske og globale spørgsmål**

- ved at øge det eksisterende samarbejde, udvikle et stærkere og bæredygtigt økonomisk samarbejde og fuldt ud gennemføre TDCA-aftalens bestemmelser om handelsrelaterede områder og udvide samarbejdet til at omfatte sociale, kulturelle og miljømæssige emner.

Herudover skal det strategiske partnerskab baseres på ”millenniumudviklingsmål-pakken”, ”den europæiske konsensus om udvikling” og ”EU’s strategi for Afrika” ved at sætte de fremskridt, der gøres for at nå millenniumudviklingsmålene, i centrum for den politiske dialog sammen med spørgsmål vedrørende god regeringsførelse og fred og sikkerhed, såvel internt som internationalt.

### **3.1. Bilaterale forbindelser – en ny strategisk tilgang til samarbejde**

#### *3.1.1. Politisk samarbejde*

Det vigtigste element i det foreslåede strategiske partnerskab består i at gå fra en mere politisk dialog over til aktivt politisk samarbejde. Partnerskabet mellem EU og Sydafrika skal blive til et mødested for Nord og Syd. Hovedformålet skal være at give de to partnere en chance for aktivt at finde et fælles grundlag for fælles interesser, at støtte hinandens politiske dagsordener og iværksætte politiske foranstaltninger på regionalt, afrikansk og globalt plan.

Som anført i artikel 4 i TDCA-aftalen skal den politiske dialog dække alle partnerskabets aspekter, dvs. interne, regionale, kontinentale og internationale anliggender. Det samme skal gælde for et aktivt politisk samarbejde, som derfor er en faktor, der går på tværs af alle samarbejdsniveauer: bilaterale, regionale, kontinentale og globale.

#### *3.1.2. Fremme af handelen*

Handelsmæssige relationer kan udvikles ikke alene ved at udvirke yderligere gensidig liberalisering af handelen med varer og ved at skabe større markeder, men også ved at inkludere handel med tjenesteydelser og ”WTO-plus”-tilsagn på flere nye reguleringsområder.

Den frihandelsaftale, der omhandles i TDCA-aftalen, skal udvikles til at omfatte harmonisering af handelsordninger og nye tilsagn om anliggender såsom tjenesteydelser, offentlige indkøb og investeringer.

Begge parter må også gøre en indsats for at udvikle samarbejdet inden for en række handelsrelaterede områder som toldsamarbejde, oprindelsesbestemmelser, bekæmpelse af svig og uregelmæssigheder med told og hermed forbundne områder, konkurrencepolitik, intellektuel ejendomsret, forbrugerbeskyttelse, fødevarerikkerhed, sundhedsmæssige og plantesundhedsmæssige foranstaltninger, tekniske handelshindringer samt standarder og normer, både set ud fra et internt anvendelsessynspunkt og ud fra et eksportfremmesynspunkt. Flytransport spiller en vigtig rolle for økonomisk udvikling, regional integrering og fremme af handelen. EU og Sydafrika må derfor fastlægge en fornuftig retlig ramme for en yderligere udvikling af flyruter og teknisk samarbejde inden for denne sektor.

Endelig kan det i lyset af de fremtidige relationer mellem TDCA og den sydafrikanske ØPA-proces blive nødvendigt at revidere nogle af handelsbestemmelserne, f.eks. dem, der vedrører beskyttelse og bilæggelse af tvister.

### 3.1.3. *På vej mod et innovativt, økonomisk, socialt og miljømæssigt partnerskab*

TDCA-aftalens bestemmelser om økonomisk og andet samarbejde giver mulighed for på en lang række områder at etablere et potentielt frugtbart samarbejde, der vil kunne være til gavn for begge parter. Der er ét særligt område, hvor denne form for samarbejde vil være gavnligt for Sydafrika og supplere udviklingssamarbejdet, nemlig **regionalpolitikken** og den sociale samhørighed. Sydafrika har udvist stor interesse for EU's erfaringer med at gennemføre regionalpolitikken og forvalte strukturfondene. Det er af den opfattelse, at disse politikker kunne udgøre en model for landets bestræbelser for at løse de store sociale og økonomiske forskelle mellem dets provinser og regioner. EU er rede til at dele sine erfaringer med hensyn til regionalpolitik og social samhørighed for at hjælpe Sydafrika med at løse de uligheder og skævheder, der findes dér.

På grund af Sydafrikas økonomiske betydning i regionen og internationalt vil det også være vigtigt at styrke udvekslingen af erfaringer vedrørende økonomisk samarbejde, herunder afholdelse af en regelmæssig økonomisk dialog og udveksling af erfaringer med hensyn til makroøkonomi og finans.

Hvad samarbejdet inden for forskning og teknologi angår, findes potentialet til at styrke EU-Sydafrika-samarbejdet allerede inden for rammerne af de eksisterende aftaler. Man bør endvidere udfolde alle bestræbelser for at fremme den praktiske og industrielle anvendelse af forskningsresultater, så man derved sikrer sig, at dette får en umiddelbar indvirkning på den økonomiske vækst og beskæftigelsen.

I bilag I findes en foreløbig liste over lovende nye samarbejdsområder, som bør udvikles yderligere.

### 3.1.4. *Udviklingssamarbejde - en ny landestrategi for 2007-2013*

Sydafrika er et mellemindkomstland (MIC), der genererer betydelige budgetressourcer selv, og EU's udviklingsstøtte er, skønt betydelig i sig selv, ringe set i forhold til landets budget. Udviklingsmidlerne har dog leveret ressourcerne til sektordækkende budgetstøtteprogrammer, initiativer for bedste praksis, kapacitetsopbygning og international eksponering. Som anført i den europæiske konsensus om udvikling står mange lavindkomstlande ”over for slående uligheder og svage styreformer, hvilket truer bæredygtigheden af deres egen udviklingsproces. (...) Mange mellemindkomstlande spiller en vigtig politisk, sikkerhedsmæssig og kommerciel rolle, idet de producerer og beskytter globale offentlige goder og fungerer som referencelande på regionalt plan.”

Dette forhold bør der tages højde for i 2007-2013-programmet for udviklingssamarbejde, og man bør endvidere undersøge Sydafrikas behov for statslig udviklingsbistand (ODA) og rette opmærksomheden mod den merværdi, som EU kan bidrage med. Programmet må sikre beskyttelsen af naturressourcegrundlaget og være bæredygtigt i miljømæssig henseende. Det skal være fuldt ud på linje med Sydafrikas økonomiske og sociale politikker og imødekomme landets prioriterede områder, især ved at løse problemerne med flaskehalse inden for socialvæsenet og tage højde for den ”udviklingsorienterede”, mere interventionsprægede økonomiske politik, som den sydafrikanske regering fører, hvor man koncentrerer sig om økonomisk vækst og beskæftigelse og om at løse de store indkomstforskelle og –uligheder, der findes.



### 3.2. Sydafrika som regionalt ankerland

Sydafrika, der repræsenterer hen ved 75 % af det samlede BNP i SADC-regionen, udgør det politiske, økonomiske og finansielle center i regionen og er også omdrejningspunktet for menneskelige ressourcer og handel. Den rolle, landet beslutter at spille, vil være af afgørende betydning for gennemførelsen af SADC's regionale vejledende plan for strategisk udvikling og for hele den regionale integration i Sydafrika. SADC er fortsat den vigtigste igangsætter af regionalpolitisk samarbejde og udgør den "naturlige" alliancepartner i regionen, mens SACU spiller en vigtig rolle med hensyn til handel.

I EU's strategi for Afrika anses regionale økonomiske fællesskaber som de vigtigste komponenter til opbygning af forbindelserne mellem EU og Afrika. Hvad den sydafrikanske region angår, må EU og Sydafrika som strategiske partnere indlede en mere intensiv og konkret dialog og et politisk samarbejde om de komplekse regionale sammenhænge og de politiske udfordringer, der følger heraf. De må udforme en klarere definition af deres respektive roller i regionen og tage fremkomsten af nye økonomiske kræfter med i betragtning.

Sikkerhed og fredsbevarelse er et væsentligt aspekt af samarbejdet på regionalt plan. Sydafrika og EU må samarbejde med SADC for at fremme den strategiske vejledende plan for organet for politisk, forsvarsmæssigt og sikkerhedsmæssigt samarbejde (SIPO), det tidlige varslingsystem og SADC's fredsbevarende kapacitet.

ØPA-forhandlingerne mellem EF og SADC må koncentrere sig om spørgsmål, som er opstået som følge af sameksistensen mellem TDCA og det fremtidige ØPA, idet der må erindres om, at ØPA-målene sigter mod at udvikle et mere forudsigeligt og reguleret regionalt marked for varer og tjenesteydelser med henblik på at fremme den regionale integration og harmonisere handelsreglerne inden for regionen og over for EF samt at skabe enkle handelsmæssige rammer for landene i det sydlige Afrika og i forhold til EF. Det kan derfor blive nødvendigt at gennemføre yderligere tilpasninger til TDCA.

### 3.3. Sydafrikas ledende rolle på det afrikanske kontinent

Sydafrika spiller en ledende rolle på den afrikanske kontinentale scene. Det er en af drivkræfterne bag Den Afrikanske Union og NEPAD. Gennem sine forpligtelser i henhold til den afrikanske "peer review"-ordning arbejder landet på at fremme god regeringsførelse på kontinentet. Det er også et slående eksempel på en forvandling fra et uretfærdigt politisk styre til et åbent demokratisk samfund, der fremmer tolerance og forsoning. Landet investerer også i stadig stigende grad i Afrika, både finansielt og hvad videnoverførsel og bedste praksis angår. Endelig har Sydafrika været aktivt inden for konfliktforebyggelse, mægling og konfliktløsning i adskillige afrikanske lande, og det yder kraftig støtte til Den Afrikanske Unions bestræbelser på dette felt.

Politisk og diplomatisk samarbejde om afrikanske anliggender er et område, der fremover bør være præget af større *entente* mellem Sydafrika og EU. Samarbejdet bør ikke begrænses til at omfatte finansieringen af Den Afrikanske Union og af fredsbevarende aktioner, men bør indgå som et led i et styrket partnerskab. EU må sammen med Sydafrika fastlægge en fælles afrikansk dagsorden og yde hinanden støtte til de mål, der er opstillet for Afrika.

En sådan *entente* reducerer ikke de eksisterende EU-forbindelser med andre afrikanske lande eller påvirker samarbejdet med Den Afrikanske Union og de regionale økonomiske

fællesskaber. Det er tværtimod hensigten at overføre den afrikanske strategi til nationalt plan, således at andre lande knytter stærkere forbindelser til EU.

### **3.4. Internationalt samarbejde om globale anliggender**

Sydafrika indtager en særlig position på den internationale scene. Ved mange anledninger har det talt på de nye vækstlandes og udviklingslandes vegne. Dets autoritet i internationale fora er bemærkelsesværdig og overgår dets økonomiske vægt. Selv om Sydafrika og EU ikke altid har den samme holdning til internationale spørgsmål, er der alligevel mange, som de er enige om. Ligesom Europa har Sydafrika afgivet tilsagn om at imødegå spredningen af masseødelæggelsesvåben, anerkende Den Internationale Straffedomstols kompetence, afskaffe dødsstraffen og bekæmpe terrorisme. Begge lande er stærke tilhængere af FN's multilaterale system for kollektiv sikkerhed og FN's Sikkerhedsråds primære ansvar for opretholdelse af den internationale fred og sikkerhed. De går også begge ind for at finde årsagerne til og virkningen af klimaændringen og har begge bekræftet deres interesse i at uddybe dialogen om disse og andre miljømæssige spørgsmål.

Disse spørgsmål er sat på dagsordenen for de politiske drøftelser mellem EU og Sydafrika, men de bør også føre til konkrete tiltag. EU må søge at opnå en fælles stillingtagen og gennemføre et effektivt samarbejde med Sydafrika på alle disse områder og forsvare fælles interesser på internationalt plan.

Tilsvarende må EU bestræbe sig for at iværksætte et samarbejde til fælles gavn vedrørende miljø, energisikkerhed og bæredygtig anvendelse af energiressourcerne, migration, bekæmpelse af international narkotikahandel, hvidvaskning af penge, skattesvig og -unddragelse, korruption, maritim sikring og flysikkerhed, menneskesmugling, især af børn, udbredelse af håndvåben og organiseret kriminalitet.

Endelig går begge partnere ind for, at de nye vækstlande og udviklingslande repræsenteres stærkere i internationale organisationer. De må derfor søge at udvirke en bedre politisk koordinering og et styrket samarbejde i de internationale finansielle institutioner og andre internationale fora, herunder FN's organer, samt bestræbe sig for at gennemføre fælles aktioner.

## **4. KONKLUSIONER**

Sydafrika og EU har meget tilfælles som brobyggere mellem Nord og Syd, mellem Øst og Vest, mellem civilisationer, folkeslag og religioner. EU er af den opfattelse, at det bedst kan udføre denne opgave i et partnerskab med Sydafrika. Imidlertid opbygges et sådant partnerskab ikke fra den ene dag til den anden; det er resultatet af en dynamisk udvikling. EU er rede til at indlede denne dynamiske proces, først og fremmest gennem en tilbunds gående og åben politisk dialog og et nært samarbejde med Sydafrika på alle niveauer.

Den aktuelle form for politisk dialog er baseret på udvekslinger af synspunkter med EU's missionschefer i Pretoria, regelmæssige ministerbesøg og besøg af højtstående embedsmænd begge veje samt afholdelse af det årlige Samarbejdsråd. Herudover finder der meningsudvekslinger sted mellem Europa-Parlamentet og det sydafrikanske parlament gennem Europa-Parlamentets delegation i Sydafrika; endvidere deltager Sydafrika aktivt i Den Blandede Parlamentariske Forsamling AVS-EU. Denne institutionelle struktur har hidtil

været anset for tilfredsstillende, men den trænger til at blive revideret nu set i lyset af EU-Sydafrika-partnerskabets strategiske karakter.

Kommissionen opfordrer derfor Rådet, Europa-Parlamentet og Det Europæiske Økonomiske og Sociale Udvalg til at bakke op omkring hovedlinjerne i denne meddelelse. På grundlag af disse almene principper vil Kommissionen udarbejde en handlingsplan for gennemførelsen af meddelelsen, som vil blive forelagt Det Fælles Samarbejdsråd for EU og Sydafrika senere i år, hvorefter dette forventes at resultere i en fælles erklæring fra de to partnere.

Afhængigt af drøftelserne i Rådet, Europa-Parlamentet og Det Europæiske Økonomiske og Sociale Udvalg samt af de sydafrikanske synspunkter kunne en sådan handlingsplan fokusere på:

- en styrket politisk dialog, der fører til fælles politiske holdninger og til fælles aktioner
- et aktivt fælles engagement i regionale og globale spørgsmål
- gennemførelsen af et fælles udkast til et landstrategidokument, der afspejler hovedlinjerne i denne meddelelse, samt
- en revision og fuldstændig gennemførelse af TDCA-aftalen i overensstemmelse med ovennævnte prioriterede punkter.

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## ANNEX 1

### **BROAD LINES OF A JOINT ACTION PLAN TO IMPLEMENT THE EU–SOUTH AFRICA STRATEGIC PARTNERSHIP**

On the basis of the outcome of the discussions in the Council, the European Parliament and the European Economic and Social Committee, the Commission intends to draw up a draft Action Plan for the implementation of the Communication on a strategic partnership with South Africa. The draft Action Plan will be then be submitted to the Joint EU-South Africa Cooperation Council, which is expected to meet towards the end of the year. It is hoped that the partners will then adopt a Joint Declaration endorsing the Action Plan.

Such an action plan needs to be further developed but could focus on

- Strengthened political dialogue, leading to common positions and joint political action,
- Active joint involvement in regional and global issues,
- Implementation of a jointly drafted Country Strategy Paper in line with this Communication,
- Revision and full implementation of the TDCA according to the above priorities.

#### **1. Political strategy and cooperation**

As indicated in the Communication, stronger political dialogue, leading to common political positions on subjects of mutual interest and to joint political action where appropriate, forms the very backbone of the Strategic Partnership. This dialogue should be frank, open and uninhibited and exclude none of the domestic, regional, continental and global issues.

Possible themes for enhanced political and economic cooperation that could be included in the action plan are:

Domestic South African and European issues

- Economic and financial policy and Foreign Direct Investment
- HIV/AIDS
- Health and food security
- Crime
- Countering racism and xenophobia
- Land reform
- Governance, democracy and human rights
- Employment, economic growth, redistribution of wealth

- EU enlargement, neighbourhood policy
- Decent work, including employment, social safety mechanisms, social dialogue, rights at work, gender mainstreaming
- Social inclusion and cohesion
- ...

#### Regional issues

- Social cohesion; regional integration
- See below, point 2

#### African matters

- EU–AU relations
- The EU–Africa summit
- The African Union
- Peace-keeping and mediation on the African continent
- The African Peace Facility
- APRM
- NEPAD
- ...

#### International and global issues

- The MDGs
- Countering the proliferation of weapons of mass destruction
- Recognition of the jurisdiction of the International Criminal Court
- Abolition of the death penalty
- Combating terrorism
- Global environmental issues, including climate change
- Migration
- Energy security and sustainable use of energy resources

- The fight against the international drugs trade, money laundering, tax fraud and avoidance, corruption and organised crime
- Trafficking in human beings, in particular children
- ILO
- Ratification, implementation and enforcement of core labour standards
- Social dimension of globalisation
- Small arms and light weapons
- WTO and the DDA
- The reform and role of the United Nations
- Multilateralism and representations in International Financial Institutions
- The Middle East peace process
- Iraq
- Iran and nuclear non-proliferation
- ...

## **2. Joint involvement in regional issues**

Because of their topicality and particular interest, regional issues merit a special place in political dialogue and in joint action, trade cooperation, economic cooperation and development cooperation. Indeed, the regional context in Southern Africa is particularly complex and requires a sustained cooperative effort from all parties, including South Africa and Europe. The challenges the region is facing are manifold.

AIDS is hitting Southern Africa harder than any other region in the world. The impact of the pandemic on society, on the health infrastructure and services, on human resources and on the economy of the region as a whole will be hugely destructive over the coming years.

Politically speaking, the SADC region will have to come to terms with important shifts in power patterns as new regional powers are likely to emerge. In addition, it will have to find a solution to the political stalemate in the Zimbabwe crisis.

A major short-term challenge to the region is untangling the knot of regional cooperation and integration. Implementing the SADC Regional Indicative Strategic Development Plan, agreeing on the right recipe for EPA negotiations, clarifying the relationship between the SADC, SACU and the TDCA are issues to be dealt with urgently.

As the prime mover in the region, South Africa needs to assume its leading role in these matters and must be able to count on Europe's support.

### **3. Country Strategy Paper 2007-2013**

At the moment, the Commission, nine Member States, and the South African authorities are jointly drafting a new 2007-2013 Country Strategy Paper. Care will be taken to ensure that the drafting and approval of this CSP runs parallel to the discussion and adoption of the Communication and its subsequent Action Plan and that the CSP truly translates the broad political lines set out by the Communication.

The subsequent implementation of the CSP along these lines will form part of the Action Plan.

### **4. TDCA review**

In recent months, the review of the TDCA has led to informal contacts between the Commission and South Africa and has enabled the two sides to

- tentatively identify those provisions that may need amending (revision);
- suggest priorities for those provisions that have not been implemented yet.

As regards the provisions that have not been implemented yet, there seems to be a strong interest in deepening cooperation in the following areas: trade and trade-related areas, intellectual property rights, customs, competition policy, regional policy, sanitary and phytosanitary measures, technical barriers to trade, maritime and air transport and security, energy, information and communication technologies, mining, tourism, consumer policy, social and employment policy, science and technology, education and training.

Among the promising areas of cooperation that can be developed, are

- The environment, with particular emphasis on Climate Change
- Economic co-operation
- Information society, where promising opportunities have been identified in research and education, but also at the policy and regulatory levels as well as on activities related to the World Summit on the Information Society follow-up
- Education and training, including student, teacher and academic exchanges and a “South Africa” window in the Erasmus Mundus programme
- Industrial, maritime and air transport including safety and security aspects, mining, energy in particular in promoting energy efficiency policy and technologies as well as clean coal technologies, and the environment, where there is a clear interest in exchanging the rich experiences of both
- Justice, where exchanges of information and cooperation on extradition could be developed



- Employment and social protection; gender equality and the promotion of women's rights, labour law and dialogue between social partners, with a view to promoting productive employment and decent work for all<sup>2</sup>
- Youth, exchange of approaches, experience and best practice
- Enhanced cultural cooperation, which would offer both sides an opportunity to promote, strengthen and exchange their rich cultural diversity, taking into account the recently adopted UNESCO Convention on the protection and promotion of the diversity of cultural expressions
- Cooperation in press and information, to improve mutual understanding and visibility

The Action Plan should contain concrete steps for implementing cooperation in these fields.

## **5. Institutional architecture**

The Action Plan should also include proposals for institutional arrangements for political dialogue at various levels, in accordance with the ambitions of the Communication.

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<sup>2</sup> COM(2006) 249: Promoting decent work for all - The EU contribution to the implementation of the decent work agenda in the world.

## ANNEX 2

### **THE POLITICAL, ECONOMIC, SOCIAL AND ENVIRONMENTAL SITUATION IN SOUTH AFRICA**

South Africa's current social and economic situation has been shaped by fifty years of apartheid.

Black, Asian and "coloured" South Africans were forced off the land, out of agricultural markets, and increasingly into wage labour as migrants within South Africa's growing mining and manufacturing industries. Black South Africans were forced into overcrowded, arid "homelands", which were economically unsustainable and dependent on agricultural "exports" from white South Africa.

"Bantu" education systems were designed to meet the need for largely unskilled labour. The apartheid regime imposed limitations on company ownership by black people and the business activities that they could engage in, mainly involving the retail supply of food and fuel. The resulting shortage of managerial and specialist skills, compounded by limited access to savings and credit institutions, is recognised today as a key constraint on growth in the small business and informal sector, as demonstrated by the relatively low proportion of small and medium-sized enterprises in South Africa.

In contrast, the largely white-owned formal sector became highly concentrated and capital-intensive. During apartheid, it grew on capital-related subsidies and import substitution in response to sanctions. The result was that, by 1990, six conglomerates centred around mining and finance controlled companies with 80% of the market capitalisation on the Johannesburg stock exchange.

Twelve years after the apartheid regime was replaced by a democratic government, South Africa remains deeply marked by its historical heritage. Remarkable achievements have been made in reconciling the masters and victims of apartheid, but the "rainbow nation" propagated by Nelson Mandela is still far away. Economic disparity prevails. Large firms in the formal economy have been able to build on the dominant position secured during apartheid to take advantage of the new opportunities in post-apartheid South Africa. This contrasts starkly with the previously neglected subsistence and informal economies, in which many of the black majority of the population still live in dire poverty<sup>3</sup>. While the Government is committed to narrowing the enormous gap between rich and poor through a set of comprehensive policy measures such as employment generation, Black Economic Empowerment, skills development and social grants, a fundamental turn-around has not yet been achieved, leaving the country with the risk of growing discontent among the poor, with corresponding possible threats to its internal political stability.

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<sup>3</sup> These contrasting situations conform roughly to what President Mbeki has termed the "first" and "second" economies. The second economy is "characterised by underdevelopment, contributes little to GDP, contains a big percentage of our population, incorporates the poorest of our rural and urban poor, is structurally disconnected from both the first and the global economy and is incapable of self-generated growth and development".

## 1. Political situation

Since 1994, in line with the **Reconstruction and Development Programme (RDP)**, the government of South Africa has set out to dismantle the social relations of apartheid and create a democratic society based on equity, non-racialism and non-sexism. New policies and programmes have been put in place to substantially improve the quality of life of the vast majority of the people.

The RDP, the core of all post-1994 policies, has as its objectives:

- Meeting basic needs
- Building the economy
- Democratising the state and society
- Developing human resources
- Nation building

Although much remains to be done in order to **consolidate the foundations of its young democracy**, in which human rights and fundamental freedoms are respected, South Africa has made great efforts towards institutionalising democracy, and the country has experienced a stable political environment. Achievements to date include:

- A multi-party political system
- A functioning parliamentary democracy
- The entrenchment of constitutionalism and the rule of law
- An independent judiciary
- Mechanisms for accountability, transparency and information in public administration

The first general and free national and provincial **elections** in April 1994 put an end to apartheid and brought Nelson Mandela, leader of the African National Congress (ANC), to power as President of a Government of National Unity. The second and third elections held in June 1999 and April 2004 confirmed the mandate for the ANC, with Thabo Mbeki as President. In 2004, the ANC, which regularly gains the majority of black votes, received a little over a two-thirds majority. Since 2004, it has also been running all nine provinces. The ANC is in an alliance with the Congress of South African Trade Unions and the South African Communist Party, with which it established common lists for the elections. The main official opposition in Parliament is formed by the Democratic Alliance. The New National Party, led in 1994 by ex-President De Klerk, decided to disband in 2005 and to integrate with the ANC. The share of Mangosuthu Buthelezi's Inkatha Freedom Party (based in KwaZulu-Natal) has been continuously shrinking (to 7% at national level in 2004). There are other smaller parties such as the Pan African Congress, Independent Democrats and Freedom Front, which have an active but small role in the debate on domestic and foreign policy issues.

During apartheid, **civil society** played a prominent role in taking pro-active action against the government to bring about political change. Since 1994, civil society has continued to make a

vital and important impact on South African society by advocating proper and effective governance and by championing issues such as poverty, gender parity and the efficacy of service delivery, engaging the government on tangible reforms. However, it has been weakened by the loss of the donor funding that it received during apartheid, and the loss of many of its members to government, the civil service and the private sector. Thus, while new partnerships between civil society organisations and the government have gradually emerged, especially for service delivery in some social sectors, there is undoubtedly scope for strengthening the advocacy and campaigning role of civil society.

In spite of intense efforts to further the peace and reconciliation process following the apartheid era, both public authorities and civil society are conscious of the need to address the issues of exclusion and non-integration, which are still prevalent in all layers of South African society. In this context, the approval of the Black Economic Empowerment (BEE) Charter and, more specifically, the implementation of the **Broad Based Black Economic Empowerment Act** of 2003 are important steps towards economic inclusion and equity for the black majority of the population. However, black empowerment at the workplace is slow and much remains to be done to implement a “broad based” black economic empowerment.

South Africa plays a key role in the **Southern African region**. It contributes 50% of the GDP of sub-Saharan Africa, and close to 75% of the GDP of the SADC. South African investment in the rest of Southern Africa represents 49% of the region’s FDI, and 80% of trade in Southern Africa is with South Africa. Most of this consists of South African exports to the rest of the region. In addition, South Africa’s business expansion into the region is gaining momentum, and there is a long history of regional labour migration to the country. Furthermore, South Africa’s capacity in science and technology represents a significant resource for the region in general. While its economic dominance translates into significant political influence, South Africa’s diplomacy is based on consultation, consent and consensus. However, South Africa’s policy of “quiet diplomacy” vis-à-vis Zimbabwe has not yet had the desired results.

South Africa plays an active role at **international and pan-African level**, also as a mediator between the developed and the developing world. South Africa plays a crucial role within the African Union, NEPAD, the Non-Aligned Movement, the WTO and the Commonwealth of Nations. It has been the international venue for high-profile global conferences, including the World Summit on Sustainable Development. South Africa has concluded or is negotiating numerous multilateral and bilateral agreements within the WTO framework, notably with the EU, MERCOSUR, the USA and EFTA. In the area of peace and security as well, South Africa has been playing a very active and constructive role on the African continent. Here, it has been involved in addressing crises and brokering conflict resolution in Rwanda, the Democratic Republic of Congo, Burundi, Liberia, Sudan and Côte d’Ivoire.

## **2. Economic situation**

Economic growth in the first 10 years after the end of the apartheid regime averaged only 2.9% per annum, but increased to 4.5% in 2004 and has been estimated at 5.0% in 2005. South Africa’s economy has moved from being dominated by mining (share in 2005 only 7%) and agriculture (in 2005 only 3%) to a situation where manufacturing (2005: 20%) and services (2005: 70%) contribute the main shares of GDP.

In recent years, **macro-economic stability** has been achieved. As a result, the government has had room to increase its expenditure. Fiscal policy has become more expansionary, while

keeping within prudent limits. Since 2000, the budget deficit has remained between 1.4 and 2.3% of GDP. For 2005, the deficit has been estimated at 0.5%. Overall, public debt amounts to 30.5% of GDP and public expenditure remains at an affordable and sustainable level of 27% of GDP.

The achievement of macro-economic stability is also due to the strict **monetary policy** applied since the late 1990s, resulting in a reduced inflation rate of 3.9% in 2005, well within the South African Reserve Bank's 3-6% target range. Since the middle of 2003, the Reserve Bank has been in a position to reduce interest rates, cutting the repo rate from 13.5% to 7%, which has also stimulated domestic demand and economic growth. In April 2005, when deciding on a further lowering of the interest rate, the Reserve Bank slightly changed its position: for the first time it took into consideration not only the level of inflation but also the impact of exchange rate fluctuations on the export sectors and thus on unemployment.

As regards **external stability**, following the depreciation of the rand in early 2001, the currency has strengthened considerably since the middle of 2002. This has had a dampening effect on the exports of the mining and manufacturing sectors and therefore implications for economic growth as well. Increased domestic demand resulting from a growing economy and lower interest rates, combined with lower prices for foreign products, has led to increased imports. As a consequence, the current account surplus enjoyed until 2002 became a deficit of about 4% of GDP in 2005. This reversal took place mainly vis-à-vis the EU, South Africa's major trading partner. While South Africa had enjoyed a trade surplus with the EU since 1998, this turned into a slight deficit in 2004. So far, the current account deficit has been easily financed by significant portfolio inflows. Inflows of foreign direct investment continue to grow, though levels remain low and volatile, below \$1bn per year or 3.2% of GDP. To counter the rand's volatility, the Reserve Bank is in the process of increasing its foreign reserves to US \$22 billion (23 weeks of imports) by February 2006.

However, this bright side of the economic medal also has a very prominent dark side. South Africa is a **dual economy** with high inequality in economic and social living standards, based on racial lines and on an urban/rural divide. The modern sector, built up under apartheid, has been best placed to take advantage of trade liberalisation and macroeconomic stability. Much of this comprises large, capital-intensive firms. Smaller firms and those in the informal economy have done less well. Many black, Asian and coloured South Africans live a precarious existence in the "second economy", moving between unemployment, working in the informal sector (often as "hawkers") and low-paid jobs in the formal sector. Often they have to travel great distances to formal jobs because of the apartheid policy of locating their communities away from the centres of formal employment. The "second economy" is also home to millions of the poor, mostly black, marginalised and unskilled, who engage in informal activities mainly for sheer survival.

While the country has an advanced physical infrastructure as well as sophisticated financial, IT and telecommunication networks similar to those of the developed world<sup>4</sup>, it also faces extreme deprivation and exclusion and a level of poverty that compares to most least-developed countries. The Gini coefficient of 0.58 illustrates this significant social and

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<sup>4</sup> Infrastructure, however, is reaching its capacity limits mainly in power supply, ports and railway transport systems, creating the need for big investment programmes (outside ODA).

economic divide in South Africa. This affects mainly the black population: almost 50% of the black population live below the national poverty line, against only 2% of whites<sup>5</sup>.

The steady though modest economic growth and a stable internal and external macro-economic situation have not brought down **unemployment**, the key economic and social problem of the country.

Slow economic growth, a result of low investment and saving rates (16% and 15% of GDP, respectively), coupled with the continued ability of capital-intensive firms to benefit from the base built up under apartheid, has curtailed the demand for labour. The opening up of the economy has reduced the importance of sectors such as mining and clothes and textiles in favour of growth in sectors such as wholesale and retail trade, services, construction and communications. Jobs are being created, but not fast enough to incorporate the number of new entrants into the labour market. The apartheid legacy has left South Africa with structural obstacles to employment, with people living far from sources of employment growth, workers lacking skills, potential entrepreneurs lacking both collateral and access to financial and business services and a highly concentrated business structure. A workforce that is increasing faster (by 35% between 1995 and 2002) than the number of employment opportunities (by only 12% during the same period) has also contributed to unemployment. Presently, unemployment stands at between 26% and 41% of the workforce, depending on whether or not “discouraged” workers are included<sup>6</sup>. Of the unemployed, a large majority are young people<sup>7</sup>. There are proportionately more women unemployed than men and unemployment is geographically skewed, with the highest levels found in the provinces of Limpopo, KwaZulu Natal and the Free State.

Linked to the issue of unemployment is the problem of missing relevant **skills among the labour force**. Qualified employees are not only lacking in comparison to the needs of a growing economy and social system, but are also emigrating in large numbers, attracted by perceived better financial and living conditions abroad. In contrast, the growing numbers of unskilled young people entering the labour market do not meet the requirements of employers in either the social or economic sectors. On the other hand, there is a long history of regional labour migration to South Africa, which continues to act as a magnet for migrants of many kinds. These include skilled professionals, unskilled job seekers, illegal migrants, refugees, and cross-border traders; with human trafficking on the rise. While South Africa has ‘exported’ skills to the developed world, it has also contributed to the drain on skills in other parts of the region and the continent<sup>8</sup>. In total, however, the skills gap is considered a major impediment to economic growth.

One way of boosting the development of the second economy and employment is the promotion of **small, micro and medium-sized enterprises (SMMEs)**<sup>9</sup>. However, the

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<sup>5</sup> The black population grew by 7.5 million people, or 25%, between 1994 and 2004 (coloureds by 0.6 million or 19%, Indians by 0.1 million or 12%, whites by 0.1 million or 2%).

<sup>6</sup> Employment statistics vary according to sources and can only indicate orders of magnitude and major trends, if any. Stats SA has since recently used only the lower figure.

<sup>7</sup> Currently more than two thirds of South Africans aged between 18 and 35 are unemployed.

<sup>8</sup> This explains the long delays in the finalisation of a protocol on the free movement of people within the SADC.

<sup>9</sup> Official statistics estimate that around one quarter of the whole workforce is employed in the informal sector (particularly in agriculture, construction and the wholesale and retail trade). SMMEs contribute 30% to GDP and account for 50-60% of formal employment.

anticipated employment boom in this sector has remained below expectations. Employment in the informal sector fell by 17% between September 2000 and March 2005<sup>10</sup>. This could possibly be attributed to a regulatory environment biased against SMMEs, and certainly to difficulties in gaining access to finance. There is an ongoing debate on whether to shift the focus away from promoting grassroots SMMEs towards establishing downstream and upstream links with larger (first economy) companies to integrate the SMMEs (second economy) into the development value-chain of the economy as a whole. This debate illustrates the need for a coherent strategy on how to develop the second economy and a comprehensive employment growth policy. Additional research and political discussion are required for more informed decision-making in this area.

Both the first and second economies have considerable adverse **environmental impacts**. South Africa is currently among the world's top 20 greenhouse gas polluters, with an expected increase in emissions of 30% over the coming ten years<sup>11</sup>. There is ample room for energy-saving and climate-friendly technologies. Systematic and thorough environmental impact assessments are often not available due to the lack of capacity.

### 3. Social situation

A **strong social network** in support of those who cannot earn a living from the first or second economy is considered as the third pillar of South Africa's socio-economic system. Remarkable efforts have been made to provide social services to previously disadvantaged communities. Government budgetary expenditure on social services has increased dramatically over the last 10 years and now represents about 63% of the total budget. Since 1994, close to 9 million people have been provided with a basic water supply: today, 85% of households have access to clean water. Over 1.5 million houses have been built to provide shelter to over 6 million people. At the beginning of the new millennium, 64% of households were living in formal houses. Over 500 000 houses were connected to the main electricity grid so that 70% of households were using electricity for lighting. As regards the health sector, the immunisation coverage of children against common infectious diseases has risen to 90% and the usage of antenatal clinics is as high as 95%. In the field of education, the gross enrolment rate in secondary schools increased to 89% in 2004 and matriculation pass rates improved from 49.3% in 1998 to 73.3% in 2003 and 70.7% in 2004.

To deepen and broaden democracy, **local governments** have been given responsibility for delivering social and administrative services to their populations - health, education, water/sanitation, infrastructures, environmental protection, etc. But during the initial stage of the transfer of responsibilities, local governments were overwhelmed with the task. The underspending by provincial departments of conditional grants earmarked for basic services highlights this fact. Poor service delivery at local level has become the cause for riots and unrest in the communities concerned.

A major threat to stable social and economic development with higher economic growth is coming from the **HIV/AIDS pandemic**. The estimated number of HIV-infected people has grown from 3.8 million in 1999 to 5.2 million in 2005. This represents an estimated adult prevalence rate of 21.5%, which is substantially higher among the black than the white

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<sup>10</sup> Stats SA: Labour Force Survey.

<sup>11</sup> In addition, the so-called "brown" environment issues adversely affect the lives mainly of the poor urban and peri-urban population.

population. Currently only some 80 000 out of 500 000 to 750 000 people are receiving antiretroviral treatment<sup>12</sup>. The medium- to long-term consequences of the pandemic will be very high social and economic costs following a reduction in the total population, reduced life expectancy and the loss of economically active people, coupled with a drastic increase in the number of orphans<sup>13</sup>.

South African **crime** levels are among the highest in the world. Although recent statistics released by the government in 2004/2005 indicate that some crime rates are declining, the high level of crime and violence has highly adverse effects on the lives and the well-being of all parts of the population. It also risks having adverse effects on domestic economic viability and on foreign direct investment in South Africa. White-collar crime in the form of **corruption** has a damaging effect on development for the poor and on public confidence in government, both nationally and at local level. The issue has received particular attention from the government.

Access to **justice** for vulnerable and indigent groups of the population remains an issue, partly due to the difficult accessibility mainly in rural areas and partly due to an overburdened system. The state's response to crime has so far tended rather towards retribution, resulting in tougher laws and maximum sentencing, leading to the highest incarceration rate in Africa<sup>14</sup>, while restorative justice approaches still need to be explored.

Under the apartheid regime, around 6 million people were forcibly moved from their land. As a result, **land and land reform** are unquestionably emotive issues. In 2000, the South African government recommitted itself to its 1994 RDP target of transferring 30% of the country's agricultural land, around 24 million ha, to previously disadvantaged communities by 2014. The implementation of the land reform has, however, made only slow progress. Since 1994, black ownership of land has increased by only 3% (2.3 million ha) to 16% at present (12.8 million ha). As regards land restitution, of a total of 79 000 claims originally lodged, 57 900 have been settled at a cost of R2.5 billion. The deadline for settling claims has had to be extended to 2007. The slow progress of the reform has increased voices of discontent, in particular from organisations such as the Alliance of Land and Agrarian Reform (ALARM) composed of landless people's organisations, NGOs, small farmer and producer groups and the South African Communist party. It is in general recognised that faster progress is required in order to ensure social cohesion and political stability.

#### 4. Environment situation

As both an industrialised and a developing country, South Africa faces environmental challenges of both kinds. The causes and effects of climate change, air pollution resulting in acid rain, growth in water usage outpacing supply, pollution of rivers from agricultural runoff and urban discharge, soil erosion and desertification are among the major problems the country has to tackle.

**Emissions** from vehicles (aeroplanes, ships, trains and road vehicles), contribute 44% of the total national nitric oxide emissions and 45% of the total national volatile organic compound emissions (VOC). This is particularly a problem in urban areas.

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<sup>12</sup> Government has allocated more than R3.4 bn for antiretroviral drugs up to end of 2007.

<sup>13</sup> It is estimated that there will be about 1.5 million children orphaned by HIV/AIDS by 2010.

<sup>14</sup> 413 of every 100 000 inhabitants (2004), with 186 000 prisoners held in overcrowded detention houses.



The energy sector as a whole is the single largest source of carbon dioxide (CO<sub>2</sub>), one of the primary causes of **climate change**, and sulphur dioxide (SO<sub>2</sub>) emissions in South Africa. This is mainly due to the reliance on coal (75% of its primary energy) and oil or its products. A growing energy demand, combined with a continued reliance on coal, as well as a growing transport sector, will create increasing pressure on South Africa to tackle its greenhouse gas emissions to help address the causes from climate change. At the same time, South Africa's climatic sensitivity, with most crop agriculture taking place where it is only just climatically viable, will increase the need to adapt to the growing impacts of climate change.

South Africa is an arid country with only 8.6% of the rainfall available as surface water. This is one of the lowest conversion ratios in the world. Similar to surface waters, South Africa's groundwater resources are relatively limited compared to world averages. The scarcity of freshwater resources and highly variable hydrological conditions have led to every major river in South Africa being regulated in order to ensure adequate water supply for development. South Africa's available **freshwater resources** are already almost fully-utilised and under stress. At the projected population growth and economic development rates and with the increasing impacts of climate change it is unlikely that the projected demand on water resources in South Africa will be sustainable. Limits to both water supply and quality are thus likely to restrain the country's further socio-economic development. Many water resources are polluted by industrial effluents, domestic and commercial sewage, acid mine drainage, agricultural runoff and litter. To augment supplies, South Africa is looking towards water sources in other southern African countries (e.g. Lesotho) to assist in providing sufficient water for projected future demands.

More than 90% of South Africa's land surface falls within a **desertification** risk area. The Department of Water Affairs and Forestry is promoting, via its National Action Plan, the development of community forestry to reduce the pressure on natural woodlands which as the only source of energy for many poor suffer from rapid depletion.

South Africa's coastal and marine resources are under considerable threat and are already severely degraded in many areas due to over-harvesting and urban/industrial development. Coastal areas in South Africa are mainly used for tourism, recreation and leisure, commercial and recreational fishing, agriculture and mining. Many South Africans are dependent on the coast for their subsistence. At present, it is estimated that about 12 million people live within 60 km of the coast, which constitutes about 30% of the population. Thus coastal and marine resources play a major role in sustaining the economic and social development, and contribute to the employment and food security of local populations. The major land-based pollutants are wastewater from industries and sewerage as well as run off from agricultural lands and urban areas. South Africa is situated on one of the major global oil tanker routes which, together with its notoriously rough sea conditions, make it highly vulnerable to oil spills. This is reflected in the relatively high number of shipping accidents, which have been recorded.

South Africa has one of the world's greatest **diversity of plant and animal species** contained within one country, and is home to many species found nowhere else in the world. With increasing demand for land restitution it is anticipated that there will be increased loss of natural habitats and, with it, potential loss of biodiversity.

South Africa's total waste stream for 1998 was estimated at 538 million tonnes of which industrial and mining waste amounts to about 470 million tonnes per annum (87%). Non-hazardous industrial waste amounts to approximately 16 million tonnes. 95% of urban waste is disposed of on landfill sites of which there are about 1,200 in South Africa.

South Africa has put in place a set of **legislation** and regulatory instruments to address these issues, which includes

- The Environmental Impact Assessment regulations and the associated schedule of activities as well as the Guideline Document for the Implementation of the Environmental Impact Assessment regulations were adopted in 1997,
- The Development Facilitation Act, 1995,
- The National Environmental Management Act, 1998 (NEMA),
- National Water Act, 1998.

In addition South Africa has signed or adhered to several **international environment conventions**<sup>15</sup>.

## 5. Medium Term Challenges

Over the next decade, South Africa must maintain a coherent and structured approach to tackling poverty by integrating it into sector policies, strategies, project activities and budgetary allocations. The **vision for 2014** is to reach a united, non-racial, non-sexist and democratic society. The consolidation of democracy will be closely linked with measures aimed at integrating all of society into a growing economy from which all people can benefit. Failure to reach this target might well result in continued unacceptably high levels of economic and social poverty and inequality, which will adversely affect political stability, as occasional demonstrations and protests among the poor have already suggested.

High unemployment, resulting in poverty, crime and, eventually, political instability, as well as the incessant spread of the HIV/AIDS pandemic are the current main challenges facing South African society.

One way of **tackling unemployment** is considered to be sustainable higher economic growth, in particular resulting from labour-intensive economic activities. Under this approach, the first economy will need to continue to play the dominant economic role, but with the focus on supporting and strengthening the second economy to enable it to become part of the mainstream economy of South Africa. In this context, **skills development in all crucial areas** is high on the priority agenda. This approach should address the inequality of income distribution too. A further aim is to limit and, if possible, reduce the dependence of a large number of households on social grants.

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These include:

UNFCCC - Framework Convention on Climate Change (1992, New York) (UN)

Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal (1989, Basle) (UNEP)

UNCBD - Convention on Biological Diversity (1992, Rio) (UN)

UNCCD - United Nations Convention to Combat Desertification in Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa (1994, Paris)

London Convention 1972 Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matter

CITES - Convention on International Trade in Endangered Species of Wild Flora and Fauna) 1973

RAMSAR - The Convention on Wetlands, Ramsar, Iran, 1971.

The good health of the population is a further prerequisite for the prosperous social and economic development of South Africa. Key challenges in the health sector therefore include the expansion of access to the primary health-care system. This concerns in particular maternal and child health and infectious diseases (HIV/AIDS, tuberculosis and other communicable diseases), which need to be addressed in order to reduce mortality and morbidity. A multi-faceted approach to **combating the HIV/AIDS pandemic** needs to be placed high on the agenda, covering at least three areas: prevention, addressing health system constraints to scale up anti-retroviral treatment, and care for the increasing number of orphans and vulnerable children. Tackling these infectious/communicable diseases will also necessitate further EU-South Africa cooperation and partnership in the field of the clinical research for the development of new drugs and vaccines.

The **fight against criminality (including corruption)** and respect for the rule of law is a huge challenge that requires major investment in human resources and equipment. This needs to be coupled with strengthening of the capacity of law-enforcement agencies and strong cooperative partnerships with communities and civil society organisations. Crime prevention and the introduction of a credible restorative justice approach need to complement the mainly retributive approach so far pursued.

Social, political, economic and environmental stability can only be ensured in South Africa if the challenge of access to **land** and security of tenure is met. This has to be seen as part of a strategy to uplift the rural poor and give them access to the mainstream economy, while at the same time guaranteeing the constitutional protection of property rights. This process must ensure that the beneficiaries of land restitution and redistribution are able to use the land in a productive manner, which is the key to building sustainability into the process of redistributing assets to previously disadvantaged communities.

**The protection of the environment** and the sustainable use of natural resources also present a major challenge in the medium term.

All of the above challenges require better delivery of services to South Africans. This has become a major preoccupation for the government. In order to be able to meet these challenges and to deliver, government needs to continue its efforts to strengthen its own institutional and administrative capacity at national, provincial and local level. **Capacity building** efforts must consequently be considerably strengthened, in particular at local level.

**Participation by communities and civil society** is key to policy implementation. Public-private partnership encourages the mobilisation of private resources for development objectives. Specific mechanisms to ensure participation and partnership at local level are crucial.

In the light of South Africa's current political and economic position and power as well as of its enormous additional potential, the country has a vital **political role to play at international level** in advocating the interest of developing countries. At pan-African level, the AU and NEPAD are faced with tremendous challenges in establishing functioning democracies based on peace and security and with the capacity for the sustainable

development required to alleviate poverty. South Africa is expected to be continuously engaged in this important process<sup>16</sup>.

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<sup>16</sup> South Africa has already developed a range of instruments to this effect, such as the Renaissance Fund, DBSA, etc.

### ANNEX 3

#### Abbreviations

ACP	Africa, Caribbean, Pacific
AIDS	Acquired Immunodeficiency Syndrome
ANC	African National Congress
APRM	African Peer Review Mechanism
ASF	African Standby Force
AU	African Union
BEE	Black Economic Empowerment
BRICS	Brazil, Russia, India, China and South Africa
CSP	Country Strategy Paper
EC	European Community
EDCTP	European and Developing countries Clinical Trials Partnership
EDF	European Development Fund
EP	European Parliament
EPA	Economic Partnership Agreement
EPRD	European Programme for Reconstruction and Development
ESDP	European Security and Defence Policy
EU	European Union
FTA	Free Trade Agreement
G8	Group of 8
GDP	Gross Domestic Product
GNI	Gross National Income
HIV	Human Immunodeficiency Virus
ICT	Information and Communications Technology
LDC	Least Developed Countries

LIC	Low Income Countries
MDGs	Millennium Development Goals
MIC	Middle Income Countries
MIP	Multi-annual Indicative Programme
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
PRSP	Poverty Reduction Strategy Process
REC	Regional Economic Community
RDP	Reconstruction and Development Programme
RIP	Regional Indicative Programme
RISDP	Regional Indicative Strategic Development Plan (SADC)
SACU	Southern African Customs Union
SADC	Southern African Development Community
SMEs	Small and Medium-Sized Enterprises
SMMEs	Small, Micro and Medium-Sized Enterprises
SWEEP	Sector Wide Enterprise, Employment and Equity Programme
TDCA	Trade, Development and Cooperation Agreement
UN	United Nations
WTO	World Trade Organisation