



ON-BOARDING PROJECT - INTERNATIONAL RELATIONS AND COOPERATION: KEY PERSPECTIVES AND OVERSIGHT IMPLICATIONS

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1. INTRODUCTION

As articulated in the 2019 Estimates of National Expenditure (ENE), the Constitution gives the President the ultimate responsibility for the foreign policy and international relations of South Africa. It is the prerogative of the President to “appoint heads of mission, to receive foreign heads of mission, to conduct state-to-state relations, and to negotiate and sign all international agreements”.¹ International agreements that are not of a technical, administrative or executive nature will only bind the country after being approved by Parliament. Parliament also approves ratification or accession of the country to multilateral agreements. All international agreements must be tabled in Parliament for information purposes. The Minister of International Relations and Cooperation is entrusted with the formulation, promotion and execution of South Africa’s foreign policy and with the daily conduct of South Africa’s foreign policy.²

The Department’s overall mandate is to work for the realisation of South Africa’s foreign policy objectives. This is done by:

- Coordinating and aligning South Africa’s international relations abroad;
- Monitoring developments in the international environment;
- Communicating government’s policy positions;
- Developing and advising government on policy options, and creating mechanisms and avenues for achieving objectives;
- Protecting South Africa’s sovereignty and territorial integrity;
- Contributing to the creation of an enabling international environment for South African business;
- Sourcing developmental assistance; and
- Assisting South African citizens abroad.³

2. GUIDING DOCUMENTS

2.1 National Development Plan (NDP): Key recommendations for International Relations and Cooperation

The National Development Plan (NDP), was launched in 2012, and serves as a detailed blueprint for how South Africa can eliminate poverty and reduce inequality by the year 2030. It is founded on six pillars that represent the broad objectives to eliminate poverty and reduce inequality by **2030** by:

- Uniting South Africans of all races and classes around a common programme to eliminate poverty and reduce inequality.
- Encouraging citizens to be active in their own development, in strengthening democracy and in holding their government accountable.
- Raising economic growth, promoting exports and making the economy more labour absorbing.

¹ National Treasury Estimates of National Expenditure 2018

² Ibid

³ Ibid



- Focusing on key capabilities of both people and the country. Capabilities include skills, infrastructure, social security, strong institutions and partnerships both within the country and with key international partners.
- Building a capable and developmental state.
- Strong leadership throughout society that works together to solve problems.

The NDP includes a general overview and a lengthy vision statement for 2030. Specific visions and recommendations are found in the Plan's 15 chapters, each of which deals with an important aspect requiring attention.

Vision for the International Relations and Cooperation sector

Vision 2030 to Position South African in the world

In Chapter 7 of the National Development Plan entitled "Positioning South Africa in the world", the National Planning Commission argued that government's global and regional policy-making stance should be South Africa-centric and improve South Africa's integration in the region, on the continent, among developing countries, and in the world with measurable outcomes.

Table 1: Key recommendations for the International Relations and Cooperation sector and responsible departments

Key recommendations	Responsible departments
<p>The National Planning Commission also argues that policy-making should be guided by the following principles and objectives:</p> <ul style="list-style-type: none"> • Focus on what is achievable without over-committing to possibilities of regional and continental integration. Foreign Policy should be evaluated on a regular basis to "ensure that national interests are maximised". • Remain an influential member of the international community; • Deepen cooperation with Brazil, Russia, India and China as part of the BRICS group while promoting regional and continental integration; • Stabilise the regional political economy through increased integration and cooperation; and • Achieve measurable outcomes related to food, energy, education, health, transport and communication infrastructure, national defence, adjustment to climate change and economic growth to benefit all South Africans. 	<p>Department of International Relations and Cooperation</p>

2.2 Medium Term Strategic Framework (MTSF) 2014 – 2019

The MTSF, 2014 – 2019 was developed as Government's strategic plan for the 2014-2019 electoral term. It reflects national priorities, including the commitment to implement the NDP, and highlights Government's support for a competitive economy, creation of decent work opportunities and encouragement of investment. The MTSF sets out the actions Government



will take and targets to be achieved. It also provides a framework for the other plans of national, provincial and local government.⁴

The MTSF consists of 14 strategic outcomes and DIRCO is required to deliver on Outcome 11, which enjoins the department as the custodian of South Africa's foreign policy, to work towards "Creating a Better South Africa and Contributing to a Better and Safer Africa in a Better World".

Table 2⁵: MTSF outcome and targets for the International Relations and Cooperation sector and responsible departments

Name	Description	Responsible Minister(s)
Outcome 11:	Creating a Better South Africa and Contributing to a Better and Safer Africa in a Better World	
Sub-outcome 1: SA's national priorities advanced in bilateral engagements:	The conduct of diplomacy between two states remains the pre-eminent basis for advancing national priorities as well as for the effective engagement in multilateral fora. Structured bilateral mechanisms govern the bilateral engagements and are one of the most important and valuable foreign policy instruments to coordinate South Africa's positions and activities towards a particular country and to advance South Africa's national priorities	DIRCO
Sub-outcome 2: An economically integrated Southern Africa	South Africa has consistently championed broader regional integration through SACU, SADC and the envisaged Tripartite FTA that spans Eastern and Southern Africa. The priority is to advance "developmental integration", which is an approach that combines market integration, cross-border infrastructure development and policy coordination to diversify production and boost intra-African trade.	DIRCO & DTI
Sub-Outcome 3: Political cohesion within Southern Africa to ensure a peaceful, secure and stable Southern African region	A politically cohesive SADC that contributes to addressing the root causes and consequences of conflict and contributing towards a secure environment which is conducive towards sustainable development in the region	DIRCO
Sub-Outcome 4: A Peaceful, secure and stable Africa	Attending to the root causes and consequences of conflict in order to contribute to a safer and stable secure environment on the Continent. Strengthening prevention of conflict through peace missions. The ability to respond to emerging and on-going crises on the Continent.	DIRCO

⁴ DPME (undated)

⁵ Appendix 11 - Outcome 11



Sub-outcome 5: A sustainable developed and economically integrated Africa.	The struggle for a better life in South Africa is intertwined with our pursuit of a better Africa in a better world. South Africa will thus continue to support regional and continental processes to strengthen regional integration, significantly increase intra-African trade, and champion sustainable development and opportunities in Africa.	DIRCO
Sub-outcome 6: An equitable and just System of Global Governance	An equitable, just and representative rules-based multilateral system, with increased developing country access and representation, to promote global peace and security, sustainable development, human rights and respect for the rule of law is a prerequisite for a better life for all in South Africa, Africa and the world.	DIRCO
Sub-outcome 7: Strong, mutually beneficial South-South cooperation	Strong and mutually beneficial cooperation among countries and groupings of the South and the development of common positions on political, economic, social and human rights issues are essential for an effective response in addressing the historic marginalisation of countries in the South. In addition, harness emerging collective political and economic strength of countries and groupings of the South.	DIRCO
Sub-outcome 8: Beneficial relations with strategic formations of the North	Leverage political and economic relations with the countries, formations of the North and plurilateral groupings to the advantage of South Africa, Africa and developing countries	DIRCO

2.3 STATE OF THE NATION ADDRESS, 2015 – 2019

The State of the Nation Address (SONA) gives direction to the economic growth and development strategy of the country, and represents an annual operational plan for Government. While SONA serves to highlight achievements and progress made with regard to development, it also identifies challenges facing different sectors of our society. While primarily forward-looking, SONA is also introspective in consistently reviewing the capacity of the state and the efficiency of delivery instruments in relation to development objectives.

Table 3: SONA key imperatives, 2015 - 2019

Year	Key issues
2015	<ul style="list-style-type: none"> SONA took place yet again during a difficult economic climate and reflected further that the IMF revised down to 3.5%, the GDP growth forecasts for global economic growth in 2015 the United Nations Conference on Trade and Development shows that South Africa doubled its Foreign Direct Investment inflows to 88 billion rand in 2013 while 2014 projections are also positive South Africa's ambition of achieving a growth target of 5 per cent by 2019 is at risk, because of the slow global growth as well as domestic constraints in energy, skills, transport and logistics amongst others



	<ul style="list-style-type: none">• President Zuma reflected on the long term energy master plan within which South Africa will pursue gas, petroleum, nuclear, hydropower and other sources as part of the energy mix• President Zuma noted that South Africa has signed Inter-Governmental Agreements and carried out vendor Parade workshops in which five countries came to present their proposals on nuclear energy. These included the United States of America, South Korea, Russia, France and China. President Zuma emphasized that all these countries will be engaged in a fair, transparent, and competitive procurement process to select a strategic partner or partners to undertake the nuclear build programme• With regards to hydro power, President Zuma noted that the Grand Inga Hydro-electrical Project partnership with the Democratic Republic of Congo will generate over 48,000 megawatts of clean hydro-electricity. South Africa will have access to over 15,000 megawatts. For sustainability, Government will establish strategic partnerships for skills development with the countries that will partner with South Africa in the Energy Build Programme, while also generating skills locally• President Zuma also discussed steps that will be taken by the government to deal with migration issues. President Zuma expressed that in order to attract foreign skills to the South African economy, the government plants to invite dialogue with various stakeholders on the Migration Policy• President Zuma emphasized that to contribute to building a better Africa, South Africa continued to support peace and security and regional economic integration in the continent. As such, a number of key outcomes have resulted, namely:<ul style="list-style-type: none">○ The African Capacity for Immediate Response to Crises (ACIRC), of which South Africa is a contributing and founding member has been operationalised.○ The South African National Defence Force and SA Police Service continued to participate diligently in the conflict prevention and peacekeeping in the continent.○ South Africa also continued to support conflict resolution initiatives in Lesotho, Sri Lanka and South Sudan, led by the Deputy President• President Zuma noted that economic cooperation with South Africa's BRICS partners was strengthened when the first two intergovernmental agreements were concluded on the occasion of the sixth BRICS Summit. This was the Agreement on the New Development Bank and the Treaty Establishing a Contingent Reserve Arrangement• President Zuma emphasized that South Africa has a valuable partnership with the European Union in amongst others, the infrastructure Investment Programme for South Africa valued at approximately R1.5 billion. The renewal of the African Growth and Opportunity Act beyond September 2015 and a pledge to support
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	<p>African-led peace initiatives in the continent are among the significant outcomes of the United States-Africa leadership Summit held in the US last year.</p> <ul style="list-style-type: none"> • President Zuma stated that at a multilateral level, 2015 marks the 70th anniversary of the United Nations which brings into sharp focus the need to transform the UN Security Council and other international institutions
2016	<ul style="list-style-type: none"> • President Zuma noted that the African continent remains central to South Africa's foreign policy engagements. • He emphasised that South Africa continued to support peace and security and regional economic integration through participation in the African Union and the Southern African Development Community initiatives. • President Zuma also noted that South Africa continued to assist sister countries in resolving their issues for example in Lesotho and South Sudan • President Zuma then discussed South Africa's South-South cooperation by noting that the Agreement by BRICS nations on the New Development Bank or BRICS Bank came into force and the bank is envisaged to approve its inaugural projects in April this year. • The President also noted that South Africa participated in the India-Africa Summit as well as the Forum on Cooperation between Africa and China, as we strengthened these important partnerships. • China announced investments of fifty billion US dollars of which South Africa will receive ten billion US dollars for infrastructure, industrialisation and skills development. • Regarding North-South cooperation, President Zuma stated that South Africa continued its engagements with the European Union (EU) as a bloc which is South Africa's largest trading partner and foreign investor. • Over 2000 EU companies operate within South Africa creating over three hundred and fifty thousand jobs. • South Africa's relations with the USA and Canada continue to strengthen, especially in the areas of economy, health, education, energy, water, safety and security, capacity building and the empowerment of women. • The renewal and expansion of the African Growth and Opportunity Act (AGOA) provides a platform for the enhancement of industrialisation and regional integration. All outstanding issues around AGOA are being attended to • President Zuma emphasised that the tough global and domestic conditions should propel South Africa to redouble its efforts, working together as all sectors. • In this regard, it is important to act decisively to remove domestic constraints to growth



2017	<ul style="list-style-type: none">• While the global economic environment remains uncertain, indications are that South Africa has entered a period of recovery.• The government anticipates an economic growth rate of 1.3 per cent in 2017 following an estimated 0.5 per cent in 2016. However, the economy is still not growing fast enough to create the jobs we need• President Zuma emphasized that Oliver Tambo set the tone for the country's foreign policy as early as 1977 when addressing the first Congress of the Angolan ruling party MPLA that: "We seek to live in peace with our neighbours and the peoples of the world in conditions of equality, mutual respect and equal advantage"• President Zuma noted that South Africa is honoured to chair the Southern African Development Community (SADC) starting from August 2017.• We will utilise our tenure to fast-track the implementation of the SADC Industrial Strategy.• South Africa is accelerating the integration agenda through the implementation of SADC-COMESA-East African Community Free Trade Area• South Africa will continue with its involvement in mediation efforts, peacekeeping operations, and peace-making initiatives in Lesotho, Democratic Republic of Congo, Burundi, Mozambique, South Sudan, Somalia and Libya. The SANDF represents the country well in the peacekeeping missions• South Africa will continue to partner with the United States and work together on issues of mutual interest such as the full renewal of AGOA• President Zuma emphasized that South Africa values its relationship with the People's Republic of China.• China is one of South Africa's most important and key strategic partners. South Africa recognises the PRC 'as the sole Government and Authority representing the whole of China'.• South Africa reiterates its position and commitment to the 'One China Policy' and we consider Taiwan as an integral part of the PRC.• At continental partnership level, the Joint Africa-EU Strategy remains an important long-term framework for continued cooperation• The Economic Partnership agreement with the EU came into force in September 2016 thus providing new market access opportunities for South African products.• Almost all South African products, about 99 per cent will have preferential market access in the EU. About 96 per cent of the products will enter the EU market without being subjected to customs duties or quantitative restrictions.
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	<ul style="list-style-type: none"> • The Southern African Customs Union Mercosur Preferential Trade Agreement has also entered into force, providing preferential access to over one thousand tariff lines • President Zuma noted that South Africa’s cooperative partnerships with other regions are bearing fruits. The BRICS New Development Bank has recorded encouraging progress. • South Africa welcomes the Goa BRICS Heads of State and Government decision to establish the BRICS Rating Agency so that we can assist each other in assessing our economic paths • President Zuma stated that South Africa is also pleased with agreements with our BRICS partners in the field of agriculture. South Africa will implement off take agreements on the export of pulses, mangos and pork to India. South Africa will also export twenty thousand tons of beef to China per year for a period of 10 years • President Zuma emphasized that South Africa will continue to pursue the reform of the international system because the current configuration undermines the ability of developing countries to contribute and benefit meaningfully • President Zuma noted that 2017 marks the 50th anniversary of the occupation of Palestine. The expansion of Israeli settlements undermines global efforts aimed at realising the two state solution and the Oslo accord. • President Zuma then reiterated South Africa’s support for the Palestinian cause. Similarly, President Zuma expressed hope that the readmission of Morocco to the AU should serve as a catalyst to resolve the Western Sahara issue
2018	<ul style="list-style-type: none"> • In his first State of the Nation Address, H. E. President Matamela Cyril Ramaphosa focused largely on domestic issues with a particular emphasis on the South African economy and youth development • President Ramaphosa focused on trade and investment aspects. Specifically, President Ramaphosa noted that South Africa has acceded to the Tripartite Free Trade Area agreement, which brings together SADC, COMESA and the East African Community: <ul style="list-style-type: none"> ○ The free trade area will combine markets of 26 countries with a population of nearly 625 million ○ It will open market access opportunities for South African export products, contribute to job creation and the growth of South Africa’s industrial sector ○ Negotiations towards the Continental Free Trade Agreement are progressing at a brisk pace, and it is expected that the framework agreement could be concluded soon • South Africa will this year take over the chair of the BRICS group of countries, and will give priority to the promotion of value-added trade and intra-BRICS investment into productive sectors



2019	<ul style="list-style-type: none">• We have focused our efforts on reigniting growth and creating jobs• We have worked together – as government, labour, business, civil society and communities – to remove the constraints to inclusive growth and to pursue far greater levels of investment• Among the steps we will take to reconstitute a professional national intelligence capability will be the re-establishment of the National Security Council chaired by the President in order to ensure better coordination of the intelligence and security related functions of the State as well as the re-establishment of two arms of our intelligence service, one focusing on domestic and the other on foreign intelligence• The levels of growth that we need to make significant gains in job creation will not be possible without massive new investment• The inaugural South Africa Investment Conference in October last year provided great impetus to our drive to mobilise R1.2 trillion in investment over five years• The Investment Conference attracted around R300 billion in investment pledges from South African and international companies• In 2017, we recorded an inflow of foreign direct investment amounting to R17 billion• Official data shows that just in the first three quarters of 2018, there was an inflow of R70 billion• Our investment envoys – Trevor Manuel, Mcebisi Jonas, Phumzile Langeni and Jacko Maree – as well as InvestSA are closely monitoring the status of the investments announced at the Investment Conference• To prove that our investment conference was not just a talk shop where empty promises were made, as we speak, projects to the value of R187 billion are being implemented, and projects worth another R26 billion are in pre-implementation phase• Based on our experiences over the past year, and to build on the momentum achieved, we will host the South Africa Investment Conference again this year• Following our successful Investment Conference, a group of South African business leaders moved by the spirit of <i>Thuma Mina</i> initiated the Public-Private Growth Initiative to facilitate focused investment plans of leading companies across 19 sectors of the economy, from mining to renewable energy, from manufacturing to agriculture• As part of our ongoing work to remove constraints to greater investment, we have established a team from the Presidency, Invest SA, National Treasury and the Department of Planning, Monitoring and Evaluation that will address the policy, legal, regulatory and administrative barriers that frustrate investors
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	<ul style="list-style-type: none">• The World Bank’s annual Doing Business Report currently ranks South Africa 82 out of 190 countries tracked• We have set ourselves the target of being among the top 50 global performers within the next 3 years• The agreement on the establishment of African Continental Free Trade Area offers great opportunities to place South Africa on a path of investment-led trade, and to work with other African countries to develop their own industrial capacity• The agreement will see the creation of a market of over a billion people with a combined GDP of approximately \$3.3 trillion• Alongside a focus on exports, we will pursue measures to increase local demand through, among other things, increasing the proportion of local goods and services procured both by government and the private sector• Increasing local demand, and reducing the consumption of imports, is important because it increases the opportunities for producers within South Africa to serve a growing market• Through this we will intensify the “buy South Africa” programme.• In the past year we had 10 million tourists who came to our country• We intend to raise this to 21 million by 2030, targeting, among others, the largest and fastest growing markets of India and China, as well as strong markets on our continent• In addition to direct jobs, this export industry could generate as many as 2 million more jobs in food and agriculture, construction, transport, retail, and the creative and cultural industries by 2030• Our highest priority this year will be on the introduction of a world class eVisa regime• Since the Operation Phakisa on the Oceans Economy in 2014, we have secured investments of nearly R30 billion and created over 7,000 direct jobs• The investments have been mainly in infrastructure development, marine manufacturing, aquaculture, and the oil and gas sector• Expected investment in the Oceans Economy over the next five years is estimated at R3.8 billion by government and R65 billion by the private sector• These investments are expected to create over 100,000 direct jobs and more than 250,000 indirect jobs• The successful construction in the Northern Cape of the MeerKAT telescope, the world’s largest and most sensitive radio telescope, and the development of the Square Kilometre Array has enabled South Africa to develop capabilities in areas such as space observation, advanced engineering and supercomputing
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	<ul style="list-style-type: none">• This is not merely about advancing human understanding of the origins of the universe – it is about responding to the challenges that face South Africans now and into the future• South Africa has this year taken up a non-permanent seat in the United Nations Security Council• We will use this position to advance peace on the continent and across the globe, taking forward Nelson Mandela’s vision of a peaceful, stable and just world
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3. OVERSIGHT OR MONITORING BODIES

There are several bodies/ structures or committees that have an oversight function either over the Department itself, or responsible for reporting on an issue/ function related to the work of your department. In some instances, this could include intersectoral bodies. The following bodies have relevance for the International Relations and Cooperation sector:

3.1 A brief summary of the role of the Committees

The Portfolio Committee on International Relations and Cooperation and its Select Committee counterpart are committees of Parliament mandated by the sections 55 & 92 of the Constitution of South Africa⁶ to oversee and ensure accountability in the formulation and conduct of South African foreign policy. Consequently, the Committee conducts oversight on activities of the Department of International Relations and Cooperation (DIRCO - the Department), its policies, financial spending patterns, administrative issues, and it holds the Department accountable for its operations and functions. The Committee is an important mechanism for ensuring oversight over the conduct of South Africa’s international relations and cooperation policy.

3.2 The South African Association of Former Ambassadors, High Commissioners and Chief Representatives

The purpose of the Association will be to create a platform for former Ambassadors, High Commissioners and Chief Representatives to lend their extensive experience, expertise and institutional memory on international relations and diplomacy towards the execution of South Africa’s foreign policy interests.⁷

Former Heads of Missions will lend their experience in order to stimulate discussions on international relations and diplomacy so as to advance the public’s understanding and support for South Africa’s key foreign policy objectives. The Association will promote the exchange of policy views and information, which will encourage greater understanding of global, regional and bilateral trends, as well as provide inputs for government policy formulation.⁸

⁶ Constitution of the Republic of South Africa (1996).

⁷ Ibid

⁸ Ibid



The Association will also provide a forum for ongoing discussions and analysis pertaining to international political, economic and cultural matters, as well as issues pertaining to science and technology. The Association will therefore function as a non-profit, independent, critical thinking and constructive analysis institution. It will have a constructive relationship with DIRCO and other government departments, mentor young diplomats, and serve as an institutional memory for South Africa's foreign relations.⁹

3.3 South African Council on International Relations (SACOIR)

SACOIR was established by the Minister of International Relations and Cooperation, Ms Maite Nkoana-Mashabane, in consultation with the Cabinet. The Council comprises members who were appointed by the Minister from academia, business, civil society and labour.¹⁰

SACOIR will serve as a consultative platform for South African think-tanks, academics, and other relevant representatives of civil society to interact with DIRCO on the development and implementation of South Africa's foreign policy.¹¹

Critical to the implementation of South Africa's foreign policy recommendations embedded in the National Development Plan (NDP), SACOIR will build momentum and give effect, particularly to the NDP's Chapter 7 proposals, in facing the challenges of poverty, inequality and unemployment through foreign policy engagements.¹²

The Minister announced that the 19 members of SACOIR are as follows¹³:

- **Academia:** Professor Maxi Schoeman; Professor Anthoni Van Nieuwkerk; Dr Siphamandla Zondi; Professor Shamil Jeppie; Professor Sekgothe Mokgoatsana and Professor Peter Vale.
- **Business:** Ms Nonhlanhla Mjoli-Mncube; Dr Thandi Cynthia Ndlovu; Ms Chichi Maponya; Ms Danisa Baloyi and Mr Billy Masetlha.
- **Civil Society:** Dr Somadoda Fikeni; Mr Jimmy Gotyana; Mr Tshepo Mashiane; Amb Griffiths Mandlenkosi Memela; Mr Kenny Morolong; Molly Dhlamini; Mr Aziz Pahad; General Maomela Motau; Dr Kuseni Dlamini and Mr Vasu Gounden.
- **Labour:** Mr Dennis George and Mr Joel Mfingwana.

South Africa's foreign policy is following a trajectory influenced by a range of changes in the international system as well as key priorities identified by decision makers within South Africa. While there may be some agreement on the trajectory being followed by South Africa, there remains disagreement about how South Africa's foreign policy must be implemented in order to achieve the objectives articulated by the President of South Africa and the Minister of International Relations and Cooperation at different fora. The South African Council on International Relations is a potential place through which debates on the priorities, desired outcomes, trajectories and implementation can be debated by a range of stakeholders and entities not linked to government.

⁹ Department of International Relations and Cooperation, (2015).

¹⁰ Ibid

¹¹ Ibid

¹² Department of International Relations and Cooperation, (2015).

¹³ South African Government, (2015).



4. BUDGET AND EXPENDITURE, 2014/ 15 – 2018/19

Table 4: Overview of budgetary allocation and expenditure 2014/15 – 2019/20

Year	Voted Allocation (R'million)	% change from previous year (nominal)	* Voted Allocation adjusted for inflation (R'million)	** % change from previous year (adjusted for inflation)	Adjusted Allocation (R'million)	Expenditure (R'million)	Expenditure as a percentage of Adjusted Allocation (%)
2014/15	5,754.3		5,754.30		6,104.3	6,066.5	99.4%
2015/16	5,698.6	-1.0%	5,416.92	-5.9%	6,510.9	6,644.8	102.1%
2016/17	5,888.7	3.3%	5,265.87	-2.8%	6,838.7	6,844.9	100.1%
2017/18	6,574.9	11.7%	5,604.86	6.4%	6,408.3	5,996.9	93.6%
2018/19	6,552.8	-0.3%	5,294.80	-5.5%	6,552.8	6,552.8	100.0%
2019/20	6,508.5	-0.7%	4,999.06	-5.6%			

* Real change in Rand value
 ** Real change in percentage terms

According to the 2018 Estimates of National Expenditure (ENE), the overall expenditure of the Department of International Relations and Cooperation is projected to increase from R6.4 billion in 2017/18 to R6.7 billion in 2020/21. Cabinet has approved baseline reductions of R212.9 million in 2018/19, R197 million in 2019/20 and R208 million in 2020/21 to the department's budget. As such, the Department has adjusted performance targets for its programmes and operations and, in some instances, has scaled down or postponed certain programmes and projects.¹⁴

According to the 2019 ENE, The Department's overall Expenditure is expected to increase at an average annual rate of 2.8 per cent, from R6.6 billion in 2018/19 to R7.1 billion in 2021/22.¹⁵

5. ANNUAL REPORTS

Summary of financial and performance information 2014/15 – 2018/19

Findings for the 2014/15 financial year

In the Auditor General's report regarding the Department's work for the 2014/15 financial year some issues are identified. The Auditor General determined that the evidence provided by the Department was sufficient and appropriate to provide a basis for a Qualified Audit Opinion.¹⁶

The issues identified by the Auditor General are as follows:

Non-identification of heritage assets¹⁷

¹⁴ National Treasury Estimates of National Expenditure 2018

¹⁵ National Treasury Estimates of National Expenditure 2019

¹⁶ Annual Report 2014/15 of the Department of International Relations and Cooperation

¹⁷ Ibid



- The department has as part of its assets, a number of original works of art and paintings by renowned South African artists. Some of these paintings exhibit the characteristics of heritage assets as described by the Modified Cash Standard as well as section 3(2)(i)(v) of the National Heritage Resources Act, 1999 (Act No. 25 of 1999). The department has not undertaken a comprehensive assessment of all works of art and paintings currently included as part of movable assets in the furniture and office equipment category to determine which of these assets meet the criteria to be recognised as heritage assets.
- Additionally, works of art and paintings acquired before 1 April 2002 have been incorrectly reflected at fair value amounts of R166 703 024 (2013-14: R167 870 290) in the furniture and office equipment category, in contravention of the Modified Cash Standard which states that the fair value measurement requirement does not apply where the moveable asset was acquired before 1 April 2002. These assets must be measured at cost and, if cost is not available, at R1. As a result, furniture and office equipment is overstated by R166 702 562 (2013-14: R167 869 810).

Movable tangible capital assets and minor assets¹⁸

- The department did not maintain an updated asset register in accordance with the requirements of the Modified Cash Standard. This, together with the ineffective system of control over assets as reported in paragraph 26, had an impact on the amounts recognised as tangible capital assets and minor assets. Consequently, tangible capital assets and minor assets were understated by R21 611 183 (2013-14: R24 938 000).

Findings for the 2015/16 financial year

In the Auditor General's report regarding the Department's work for the 2014/15 financial year some issues are identified. The Auditor General determined that the evidence provided by the Department was sufficient and appropriate to provide a basis for a Qualified Audit Opinion.¹⁹

The issues identified by the Auditor General are as follows:

Non-identification of heritage assets²⁰

- The department has as part of its assets, a number of original works of art and paintings by renowned South African artists. Some of these paintings exhibit the characteristics of heritage assets as described by the Modified Cash Standard as well as section 3(2)(i)(v) of the National Heritage Resources Act, 1999 (Act No. 25 of 1999). The department has not undertaken a comprehensive assessment of all works of art and paintings currently included as part of

¹⁸ Annual Report 2014/15 of the Department of International Relations and Cooperation

¹⁹ Annual Report 2015/16 of the Department of International Relations and Cooperation

²⁰ Annual Report 2015/16 of the Department of International Relations and Cooperation



movable assets in the furniture and office equipment category to determine which of these assets meet the criteria to be recognised as heritage assets.

Movable tangible capital assets and minor assets²¹

- The department did not maintain an updated asset register in accordance with the requirements of the Modified Cash Standard. This, together with the ineffective system of control over assets, had an impact on the amounts recognised as tangible capital assets and minor assets. Consequently, tangible capital assets and minor assets were understated by R25 246 593 (2014-15: R21 611 184).

Annual financial statements

- The annual financial statements submitted for auditing were not prepared, in all material aspects, in accordance with the prescribed financial reporting framework and supported by full and proper records, as required by sections 40(1)(a) and (b) of the PFMA.
- Material misstatements identified by the auditors in the financial statements were not adequately corrected which resulted in the financial statements receiving a qualified audit opinion

Budgets

- Effective steps were not taken to prevent unauthorised expenditure of R166 524 000 in contravention of section 38(1) c (ii) of the PFMA

Procurement Management

- Goods and Services with a transaction value below R500 000 were procured without obtaining the required price quotations, as required by treasury regulation 16A6. 1.
- Goods and services of a transaction value above R500 000 were procured without inviting competitive bids as required by treasury regulation

Expenditure management

- Effective steps were not taken to prevent irregular expenditure of R344 002 000.
- Effective steps were not taken to prevent fruitless and wasteful expenditure of R5 523 000

Revenue management

- Effective and appropriate steps were not taken to collect all money due

Asset management

²¹ Ibid



- Proper control systems to safeguard and maintain assets were not adequately implemented

Consequence management

- Disciplinary steps were not taken against officials who made and/or permitted irregular, fruitless and wasteful expenditure

Liability management

- Money was borrowed through a commercial bank forex settlement account without the approval of the Minister of Finance or an official authorised by the Minister

Auditor General's Findings for 2016/17

In the 2016/17 financial year, the Auditor General of South Africa was of the opinion that the financial statements presented fairly, in all material respects, the financial position of the Department as at 31 March 2017, and its financial performance and cash flows for the year. In addition, the Department complied with Departmental Financial Reporting Framework prescribed by the National Treasury and the requirements of the Public Finance Management Act of South Africa.²²

The Auditor General Reported that **irregular expenditure** to the amount of R785 091 000 was incurred, as proper tender processes had not been followed.

In terms of Financial Statements the Auditor General Reported²³:

The financial statements submitted for auditing were not prepared in accordance with the prescribed financial reporting framework and supported by full and proper records, as required by section 40(1)(a) and (b) of the PFMA. Material misstatements of disclosure items identified by the auditors in the submitted financial statements were corrected and the supporting records were provided subsequently, resulting in the financial statements receiving an **unqualified audit** opinion.

Budgets²⁴

Effective steps were not taken to prevent unauthorised expenditure amounting to R33 977 000, as disclosed in note 11 to the annual financial statements, in contravention of section 38(1)(c) (ii) of the PFMA and treasury regulation 9.1.1.

²² Ibid.

²³ Annual Report 2016/17 of the Department of International Relations and Cooperation.

²⁴ Ibid.



Procurement and contract management²⁵

Goods and services with a transaction value below R500 000 were procured without obtaining the required price quotations, as required by treasury regulation 16A6.1. Contracts and quotations were awarded to bidders based on preferential points that were not allocated and calculated in accordance with the requirements of the Preferential Procurement.

Policy Framework Act and its regulations.²⁶

Contracts were extended or modified without the approval of a properly delegated official, as required by treasury regulation 8.1 and 8.2 section 44 of the PFMA.

Consequence management²⁷

Disciplinary steps were not taken against officials who had incurred and/or permitted irregular expenditure amounting to R436 710 055, as required by section 38(1)(h)(iii) of the PFMA.

Disciplinary hearings were not held for confirmed cases of financial misconduct committed by officials, as required by treasury regulation 4.1.1.

Expenditure management²⁸

Effective steps were not taken to prevent irregular expenditure amounting to R366 745 000 as disclosed in note 31 to the annual financial statements, in contravention of section 38(1)(c)(ii) of the PFMA and treasury regulation 9.1.1.

Effective steps were not taken to prevent fruitless and wasteful expenditure amounting to R2 275 000, as disclosed in note 32 to the annual financial statements, in contravention of section 38(1) (c)(ii) of the PFMA and treasury regulation 9.1.1.

Other Matters

The Auditor General reported that at the time of an Audit being conducted, their offices had not received the Annual Report.

Findings of the Auditor general in the 2017/18 financial year

In the 2017/18 financial year, the Auditor General of South Africa was of the opinion that except for the effects of the matter described in the basis for qualified opinion section of

²⁵ Ibid.

²⁶ Ibid.

²⁷ Ibid.

²⁸ Annual Report 2016/17 of the Department of International Relations and Cooperation.



this auditor's report, the financial statements present fairly, in all material respects, the financial position of the Department of International Relations and Cooperation as at 31 March 2018, and its financial performance and cash flows for the year then ended in accordance with modified cash standard and the requirements of the Public Finance Management Act of South Africa, 1999 (Act No. 1 of 1999) (PFMA).²⁹

Movable tangible capital assets³⁰

- The department did not maintain a reliable asset register in accordance with the requirements of the modified cash standard, due to ineffective system of internal control over asset management.
- Some of the assets listed in the asset register could not be physically verified and some assets were not recorded in the asset register. As a result, the Auditor General was unable to obtain sufficient appropriate audit evidence that all movable tangible capital assets are appropriately disclosed.

Programme 4- Public diplomacy and state protocol and consular services³¹

- *Percentage of requests for protocol services responded to as per the service delivery charter*
- The Auditor General was unable to obtain sufficient appropriate audit evidence for the reported achievement of one of the targets (requests for utilisation of the State Protocol Lounge (SPL) responded to). This was due to limitations placed on the scope of their work. Sufficient appropriate audit evidence could not be obtained to prove that the person was facilitated in the SPL to proof validity and accuracy. The Auditor General was unable to confirm the reported achievement by alternative means

Annual financial statements, performance report and annual report³²

- The financial statements submitted for auditing were not prepared in accordance with the prescribed financial reporting framework and supported by full and proper records as required by section 40(1) (a) and (b) of the PFMA. Material misstatements identified by the auditors in the submitted financial statements were not adequately corrected, which resulted in the financial statements receiving a qualified opinion.
- Material misstatements of disclosure items identified by the auditors in the submitted financial statements were corrected, but the uncorrected material misstatements resulted in the financial statements receiving a qualified opinion.

Expenditure management³³

²⁹ Ibid.

³⁰ Ibid

³¹ Annual Report 2017/18 of the Department of International Relations and Cooperation

³² Annual Report 2017/18 of the Department of International Relations and Cooperation

³³ Ibid



- Effective and appropriate steps were not taken to prevent irregular expenditure amounting to R373 697 000, as disclosed in note 31 to the annual financial statements, as required by section 38(1)(c)(ii) of the PFMA and treasury regulation 9.1.1. The majority of the irregular expenditure disclosed in the financial statements was caused by contracts that had been extended without following SCM prescripts and non-compliance with treasury regulations and the PFMA. Irregular expenditure amounting to R 117 720 000 was incurred on design, construction, operation, maintenance and finance of office and residential accommodation for the South African Diplomatic Missions in Manhattan, New York City.
- Effective steps were not taken to prevent fruitless and wasteful expenditure amounting to R3 569 000, as disclosed in note 32 to the annual financial statements, in contravention of section 38(1)(c)(ii) of the PFMA and treasury regulation 9.1.1. The majority of the fruitless and wasteful expenditure was caused by lease payments of unoccupied properties abroad.

Procurement and contract management³⁴

- Some of the goods and services with a transaction value below R500 000 were procured without obtaining the required price quotations, as required by treasury regulation 16A6.1. Similar non-compliance was also reported in the prior year.
- Some of the contracts were extended or modified without the approval of a properly delegated official as required by section 44 of the PFMA and treasury regulation 8.1 and 8.2.
- Some of the contracts were awarded to suppliers whose tax matters had not been declared by the South African Revenue Services to be in order, as required by treasury regulations 16A9.1(d).

Consequence management³⁵

- The Auditor General was unable to obtain sufficient appropriate audit evidence that disciplinary steps were taken against officials who had incurred irregular expenditure in the 2016-17 financial year, as required by section 38(1)(h)(iii) of the PFMA. This was due to no proper and complete records having been maintained as evidence to support the investigations into irregular expenditure.
- The Auditor General was unable to obtain sufficient appropriate audit evidence that disciplinary steps were taken against officials who had incurred fruitless and wasteful expenditure as required by section 38(1)(h)(iii) of the PFMA. This was due to proper and complete records that were not maintained as evidence to support the investigations into fruitless and wasteful expenditure.

Leadership³⁶

³⁴ Ibid

³⁵ Annual Report 2017/18 of the Department of International Relations and Cooperation

³⁶ Ibid



- There has been limited response by accounting officer in addressing the significant deficiencies noted over his oversight regarding the financial reporting process, including detailed reviews of the financial reports by delegated officials, compliance and related internal controls. Although an action plan to address audit findings was compiled by management, the plan was ineffective in timeously addressing the reported control deficiencies as the plan was presented towards the end of the 2017-18 financial year. This will not serve the purpose it was intended for as the appropriate level of management did not monitor the status of addressing the findings and the implementation of controls was not effected throughout the financial year.

Financial and performance management³⁷

- Senior management involved in the asset and compliance management process did not take accountability to address previously reported deficiencies as repeat findings were noted in this regard. There was inadequate review of annual financial statements and annual performance report as material misstatements were noted on the disclosure items in the annual financial statements, and indicators and targets respectively.

Key performance challenges, 2014/15 – 2018/19

According to the Audit Committee of the Department, Areas identified for improvement were the following³⁸:

1. Compliance with the Supply Chain Management prescripts
2. Asset Management
3. Skills and training in Financial and Asset Management Units
4. Information and Communication Technology (ICT)
5. Consequence Management
6. Contract Management.

5. OVERSIGHT IMPLICATIONS BASED ON KEY TRENDS

The following key trends or issues arising over the past five years in the International Relations and Cooperation Sector, will require continued oversight by the relevant committees going forward.

5.1 Department

- **Challenges identified by the Portfolio Committee on International Relations and Cooperation**

³⁷ Annual Report 2017/18 of the Department of International Relations and Cooperation

³⁸ Ibid



In the 2018 Budget, Review and Recommendation Report, the Committee highlighted the serial operational challenges which have been determining the annual audit opinion outcomes since 2014. These can be summarised as follows:

- The existence and completeness of the Asset register has been a thorny recurring issue with the Department. For a short while in 2017, a Net Trace system was put in place to reconcile entries in the missions and headquarters on-line. There has been some improvement in that heritage assets were identified and valued. However, the Department has since regressed on the matter of the completeness of the Asset Register for movable assets.
- ICT deficiencies in the Department have been a recurring matter since 2010. The previous annual plans of the Department have provided for turnaround strategies to address this issue, but to no avail. This is regarded as a serious matter in terms of security of information between missions and the headquarters, and between the missions themselves. There are recommendations made by the Audit and Risk committees on these issues.
- Some suppliers were still not paid within 30 days. This practice tends to hurt the small to medium businesses and it hampers growth.
- The Risk and Audit committees have reported that they need to have regular meetings with the Minister, in order to raise issues which might have impact on the performance of the Department.
- The Department reported that it is continuing with the plans to operationalise the South African Development Partnership Agency (SADPA), in order to support South Africa's outgoing development cooperation policy by providing funding and technical support for development initiatives. Finalisation of the Partnership Fund for Development Bill, aimed at repealing the African Renaissance and International Cooperation Fund Act, 2000 (Act 51 of 2000), is said to be in progress. The Committee has raised a concern that Cabinet approved the migration from the ARF to the South African Development Partnership Agency in 2009. The processes around the establishment of SADPA have been painstakingly slow.

5.2 Entity: African Renaissance and International Cooperation Fund (ARF)

Challenges regarding the ARF³⁹

The activities under this entity are governed by the African Renaissance and International Cooperation Fund Act, 2000 (Act 51 of 2000) (ARF Act). The Auditor-General rendered an unqualified audit opinion with emphasis of matter. Overall, the performance of the entity has improved significantly since it has a permanent secretariat. The Auditor-General found the following issues:

³⁹ The following was extracted from the 2018 Budget Review and Recommendation Report of the Portfolio Committee on International Relations and Cooperation



With regard to asset management, the AG reported that Section 7(1) of the ARF Act prescribes that any money in the fund that is not required for immediate use must be invested by the Director-General, and may be withdrawn when required. The money from old projects that was not required for immediate use was only paid by the related party in two late payments, which resulted in the fund not earning investment income for the whole year.

This issue of money from old projects not required for immediate use not being invested, as required by section 7 (1) of the ARF Act, was also a finding in 2015/16 and 2016/17 and it has not been addressed. The Committee strongly advocated against this practice, and in its meeting of 28 February 2018, resolved that this should never happen again. In that meeting, the Department undertook to stop the practice.

The Auditor-General also raised an issue with the submission of financial statements which had material misstatements. It was reiterated that the Accounting Officer has the responsibility to ensure that the preparation and presentation of financial statements is as required by the PFMA, Standards of GRAP and the ARF Act. It was cautioned that such misstatements could either be due to fraud or error.

The Auditor-General reported that the Public Protector investigated allegations of maladministration relating to the improper appointment of a service provider during the 2012/13 financial year. Even though these allegations were substantiated, the necessary corrective actions were already taken by the key role players. The outcome of the investigation was finalised on 13 November 2017.

The Internal Audit reported satisfied that the internal audit function is operating effectively and that it has addressed the risks pertinent to the entity in its audits.

The External Audit committee also reported that it reviewed the entity's implementation plan for audit issues raised in the prior year and we are satisfied that the matters have been adequately resolved.

- **Development of legislation:**
- **The Foreign Service Bill**

The Current Legal Framework

- The Public Service of South Africa is established in terms of section 197 of the Constitution of SA of 1996
- The Public Service is governed by the Public Service Act No 103 of 1994 (PSA)
- The Department of International Relations and Cooperation is a schedule 1 Department and is regulated by the PSA
- Conditions of Service applicable to the Foreign Service (the Foreign Service Dispensation) are determined by the Minister of the Department of Public Service and Administration in terms of section 3(3) (c) of the PSA⁴⁰

⁴⁰ DIRCO Draft Strategic Plan 2012-2017



Current Reality

- The mandate of the Department is not legislated, nor articulated in the Constitution
- The role and responsibility of the Department with regard to Foreign Policy has been strengthened
- The role of the Head of Mission as co-ordinator has also been strengthened⁴¹

Rationale for a Legal Instrument

The Department:

- operates in an international environment that is not taken into account by the PSA
- needs to take into account different legal systems of various countries
- needs to consider cultures of the countries it operates within
- is bound by international obligations, treaties and protocols
- offers assistance to South Africans abroad
- may purchase properties and assets abroad
- conduct financial transactions abroad
- has an oversight role over other Government Departments on International Relations
- is the custodian on International Law and International Agreements within Government
- regulates, accredits foreign representation and their interaction with the organs of state
- provides employment in Missions abroad⁴²

With these functions in mind, the Department feels that legislation which reflects an understanding of the work that the department performs is clearly needed. The Foreign Services Bill reflects a range of international practices with regards to legislating the functions of national departments responsible for International Relations as they conduct their activities outside the borders of the country.

- **The South African Development Partnership Agency (SADPA)**

In April 2011, the Department of International Relations and Cooperation (DIRCO) made a presentation on the establishment of the **South African Development Partnership Agency (SADPA)**. The aim of SADPA is to give DIRCO an institutional mechanism that allows it to focus more on the political aspects of development cooperation while SADPA itself would focus on implementation. A key element of SADPA (which would replace the African Renaissance Fund) is to advance the African agenda, promote regional integration, promote South-South cooperation and promote the Millennium Development Goals with the objective of focusing on cooperation between South Africa and other African countries.

SADPA would address many of the problems associated with the management and implementation of development projects experienced with the African Renaissance Fund. SADPA would use development cooperation as a tool to advance South Africa's

⁴¹ Ibid

⁴² Ibid



foreign policy goals. The guiding principles of the agency would focus on integration rather than initiating a new process in development cooperation.⁴³

In the presentation, the Department also noted that:

“The Bill establishing SADPA had 13 elements: definitions, establishment of SADPA, objectives, functions of the agency, establishment of the Fund, application of the Fund, management of the Fund, control of Fund, appointment of the annual review, financial arrangements of the Fund, how law could be repealed and the short title and commencement.

*Projects that SADPA would pursue included a focus on issues of humanitarianism, natural disasters, supporting peace missions, preventative diplomacy, peace-building, peace-keeping, deepening democracy through elections, and also addressing multi-lateral commitments from international financial institutions”.*⁴⁴

Since this presentation, the Department has been working on finalising the proposed bill so as to adequately address challenges identified in the administration of African Renaissance Fund.

6. CONCLUSION

The Department has had some notable achievements in the 5th Parliament such as the successful hosting of numerous conferences and has managed to make significant strides in terms of political targets in each of its various Programmes. In terms of challenges the Department must be vigilant in overcoming, those that stand out are as follows:

- Compliance with the Supply Chain Management prescripts
- Asset Management
- Skills and training in Financial and Asset Management Units
- Information and Communication Technology (ICT)
- Consequence Management
- Contract Management.

Giving appropriate attention to these challenges will ensure that the Department avoids regression and achieves unqualified audits during the 6th Parliament.

⁴³ Parliamentary Monitoring Group, (2011).

⁴⁴ Ibid



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