THE ACTIVITIES OF THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY IN RELATION TO ITS PURPOSE STATEMENT

By

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Submitted in accordance with the requirements for the degree of

Masters of Public Administration

at the

University of South Africa

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JUNE 2013
DECLARATION

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I declare that THE ACTIVITIES OF THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY IN RELATION TO ITS PURPOSE STATEMENT is my own work and that all the sources that I have used under or quoted have been indicated and acknowledged by means of complete references.

____________________
SIGNATURE                                                                               DATE

(Jack Magakwe) (Mr)
ACKNOWLEDGEMENTS

I would like to extend my gratitude to the following persons and institutions, who have contributed to and motivated me during this research:

Firstly, I am grateful to God who empowered and gave me the strength to complete this research.

I am sincerely grateful to my family, especially my wife and daughters for their continuous love and support while writing this dissertation.

I am gratefully thankful to my supervisor, Professor Liza van Jaarsveldt for her leadership, mentoring, guidance and superb supervision throughout this entire process. Without her understanding, help and constructive feedback this dissertation would not have been possible. Her contribution has made this research richer, fuller, and more focused.

Thanks to my joint supervisor, Dr Luvuno Londoloza, for his direction, wisdom and patience.

Thanks to the University of South Africa and the Department of Public Administration and Management for insight into the collection of data and insight into references for this dissertation.

Thanks to all my colleagues and friends who supported me in doing this research, especially Advocate Simion George on learning and development, Dr Andre Pelser for a new perspective on life. I know I can always count on your advice, support and guidance.

Lastly, I want to acknowledge that the completion of this dissertation was not easy and without stress. By the grace of God, many people encouraged me during these hard times. Thank you all for your immeasurable and relentless support.
ABSTRACT

The study focuses on and explores the Southern African Development Community’s activities to determine whether the intended objectives have been accomplished as stated in its purpose statement. The study argues that the achievement of the Southern Africa Development Community’s purpose statement is important with regard to the implementation of developmental initiatives. This is because the SADC objectives are measured in the operationalisation and implementation of policies and the operationalisation of key activities. The Southern African region is rich in natural resources but lacks the political will and capacity for the institutionalisation of key processes to, among others, alleviate poverty and HIV/AIDS and address human security matters.

This study revealed that SADC did not achieve all its intended objectives. Several challenges, such as the full convertibility of regional currencies among member states still need to be addressed. One of the major challenges impacting negatively on the implementation and completion of SADC’s projects are the capacity, skills and expertise to drive key business processes. This study has found that in spite of complexities and challenges to implement SADC’s policies and programmes as stated in its purpose statement, there is a need to align the member states’ priorities with SADC’s objectives to maximise impact and overall successful execution thereof. Coupled with this challenge is another crucial challenge relating to the SADC structure, mechanisms and methodologies that are used for achieving SADC’s objectives. The study revealed that the structures, mechanisms and methodologies are inadequate to successfully implement and evaluate SADC’s projects.

Consequently, this study proposes some reforms in SADC’s Regional Indicative Strategic Plan that should be considered and integrated into the national plans, budgets and priorities of all SADC member states. Critically, it is important to ensure the alignment and buy-in of member states with regard to the development and implementation of SADC’s projects and programmes in the Southern African region. Firstly, the study proposes that partnerships with research institutions should be explored to strengthen the limited capacity of SADC’s Secretariat. Benchmarking and best practices with other international government organisations such as the African Union and the United Nations will provide a platform to improve the current activities of SADC to be more focused towards the desired outcomes. Secondly,
SADC’s activities that are linked to its objectives should be intensified through the mobilisation of resources and expertise that are geared to all key result areas to improve regional integration and ultimately the achievement of SADC’s objectives as stated in its purpose statement.
KEY TERMS

Achievements
Activities
Co-operation
Community
International Government Organisation
Purpose statement
Regionalism
Southern Africa Development Community
Development
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### CHAPTER THREE

THE HISTORICAL OVERVIEW AND DEVELOPMENT OF THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC)

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LIST OF ABBREVIATIONS AND ACRONYMS

APU  African Postal Union
ASEAN Association of Southeast Asian Nations
AU  African Union
COMSEA Common Market for Eastern and Southern Africa
CONSAS Constellation of Southern Africa States
DRC Democratic Republic of the Congo
ECOWAS Economic Committee of West African State
EU European Union
FANR Food, Agriculture and Natural Resources
FIP Finance and Investment Protocol
FISCU Finance and Investment Co-ordinating Unit (SADC)
FLS Frontline States
FTA Free Trade Area
HIV/AIDS Human Immune Deficiency Virus/ Acquired Immune Deficiency Syndrome
ICM Integrated Committee of Ministers
IGO International Government Organisation
IOC Indian Ocean Commission
IUCN International Union of Conversation of Nature
LON League of Nations
MDG Millennium Development Goals
NEPAD New Economic Partnership for African Development
NGO Non- Governmental Organisation
NVAC National Vulnerability Assessment Committee
OAS Organisation of American States
OPDS Organ of Politics, Defence and Security
PPIAF Public Private Infrastructure Advisory Facility
PPP Public Private Partnership
PMU Parliamentary Members Unit
UN United Nations
UNDP United Nations Development Programme
RISDP Regional Indicative Strategic Development Plan
SADC Southern African Development Community
SADCC Southern African Development Coordination Conference
SACU South African Customs Union
SADC-CNGO Southern African Development Community Council of Non-governmental Organisation
SADC-PF Southern African Development Community Parliamentary Forum
SIPO Strategic Indicative Plan of the Organ
TFCA Trans-frontier Conservation Areas
TIFI Trade, Industry, Finance and Investment (SADC)
TWGTCB Technical Working Group on Training and Capacity Building
CHAPTER ONE

INTRODUCTION AND RESEARCH DESIGN

1.1 GENERAL INTRODUCTION

The Southern African Development Community (SADC), formerly known as the Southern African Development Co-ordination Conference (SADCC), was born out of the positive experiences of closer co-operation among the governments and peoples of Southern Africa.

In May 1979, the Foreign Ministers of the Frontline States met in Gabarone, Botswana, to discuss economic co-operation. At this time they agreed to convene an international conference in Arusha, Tanzania. This meeting led to the Arusha Conference in July 1979, which brought together government and international agency representatives from all over the world, to discuss co-operation in the southern part of Africa (SADC 2001:2). As a result, the nine majority-ruled countries of Southern Africa, namely Angola, Botswana, Lesotho, Malawi, Mozambique, Swaziland, Tanzania, Zambia and Zimbabwe declared during the Lusaka Summit on the 1st of April 1980, a commitment to pursue policies aimed at economic liberation and integrated development of their national economies. (SADC, 2008: 5) In 1990 and 1994 Namibia and South Africa joined the Lusaka Declaration. The old SADCC achieved a lot, but the greatest achievement was the establishment of a firm foundation for regional integration in Southern Africa. SADCC was formed to counter the strategy of South Africa to create a Constellation of Southern African States (CONSAS), (Oosthuizen, 2006:60). By the late 1980s, it had become apparent to the SADCC policy makers, that the existing de facto international organisation needed a treaty or some legally binding instrument (SADC, 2008:9). In 1989, the Summit of Heads of State or Government, meeting in Harare, Zimbabwe, decided that SADCC should be formalised to give it an appropriate legal status, taking into account the need to replace the Memorandum of Understanding with an Agreement, Charter or Treaty. After four years of preparatory work and consultation, the Heads of State or Government signed a Declaration and Treaty in Windhoek 1992, establishing the Southern African Development Community (SADC, 2001:2). In 1992 SADC was established as a regional organisation with the purpose of promoting economic
integration, poverty alleviation, peace and security and the evolution of common political values and institutions (Nathan 2004:35).

1.2 MOTIVATION FOR THE RESEARCH TOPIC

This research topic “The activities of the Southern African Development Community (SADC) in relation to its purpose statement” was selected because of a personal interest that developed during the study of International Government Organisations within an African context. This research is relevant due to the important role that SADC plays on the African continent, as well as the requirements that governments in Southern Africa are expected to implement the objectives of SADC which aims to ensure that poverty alleviation, development, leadership, regional integration and HIV/AIDS are addressed in all SADC activities and programmes with the ultimate objective of eradicating poverty and HIV/AIDS. The activities of SADC are complex and therefore this research aims at contributing to the knowledge pool required to accomplish SADC’s purposes and objectives. This research will attempt to provide recommendations that can assist SADC in being successful in achieving its objectives.

1.3 PROBLEM STATEMENT

The roles and purposes of SADC as an International Governmental Organisation in regional co-operation have a multiplicity of goals and objectives and are, above all complicated. As an International Government Organisation, SADC has distinctive functions and responsibilities with a clear purpose. These responsibilities include amongst others, to achieve development and economic growth, alleviate poverty, enhance the standard of living and quality of life of the people of Southern Africa and support the socially disadvantaged through regional integration, evolve common political values, systems and institutions, and promote and defend peace and security (SADC, 2001:9). The question can be asked however, are these main responsibilities that form the focus and the purpose statement of SADC being fulfilled and achieved?

Secondary questions which arise from the above question include the following:
• What is the purpose of SADC?
• Why does SADC exist?
• What activities does SADC currently undertake?
• What are the roles and functions of a regional organisation?

1.4 OBJECTIVES AND AIMS OF THIS RESEARCH

The main objective of this research is to understand the purpose of SADC. The unit of analysis will be the SADC region and the countries that form SADC. The points of focus will be the purposes and functions of SADC, and the activities that SADC currently undertakes.

Therefore this research will firstly aim to explain what an international organisation is. Firstly, this will include the history and purpose, as well as analysis of theories regarding International Government Organisations, and their function and classification.

Secondly, this research will explain how SADC was established, why SADC exists and how it aims to address national priorities through regional actions, given that most member states had been allocated the responsibility of co-ordinating one or more functions. The strengths and weaknesses and role of SADC will also be examined.

Thirdly, the purpose of SADC will be explained in detail to get a better understanding of its activities in relation to the purpose statement and objectives.

Lastly, the current activities of SADC will be evaluated to determine if it is correctly positioned to deliver on its intended purpose.

The findings of this research could benefit all Southern African member states and leaders to ensure that their activities are aligned with the SADC purpose statement. This research is also important in so far as it will seek to establish, amongst other factors, the type of functions and activities required for Southern Africa to implement resolutions adopted by SADC, while placing sufficient emphasis on their activities and purpose. (Botha & Engelbrecht, 1992:39).
1.5 CONCEPTUALISATION

The conceptual analysis provides a clarification of the key concepts in the title, problem statement and the research objective, which are as follows:

1.5.1 SADC

The Southern African Development Community (SADC) is a regional organisation consisting of 15 southern African countries. The concept of “Southern African Community” consists of three words, namely “Southern”, “African” and “Community”. *The Southern African Concise Oxford Dictionary* (2007:1122) defines “southern” as situated, directed towards or facing the south. “Africa” is defined as one of the continents of the world with geographical scope and “community” is described in the *Southern African Concise Oxford Dictionary* (2007:233) as “a group of people living together in one place, especially one practising common ownership”. Very simply put, “Southern African Community” means a group, class or nations hosted in the southern areas of the continent “Africa” that form a community.

SADC, as was stated in the general introduction, fulfils the above definitions. Southern Africa is a region within the African continent, variably defined by geography or geopolitics (Palmowski, 2004:19). SADC is an international organisation that promotes economic development and integration for 15 countries. These countries are all members: Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Southern Africa, Seychelles, Swaziland, Tanzania, Zambia and Zimbabwe. SADC’s headquarters are based in Gaborone, Botswana.

1.5.2 Activities

*The Concise Oxford Dictionary* (2006:11) defines “activity” as a condition in which things are happening, being done or an action taken in pursuit of an objective or the degree to which something displays its characteristics, properties or behaviour. *The South African Concise Oxford Dictionary* (2007: 11) sees “activity” as a “condition in which things are happening or being done”. *The Chambers Large Print Dictionary* (2006:9) defines “activity” as something that people do, especially for pleasure, exercise, etc”. For the purposes of this research, activities will refer to the SADC activities that are co-ordinated at annual conferences of the Heads of State and
Government and the Council of Ministers of all the member states. Activities can cover a wide variety of subjects in various fields such as agriculture, banking and trade, politics, defence and security.

1.5.3 Development

According the *Oxford Concise Dictionary* (2004:4) the concept “development” refers to the process of “developing or being developed and a specific state of growth or advancement or an event constituting a new stage in a changing situation”. The Free Dictionary defines development as a systematic use of scientific and technical knowledge to meet specific objectives or requirements (*Free Dictionary* 2013:online). The word “development” in the context of SADC can been seen as the advancement of current operational activities in members states. The member states of SADC form an organisation gear to development of technology in all activities to improve the living conditions of its inhabitants. Development also denotes to a process from the current towards a desirable state in the Southern African members states of SADC.

1.5.4 Community

The word “community” refers to the a group of people living together in one place, especially practising common ownership (*Oxford Concise Dictionary* 2012:online). The term “community” means a unusually small, social unit of any size that shares common values and to build social and cultural ties to enhance the standard of living amongst a regional population and the sovereignty of member states (*Wikipedia Encyclopaedia* 2013:online).

In the SADC context, community refers to the member states in the Southern African region. These states forms a organisation to promote regional integration, poverty alleviation through economic development and ensuring peace and security (*SADC* 2009:online). The member states in Southern Africa pursuing common interest in their domain by engaging in joint activities, discussions and helping each other and share information.
1.5.5 Purpose statement

The concept “purpose statement” refers to “the intention to act” (Southern African Oxford Dictionary for Adult Learners, 1990:62). Purpose is defined in the Southern African Oxford Dictionary (2006:949) as the reason for which something is done or for which something exists or resolve or determination. The word “statement” can be defined as “a definite or clear expression of something in speech or writing” (The Southern African Concise Oxford Dictionary, 2007:1147). For the purposes of this research, the purpose statement of SADC denotes the reason why something exists or for which it has been done. It also refers to the desire or intended goals of SADC in general. “Purpose” in this research will therefore denotes the recognition of member states, but also acknowledges the need to promote co-operation amongst member states in order to address the challenges of the dynamics and increasingly complex regional and global environment (Thornhill, Odendaal, Malan, Mathebula, van Dyk and Mello, 2002:2).

1.5.6 International Government Organisations

The term “international” is used to describe activities between individuals and groups in one state and those in another state, as well as inter-governmental relations (Southern African Concise Oxford Dictionary, 2007:602). “International Organisation” refers to the process of organising international relations at the international level. It refers, furthermore, to a formal set of rules and statements of objectives, a rational administrative instrument, which according to Duverger (1980:68) possesses “a formal technical and material organisation; constitutions, local chapters, physical equipment, machines, emblems, letterhead stationery, staff, an administrative hierarchy and so forth”. According to this definition, international government institutions have a wider application and comprise a system of relationships which do not necessarily find expression in concrete manifestations of regulated international relations, as is to be seen in the formal and material aspects of international organisations (Archer 1992:1).

An International Government Organisation, (abbreviated IGO), is an organisation composed primarily of sovereign states or member states, for example, the United Nations is an international organisation which fosters peace and security (Heywood, 2011:433). International Government Organisations are established by agreements
or act as a charter to create a sense of communality, for example, the United Nations (Heywood, 2011:435). Other regional and international organisations are the African Union, the Common Market for Eastern and Southern Africa (COMESA) and the European Union (EU). This research will focus on SADC as an International Government Organisation and regional role player on the African continent, as it plays an important role in the development of the Southern African region.

1.5.7 Regionalism

Regionalism refers to a general phenomenon as well as the ideology of regionalism, that is, the urge for regional order, either in a particular geographical area or as a type of the world order (Hettne & Soberbaum, 1998:9). Furthermore, regionalism is a complex combination of attitudes, loyalties and ideas that concentrates the minds of people/s upon what they perceive to be “regional” (Evan & Newman, 1998:474). From the above it can be seen that regions are both geographic and ideological, and regionalism is based on communal interest and benefit.

Regionalism originates from the word “region” which means “an area, a part of a country or of the world (Southern African Concise Oxford Dictionary for Adult Learners, 2008:368). The Southern African Concise Dictionary (2007:984) describes regionalism as “the theory or practice of regional rather than central systems of administration or economic, cultural, or political affiliation”.

Evans and Newham (1998:474) regard regionalism as a complex combination of attitudes, loyalties and ideas that concentrates the minds of people/s upon what they perceive to be a “region”. Regionalism then becomes politically motivated when cross-border transactions and the perceived need for closer co-operation are recognised by member states, and when governments react to these internal and external forces by means of attempting to find a trans-national level of governance (Lipietz 1990:8).

From the above literature review, it is clear that regions involve a geographical dimension and can also be seen as a distinct, identifiable entity. Regionalism is the expression if a common sense of identity and purpose combined within a specific geographical region. However, there is a strong political element attached to regionalism (Lee, 2003:29).
1.5.8 Co-operation

Co-operation is a voluntary arrangement in which two or more entities engage in a mutually beneficial exchange, instead of competing (Kistin 2007:8). Co-operation can occur where resources adequate for both parties exist, or are created by their interaction. According to Kistin (2007:9) effectiveness of the current co-operative arrangements between regional organisations or nations is suggested as a means for illuminating opportunities for enhancing and strengthening future co-operation. The Chambers Large Print Dictionary (2006:170) describes co-operation as “to work together or be willing to fit in with plans of others”. The Southern African Concise Oxford Dictionary (2006:253) sees co-operation, which emanates from co-operate, as to “work jointly towards the same end, assist someone or comply with their request”.

For SADC, the Memorandum of Understanding (MOU) established the formal framework in which co-operation among national institutions has been enforced and monitored in the SADC context. The primary existence of SADC is based on co-operation between member states.

As previously stated, regions can be observed inside existing national states, within internal regions, or regions can consist of several national states, which are called supra-national regions. It is important that these regions have common characteristics in order to geographically, economically and politically function together. This togetherness can be established and maintained through co-operation, which often is effected by a process of negotiation and inter-state agreements. Such co-operation can be formal or informal. Fawcett & Hurrel (1995:42) stated that this kind of co-operation is most often formed on an informal and loose basis, and concerns matters such as:

- Stabilisation of a region’s power base;
- Reinforcement of welfare matters in a region;
- Promotion of communal matters;
• Handling of communal problems that arise in a region, for instance as a result of the increasing inter-dependence of regions; and
• Promotion of economic development.

The same common attributes of co-operation are normally achieved by free trade within a region and a largely common external regime. However, formal regional co-ordination and co-operation have extended beyond trade (Fawcett & Hurrel 1995:41). Non-tariff restraints, for example, on services such as transport or communication, or different rules on intellectual property, or different national technical standards, can interfere with good movement, leading to a perceived need to deepen regional agreements. Beyond this, the increased contracts and integration that come from increased trade lead to common interests (Fawcett & Hurrel, 1995:42).

SADC’s co-operation is based on inter-dependence between member states to reach a common interest. It is basically the willingness to work together and to co-operate to reach SADC’s goals.

1.6 PRELIMINARY LITERATURE REVIEW

The preliminary literature review includes the review of books, articles, journals, official documents, agreements, dissertations and theses to understand and describe the activities of SADC in relation to its purpose as an International Government Organisation in the Southern African region. Extensive research has already been done on SADC and no new information has been found which is specifically relevant to the activities and purpose of SADC. This research is not a repetition of any previous research, nor is it a duplication of any current information. Rather, it aims to generate a clearer understanding of the purpose of and activities that are currently being undertaken by SADC.

1.7 RESEARCH DESIGN AND METHODOLOGY

Bearing in mind that the research objective is to understand the purposes of SADC, it is necessary to select an appropriate research design (either empirical or non-empirical) to conduct the intended research (cf Mouton 2001:55).
1.7.1 Research Design

The unit of analysis of this research is the SADC region, with the points of focus examining the purposes of SADC and the activities that SADC currently undertakes. The appropriate research design for this study therefore seems to be an empirical design. Empirical research refers to the method of gaining knowledge by means of direct observation or experience. Empirical evidence (the record of one's direct observations or experiences) can be analysed quantitatively or qualitatively (vanderStoep & Johnston, 2009:7). Through quantifying the evidence or making sense of it in qualitative form, a researcher can answer empirical questions, which should be clearly defined and answerable with the evidence collected (usually called data). Research design varies according to the field and the question being investigated. Many researchers combine qualitative and quantitative forms of analysis to better answer questions which cannot be studied in laboratory settings, particularly in the social sciences and in education (Mouton, 2001:90). However, in order to complete this research a qualitative method will be used as will be explained next.

Research conducted on SADC to date, predominantly made use of the qualitative method as it is flexible and sensitive to the social context that is being considered. In the broad field of public administration and the discipline of the social sciences, the use of the qualitative research methods is widely regarded as the most prominent and popular (Wessels & Pauw, 1999:410).

Creswell (1998:15) has identified a number of steps that are key to the qualitative research process. The process starts with the search for and identification of a research topic. The selection of a research topic should be based on an established framework which will be facilitated by a literature review. This means that a review of the relevant literature will enable the researcher to establish an appropriate framework which would guide the researcher towards a focused area of research (Creswell 1998:18). Literature reviews involve the collection and analysis of data. Taking the aforesaid steps into consideration, data will be analysed and interpreted using a clear sequence of events, which needs to be followed to successfully complete this qualitative research project.
1.7.2 Unit of Observation

As the above research objective implies that the research will focus on two aspects, namely the activities and purpose statement of SADC, a variety of units of observation (data sources) for this research will be needed.

A considerable portion of the research material will be government literature. A literature survey of the most topical books and journal articles will help in providing insight into the purpose and activities of SADC. According to Van der Ven and Schere-Rath (2005:35), the normative approach consists of norms and guidelines that help guide the individual's thoughts and actions. A normative approach is used to answer the question “what should be?” For example “what activities should SADC be undertaking to ensure that it is successful in achieving its purpose statement?”

Apart from government literature, information about SADC will also be collected from other sources, for example policy documents, theses, dissertations, articles, published books, journals and SADC reports. Therefore this research will rely heavily on the reading and analysing of texts, which can be seen as the main method of research.

1.7.3 Research Methods

Bearing in mind that the unit of observation for this research is predominantly written material, the method that will be applied can be classified as content analysis. Content analysis is a research technique for making replicable and valid inferences from text or other meaningful matters to the context of their use (Krippendorf, 2004:18).

For the purposes of this study, the researcher chose the literature review method as a qualitative approach to studying the problem encapsulated in the problem statement. The advantage of the selected method is that a lot of quality information can be accumulated within a short space of time and at reasonable cost (Lester 1999:134). This method does not only cite books and articles relevant to the specific issue; it also creates a distinction between the study under review and any other study already conducted (Lester, 1999:134). Content analysis is a research tool used to determine the presence of certain words or concepts within texts or sets of texts (Krippendorf, 2004:18). Researchers quantify and analyse the presence, meanings
and relationships of such words and concepts, then make inferences about the messages within the texts, the writer(s), the audience, and even the culture and time of which these are a part (Krippendorf, 2004:20). Texts can be defined broadly as books, book chapters, essays, interviews, discussions, newspaper headlines and articles, historical documents, speeches, conversations, advertising, theatre, informal conversation, or really any occurrence of communicative language. (Southern African Concise Dictionary 2007:1214).

1.8 PRELIMINARY FRAMEWORK FOR THIS RESEARCH PROJECT

The preliminary framework for this research will include the following guidelines for relevant chapters:

Chapter one includes a general introduction as a frame of reference, the objective and aims of the research, the problem statement, possible research contributions and the research approach and methodology.

Chapter two will explain the roles and functions of international government organisations. This will include an explanation of characteristics and classification of International Government Organisations.

Chapter three will give an historical overview of the development of SADC. This will include the establishment and the mandate of SADC as regional role player in the Southern African region.

Chapter four will provide an explanation of the purpose statement in relation to the achievements of SADC. The purpose statement will be explored to determine whether the intended goals have been achieved.

Chapter five will look at the current activities that SADC undertakes. These activities will also be evaluated against the purpose of SADC to determine if they are relevant to SADC’s purpose.

Chapter six will include recommendations with regard to SADC’s purpose and the activities that it currently undertakes. This chapter will also provide a general conclusion to the research.
CHAPTER TWO

OVERVIEW OF INTERNATIONAL GOVERNMENT ORGANISATIONS (IGOs)

2.1 INTRODUCTION

This chapter provides a comprehensive overview of the creation, role, functions, and classification of International Government Organisations.

The main objective in establishing International Government Organisations is primarily to improve the functioning of the inter-state system, as well as to facilitate co-operation between states without affecting their sovereignty. The co-operation and promotion of International Government Organisations should also endeavour to improve service provision on a regional and international basis. This co-operation is based on an awareness of common interests and agreed-upon values. Various authors, for example Masemola and Ngoma (2005:18) are of the opinion that member states’ specific interests are better served at international and regional level rather than in national organisations as regional organisations are closer to member governments and can therefore ensure better social cohesion between member states.

The purpose of this chapter is therefore to provide an overview of the history and development of International Government Organisations. As well as the history and development of International Government Organisations, this chapter will also explain the functions, aims and activities of International Government Organisations. The chapter consists of a comprehensive literature study that relies heavily on the reading and analysing of books and journal articles. The literature study was conducted to convey a clear understanding of the role and functions, purpose, classification and aims, as well as the activities of IGOs.

2.2 HISTORY AND DEVELOPMENT OF IGOs

In early civilisations, between 146 and 280 BC, people tended to live long distances from each other. Communication with others was a challenge because of the distance and strangers were regarded as “barbarians”. People lived in fear of being attacked by barbarians and this led to co-operation between communities in order to improve security. The Achaean and Delian Leagues during the ancient Greek period
are examples of communities that united and co-operated with each other to fend off attacks from outside. The Achaean League was a Hellenistic era confederation of Greek city states in the northern and central Peloponnese, which existed between 146 to 280 BC. The League was named after the region of Achaea, which indicates that the Achaea was the dominant community that took the lead in protecting communal interests and resolving conflict between communities (Wikipedia Encyclopaedia 2012:online). The Delian League was founded in 1447 BC as an association of Greek city states under the leadership of Athens, and purposefully continued to fight the Persian Emperor after the Greek victory in the Battle of Plataea at the end of the Second Persian invasion of Greece (Wikipedia Encyclopaedia 2012:online). The primary objective of these communities was based on co-operation and protection, and the discouragement of conflict. The need for security led to the establishment of IGOs in small communities. However, the newly founded IGOs were limited to a geographical area, in terms of which communities realised the importance of common interests (UNISA 2000:4). Outward influences posed a threat to the community in other parts of the world, for example, the Kingdom of Chu was a threat to the small Chinese states between the fifth and seventh centuries, resulting in mutual co-operation with the aim of strengthening their military forces by uniting against attacks from outsiders (UNISA 2000:41). A considerable number of separate and limited-purpose agencies such as the World Postal Union (WPU) and the African Postal Union (APU) had been established by the outbreak of World War One. Rapid industrialisation and the development of new forms of production, transport and communication created problems and opportunities that necessitated more and improved collaboration between governments, as well as elaborate and systematic responses to traditional forms of bilateral diplomacy. International government organisations were created because multilateral consultation between states was no longer adequate (United Nations Report 2001:16). Multilateral consultation refers to the collective responses to international problems, and instead of acting alone, more than two states consult and confront a foreign policy situation together (Weitsman 2009:online).

The establishment of the Hague Conference in 1899 demonstrates the necessity of extending the concept of International Government Organisations to a higher level of international co-operation. This led to the creation of International Government
Organisations such as the Red Cross in 1863, the Telegraphic Union in 1865 and the Universal Postal Union in 1874 (Thompson & Snidal, 1999:13). World War One and the effects of the Napoleonic wars reshaped the institutional mandate of the Concert of Europe by developing a judicial means for the resolution of international disputes. The increase in international trade at the eve of the 20th century accelerated the formation of international organisations and, by the start of World War One in 1914, there were approximately 450 IGOs (Thompson & Snidal, 1999:14).

The Versailles Peace Conference in 1919 assisted in the creation of the League of Nations. The League of Nations (LON) is a classic example of an IGO. It was the first permanent international organisation whose principle mission was to maintain world peace (Thompson & Sindal, 1999: 30). Its primary goals, as stated in the Covenant, included preventing war through collective security and disarmament, and the settling of international disputes through negotiation and arbitration. There are a number of other International Government Organisations which were formed through collective security agreements between member states. Since treaties, alliances and multi-lateral conferences had existed for centuries, inter-governmental organisations or institutions such as the European Union began taking shape in the 20th century. These institutions were designed to foster collective security and maintain peace because of the constant conflict between nations which had led to wars. Increased industrialisation in the nineteenth century brought about revolutionary improvements in transport and communication between states (Thompson & Snidal, 1999:14). Industrialisation also brought greater opportunities to build relationships between countries but also created greater and more problems, for example, there was no perceived need for institutionalised mechanisms to manage international relations. As a result, IGOs were created to assist with the management of international economic transactions, which were of increased importance (UNISA, 2000:49).

IGO are formed on the basis of communal agreements, for example, the sharing of some common values and attributes, together with social inter-relation within a shared geographical location. An example of this is the Organisation of Petroleum-Exporting Countries (OPEC), which emanated as a result of government agreements between various parties. There are various factors which necessitate the creation of IGOs. The principal or core reason for their creation can be political, economic, cultural or regional (Wikipedia Encyclopaedia, 2011: online). Regional organisations
appear to be the most appropriate pattern of organisation such as the former Organisation of African Union (OAU), now the African Union (AU), and the North American Free Trade Agreement (NAFTA). Examples of political, economic and cultural organisations are, amongst others, the Organisation of American States, the Organisation of Central American States, the Arab League, and the Association of South East Asian Nations (Wikipedia Encyclopaedia, 2011: online). Historical and contemporary circumstances such as location and the intention of the agreement (the reason the organisation was formed) also play a role, and the search for structures in which political and technical activities that transcend state boundaries can be accommodated led to the creation of IGOs such as the African Union. (UNISA, 2000:23). Peacekeeping and environments of conflict force member states to co-operate, either to defend themselves or try to maintain the peace. The United Nations for example, is an IGO which was formed primarily to promote peace and security based on collaborative efforts between the United States of America, the United Kingdom, United Soviet State Republic and China. The number of IGOs since the eve of the 20th century has increased from 450 to 2500 currently worldwide, and this number continues to rise (Brahm, 2005:online). This increase is caused by globalisation, which increases and encourages co-operation among and within states.

In terms of the preceding definitions and characteristics of International Government Organisations, five specific characteristics of IGOs can be distinguished, namely their inter-state basis, their voluntary basis, their possession of a permanent organisational structure, their autonomy, and their co-operative function (Abi-Saab 1981:51). Their inter-state basis refers to multilateral agreements between states which are stipulated in the founding document. This founding document describes the structure, functions and powers of the various organisational components as well as the mutual relations between the various components. Although IGOs are established on an inter-state basis, they can also affiliate to one another. For example, Article 57 and 102 of the United Nations (UN) Charter makes it possible for other IGOs to affiliate to the UN. Some affiliated IGOs are specialised agencies of the UN, for example the International Monetary Fund, the Food and Agriculture Organisation and the International Labour Organisation. Usually, institutions at the regional level, such as the African Union, and at sub-regional level, do not affiliate to
the UN because the degree of contact, function and scope of co-operation is naturally different (Abi-Saab, 1981:51).

IGOs are established on a voluntary basis. A voluntary basis denotes the ability to allow member state to join the organisation by choice and not through being forced to (Masemola 2005:19). Only states that choose to become members do so, provided that their application for membership is accepted. Conversely, in the case of the UN, an application for membership can be blocked, but not summarily refused. The UN approved only 9 of the 25 applications for membership to the UN in the period 1949 to 1955 (United Nations, 1986:78). In 1955, the deadlock regarding admission of members was finally broken. A political arrangement was entered into in terms of which the one side agreed to admit the other side's “candidates”, provided that the other side did not vote against the former sides “candidate”. In terms of this arrangement, 16 new members were simultaneously admitted to the UN (Abi-Saab 1981:53). Another characteristic of IGOs, which is critical with regard to the establishment of IGOs, is the existence of permanent organisational structures. Permanent organisational structures refer to policy-making institutions, and executive and administrative institutions. Some IGOs also have their own judicial institutions for example the International Court and the International Olympic Committee (Abi-Saab 1981:53). Permanent organisational structures also refer to extensive and complex structures such as those of the UN and the EU, smaller and less complex structures such as organisations which are specialised agencies of the UN, such as the United Nations Economic and Social Council, the United Nations High Commissioner for Refugees and the even smaller structure of the African Postal Union (APU) (Abi-Saab, 1981:53).

The autonomy of IGOs arises from their authority to make decisions and from their organisational structure. Autonomy in the context of IGOs requires both staffing and funding to be immune from control or influence by a single member state or outside force, for example, another IGO (Oxford Dictionary of Politics, 2003: online). The autonomy of IGOs is also limited when it comes to budget matters. The role of the UN's General Assembly, for example, is to determine the contributions of members, but if members do not pay their contributions, action can only be taken in terms of article 17 and 19 of the UN Charter, that is, the member can be deprived of the right to vote in the General Assembly (1985:17).
2.3 ROLES AND FUNCTIONS OF IGOs

IGOs play an important role and function in the international system because international objectives cannot be achieved individually, but can be achieved collectively. IGOs consist of a continuous structure established by agreement between members, whether government representatives or not, from at least two sovereign states with the aim of pursuing the common interests of the membership (Archer 1992:39). The study of the roles and functions of IGOs is complex because governments have to co-operate in many fields, and have to adapt and reach agreements in order to promote the common welfare of their inhabitants. Governments must jointly try to solve problems which are not confined to national boundaries (Archer, 2001:68). Not all instances of cooperation across boundaries are necessarily successfully executed, for example, the Zimbabwe peace negotiations during 2007 failed because there was no cooperation from the Zimbabwean President. The Zimbabwean President saw the collapse of the Zimbabwean economy as an internal matter, which could not be solved by the interference of other member states of the IGO, in this case, the African Union. Where IGOs are in fact established, they do not affect the political structure of the international community because political agreements between member states of the IGO focus on specific objectives and purposes, for example, the World Trade Organisation is primarily formed to promote trade between member states without the interference of internal political agendas of member states.

Nye (1969:34), for example, pointed out a threefold division of the roles and functions of IGOs, namely military security, political organisations and economic organisations. As previously mentioned, IGOs fulfil an international role and function as a policy instrument, and as arenas or forums within which actions take place to ensure the inter-dependency of states (Archer, 1992:16). In terms of the first role, IGOs are being used as instruments by their members for a particular purpose, for example, the United Nations in its first eight years of existence is seen as being an instrument of the United States of America’s diplomacy. The United States could count on majority support from the former West European countries, and the Old Commonwealth and Latin American states in the General Assembly, which formed thirty-four out of the original fifty-one members (Archer 1992:71). IGOs rely on the collective agreements or the support roles of member states, for example in a voting
process on a decision or policy, the member state with the most influence dominates the discussion (Archer 1992:71).

The second role of IGOs is that they can be arenas or forums within which action can take place. In this case, the IGOs provide meeting places for members to come together to discuss, argue, co-operate or disagree on issues, for example, the United Nations and its agencies were used during the 1970s by the Third World countries to air their views on the subject of a New International Economic Order (NIEO) (Archer 2001:78). This system was based on the dominance of American economic strength, with the dollar as worldwide currency. By the late eve of the 1970s, American currency dominance had collapsed as other strong economic centres had emerged in Western Europe. The basis of discussion between IGOs is to explore amongst others, principles and values on which the organisation was based. Archer (2001:79) mentioned that the way decisions are taken in many IGOs can demonstrate their use “for the pursuance of national policies”.

The third role attributed to IGOs in the political system is that of independent actor (Archer, 2000:71). The emphasis here according to Archer, is the word “independent” which refers to acting on the world stage without being significantly affected by an outside force. Wolfers (1962:23) claimed that the actor capacity of an IGO depends on the resolutions, recommendations or orders from other members. Organisations are dependent for their existence on their membership. This is as true for the UN as it is for a trade union, an economic order or a scout troop. Some IGOs have weak institutional forms in that they are no more than the collective will and activities of the members, for example, the South African- Botswana- Lesotho and Swaziland Customers Union (Archer 2001:79).

The three roles that international government organisations can perform, that of instrument, arena and actor are not mutually exclusive. Charlotte Ku (1995:30) claims that states decided to create IGOs to be able to supplement the functions of a state and certify its continuation (Ku, 1995: 30). Abbott and Snidal (2005:19) mention two important characteristics of IGOs, namely their centralisation and their independence, that enhance their efficiency. Due to these characteristics, IGOs fulfil eleven important functions, which make it desirable for states to participate in IGOs. These functions include, support for state interactions, management of substantive
operations, norm elaboration and co-ordination, and laundering actions, which are more acceptable through an IGO. Other functions are neutral information provider, such as the Economic Community of West African States (ECOWAS), which provides information to members to mediate disputes within the region. “Neutral information” refers to the ability to communicate information in a transparent manner which will help to minimise misperceptions. IGOs also act as trustees, arbitrage, international community representatives, managers of enforcement and non-governmental organisation (Wikipedia Encyclopaedia 2004: online).

The role that International Government Organisations can play depends on the interests of their member states. States establish and develop International Government Organisations to achieve objectives that they cannot achieve on their own. These roles and functions of IGOs can be “political or technical” and Gregiore (1994:21) and McLaren (1980:4) stated that the political and technical functions of IGOs depend on the nature of the problem being considered. Regional IGOs have strong characteristics in the form of transport, communication and trade agreements which play an important role in the operation of the organisation because it increases interdependence of member states such as the European Union and the North American Free Trade Agreement (NAFTA) (Nye 1971:41). Regional organisations are formed by the geographical proximity of their members. The particular geographical location assists in determining the regional nature of an organisation. IGOs are constructed by member states to facilitate co-operation. The primary utility of IGOs is vested in providing states with a forum which they can use to negotiate and to solve conflicts. By providing a forum for discussion, member states make it more economical for governments to discuss issues with one another and to find solutions to problems (Nye 1974:41). In addition to the roles and functions of IGOs, the purpose of IGOs will be explained in the next section.

2.4 PURPOSE OF INTERNATIONAL GOVERNMENT ORGANISATIONS

International Government Organisations are created for the purpose of pursuing the common interests of its members. Through a literature review, it was seen that organisations do not serve their own objectives by putting the interests of one member above those of the others. International Government Organisations are not only formed for the purpose of one state, but are institutions with a special and
specific purpose of common and mutual benefit, such as the World Bank Group, the International Monetary Fund, INTERPOL and International Fund for Agriculture Development.

International Government Organisations differ in their purpose. Their main purpose is to ensure that co-operation is achieved through collective effort. Literature shows that IGOs can give legal, political and administrative advice to states which are not complying with the agreed obligations, such as through the enforcement of peacekeeping initiatives. IGOs are not a central organ with powers to make enforceable decisions without the agreement of its members. States can use their power collectively to resolve conflict in an international context. Institutions such as the United Nations are restricted in what they can do with regard to some conflicts because their power is limited (Brahm 2005: online). IGOs serve as places where differences are debated and can exert pressure through other states they collaborate with to avoid extreme forms of conflict between the parties concerned. IGOs can also play an active role in supporting and promoting individual’s basic rights to services such as security and food provision, and to the peaceful resolution of disputes.

IGOs can help and put pressure on national governments to deal with conflict resolution. For example, during a potential war among their own people local and international non-governmental organisations could help to identify and report serious threats to security, provide advice and conflict resolution solutions which would simplify the monitoring process based on the agreed policies of member states (Jacobi, 2009:8). Through co-ordinating tasks, IGOs create a global policy space by setting and connecting member states’ policy agendas. Once a policy agenda is set, they play a pivotal role in co-ordinating implementation among member states (Jackobi, 2009:9; Samoff & Carrol, 2003:23). They are therefore able to influence political processes by organising, influencing and speeding up programmes and processes in policy development (Martens & Balzer, 2004:4).

2.5 AIMS AND ACTIVITIES OF IGOs

The easiest way to classify international organisations is to analyse what they supposed to do and to analyse their core mandate to implement agreed resolutions. According to Archer (1992:51) there are two inter-related characteristics that is the purpose and the objective of an international organisation which provide reasons as
to why they exist. Most well-known international organisations have their basic aim and objectives stated in a document, for example, their treaty resolutions (Archer, 1992:52).

The aims of international organisations range from the general and extensive to the specific and particular (Archer, 1992:53). International Government Organisations are therefore, classified according to their aims and activities. There are various authors such as Peaslee (1975), Virally(1977), Nye (1971), Padelford (1976), and Haas and Rowe (1973) who define IGOs in terms of their activities. Pentland (1976:628) cautions against relying too much on formally stated objectives when classifying IGOs according to their activities. He notes that many organisations are “flexible” and “multi-functional” and that it is best to classify them according to the issues in which they are most actively and consistently involved. Diefl (2005:27) argues that these structures increase the efficiency of collective activities and enhance the organisation’s ability to affect the understanding, environment and interests of the member states. There are two ways in which IGOs can be classified by using the aims and activities as the means of definition. Firstly, the functional areas of activities is examined, that within which the organisation acts and to evaluate it on a “general specific scale” (Archer, 1992:54). The “general specific scale” refers to the core area of function, and of geography; where does one region end and another begin? For example, the African Union as an IGO has member states which are one continent and are only drawn from one continent, namely Africa. The Organisation of American States (OAS) contains some, but not all Caribbean states, and includes the United States of America but not Canada. Secondly, IGOs can be classified according to values attached to the ideal type of organisation. A perfect regional organisation brings together states of similar backgrounds to solve problems they otherwise would not be able to manage at a national level and which would be ineffectively tackled by a wider institution. This can also be seen by looking at the aims and activities of IGOs as explained in Table 2.1 below.
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<th>Broad political</th>
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<th>Social</th>
<th>Labour</th>
<th>Legal &amp; juridical</th>
<th>Defence &amp; Military</th>
<th>Food &amp; Agricultu re</th>
<th>Trade &amp; commoditi es</th>
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<th>Education</th>
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<th>Science &amp; Technol ogy</th>
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<th>Transpo rt &amp; Other Commu nications</th>
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Source: Archer, 1992:56
The above table indicates the functional areas and gap analysis between the aspiration and the achievements of each organisation; for example, the International Olympic Committee as a sporting body focuses on education, and cultural and health issues. Other IGOs which are also predominantly focused on education are the World Federation of United Nations, the International Federation of World Trade Unions, the Liberal International Economic Order and the International Chamber of Shipping. The International Chamber of Shipping is, according to the diagram, the IGO which functions in most of the identified areas, for example, the areas of economics, science and technology, health and transport forms of communications, food and agriculture and industry sectors. The African Union as an International Government Organisation focuses on conflict and peace-making efforts in Africa, for example in 2005 it played a role in defusing tension between the Democratic Republic of Congo (DRC) and Rwanda. According to the above table (2.1), the African Union also focuses on broad political matters, economic, legal and judicial, cultural and human rights issues. The African Union is selected as an International Government Organisation because of its multi-functional operations across the continent. Most of the selected International Government Organisations are multi-functional in terms of functions, purposes and activities. Furthermore, the IGOs provide the member states with opportunities to meet, communicate and negotiate in order to reach the set objectives of the organisation. (Kinsella, Russett and Starr 2010:105).

2.5.1 Classification of International Government Organisations

Classification of IGOs to date appears to be the result of the personal focus of a particular author or scholar, who is being employed for the purpose of this study. Classification of IGOs would entail a detailed investigation of the constituent facets of the IGOs such as objectives, membership, geographical and functional scope and powers.

The primarily objective of classification is to arrange the data on a particular subject in a way that will make generalisation and comparison possible. According to Masemola (2005:45) classification of IGOs contributes to more comprehensive and more systematic knowledge of the subject. Classification according to objective is only applicable if it is based on sound knowledge that enables an understanding of the material characteristics of the international government organisation. A single
classification remains preferable. If a number of classifications with a corresponding number of views are accepted, an attempt must be made to ensure mutual consistency, unless the subject of the study is so fragmented that an overarching understanding is impossible. In such a case, any classification is unlikely to be of much value (Feld, Jordan & Hurwitz, 1983:11-14,25).

According to Heywood (2011:433) international organisations take a wide variety of forms. Heywood states that the most common bases for categorising IGOs are the following:

- Membership - whether IGOs have a restricted or universal membership.
- Competence - whether IGOs’ responsibilities are issue-specific or comprehensive.
- Function - whether IGOs are programmatic, organisational or operational organisations.
- Decision-making authority - whether IGOs are examples of inter-governamentalism or supra-nationalism. Inter-governamentalism refers to interaction among states which takes place on the basis of sovereign independence. Supra-nationalism is the existence of an authority that is higher than that of the nation-state, and capable of imposing its will on the nation-states. Supra-nationalism therefore transfers sovereignty and decision-making authority from constituent states to an international or regional organisation (Heywood, 2011:459).

There are various other approaches, as to how to classify International Government Organisations, such as the structural-functional approach, the functionalist approach and the analytical approach. There are four means by which IGOs can be classified, that is, objective, power, function, and geographic scope. Classification by using objective and membership as denominators refers to the distinction which can be made between IGOs that have mandates limited to a specific field, and institutions with general mandates in virtually all fields. Member states of IGOs have specific mandates which are divided into three categories, namely, economic, social and cultural and security mandates. Of these three categories, affiliation for economic reasons and benefits are the predominant reason for the formation of an IGO. Bennet (1991: 223) for example argues that the objective of most IGOs is to realise
the economic objectives of their members (Bennet 1991: 223). Co-operation among members has mutual economic benefits which cannot be realised by way of individual policy.

2.6 CONCLUSION

This chapter provided an overview of the roles, functions and purpose of an International Government Organisation. The chapter emphasised that agreements between states are formed by communal interests, which increase mutual co-operation. Theories, characteristics, aims and activities of International Government Organisations were highlighted. IGOs have an international identity with international rights and obligations. For example, according to the IGO’s treaties or agreements, the organisation shall have legal power with capacity and power to enter into contracts, acquire goods, and own or dispose of movable property, and to sue and be sued if needed. IGOs may enter into agreements with other states as well as with regional and international organisations. Affiliation for economic reasons also seems to stimulate recognition of the need for co-operation to address international and global problems. Developmental opportunities and initiatives are key variables to enhance equitable participation of poorer nations, which represent the majority of the world’s population (Wikipedia Encyclopaedia 2012: online).

After providing an overview of the development, roles, functions, and classification of IGOs, the next chapter will look at the history, development, organisational structure, vision, objective and mission of the Southern African Development Community.
CHAPTER THREE

HISTORICAL OVERVIEW AND THE DEVELOPMENT OF THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY

3.1 INTRODUCTION

The previous chapter (two) discussed and provided an overview of International Government Organisations together with the history, formation, roles and responsibilities, purpose and classification of IGOs. Chapter two showed the importance of IGOs in world politics and how co-operation is necessary to address problems faced by nations.

The purpose of this chapter is to focus on the background of the Southern African Development Community which was established in terms of the SADC Treaty. The SADC region plays an important role in the political and economic development of the region as a whole. The end of the Cold War influenced important political and economic transformation in countries across the globe. As a result of the Cold War, a new era of multiparty democracy was ushered in and this influenced and transformed the SADC area. The Lusaka Declaration in 1980 and the formation of the Front Line States such as Angola, Botswana, Mozambique, Tanzania, Zambia and Zimbabwe created the Southern Africa Development Co-ordination Conference (SADCC) as an intended barricade against the apartheid system prevailing in South Africa until 1992. The Front Line States were an informal political alliance that had attempted to aggregate the power of its member states for the pursuit of a specific foreign policy objective in Southern Africa. This led to the formation of the Southern African Co-ordination Conference and in 1992, this Conference was renamed SADC to broaden its concerns, and to include facilitating regional economic integration. Africa, and in particular the SADC region is one of the richest parts of the world, with an estimated population of 199 million people (Lee, 2003:44). The discovery of oil, gold, diamonds, platinum, silver, coal, uranium cobalt, iron ore, manganese, copper, lead, nickel and other minerals make Southern Africa one of the richest regions measured by natural resources. The development of the hydro-electric potential of the region, which is one of the indicators of economic growth, had the ability to accelerate the electrification and economic growth of the Southern African region (Lee 2003:45).
This chapter will provide a historical overview of SADC, the decentralisation of SADCC activities, the vision, mission and objectives, and lastly the structure of the organisation. The structure will provide a critical understanding of SADC’s internal operations. An in-depth analysis of books and journals pertaining to SADC was undertaken to provide an overview of SADC as an international government organisation in the southern region of Africa.

3.2 THE HISTORY AND DEVELOPMENT OF SADC

As African nations gained their independence, commencing in the 1960s, the apartheid regime used knowledge and expertise to maintain its geographic, economic and political domination of the region (Lee, 2003:36). After the 1960s, Zimbabwe gained its independence, and along with the four so-called independent states of South Africa - the Transkei, Ciskei, Bophuthatswana and Venda formed a Constellation of Southern Africa States (CONSAS). As the regional dominator, South Africa positioned itself as the major role player by enticing the independent nations of the region to join it in enhancing regional co-operation and development (Lee, 2003:45). Independent nations declined the invitation to join CONSAS, and alternatively in April 1980, the nine independent nations of Southern Africa (Angola, Botswana, Lesotho, Malawi, Mozambique, Swaziland, Tanzania, Zambia and Zimbabwe) adopted a declaration entitled “Southern Africa Towards Economic Liberation” known as the Southern African Development Co-ordination Conference (SADCC). This declaration paved the way for its formal establishment in July 1981 and was the general policy framework in terms of which co-operation within SADC took place (Oosthuizen, 2006:59). The primarily objective of SADCC was to focus on regional co-operation and development, instead of market integration similar to the Frontline states which primarily emphasised customs unions, common markets and the creation of a free trade area (Lee, 2003:27). The major function of SADCC was political in nature, namely to unite the region against the apartheid regime of South Africa (Lee, 2003:44). The Southern African Development Co-ordination Conference was established in April 1980 by the governments of nine Southern African countries namely, Angola, Botswana, Lesotho, Malawi, Mozambique, Swaziland, Tanzania, Zambia and Zimbabwe (also see section 1.1 for more information). The main aim of SADCC was to co-ordinate development projects in order to lessen economic dependence on the then apartheid South Africa (Oosthuizen, 2006:61).
By the late 1980s, it becomes evident that SADCC needed to be strengthened. The attainment of independence and sovereign nationhood by Namibia from South Africa in 1990 formally apprehended the fight against colonialism in the region. SADCC leaders realised that not enough progress had been made in terms of co-ordination of organisational activities (Zondi, 2009:13). There was a crucial need for co-operative activities to be transformed into development activities, which would give the organisation legal status. SADCC’s initial goal was co-operative and political in nature but it was ineffective because of dynamics related to economic development in various member states. There was also a need to move the focus of the organisation from co-ordination of development projects to the more complex task of economic integration of member states (Zondi, 2009:14).

The Southern African region embraced regional destabilisation as one of the major challenges with regard to economic development (Zondi, 2009:10). South Africa was unofficially associated with three regional countries, namely, Angola, Mozambique and Namibia. In response to regional destabilisation, the SADCC member states rallied to get international support to isolate South Africa and to impose economic sanctions (Zondi, 2009:11). The accompanying political unrest in South Africa resulted in economic sanctions against South Africa with the aim of accelerating reform. These sanctions had an impact on the decisions made by President F.W. de Klerk to end the policy of regional destabilisation and started the beginning of the long road of transition and political reform (Lee 1997:237).

The transformation of SADCC into a development community must be placed into context as the organisation was not ready for transformation, because inadequate institutional reforms such as the lack of synergy between the objectives and strategies of the Treaty and the Programme of Action, and limited capacity to mobilise significant levels of the region’s own resources for the implementation of its Programme. SADCC member states rejected the European Union model of market integration, thus becoming the first African regional economic organisation to do so (SADC 1993: online). In 1991 some of the Heads of State or Government signed the treaty establishing the African Economic Community. The transformation of the organisation from a Co-ordinating Conference into a Development Community (SADC) that took place on 17 August 1992 in Windhoek, Namibia when the Declaration and Treaty were signed by the Summit of Heads of State and
Government, thereby giving the organisation a formalised legal character (SADC 1992:online). The Treaty resulted in the Regional Economic Communities (RECs) the building blocks for the continental community. This development spearheaded the creation of the SADC Heads of State who viewed their efforts at regional integration in the Southern African region as part of a great continental effort (Lee, 2003:62).

For fundamental reasons, the initial rejection of market integration has not been changed. The market of the member states did not diversify and remained under-developed (Lee, 2003:53). Market integration is a situation in which separate markets for the same product become a single market, for example when an import tax in one of the markets is removed to make the importing of goods in another market more cost effective (Cambridge Business English Dictionary 2010:online). Market integration occurs when prices among different locations or related goods follow similar patterns for a long period (Encyclopaedia Wikipedia 2012:online). The road and railway infrastructure of the Southern African region was in need of repair as a result of wars and a lack of maintenance and upgrading. The logistics of transport of goods and services was in a poor state (SADC 1997:online). The wars with Angola and Mozambique furthermore worsened the infrastructure, negative economic growth occurred and the provision of basic services was neglected.

3.3 STRUCTURAL CHANGES IN SADC

In 1997, the SADC Secretariat issued a report on the Review and Rationalisation of the Programme of Action (SADC Report 1997) to reform all SADC’s projects from being national in character to being regional in character. The reason for this reform was that only 20 per cent of projects were priority regional projects (SADC 2000:8). This was a problem which was created as a result of SADC’s decentralised institutional structure, which meant that there was no mechanism in place to force member states to be accountable to SADC as a regional economic organisation.

Another obstacle experienced by the SADC institutional structure was that the Secretariat was inefficient and not cost effective. It was partially as a result of this inefficiency that the SADC Council of Ministers was formed and the organisation transformed into a development community in 1992, but the institutional structure was not aligned to the organisation’s new agenda. Some of the challenges faced
were a lack of appropriate and effective regional institutions and management systems to spearhead the integration agenda, lack of synergy between the objectives and strategies of the Treaty, limited capacity to mobilise significant levels of the region’s own resources for the implementation of its Programmes, relevance, management limitations and external financial over-dependence on the SADC Programme of Action (SADC Report, 2000:3-4). The SADC Common Agenda as stipulated in article 5 of the SADC Treaty as amended, as well as in the Report on the Review of Operations of SADC institutions consists of the policies and strategies of the organisation, such as combating HIV and AIDS and other deadly communicable diseases, poverty alleviation, mainstream gender issues and the promotion of sustainable development (SADC Treaty amended 2008:online). The original structure of SADC can be seen in figure 3.1 below:

Figure 3.1 SADC’s original organisational structure

From figure 3.1 above it can be seen that the structure of SADC was centralised, and complicated communication lines between the Summit of Heads of State or Government and other units existed. The Summit of Head of State or Government was the SADC decision and policy-making body directly linked to the Council and the SADC Organs of Politics, Defence and Security. The Council of Ministers is linked with and communicates directly with the Sectoral Committees of Ministers and the Standing Committees of Officials (see section 3.4.4). On the left hand side of the diagram are the Member States, represented by the civil servants in members states’ Ministries such as Foreign Affairs, and Defence Forces were directly linked to the National Contact Points.

The Secretariat, the administrative body of SADC, was linked to the Committee of SADC Ambassadors to ensure the execution, institutionalisation and administration of policies and decisions made by the Summit of Head of State and Government.

The Sectoral Contact Points report to the Sector Co-ordinating Units/Commissions, which in return report to the Sectoral Committees of Ministers. Ministers are nominated to execute policies and decisions or serve as representatives to ensure that sectoral policies and strategies are implemented.

The Tribunal, the legal and supreme judicial body (see section 3.4.7) and the SADC Parliamentary Forum, through the SADC Organ- Politics, Defence and Security, were linked, and communicated with each other regarding legal matters through the Summit of Head of State or Government. As these structures made communication very difficult and complex, change was needed and this resulted in the formation of the current structure of SADC, which will be discussed next.

3.4. THE CURRENT STRUCTURE OF SADC

The structure of SADC that will be discussed in detail in this section helps to provide a better understanding of the background to how the organisation currently operates and functions. This structure of SADC includes all the task allocations, co-ordination, supervision, and tasks that are directed towards the achievement of the organisations purpose and aims. SADC encompasses a variety of institutions and bodies, for example, the Summit of Heads of State or Government that will be explained next.
3.4.1 The Summit of Heads of State or Government

The Summit consists of the Heads of State or Government of all member states and is the ultimate policymaking institution of SADC. It is the supreme institution and is responsible for the general direction and control of the functions of SADC. It aims to achieve the institutional objectives that include economic integration, poverty eradication, free trade creation, promotion and defence of peace and security, and sustainable utilisation of natural resources. The Summit is headed by a Chairman and a Vice-Chairman, who are elected for an agreed period of five years. The Summit is furthermore responsible for the creation of Commissions, for example the Ministerial Task Force on Regional Economic Integration, Global Political Agreement and other institutions, committees and organisations as the need arises. The Executive Secretary and Deputy Executive Secretary who will be discussed in detail later in this chapter, are also appointed by the Summit (SADC 1993: online).

The Summit meets once a year and decisions endorsed are binding on all SADC member states. The Summit normally takes decisions by consensus, with some exceptions. These exceptions are the amendment of SADC treaties and the dissolution of SADC or any of its institutions, which requires a decision of three quarters of the Summit members to be implemented. Matters regarding enforcement of action of peaceful resolution requires a unanimous decision by all SADC member states, for example the deployment of armed forces in Zimbabwe in 2008 (SADC 2008:10).

3.4.2 Council of Ministers

The Council of Ministers (COM) is an important institution which consists of Ministers from each member state, usually those responsible for their state’s economic planning or finance affairs (SADC 1993: online). The Council of Ministers is accountable to the Summit and advises the latter on policy issues and the efficient functioning and development of the organisation. More importantly, it develops the SADC Common Agenda and strategic priorities and programmes. The SADC Common Agenda is captured in article 5 of the Treaty, and deals with the implementation and co-ordination of the organisation’s policies and strategies. It decides on additional areas of co-operation, recommends the approval of the
protocol to the Summit. Furthermore, the Council of Ministers provides inputs into proposals for amending the SADC Treaty (SADC 1993: online).

The Council of Ministers recommends to the Summit persons for appointment as executive secretary and deputy executive secretary. It endorses the appointment of external auditors and negotiates the fees and terms of reference of the auditing process (SADC, 1993: online). The Council of Ministers determines the financial year and approves SADC’s budget estimates, revenue and expenditure. The outcome of the audited statements of accounts for the Secretariat is controlled by the Council of Ministers. It also determines the modalities for the institutionalisation and management of the Regional Development Fund that is used to mobilise both domestic and international resource investment in the region (SADC 2005: online). It is the responsibility of the Council of Ministers is to select a number of judges from the nomination list and make recommendations with regard to appointments to the Summit for approval. The Tribunal is SADC’s judicial organ with the mandate to hear and determine disputes between member states, between natural and legal persons and states, and SADC (Zenda 2010:7).

The Report of the SADC Council of Ministers on the Review of the Operations of SADC Institutions (2000:8) stipulates that the Council of Ministers is responsible for overseeing the functioning and development of SADC, and ensuring that policies are properly implemented. The Council advises the Summit on matters related to overall policy and strategy, well as work programmes for SADC. One of the major tasks of the Council is the definition of sectorial areas of co-operation and the allocation to member States of responsibility for the co-ordination of sectorial activities. The Council also meets at least once a year to review progress and operations of its subordinate institutions such as the Secretariat and the Committee of SADC Ambassadors (SADC, 2006: online).

3.4.3 The Integrated Committee of Ministers

The Integrated Committees of Ministers is responsible for policy direction, planning and the implementation of SADC programmes and projects, including the reviewing of progress made (SADC 2006:online). The Integrated Committee of Ministers was established in 2001 and has been fully functional since 2003, replacing the abolished Sectorial Committee of Ministers. The Integrated Committees of Ministers (ICM)
primarily gives policy guidance to the Secretariat and manages and oversees the work of the four socio-economic directorates in the office of the Secretariat. The Integrated Committee of Ministers is divided into groups, such as the Cluster Ministerial Committee. This Cluster Ministerial Committee comprises at least two Ministers from each member state, and is mandated to report to the Council on the progress of the socio-economic directorates at member state level. (Isaksen report 2001: online). The Cluster Ministerial Committee serves as a specialised sub-committee as and when the need arises, but also acts collectively as part of the Integrated Committee of Ministers. With regard to the operations of the Cluster Ministerial Committee, the Integrated Committee of Ministers convenes meetings at both the Cluster (a group of sectors assembled according to their area of activity) and the Integrated Committee levels. These meetings are held at Senior Official and Ministerial level, but they also meet separately in four groups corresponding to the Secretariat’s directorates of trade, industry, finance and investment, infrastructure and services, food agriculture and natural resources and social and human development, and lastly the special programmes directorate, serving projects such as the Western Corridor project, energy sector reform, the 2010 promotion strategy, and the transport project (SADC 2008:online).

The Integrated Committee of Ministers takes the necessary steps to ensure that all SADC’s decisions are implemented with respect to these responsibilities between the Council of Minister’s meetings (SADC 2008:online). Policy changes are recommended to the Committee of Ministers. It is the responsibility of the Integrated Committee of Ministers to create the necessary permanent or ad hoc sub-committees to attend to cross-cutting matters such as gender or HIV/AIDS which are relevant to more than one directorate, and to other issues. The SADC review report (1997:4) mentions that the ICM, when establishing specialised sub-committees, must give due consideration to the participation of workers, employees’ representatives, employers’ and workers’ bodies participating in the Integrated Committee of Ministers’ structures, including at ministerial meetings of the Social Human Development and Special Programmes directorate (see figure 3.2 for more information).

The Integrated Committee of Ministers comprises at least two ministers from each member state and meets once a year to review progress and has constituted
Commissions and Sectorial Committees to guide and co-ordinate co-operation and integration of policies and programmes in designated sectorial areas (SADC 2000:4). The sectors are allocated to individual member states to co-ordinate and provide leadership. Sectoral activities are supervised by the Sectoral Committees of Ministers. Sectoral Commissions are formed as and when necessary, through a convention or other instrument approved by the Summit and ratified by the member states. Commissions are regional institutions, supported by all member states whereas the Sector Co-ordinating Unit is part of national governments (SADC, 2000:4).

3.4.4 Standing Committee of Officials

According to article 13 of the SADC Treaty, the Standing Committee of Officials (SCO) is a technical advisory committee to the Council of Ministers (SADC 2002: online). It consists of a permanent secretary or an official of equivalent rank per member state, drawn from its Ministry serving the National Action Plan (NCP). Usually the official comes from a Ministry responsible for economic planning or finance (SADC 2002: online).

The Standing Committee of Officials’ chairperson and deputy chairperson are appointed by the member states. The chairperson and deputy chairperson positions in the Council of Ministers are linked to the troika system, quorum, and decision-making body. The troika system of SADC enables the organisation to execute tasks and implement decisions expeditiously, as well as provides policy direction to SADC programmes and operations in between regular SADC meetings (SADC 2009: online) The troika’s key deliverables are among others, the creation and maintenance of peace, stability and good neighbourliness as a prerequisite for regional economic integration (SADC 2009: online) The Standing Committee of Officials must meet at least four times a year (SADC 2009: online).

3.4.5 National and Sectorial Contact Points

The National and Sectorial Contact Points are located in the Ministry and are responsible for all SADC matters. Their responsibility includes regular consultation with and briefings of relevant government institutions, the enterprise community and media on matters relating to SADC. All government ministers with responsibility for SADC sector(s) are Sectoral Contact Points and work closely with the respective
Sector Co-ordinating Units in the preparation of sectoral policies and strategies, and the formulation of project proposals. Sectoral Contact Points attend and participate in sectoral meetings, and assist Sector Co-ordinating Units in the monitoring of projects such as the geological survey of mines, poverty alleviation and environmental impact assessment projects (SADC 2009: online).

3.4.6 Secretariat and Executive Secretariat

The Secretariat is the principal executive institution of SADC and is responsible for strategic planning and management of programmes, and the implementation of decisions of the Summit and the Council. Headed by the Executive Secretariat, who is appointed by the Summit, the Secretariat is also charged with the organisation and management of SADC meetings, financial and general administration, as well as the representation and promotion of SADC (SADC 2009: online).

The Secretariat is also responsible for co-ordinating, harmonising and reviewing the strategies, policies and projects of the organisation (SADC 2009: online). It assists with and monitors the implementation of SADC treaties, plans and projects, and ensures that gender matters and other cross-cutting issues are integrated with SADC policies and plans. With regard to the Regional Indicative Strategic Development Plan, the Secretariat, through its four directorates, prepares and updates detailed implementation frameworks and business plans. It recommends to the Integrated Committee of Ministers on the selection of implementation agents for specific projects; co-ordinates and supervises them, and expedites payments for work completed. The projects implemented are also monitored by the Secretariat. The Secretariat reports on the Regional Indicative Strategic Development Plan-related projects and activities to the Integrated Committees of Ministers. This responsibility includes the formulation of the annual report relating the Regional Indicative Strategic Development plan (RISDP) (SADC 2009:online). The RISDP was developed in 1999 by the SADC Heads of State and Government to review the operations of SADC institutions in order to enhance efficiency and effectiveness in delivering the organisation’s overarching goals of social and economic development and poverty eradication (SADC RISDP 2010: online).

Furthermore, the Secretariat is responsible for the general administration of SADC meetings which includes the preparation of agendas, and records of meetings.
regarding many activities and bodies. In essence, the Secretariat promotes and represents SADC (SADC 2009: online). Other administrative functions of the Secretariat include fundraising, co-ordinating the financing of projects with donors, income-generating activities and investment, all of which are key deliverables of the Secretariat. The Secretariat is appointed by the Summit upon recommendation of the Council of Ministers for a once-renewable four-year term (SADC Secretariat Report: 2011: online) The Executive Secretariat is responsible for SADC’s diplomatic and other representations, and for promoting co-operation with other organisations. The SADC Secretariat is responsible for promoting SADC, negotiation and signing of organisational agreements. Other key performance areas of the Executive Secretariat are administration as well as other treaty-related responsibilities such as the management of SADC’s properties, and organising and servicing of meetings (SADC Declaration and Treaty amended 2008: online).

3.4.7 The SADC Tribunal

According to article 16 of the SADC Declaration and Treaty (1993:14), the Tribunal is SADC’s supreme judicial body and has the power to deal with all legal matters. The SADC Treaty established the SADC Tribunal in 1992 (Wikipedia Encyclopaedia 2012:online). The SADC Protocol on the Tribunal (Protocol) was adopted by the SADC Summit and has been ratified by more than a majority of member states. According to Zenda (2010:12), the Tribunal itself became operational on the 18th of November 2005 when judges were officially appointed. These judges are based in member states and convene only if and when necessary. The Tribunal ensures adherence to policies and proper interpretation of the provisions of the Treaty and its subsidiary instruments, and to adjudicate in disputes (Zenda 2010:12). More importantly, the SADC Tribunal has the power to deal with disputes and applications that relate to three broad types of issue stipulated in article 14 of the Tribunal Protocol, such as the interpretation of applications of the SADC Treaty; the implementation, application and validity of protocols, and all subsidiary instruments adopted within SADC, which includes implementation of activities, and lastly all matters specifically provided for in any other agreements that the member states may conclude among themselves or within the community, and which confer jurisdiction on the Tribunal. Decisions of the Tribunal are final and binding (Zenda 2010:12).
The Tribunal provides opinions on certain matters referred to them by the Summit or the Council of Ministers pursuant to SADC treaties or instruments such as the headquarters agreements (Zenda 2010:13). The SADC Tribunal may also, in certain circumstances and upon application, review its earlier decisions and the Tribunal President may order interim measures, such as the suspension of a measure adopted by a member state or the SADC organisation. Human rights issues in terms of article 6(2) of the SADC Treaty is the obligation of the organisation, and member states are not allowed to discriminate against any person in terms of part of the gender declaration and the social human right charter, all of which are the responsibility of the Tribunal (Zenda 2010:21). Judges are nominated by member states and appointed by the Summit for an once-renewable five year term. Judges will be assigned to tasks according to the workload of the SADC Tribunal; otherwise they serve on a part-time basis (Zenda 2010:23).

3.4.8 The Organ on Politics, Defence and Security (OPDS)

The Organ on Politics, Defence and Security (OPDS) is responsible for promoting peace and security in the SADC region. This organ was formed by the SADC Treaty and reports to the Summit. Its structure, functions, power and procedures are set out in greater detail in the 2001 OPDS Protocol (Nathan, 2004:69). The objective and principles of the OPDS include peaceful intervention, containing and resolving inter-state conflict, and if this should fail, enforcement action as required. Other objectives are the promotion of developed democratic institutions and practices in state parties, observance of human rights, guarding against instability emanating from the breakdown of law (SADC, OPDS 2004:19). Furthermore, chapter five of the Organ on Politics, Defence and Security explicitly deals with SADC’s specific strategies and roles with regard to conflict prevention management and resolution, and other areas of political and security-related co-operation (SADC, OPDS 2004:20).

The Organ on Politics Defence and Security comprises a chairperson, supported by the office of a chairperson with administrative capacity, the troika, the Ministerial Committee, the Interstate Politics and Diplomacy Committee and its subsidiary bodies. Socio-economic co-operation is the general approach to the Regional Indicative Strategic Development Plan. This unit primarily reviews the challenges facing SADC on the socio-economic front. To address these challenges the RISDP generates specific objectives and areas of activities, implementation of policies and
strategies and targets with regard to two sets of 12 priority intervention areas as stated in SADC Organ on Politics Defence and Security, chapter 5 section 2.5.1 (SADC, OPDS 2004:21). The 12 priority intervention areas of the Regional Indicative Strategic Development Plan are gender equality and development, science and technology, statistics, trade, economic liberation and development, environment and sustainable development, private sector development, infrastructure development, sustainable food security, human and social development and institutional framework development (SADC RISDP 2010:online).

3.4.9 The SADC Parliamentary Forum (SADC-PF)

Both the original and the amended Treaties make no provision for a legislative institution of SADC (SADC Treaty 1993:12). This gap in SADC was realised as long ago as 1993 when Speakers/Presiding Officers of several states gathered in Windhoek, Namibia, for a consultative meeting on a SADC Parliamentary Forum. The consultative meeting culminated in the passing of a resolution calling for the establishment of a parliamentary forum whose structures, role, functions and administrative issues would be provided for in a constitution which the SADC Parliamentary Forum adopted in 1997.

The constitution of the SADC-PF was subsequently approved by the national parliaments of the member states and forwarded to the Summit of SADC in Blantyre, Malawi, in August 1997. At this meeting the Summit formally approved the constitution of the forum as well as the establishment of the SADC-Parliamentary Forum as an autonomous institution of SADC. The SADC-Parliamentary Forum was established under Article 9.2 of the Treaty which provides for the establishment by the Summit of “other institutions” as may be necessary and, as such, it is not one of the “core” institutions of SADC listed in Article 9.1 of the Treaty (SADC Treaty 1993:11).

This somewhat anomalous position has been a cause for concern within the SADC-Parliamentary Forum, with views being expressed that a new SADC Parliament with equal status to the other “core” institutions of SADC should be established. This could be achieved by an amendment to the Treaty and the adoption of a protocol on the SADC Parliament by the Summit (SADC, 2008: online). A draft amendment to the Treaty and a Draft Protocol on the SADC Parliament were adopted by the 15th
The SADC-Parliamentary Forum constitution provides for membership of three nominees from each of the thirteen member states, together with the presiding officer of each of the member states (SADC 2008:online). The three members are to be “elected” to the SADC-PF by their national parliaments but the procedure for elections is not set out, leading one to assume that each national parliament can devise its own procedure for election to the SADC-Parliamentary Forum. The SADC-Parliamentary Forum is established as an advisory, recommendatory and consultative body, which means it has no legislative powers, and recommendations in relation to SADC are not binding on SADC and its thematic committees such as Standing Committee on HIV and AIDS, Standing Committee on Democratisation, Governance and Gender Equality, Standing Committee of Trade Development and Integration, Standing Committee on the Regional Women’s Parliamentary Caucus, and the Standing Committee on Inter-Parliamentary Co-operation and Capacity Development. The SADC Parliamentary Forum’s function in the law-making process is limited to the making of recommendations on the harmonisation of laws in the region, and considering and making recommendations on international treaties and draft treaties referred to it by SADC’s Tribunal. As stated earlier, the constitution envisages the forum transforming into a SADC Parliament with full legislative powers.

The SADC-Parliamentary Forum constitution confers power on the forum to consider and approve its own budget and this power gives the Forum a large measure of autonomy in performing its functions (SADC 2011:12). The autonomous nature of the SADC-Parliamentary Forum explains why its funds are not SADC funds, but are sourced from contributions from national parliaments and donations from well-wishers. The constitution also empowers the SADC-Parliamentary Forum to scrutinise and make recommendations on the budget of SADC. This power appears to be self-declared as the SADC Treaty gives exclusive powers over the SADC budget to the Executive Secretary and the Council. The SADC-Parliamentary Forum has power to discuss any matter pertaining to SADC but has no real power to approve anything relating to SADC. Its functions are limited to giving advice or
making recommendations to the executive authorities of SADC, as listed in article 9 of the SADC Treaty and article 6 of the SADC-PF Constitution. (SADC 2011:13).

3.4.10 Additional Institutions

Additional institutions may be established as and when necessary. These are, amongst others, an Extra-ordinary Summit, Programme Steering Committees, meetings of the Council of Ministers, and a number of specialised sectorial co-ordinating offices. The supreme policy making organ of SADC is the Summit held annually, which is attended by Heads of State and Government and or their representatives (SADC 2008: online). A meeting of representatives from member countries at ministerial level is held at least twice a year. In addition, special meetings are held to co-ordinate and develop regional policies in specific sectors such as the Ministers of Tourism and Ministers of Trade and Industry. SADC also has a Sector Co-ordinating Office, located in the country that has the relevant expertise; for example the energy sector is based in Angola, environmental and land management in Lesotho and human resource development in Swaziland. To get a better understanding of the roles and functions of the different institutions within SADC, figure 3.2 below provides a diagram of the current SADC organisational structure:
From figure 3.2 it can be seen that the lines of communication and the reporting relationships flow far more easily than in diagram 3.1. The Summit has direct access to the SADC Tribunal and the Organ for better co-ordination of legal and policymaking matters. The Standing Committee of Senior Officials reports and communicates to the Council of Ministers, which has improved the flow of information from the top to the middle structures.
The Integrated Committees of Ministers communicates with and is linked to the Department of Strategic Planning, Gender, Development Policy and Harmonisation. The Department of Strategic Planning, Gender, Development Policy and Harmonisation has sub-committees that ensure that strategic matters are implemented in all sectors, and are also linked to the SADC National Committees.

The Executive Secretary and the SADC Executive Officer, are linked and communicate directly with the Administrative and Support Services that include Finance, Legal Affairs, Internal Audit and Knowledge and Information. The function of the Deputy Executive Security is mainly to support the Executive Secretary and they communicate directly with each other.

The Commission and the Sector Co-ordinating units have a functional relationship to the Trade, Industry, Finance and Investment, the Infrastructure Services, the Food Agriculture, Natural Resources (FANR), and the Social Human Development and Special Programmes. The decentralised approach (diagram 3.2) of SADC aims to ensure co-ordinated regional policies and programmes on a country-by-country basis.

**3.5 SADC VISION, MISSION AND OBJECTIVES**

The primarily vision of SADC is directed towards the development of the Southern African region as a whole. The vision is strengthened by the Regional Indicative Strategic Development Plan (RISDP) supported by the declaration "Towards the Southern African Community" in Windhoek, Namibia on 17 August 1992 (SADC 2005: online). The declaration calls upon all countries and people of Southern Africa to develop a vision for a shared future, within the regional community. From the 1992 declaration and the report on the review of the operations of SADC institutions, particularly from the objectives and strategies spelt out in Article 5 of the Treaty, the SADC mission statement is: ‘To promote sustainable and equitable economic growth and socio-economic development through efficient productive systems, deeper co-operation and integration, good governance, and durable peace and security, so that the region emerges as a competitive and effective player in international relations and the world economy”. In pursuit of the SADC mission, the following principles are endorsed as stipulated in Article 4 of the SADC Treaty (SADC 2008: online):
• Sovereign equality of all member States;
• Solidarity, peace and security;
• Human rights, democracy and the adherence to rule of law;
• Equity, balance and mutual benefits; and
• Peaceful settlement of disputes.

The abovementioned principles aim to ensure that member states respect one another. Conversely, the objectives of SADC are to build a region in which a high degree of harmonisation and rationalisation is enabled in order to achieve collective growth and self-reliance with the aim of improving living standards.

The overall objectives of SADC are contained in Chapter 3, article 5 of the SADC Treaty (SADC 1993: online). They include the following:

• Achievement of development of economic growth, alleviation of poverty, enhancement of the standard and quality of life of the peoples of Southern Africa, and support for the socially disadvantaged through regional integration;
• Evolution of common political values, systems and institutions;
• Promotion and defence of peace and security;
• Promotion of self-sustained development on the basis of collective self-reliance and the interdependence of member states;
• Achievement of complementarity between national and regional strategies and policies;
• Promotion and maximisation of productive employment and utilisation of resources of the Region;
• Strengthening and consolidation of the long standing historical and cultural affinities and links among the people of the region (SADC, 1993:online).

The vision of SADC is one of a common future. This vision is underpinned by the Regional Indicative Strategic Development Plan (RISDP) of SADC. The RISDP is
driven by the SADC Treaty and is based on the strategic priorities, which provide strategic direction with respect to SADC’s programmes, projects and activities. The RISDP, as a developmental blueprint of SADC, also aligns strategic objectives and priorities with the policies and strategies to be pursued towards achieving SADC’s goals and purposes (SADC RISDP 2009:7).

3.6 CONCLUSION

The main focus of this chapter was to explore and explain the history, vision, mission and objectives of SADC in a contextual basis. SADC is a regional role player and from a historical perspective, had the ability to transform itself from a conference into a development community for Southern Africa. The Southern African region is an area rich in natural resources. The structures of SADC, including the Summit of Head of State and Government, the Council of Ministers, the Integrated Committee of Ministers, the Standing Committee of Officials, the National and Sectorial Contact Points, the Secretariat and Executive Secretariat, the SADC Tribunal, the Organ on Politics, Defence and Security and additional institutions were discussed in this chapter. The vision, mission and objectives of SADC which drive all programmes, projects and activities were also highlighted.

In addition to the analysis of the transformation of SADC from a co-operative community to a developmental organisation, organisational structural changes and the vision, mission and objectives, the next chapter will examine SADC’s purpose statement in relation to its achievements, in order to achieve a better understanding of the promotion of economic and political co-operation among Southern African states.
CHAPTER FOUR
SADC’s PURPOSE STATEMENT IN RELATION TO ITS ACHIEVEMENTS

4.1 INTRODUCTION

The previous three chapters provided an overview of SADC’s history, structure, vision, mission and objectives. The historical overview also highlighted the background of SADC and noted that the SADC Treaty is the primary document that led to the establishment of SADC.

This chapter will explore the purpose statement of SADC in relation to its achievements. The scope of SADC’s activities will be discussed in detail. SADC embarked on various activities, such as the functions of the Secretariat, poverty alleviation, HIV/AIDS, transport, agriculture, food and water security, and regional integration will be highlighted in this chapter.

Chapter four will explore SADC’s purpose and major activities to determine whether its achievements have been realised which is the main theme of this study. Chapter four will also examine and give an overview of the SADC purpose statement that is critical to understanding if SADC is effective in achieving its purpose statement. This chapter contains an in-depth analysis of literature on SADC’s purpose by examining the content of books, articles, previous research papers and journals, and also critically reviews information on the objective, activities and scope of SADC’s purpose.

4.2 THE PURPOSE STATEMENT OF SADC

According to van Nieuwkerk(2001:11) there are four purpose statements of SADC which are as follows:

- To reduce member’s dependence, particularly on South Africa, and help member states secure genuine and equitable regional integration through the creation of solidarity amongst the partner states;
- To implement programmes and projects with national and regional impact;
- To mobilise member states’ resources in the quest for collective self-reliance; and
- To secure international understanding and support.
The primary purpose of SADC is to promote economic and political co-operation among Southern African nations. SADC created a community which provides regional peace and security and an integrated regional economy (SADC 2012:online). As a regional institution, it has laid the foundation on which regional planning and development in Southern Africa can be achieved. It also provides the preferred vehicle by means of which member states work with each other to make economic integration a reality in the whole region. This should benefit all member states on a long-term basis (Oxford Dictionary of Politics 2003:652).

Accordingly, to translate the advancement of political struggle into broader co-operation in pursuit of economic development, the overall purposes of SADC are stipulated in Chapter 3, Article 5 and Chapter 3, Article 3.6. of the SADC Treaty. They include:

- Achieving development and economic growth, alleviating poverty, enhancing the standard and quality of life of the people of Southern Africa, and supporting the socially disadvantaged through regional integration;
- Evolution of common political values, systems and institutions;
- Promotion and defence of peace and security;
- Promotion of self-sustaining development on the basis of collective self-reliance, and the interdependence of member states;
- Achievement of synergy between national and regional strategies and programmes;
- Promotion and maximisation of productive employment and utilisation of resources of the region;
- Achievement of sustainable utilisation of natural resources and effective protection of the environment; and
- Strengthening and consolidation of the long standing historical and cultural affinities and links among the people of the region (SADC, 1993:online).

In 2000, the SADC member states added to the above list of purpose statements, the combatting of HIV/AIDS and poverty eradication as the major focus areas. SADC realised that the major reasons regional integration was not working among member states was because of severe poverty.
4.3 THE SCOPE OF SADC ACTIVITIES

The analysis of SADC activities in relation to its purpose statement is the main reason for this research. The SADC purpose statement consists of a wide range of activities. These activities are the foundation towards determining whether any organisation has successfully implemented its performance indicators as stipulated in the vision and mission statement. SADC is a regional international government organisation with strong emphasis on regional economic development.

There are many activities taking place at SADC such as the functions of the SADC protocol. The activities of SADC entail a variety of actions and co-ordinated activities between member states as indicated in chapter three of this dissertation. The main activities, such as the function of the SADC Secretariat, poverty eradication, HIV/AIDS, transport, agriculture, food and water security and regional integration are the main themes of this chapter (SADC Treaty, 2009:online). These activities (function of the SADC Secretariat, poverty eradication, HIV/AIDS, transport, etc) are chosen because they are specifically stipulated and reflected in the purpose statement and objective of SADC, will also consider the degree of progress that has been achieved with regard to the implementation of these strategies.

4.3.1 THE FUNCTION OF SADC’S SECRETARIAT AS A KEY ACTIVITY

According to Le Pere and Tjonneland (2005:42), the SADC Secretary, as the administrative organ of SADC, is faced with bureaucratic inefficiencies, staff shortages and the inability to formulate significant policy proposals. These authors (Le Pere and Tjonneland 2005:42) state that “unless SADC takes certain actions to address the above problems, the organisation will continue to fail to translate its plans into actions”(Le Pere and Tjonneland, 2005:43).

The Secretariat is the key driving force at SADC at a strategic and operational level and as stipulated in the SADC Treaty of 1992 (SADC 2009:online). The SADC treaty established the SADC Secretariat as the principal executive institution for the region. As previously mentioned in chapter three of this dissertation, various activities are co-ordinated and administered from the desk of the Secretariat. A Literature review shows that the function of the SADC Secretariat requires a paradigm shift due to the immense pressure on the earlier institutional arrangements of the organisation (SADC 2010:online). The centralisation of the Secretariat function ensures alignment...
of the established Regional Indicative Strategic Development Plan/s and the Strategic Indicative Plan of the Organ’s priorities and that programmatical demands are adequately executed. The functions of the Secretariat include:

- **‘Think tank’** with capacity to strategically advise and guide the member states on the implementation of the SADC Common Agenda;

- **Principal regional co-ordinator** of policies, strategies and programmes of the deeper regional integration process;

- **Provider of support services**, to provide legal, administrative, financial and procurement support and services to technical directorates, and to convene annual consultative conferences and meetings of the SADC decision-making structures, and;

- **Professional ‘programme manager’**, to strategically plan and budget, facilitate the implementation process, monitor prioritised programmes, and systematically report on progress in close co-ordination and co-operation with SADC stakeholders (SADC 2008:online).

The new roles described above demonstrate the huge demands placed on the abilities and capacities of the SADC Secretariat which it is not able to successfully accomplish. According to Le Pere and Tjonneland the SADC Secretariat will not be able to unlock its abilities and capacities in the current arrangement to the required standards due to severe institutional capacity constraints, as well as a lack of requisite competencies for staff (SADC 2009:online).

The Secretary of SADC delivers results on the development of a strategic plan, as well as budget allocation, monitoring and facilitation and implementation of minor programmes. It is noted that the SADC Secretariat has developed an organisational structure (see chapter three of this dissertation) orientated to the thematic priority areas adopted by the Head of State and Government of the SADC members states (SADC 2009:online).

It can be concluded that the SADC Secretariat, as the administrative competency of SADC, has developed SADC into a regional think-thank organisation with limited
capacity to implement projects and programmes. In collaboration with leading international organisations, such as the United Nations and policy makers, the Secretariat devises proposals for member states to tackle challenges such as climate change (SADC 2008:online). The SADC Secretariat however, lacks managerial capacities and competencies, such as the administration of official minutes to deliver on the expected results in the Southern African region.

The SADC Secretariat supports and advises member states on an ad hoc basis regarding the implementation of the SADC regional development plan and monitors progress achieved (SADC 2008:online).

During the analysis of the above, it was found that the function of the SADC Secretariat has not been strengthened by the implementation of the Capacity Development Framework initiative (SADC 2007:online). The Secretariat Capacity Development Framework has been established to strengthen the SADC Secretariat’s managerial capacity. Thus, the Secretariat Capacity Development Programme has been implemented as one of the priorities by the Secretariat across all directorates and organisational units, firstly to increase overall efficiency and effectiveness of the Secretariat as an executive institution of SADC, and secondly to improve the managerial effectiveness and day-to-day delivery of business services and processes (SADC, 2007:157).

4.3.2 POVERTY ALLEVIATION

Poverty alleviation is one of the most important fundamental activities of SADC. The region is steeped in poverty. The SADC Treaty objective 1(a) states that SADC highlighted poverty alleviation as one of SADC’s key purpose statements. The majority of the SADC population lives on less than US$1 per day and over 40 percent live in dire poverty (SADC SARPN 2000:27). The 1995 World Summit for Social Development defined absolute poverty as a condition characterised by severe deprivation of basic human needs, including food, safe drinking water, sanitation facilities, health, shelter, education and information. The World Development Bank (1990:14) defined poverty as the “inability to attain a minimum standard of living measured in terms of basic consumption needs or income required to satisfy an individual need”. Chimugira (2003:48) argued that poverty consists of consumption items, food or non-food, which are necessary to sustain life. It depends not only on
income but also access to social and other services. SADC countries continue to register poor socio-economic conditions, rising inflation, lack of access to basic social services such as clean water, sanitation, health and lack of access to basic infrastructure (SADC SARPN 2000:31).

The SADC-Council of Non-Governmental Organisations (SADC-CNGO) Poverty and Development Programme (PDP) is an advocacy programme aimed at positively influencing the SADC poverty alleviation agenda, and thereby contributing to the realisation of regional poverty alleviation targets and of the Millennium Development Goals (SADC-CNGO 2009:online). The Programme seeks to address the structural, historical, global and other drivers of poverty in SADC with a view to ensuring that SADC and its members improve their approach to the fight against poverty. The programme runs from 2009-2013 (SADC-CNGO 2009:online). The SADC poverty alleviation programme has not been successfully implemented from 2009 to 2013 because of a lack of clear, consistent and measurable reduction targets, rather than a lack of long-term goals and visions. The lack of penetration from the point of policy conceptualisation to implement the SADC Poverty and Development Programme is also cited as one of the challenges which need to be addressed in reducing poverty. SADC does not have the capacity to implement the anti-poverty programmes and policies. It is also noted that SADC failed to adequately evaluate poverty creating dimensions and failed to develop integrated programmes and policies to tackle the HIV/AIDS threats linked to poverty.

SADC countries have responded to this challenge and made poverty reduction the central objective of national and regional developmental policies. The SADC Treaty objective 1 (a) states that SADC seeks to “achieve development and economic growth, alleviate poverty, enhance the standard and quality of life of the people of Southern Africa and support the socially disadvantaged through regional integration” and thus the SADC region has developed and is implementing the Regional Indicative Strategic Development Plan (RISDP), a framework for SADC's development which assigns top priority to poverty eradication, achieving high and sustainable economic growth and deepening economic integration (SADC Treaty 2009:online).

The overarching imperative of poverty alleviation or eradication is enshrined within the Millennium Development Goals, and is a crucial focus area for regional and
member state strategies, programmes as well as for donor support to the southern African sub-region is one of the key SADC activities. Logically, there is a linkage between integrated water resources management and poverty reduction. It is impossible to address issues related to poverty reduction in the ambit of the SADC programmes (SADC 2010:online).

While there are direct and indirect interventions that can be implemented to address poverty alleviation, a more comprehensive assessment is required to determine specific and appropriate strategies that can be used to ensure poverty alleviation is effectively addressed within the Southern African region. This includes the need to address parallel economies as well as ensuring that water efficiency, amongst other matters, is seen as a central component of resolving demand requirements in respect of traditional and modern water economies (SADC 2005:online). Water economies entails the interests of different water users in all sectors of the national economy, including agriculture, water supply, hydropower and other sources of water supply (Savenije and van der Zaag 2000:12). For example, a water user can decide to use the water for an activity or engage the other households, industry or gardeners and create an income by selling the water.

The Regional Indicative Strategic Development Plan (RISDP) identifies poverty as “one of the major development challenges facing the SADC Region” (SADC RISDP 2008: online). In line with the Millennium Development Goals, the RISDP target is to halve the proportion of the population living on less than US$ 1 per day between 1990 and 2015. The goal of reducing poverty in the SADC region has remained a high priority on the SADC agenda. This is exemplified by the 2002 SADC Consultative Conference whose theme was “SADC Institutional Reform for Poverty Reduction through Regional Integration”. The SADC Consultative Conference is a bi-annual platform for SADC and its International Co-operating Partners (ICPs) to discuss the implementation of the SADC agenda.

The Regional Indicative Strategic Development Plan identifies regional economic integration together with poverty alleviation, as key strategies for the region to achieve economic growth and thus has sets out regional targets and milestones for deepening economic integration (SADC RISDP 2008:online). This means that the Regional Indicative Strategic Development Plan plans to enhance the standard of living and quality of life of the people of Southern Africa and to support socially
disadvantaged households through regional integration. For example, many poor persons in the SADC region do not participate in the formal economy, but economy-wide policies such as the Regional Indicative Strategic Development Plan have a profound effect on poor people’s lives, often depleting their assets and increasing insecurity.

However, the SADC Summit recognizes that poverty is multi-dimensional and therefore in August 2006, the Summit at its Ordinary meeting held in Maseru, Lesotho decided to hold a SADC International Conference on Poverty and Development (SADC 2006:online). This Conference was envisaged as a strategic dialogue by SADC Heads of States and Government and key stakeholders from the region and internationally, that would provide the opportunity to reflect and adopt innovative approaches to the region’s poverty eradication strategies, and an opportune platform on which to engage the international community on commitments made towards eradicating poverty, in an effort to meet the targets as embraced in the Millennium Development Goals (MDGs).

4.3.2.1 Regional Approaches to Poverty Alleviation in SADC

In 2001, SADC started overhauling its structures, operations and co-operation plans in both the political and security and the socio-economic spheres. This overhaul was intended to be the key to boosting the region’s ability to achieve the United Nations’ Millennium Development Goals (MDGs). Included was the preparation of a comprehensive SADC-wide socio-economic development plan. After years of labour, the Regional Indicative Strategic Development Plan (RISDP) was launched in March 2004.

The RISDP identifies a number of interlinked priority intervention areas, many of which overlap with the Millennium Development Goals and NEPAD core goals. These include poverty eradication; combating HIV/AIDS; gender equality; information and communication technologies; the environment; trade and economic liberalisation and integration; infrastructure development; food security; and human resource development. The RISDP sets out strategies and timeframes for achieving area-defined goals. It is in alignment with the Millennium Development Goals and NEPAD objectives, as it views poverty alleviation as the overarching long-term objective and main priority (Oosthuizen 2008). SADC countries, in line with the Millennium
Development Goals and NEPAD objectives as proposed in the Windhoek Declaration which calls for effective structures for dialogue, improved alignment and harmonisation and proposes some key areas of co-operation within the region.

Furthermore, SADC regards NEPAD as one of the frameworks for achieving the Millennium Development Goals. The Regional Indicative Strategic Development Plan has been referred to as “SADC’s NEPAD programme”, highlighting the linkages between the two plans. The Secretariats of SADC, NEPAD and the African Union attempt to co-ordinate their NEPAD and Millennium Development Goals’ activities (Oosthuizen, 2008:67). The preconditions to the realisation of the RISDP, and therefore the MDGs, are many. SADC’s leaders recognise that good political governance in member states and sustainable socio-economic development “will not be realised in conditions of political intolerance; the absence of the rule of law; corruption; civil strife; and war”(Oosthuizen, 2008: 67). The leadership is forthright about other challenges to the RISDP’s successful implementation. For example, the securing of “significant” human and financial resources is regarded as a key challenge. After the commencement of the overhaul of the human and financial resources of SADC, it remains incomplete (Oosthuizen, 2008: 68).

4.3.3 SADC’s HIV/AIDS PROGRAMME AS A KEY PRIORITY

SADC identified HIV/AIDS as a key priority and most important activity area together with military security, food security and governance (SADC 2006:online). HIV/AIDS causes the most deaths in the Southern African region, as the region (SADC) has the largest number of people living with HIV/AIDS, estimated at 5.6 million in 2010 (Dzinesa ISS report 2011:10). The importance of the pandemic is given prominence as a standing item on the SADC agenda and the Summit of Heads of State and Government. The Summit of Heads of State and Government pledged a commitment to address HIV/AIDS challenges as a matter of urgency, by formulating regional policy and institutional frameworks to fight against the pandemic. According to NEPAD (2002:13), “the HIV/AIDS pandemic is the greatest threat to Africa, not only causing millions of unnecessary deaths and untold suffering, but also stifling economic development and damaging the continent’s social fabric”. This implies that HIV/AIDS caused a set-back in the SADC efforts to achieve longer life expectancy and promote quality of life. According to Quattek (2000:23),”the pandemic impacts on the economy in various ways, such as a smaller labour force, lower labour
productivity, cost pressures for companies, lower labour income and increased
demand for health services from the private and public sectors”.

During 2001, SADC implemented HIV/AIDS-alleviation mechanisms through the
Abuja Declaration, which stipulates that all member states must allocate 15 per cent
of member states’ national budgets to the health sector focusing on combating
HIV/AIDS in totality (Dzinesa, 2011:69). Among the initiatives driven by SADC were
the 2011 New Partnership for African Development (NEPAD), the 2006 Brazzaville
Commitment on Scaling Up Towards Universal Access towards HIV/AIDS
prevention, care and support in Africa, the Millennium Development Goals adopted
Declaration of Commitment of HIV/AIDS. All the aforementioned initiatives
spearheaded and encouraged the development of SADC’s strategic HIV/AIDS
framework. SADC member states have recognised the need to accelerate
intervention mechanisms against HIV/AIDS. As a result, in July 2003, an
Extraordinary SADC Summit was held to adopt the SADC Strategic Framework and
Programme of Action (2003-2007) and the Maseru Declaration on the Combatting of
HIV/AIDS in the SADC region (SADC HIV/AIDS Unit 2004:online).

The SADC Council in Dar es Salaam in August 2003, agreed to develop, through
consultation of the member states, a SADC HIV/AIDS Business Plan. The Business
Plan on HIV/AIDS was developed in the context of SADC’s key policy documents,
namely, the Regional Indicative Strategic Development Plan (RISDP), the SADC
Strategic Framework and the Programme of Action. The aforesaid documents
identified intervention areas, key activities and performance indicators as well as the
roles of different role players pertaining to HIV/AIDS management in the Southern
African region (SADC HIV/AIDS Unit 2004:online).

Between 1997 and 2006, SADC drafted a number of protocols and codes pertaining
to HIV/AIDS, such as the Code on HIV/AIDS and Employment. These protocols
aimed to consolidate national employment codes on HIV/AIDS-related issues and to
sensitise employers to these issues. The SADC Health Protocol (1999) which
specifically addresses HIV/AIDS and sexually transmitted infections, and promotes
prevention and management policies, aims towards an inter-sectoral response to the
epidemic. The SADC Declaration on HIV/AIDS (July 2003:online) addresses the
epidemic through multi-sectoral interventions and lastly, the Declaration of HIV/AIDS
(2003:online) issued by the Council of Ministers of SADC at Maseru, to promote multi-sectoral strategies to respond to HIV/AIDS. The SADC Code on HIV/AIDS and Employment appears to be one of the successfully implemented documents on HIV/AIDS in the region, as it has led to extensive legislative and policy changes within the SADC member states (SADC 2003:10).

The demographic impact of HIV/AIDS in the SADC region is severe as life expectancy has declined significantly to approximately 40-50 years, and in addition, the child and adult mortality rates have increased while the number of orphans has escalated. SADC has implemented various programmes as mentioned previously in this chapter to combat the HIV/AIDS pandemic. Despite SADC’s efforts to fight HIV/AIDS in the region, high levels of infection still prevail in communities which will ultimately translate into AIDS patients requiring care and social support. SADC has not achieved the reduction of HIV/AIDS infection as intended and stated in its purpose statement. The UNAIDS reports shows that about 10 million citizens live with HIV/AIDS; 5 per cent of the total population of the region.

HIV/AIDS is also a major burden and challenge to the health, social and economic development of the SADC region (De Waal 2003:31). As a response to the challenges involved with HIV/AIDS, the SADC Ministers of member states decided that a multi-disciplinary and multi-sectoral approach was needed, as well as strategic partnerships and alliances across the public, private and non-governmental sectors.

The region remains host to the highest number of people infected and affected by the HIV/AIDS virus and most countries in the region seriously lag behind in their implementation schedules to achieve the Millennium Development Goals and targets (World Bank 1990:21). From the above it can be seen that SADC’s HIV/AIDS interventions and mechanisms are fragmented at member state level, and have achieved limited success.

**4.3.4 SADC TRANSPORT SECTION AS A KEY PURPOSE STATEMENT**

SADC gave high priority to transport as a key developmental driver during the 1980s. The transport and communication sectors make significant contributions to regional development. SADC member states also want to ensure that intra-regional and international trade are established through reliable transport and infrastructural development programmes. The establishment of SADC’s capital investment
programme to provide reliable transport networks such as regional ports, railway systems, and road projects, namely the Maputo, Beira, Nacala, Dar es Salaam and Lobato port systems was developed.

One major objective and purpose of SADC was to establish a decreased regional economic dependence on South Africa. The development of reliable infrastructure such as ports was one of the key activities towards the realisation of the aforementioned SADC purpose statements.

SADC adopted the establishment of regional development corridors. The regional development corridor, as a comprehensive approach, entails infrastructure development and upliftment of the living conditions of SADC communities. (SADC 1997:9). The Development Corridor was more attractive than the SADC port system as it was more practical and simpler to implement, and indirectly created employment in the region. The Corridor also represented an opportunity to enhance domestic development as well as regional and international competitiveness. SADC became aware in 1997 of the success of the corridor initiative between South Africa and Mozambique. SADC member states realised that Mozambique did not adhere to the common objective and purpose, and should have consulted the other member states before signing the agreement (SADC 1996:online). Mozambique had not asked other SADC member states for approval of the Corridor agreement. Mozambique saw the Corridor as an important gateway because with significant financial benefits. As a result, other SADC member states also signed regional development corridor agreements (Lee 2003:51). While Mozambique and South Africa continued with the project as bilateral agreement, Swaziland was also included. SADC also felt that the Corridor project was contrary to its policies at that particular time. At the 1996 Maputo Development Corridor Investors’ Conference, the initiative was congratulated by the former SADC Executive Secretary and it was noted that SADC had achieved its purpose statement (SADC 1996:2).

The success of the Maputo Development Corridor placed pressure on SADC to replicate the model throughout the region. SADC’s initial attempt at development of a reliable transport and port system was not viable enough to attract investment.

The Maputo Development Corridor between Mozambique and South Africa is a gateway for investors to maximise profits. For any number of the SADC development
corridors, the environment is not conducive to attracting investment. SADC had merely focused on the establishment of a reliable transport and port system. The SADC development initiative, to a certain extent failed because it lacked the potential to attract investors, which are critical for regional economic integration as stipulated in the SADC purpose statement. It is noted that the SADC transport and port system is in place but most member states are excluded from the SADC development initiative (Lee 2003:46).

4.3.5 AGRICULTURE, FOOD AND WATER SECURITY

Food security is a central activity in SADC. It is inherently linked to agriculture productivity. Agriculture is also a major sector of the SADC economy and approximately 70 per cent of the population is dependent thereon (SADC 2008: online). Although the region is blessed with natural resources, skills and agriculture development have been underperforming for the past 20-30 years. Literature reviewed showed that SADC lacks a suitable framework for appropriate and co-ordinated agriculture research, such as improved food security methods and adequate support of economic growth through agriculture development (SADC 2008:online).

Several SADC countries report fairly widespread and acute food shortages. According to the South African Institute of International Affairs, there have been increasing levels of human poverty in the region since the late 1990s in two countries (Mauritius and Mozambique), with seven countries registering levels of poverty above the regional average of 40.9 per cent. Food insecurity, which is inextricably linked to poverty, is high and affects one in three people in more than half of the region’s states. This, coupled with internal migration, places strain on the region’s natural resource base.

4.3.5.1 WATER SECURITY

Despite the significant problems related to water efficiency in the SADC region and the fact that mechanisms for promoting food security are multi-dimensional, the water security plan focuses on the enhancement of food production. Regardless of the benefits of implementing measures for use and allocative efficiency, reform is slow and supply approach policies prevail, resulting in huge amounts of financial resources wasted and irreversible negative impacts on the environment. Despite the
significant problems related to water efficiency in the region and the fact that mechanisms for promoting food security are multi-dimensional, SADC did not make any progress regarding the implementation of comprehensive water provision (SADC 2009:online). As agricultural development is a necessary complement to food security measures, there is a need to liaise with the Directorate of Food and Natural Resources at SADC’s Programme Steering Committee on production-related initiatives, as well as in respect of the impact on water resources.

Water resources are a vital element and activity for ensuring economic and social development in the Southern African region. In addition, provision of water is critical to meet basic needs regarding industrial and domestic requirements for the 250 million people in the SADC region. To meet the increasing demands for water resources, SADC member states in the 1990s embarked on an intense consultative process regarding the development of water resources in the region as a whole. The consultative process resulted in the realisation of SADC’s purpose statement, which inter alia includes regional integration and poverty reduction. Various constraints such as a weak legal and regulatory framework, a weak policy framework for sustainable development of natural resources, poor information acquisition, management and dissemination were identified as critical barriers to full development, protection and utilisation of water resources in the SADC region (SADC, 2009:4).

During 2005, SADC developed a Water Policy and Strategy through a consultative process. The policy was implemented as a forerunner to the Regional Water Strategy as stipulated in the SADC Treaty, the revised SADC Protocol on Shared Water resources, the SADC Vision for Water, Life and Environment in the 21st Century, and other SADC-specific initiatives pertaining to water management (SADC 2009:5). The water management system in SADC entails the development of water management technologies that are appropriate to the needs of resource-poor farmers, particularly those living in water deficient conditions, in the hope of improving dissemination (SADC 2006:online). The SADC Protocol on a Shared Watercourse System, was signed in 1995 and implemented, revised and aligned with the Convention on the Non-navigational Uses of International Watercourses adopted by the United Nations General Assembly (United Nations, 2006:10). It was important to revisit the above Protocol to ensure that rivers are managed effectively
to the benefit of all countries and people who share river basins in Southern Africa. The revised SADC Protocol on Shared Watercourses had to be strengthened by the SADC Regional Water Policy and Strategy which was established in 2005. The SADC Secretariat is responsible for promoting and co-ordinating the implementation of the Regional Water Policy and Strategy and Protocols pertaining to the water sector in co-operation with other sectors such as health, energy, agriculture, tourism and environment management (SADC Secretariat 2004:online). As mentioned previously, water resources are critical to the SADC region’s development. SADC also introduced the Integrated Water Resource Management (IWRM) system as a holistic approach to effectively manage water resources. The Integrated Water Resource Management system aims to emphasise the important synergy that exists between gender equity and substantial water management (SADC 2009, Reporting Water in Southern Africa).

Water is important in the SADC region as many inhabitants rely on it for survival. SADC Today (2004) states, that “Southern Africa is well endowed with productive agricultural land and presents lots of potential. Water is unevenly distributed throughout the region and due to the region’s high average annual population growth rate of 2.6 percent, more pressure is being put in the already stressed water supply”. The SADC water management programme, that is aligned to the IWRM, and the Millennium Development Goals is one of the major initiatives to ensure provision of water to the SADC region. The target date to reach the Millennium Development Goals is set for 2015 (World Water Council, 2007). Literature reviewed shows there is a link between the Millennium Development Goals and SADC objectives and purpose as mentioned in the SADC Treaty. Significantly, the Millennium Development Goals are also important as water is central to the achievement of regional goals such as the SADC Regional Indicative Strategic Development Plan (RISDP). The RISDP was approved by the SADC leaders to provide a clear framework for SADC policies and programmes over a 15 year period and outlines the targets to be achieved for attainment of SADC regional integration and development goals (SADC 2002:2).

4.3.6 REGIONAL INTEGRATION

Regional integration is one of the key objectives and one of the main reasons for the formation of SADC. Regional integration is a process in which states enter into a
regional agreement in order to enhance regional co-operation through regional institutions and rules. The objectives of the agreement could range from economic to political, although it has generally become a political economy initiative where commercial purposes are the means to achieve broader socio-political and security objectives, such as the removal of trade barriers in the region, transport of goods, services and capital across national borders, reduction of possible armed conflict, climate change and, migration. According to van Ginkel (2003:67), regional integration refers to the process by which states within a particular region increase their level of interaction with regard to economic, security, political, and also social and cultural issues. Regional integration is the uniting of individual states within a region into a larger whole. The degree of integration depends upon the willingness and commitment of independent sovereign states to share their sovereignty. Deep integration that focuses on regulating the business environment in a more general sense is faced with many difficulties due to the complex application of policy frameworks (Claar and Noekle 2010:online).

Regional integration initiatives, according to Van Langenhove and De Lombaerde (2007:online), should fulfill at least eight important functions, namely:

- the strengthening of trade integration in the region;
- the creation of an appropriate enabling environment for private sector development;
- the development of infrastructure programmes in support of economic growth and regional integration;
- the development of strong public sector institutions and good governance;
- the reduction of social exclusion and the development of an inclusive civil society;
- contribution to peace and security in the region
- the building of environment programmes at the regional level, and
- the strengthening of the region’s interaction with other regions of the world (van Langenhove and De Lombaerde 2007:online).

The intention of regional integration is to promote the interests of all member states. Regional integration aims to bring regional groupings of neighbouring countries into a league and create an association or community where they will be able to work
together in achieving a set objective/s such as economic development and partnership in various areas. For example Tanzania, Democratic Republic of the Congo and Angola can illustrate the benefits of regional integration. During the 2004 period Tanzania, as regional economic powerhouse, had stagnated. Tanzania became an active member of SADC and immediate growth in economic activities was noticed through the process of regional integration. The concept of regional integration is not something new and was practiced during the establishment of the European Union. The European Union’s objectives were underpinned by the pursuit of regional integration to merge and integrate economies as a collective unit for the benefit of all parties.

There are lessons that can be learned from past experiences regarding regional co-operation in Southern Africa. Such failures as there were because of sensitive issues and indecision on how to equitably share the costs and benefits of regional co-operation. SADC encountered a number of problems and challenges as stated in its purpose statement. Firstly, the inadequate provision of resources and staffing by member states which has led to inequitable distribution of responsibilities and obligations. Member states inability to provide resources and manpower for the execution of major projects hampers and even delays completion of the identified initiatives. Researchers (Sedler 1994:94 and Smit 2002:286) concluded that different management and administrative procedures and rules, varying standards, qualifications and performance criteria for staff involved in the management of Regional Programmes hamper progress. The second challenge is the rapid increase of sectors and therefore a plethora of priorities and activities come to depend on limited resources which lead to a proliferation of meetings and an increase in associated costs. The associated costs of activities furthermore, drain the limited resources of SADC states.

SADC did not achieve its aim of reducing economic dependence on South Africa and other actors (Lee, 2005:47). Limited results were evident regarding the objectives to create equitable regional integration. Implementation of regional policies in the region is a daunting task, and one which involves the surrender of sovereignty to a supra-national institution. Furthermore, the stated objective of “concerted action to secure international co-operation within the framework of a strategy for economic liberation” did not produce the desired outcomes. Lastly, the competing development
agendas of its member states also compromised the ability for SADC to deliver on its mandate as an international regional organisation.

According to Oosthuizen (2006:251), SADC’s institutional structure largely seems suitable for the job at hand, but fails in practice. There are however, some important exceptions. SADC’s National Committees and other national SADC structures are in crisis and lack clear-cut direction. A one-model-fits-all approach to integrating SADC’s policies and activities in the making, co-ordination, and implementation of national policies, decisions, and laws, and to properly link effective regional and national processes is probably inappropriate. SADC’s member states display no real urgency in tackling the issue, usually citing the lack of capacity as an excuse. The true reasons include the national governmental authorities’ resistance to what they see as additional responsibilities and the reluctance of some members to include non-state actors in national SADC structures in any meaningful way (Oosthuizen, 2006:321).

4.4 FINDINGS OF SADC PURPOSE STATEMENT

SADC did not effectively achieve its primary purpose statement, namely to promote economic and political co-operation among Southern African states, despite enjoying sustained growth of income, employment and exports. Raising productivity to competitive levels is, however, not enough to ensure growth especially if the level of productivity is below competitive demand. The key to raising the productivity of SADC to a competitive level lies in improving skills and learning (Ntsike 2007:120). SADC Today (2004:1) asserts “the overriding target is to attain annual economic growth rates of at least seven per cent necessary to halve the proportion of people living in poverty by 2015”. This could be possible in SADC if the region could invest more in tourism, which would in turn assist SADC in achieving its economic goals (Ntsike 2007:130).

The development of economic growth, alleviation of poverty, and enhancement of standards of living and quality of life of the SADC people has not been achieved. The role of the SADC Secretariat, as the administrative and co-ordination forces, ineffectively ensures that the economic growth initiatives are fully implemented. Poverty alleviation has not been addressed in all the SADC activities and programmes as stated in the SADC Treaty (SADC Treaty 2009:online).
The provision of peace to the region had not been addressed, evidenced by the various and continuing wars and conflicts in Angola, Zimbabwe and the Democratic Republic of the Congo. Numerous political events of high significance took place in a short space of time in the SADC. It is noted that SADC had no socially responsive strategy in place to address the conflicts in Southern Africa. There was also conflict between the systematic delivery of regional social obligations and the need to engage in competitive activity in the SADC region (Ntsike 2007: 301). It is therefore apparent that SADC did not achieve the provision of peace and stability in the region as stipulated in its purpose statement.

It is observed that the HIV/AIDS virus is killing young and middle-aged adults in their most productive years, resulting in more children becoming orphans. In turn, this creates a vicious cycle of poverty, vulnerability and more infections (Ntsike 2007:178). SADC lacks the appropriate leadership to promote the implementation of HIV/AIDS awareness programmes on national and regional levels.

It is found that the SADC transport system is inadequate and underdeveloped. Road and rail transport are the dominant modes of transporting goods and people within SADC. Most of the SADC countries are landlocked, making road and rail networks essential in linking countries to principal ports in South Africa, Mozambique, Angola and Namibia. Governments in SADC have taken initiatives to invite and encourage private sector participation in railway network development in order to improve conditions of railway infrastructure and achieve sustainable commercial viability. This is being done through joint venture partnerships with the private sector, for example, the Mozambique government privatised the railway operations through long term lease concessions to a consortium of companies. Financial support is a challenge. In order for SADC to obtain adequate financial support for infrastructure projects, there is a need to properly plan regional transport and rail projects and package them appropriately in order to attract funding. This can be achieved through increased technical assistance in the preparation and packaging of projects. It is found that there is a need for capacity building in skills and institutional organisational structures to manage and facilitate public-private partnerships.
4.5 CONCLUSION

This chapter demonstrated SADC’s purpose statement in relation to its achievements as the main theme of discussion. Major SADC activities such as the role of the Secretariat, poverty alleviation, HIV/AIDS, the transport system, regional integration and water security were analysed to determine what has been achieved to accomplish the purpose statement of SADC.

As well as the analysis of SADC’s activities, the common agenda of SADC was discussed, that is the policies and strategies as stipulated in the SADC Treaty. These policies and strategies were highlighted as the key attributes to obtain insight into SADC targets which denote milestones towards the attainment and realisation of agreed goals and objectives.

SADC did not achieve its goal, of reducing members’ dependence on South Africa. The reason for this was that economic dependence on South Africa was aligned to the securing of equitable regional integration and creation of solidarity amongst member states. South Africa and Mozambique concluded a transport system and were successful in attracting investors. The other member states were excluded from the South Africa-Mozambique transport and port system agreement and SADC failed to expand the project to other member states despite of its obvious success.

It is noted that SADC implemented programmes and projects with national and regional impact but did not manage to fully implement them due to a shortage of skills and expertise.

SADC failed to achieve its stated objectives of economic and social development through regional integration and co-operation. Although democratic deficits exist in a few SADC member states, progress has been made, for example, the establishment of the Organ on Politics Defence and Security, Regional Indicative Strategic Development Plan and the SADC National Committees.
CHAPTER FIVE
EVALUATION OF SADC’s CURRENT ACTIVITIES VERSUS ITS PURPOSE STATEMENT

5.1 INTRODUCTION

Chapter four analysed the purpose statement of SADC in comparison to what has been achieved thus far by SADC as a regional organisation. This provided an important background information and an overview of the purpose statement of SADC as it is one of the key units of analysis identified in this research.

Linked to the above, this chapter aims to evaluate SADC’s current activities against its purpose statement. The current activities of SADC include the establishment of a regional central bank and monetary union, the role and reform of the central banks in SADC and the role of the SADC Finance and Investment Co-ordinating Unit. These activities play a prominent role in the economic reform of SADC. Capacity building and the Regional Indicative Strategic Plan are also referred to in this chapter as trade is a key activity of SADC. Other SADC activities, such as human security and SADC wildlife management initiatives will also be discussed in this chapter.

Chapter five will specifically focus on the current activities of SADC as a developmental international government organisation. This chapter relied heavily on the reading and analysis of books, journal articles and dissertations to gain an understanding of SADC’s current activities. The first SADC activity that will be considered are the regional central bank and the monetary union.

5.2 ESTABLISHMENT OF REGIONAL CENTRAL BANK AND MONETARY UNION

The Regional Central Bank is to be established by 2016 and the SADC Monetary Union by 2018 (Belle.2009:9). The role and function of the regional central bank and the monetary union in the SADC region are simply the creation of money markets and the supervision of banks in the financial sector. The SADC Committee of Central Banks Governors was established in 1995 to drive processes leading to the establishment of the regional central bank in the region (Mowatt 1999:45).
According to Mowatt (1999:46) good progress has been made since the adoption of the SADC Committee of Central Bank Governors. The SADC countries’ central bank governors laid down a strategy for monetary union similar to the approach adopted by the European Monetary Union. This approach is based on two core principles (De Grauwe, 2007:143): Firstly, the road towards monetary union should be gradual, extending over a number of carefully planned years. Secondly, the satisfaction of convergence criteria should be a prerequisite for monetary union membership (De Grauwe 2007:143). The challenges with regard to the establishment of the regional central bank and monetary union will be discussed in the next section.

5.2.1 CHALLENGES REGARDING THE ESTABLISHMENT OF A REGIONAL CENTRAL BANK, A MONETARY UNION AND FINANCIAL INTEGRATION

The aim of achieving a single currency goal in SADC is facing many challenges. Political will, commitment of member states and the role of the Finance and Investment Protocol (FIP), which is to drive macro-economic stability and reinforce sound financial and investment parameters, is critical to achieve deeper monetary integration in the region (Belle 2009:30). At a policy level, SADC needs to address two key conditions. Firstly, the exchange rate union fixed permanent relationships among countries because of the disparities in economic size and performance of member states. Secondly, the full convertibility of the regional currencies among member states needs to be addressed. The process of eliminating exchange controls among member states still needs support, considering the challenges of national economic interests (Bell 2009:34).

SADC is also confronted with various challenges in promoting financial regional integration. These challenges, according to Mowatt (1999:33) are:

- South African dominance regarding economic activities in the region leads to "accusation of hegemony" which means that South Africa is constrained in the role it can play. Business Day (2000:17) highlighted the political problem behind this by stating that Absa bank of South Africa experienced challenges, for example, foreigners are not allowed to invest in the newly-created stock market in Tanzania.

- Regional integration involves sacrifices in terms of national sovereignty (see chapter two). In essence, harmonisation of financial regulations means that
member states have to set aside certain national policy objectives in the interest of the region as a whole. The benefit of financial integration is a long-term investment that requires political will and the willingness to prioritise regional initiatives to achieve the SADC objectives, despite different development needs in the region.

- The complexity of the SADC member states links to one or more other regional groups such as the Common Market for Eastern and Southern Africa (COMESA) and the Indian Ocean Commission (IOC) to name two. These two organisations both have a financial aim, which constrains the resources of governments and neglects commitment to SADC objectives. It is important to ensure that co-operation between the various organisations are well managed in order to eliminate areas of overlap.

- Objectives of financial integration are mostly thwarted in an environment of political and economic instability. Civil wars in the region, such as in Angola and the Democratic Republic of the Congo, dampened investor confidence. SADC, as an organisation, has not been able to deal with the conflicts in the region that create macro-economic instability (Mowatt 1999:34).

From the above it can be seen that financial integration and reform in SADC are long-term processes. As Mowatt (2000:48) mentioned, some SADC objectives are achieved immediately and without the necessity of an accompanying political process, while other objectives, such as the opening of capital inflow into the region, require more time, negotiation and effort. Therefore SADC should focus on short-term solutions, such as the establishment of sound financial systems within the region, which will require harmonisation of regulations throughout the SADC financial sector, noting that capital tends to flow to those countries that have solid regulatory environments for investments.

Apart from the SADC short-term solutions, it is clear that there are disparate histories and experiences with regard to economic integration and reform in Southern Africa. As previously mentioned in chapter 3, SADC changed its focus from a sectoral one to that of an integrated organisation with the key responsibilities, amongst others, to co-ordinate the finance and investment sectors. The restructuring of SADC ushered in the centralisation of activities from the Council of Ministers to the Secretariat...
based in Gaborone, Botswana. This gave great impetus to the integration process. One of SADC’s current activities is the establishment of a financial and Investment Co-ordinating Unit, which will be discussed in the next section.

5.2.2 THE ROLE OF THE SADC FINANCE AND INVESTMENT CO-ORDINATING UNIT AS A CURRENT ACTIVITY

The SADC Finance and Investment Co-ordinating Unit (FISCU) was formed in 1995 and co-ordinated by South Africa. This Unit aims to promote sound investment policies, financial harmonisation, and macro-economic stability in the SADC region (SADC 2009:online).

According to Mowatt (2000:45) the SADC Financial Investment Sector Co-ordinating Unit (FISCU) is an important role player, and co-ordinator of activities with regard to financial co-operation and economic integration. The key functions of FISCU are amongst others, to ensure the involvement of all stakeholders in economic reform, to steer the direction of the economic integration process in SADC, as well as to procure financing from donor organisations for integration projects (Mowatt 1999:48).

The final report of the SADC Financial Investment Sector Co-ordinating Unit (SADC 2004:online) programme has four specific objectives, namely to:

- Provide full time senior macro-economic policy advisors;
- Provide a full time mechanism to respond to short-term requests for consultation that are directly related to the goal of promoting macro-economic convergence and regional economic integration in the region;
- Provide resources for the regional workshop on taxation issues; and
- Provide resources to support regional workshops on macro-economic convergence issues (SADC 2004:online).

The Financial Investment Sector Co-ordinating Unit is mandated with the development of a Finance and Investment Protocol for the region. The Protocol will set out and determine the manner in which financial integration should be achieved,
and how finance and selected methodologies as well as how consultants should work with FISCU staff members on projects (Mowatt 2000:45).

As already mentioned in chapter three, SADC underwent a restructuring process in 2001 in order to centralise operations in Gaborone, the capital of Botswana. As a result of the above process, the SADC Finance and Investment Co-ordinating Unit’s activities and functions were transferred to the Directorate of Trade, Industry, Finance and Investment (TIFI) unit. This ensures better co-ordination of economic integration and support to the role of the SADC Secretariat (Final Report for SADC/TIFI 2004: online).

From the above it can be seen that the SADC Financial Investment Sector Coordinating Unit focuses on four areas, namely, monetary and financial issues, investment promotion, development finance, and macro-economics. These areas are critical to ensure that sound financial systems are implemented and maintained in the SADC region. The SADC Secretariat should ensure that sound financial systems are implemented in member states as a matter of priority, and facilitate a more effective and successful process of co-ordination of activities in the SADC region. It is important to note that results, for example, on resource flow of financial data will take some time. Greater opportunities to raise capital and resources, and securing good credit scores were noticeably absent in the SADC region. Therefore it can be concluded that as far as the regional central bank and monetary union of SADC member states are not suitable for implementation due to the difference of monetary policies instruments which influence each member state’s commitment to achieving monetary target. SADC has not and will not be able to achieve monetary union and the establishment of a regional central bank.

Apart from finance and investment, capacity building is one of SADC’s current activities in terms of its purpose statement and will be discussed in the next section.

5.3 CAPACITY BUILDING AS A SADC CURRENT ACTIVITY

According to Wikipedia Encyclopaedia (2011:online) capacity building is referred to as capacity development; a conceptual approach to development that focuses on understanding the obstacles that inhibit people, governments, international organisations and non-governmental organisations from realising their developmental goals, while enhancing the abilities that will allow them to achieve
measurable and sustainable results. Capacity building is included in programmes of most international organisations that work in the developing world, such as the World Bank, the United Nations, and non-governmental organisations (NGO’s) such as Oxfam International. Capacity building is often referred to as strengthening the skills, competencies and abilities of people and communities in developing societies so that they can overcome the causes of their exclusions and sufferings (Wikipedia Encyclopaedia 2011:online). Capacity building in the SADC context refers to generally addressed areas of critical skills gaps and the strengthening of member states’ governance structures in the achievement of SADC objectives.

Literature analysed shows that capacity to implement and execute projects is one of the many challenges SADC faces inter alia co-operation in resource mobilisation, constraints in the availability and accessibility of development finance in housing, agriculture and other sectors, and the underdeveloped capital in the SADC markets. For example, the Programme on Appraisals of Public Private Partnerships, among others, was introduced in May 2009 in Midrand, South Africa. The Programme on Appraisals of Public Private Partnerships is challenged because of limited capacity in SADC to implement projects relating to infrastructure development. This programme is presented in the form of a workshop organised in conjunction with the Development Bank of Southern Africa and funded by the Public Private Infrastructure Advisory Facility (PPIAF) (SADC 2011:online). Furthermore, the programme was developed and facilitated by a team from John Deutsche International Executive Programme of the Queen’s University in Canada. The duration of the programme was three weeks and it focused on the appraisal of public-private participation in infrastructure projects. It was attended by institutions, state owned enterprises, government agencies and governments in the SADC region, as well as from East, Central and West Africa. This programme, being the first in the SADC region, aimed to test to what extent intervention can evolve by using Public Private Partnership (PPPs) as procurement tools to implement infrastructure projects by governments in Africa (SADC 2011:online). The programme was successful as had been expected, as an integral part of SADC’s capacity building initiatives and co-operation with other partners on mechanisms for financing future programmes (SADC 2011:online). Significant progress has been made regarding infrastructure development in the SADC region, despite limited resources and inadequate capital inflow to finance these projects.
According to Kaplan (2000:51), a leading NGO scholar, to be effective facilitators of capacity building in developing areas, NGOs, must participate in organisational capacity building first. Kaplan mentioned the steps to building organisational capacity as including:

- Developing a conceptual framework;
- Establishing an organisational attitude;
- Developing a vision and strategy;
- Developing an organisational structure; and
- Acquiring skills and resources (Kaplan 2000:51).

Kaplan also argues that NGOs that focus on developing a conceptual framework, and organisational attitude, vision and strategy are more allied to being self-reflective and to creating an environment conducive to effective capacity building (Kaplan 2000:53).

In 1996, SADC implemented capacity building programmes and projects by involving representatives of member states. The overall goal of these programmes and projects was to create an institutional framework to equip SADC institutions with knowledge, skills and information, and to enhance professional performance to fulfil their mandates (SADC 2009:online).

Another example of capacity building in SADC was displayed in June 2009 when the University of KwaZulu-Natal, through the African Centre for Food Security identified by SADC as the preferred host for a regional Centre of Excellence for building capacity for Vulnerability Assessment and Analysis (VAA) in the Southern African region. The Vulnerability Assessment Analysis’s key responsibility is to identify training needs which exist in the region. In April 2009, in Sunningdale, Johannesburg the Programme Manager of the SADC Parliamentary Member Unit (PMU) established a Technical Working Group on Training and Capacity Building (TWGTCB) to provide a forum through which a curriculum of the Vulnerability Assessment Analysis training courses can be established. The primary reason for the TWGTCB group was:
• To advise on the content of the Vulnerability Assessment Analysis training and capacity building curriculum;

• To undertake needs assessments of the National Vulnerability Assessment Committee (NVAC) practitioners, by consulting both regional organisations as well as practitioners themselves;

• To identify existing training and capacity building opportunities;

• To advise on the structure and sequencing of the training and capacity building curriculum;

• To identify and advise on appropriate pathways for the disbursement of available funds to form and build the capacity of the Vulnerability Assessment Analysis practitioners (SADC 2009:online).

Another example of attempts to build capacity in SADC includes the SADC Climate Risk Capacity Building Project. This unit was established in 2010, funded by USAID and implemented and co-ordinated by the Council for Scientific and Industrial Research (CSIR), Kulima Integrated Development Solutions and the Climate Systems Analysis Group at the University of Cape Town (SADC 2010:online). A Climate Risk and Vulnerability Handbook for Southern Africa was drawn up with the intention of providing decision-makers with up to date information, appropriate for country planning on the impacts and risks of climate change and variability. It also presented a selection of information translated to communicate climate change processes, key existing and emerging trends, impacts and possible measures that could be taken to reduce these impacts (SADC 2010:online).

Within the Southern African context, capacity building and expertise are critical factors in order to manage climate change in the region. To support the capacity building programme, the SADC Programme on Science and Technology Support for Climate Change Response had a meeting in March 2011 to discuss how SADC member states can access information on climate change as a priority. Additionally, it was discussed that SADC member states should undertake response and adaptation as part of the in-country gap analysis around climate change (SADC 2010:online).
From the above it can be seen that capacity building in SADC is necessary to ensure the successful implementation of critical projects and programmes such as climate change and public-private partnerships. Various examples of capacity building cited above, showed the willingness of SADC to enhance expertise within member states. Capacity building can accelerate the achievement of SADC’s objectives of regional integration and in tandem, the attainment of sustainable economic growth and poverty reduction. It can therefore be concluded that as far as capacity building is concerned SADC has not wholly achieved its stated objective, and although some capacity building programmes were undertaken more capacity building still has to be done.

5.4 THE REGIONAL INDICATIVE STRATEGIC DEVELOPMENT PLAN AS A MAIN SADC ACTIVITY

The Regional Indicative Strategic Development Plan (RISDP) was developed in March 2001 and adopted and approved by the SADC Summit in August 2003 (SADC 2012:online). After a review of the operations of SADC and its institutions in the same year (2003), the Regional Indicative Strategic Development Plan was launched to provide clear direction to the new structure of SADC. The plan contains detailed milestones, target outputs and responsibilities for the first five years of the fifteen year plan (2005-2010). This five year plan was broken down further into annual plans (2005-2006, etc) to guide the first implementation phase. SADC hopes to enhance its effectiveness and efficiency through these planning procedures by utilising the RISDP as a vehicle to achieve its objectives (SADC 2012:online).

The main Southern African Development Community (SADC) objective is one of a common future founded on common values and principles within a regional community that will ensure economic welfare, improvement in standards of living and quality of life, social justice, freedom, peace and security (SADC, 2009:52). In pursuit of this agenda, SADC, through the Regional Indicative Strategic Development Plan (RISDP) set milestones to facilitate the attainment of these goals, explicitly the SADC Free Trade Area by 2008, a Customs Union (CU) by 2010, the Common Market (CM) by 2015, Monetary Union (MU) by 2016 and the Single Currency by 2018 (Naidu, Roberts and Alvarenga 2009:44).
The Regional Indicative Strategic Plan underpins the SADC’s vision of a common future within a regional community, as well as its mission to promote sustainable and equitable economic growth and socio-economic development through, among other things, deeper co-operation and integration (SADC, 2003:12). The ultimate objective of the RISDP is “to deepen the integration agenda of SADC with the view to accelerating poverty eradication and the attainment of other economic and non-economic goals” (SADC, 2003:7). The RISDP identified trade, economic liberalisation and development as the key catalytic intervention areas for the achievement of deeper integration and poverty eradication in SADC targets for a trade-led regional integration agenda (Peters 2011:143). According to SADC literature (SADC 2010:online), there is no effective link between the SADC Secretariat, the RISDP and the relevant stakeholders who are supposed to oversee and effectively implement SADC activities and processes, for example, the SADC integrated agenda. There is a need to increase advocacy and technical assistance at a national level for member states, to accelerate the implementation of a SADC framework, and to measure the achievements and impact of regional integration. (SADC 2010:online). The Regional Indicative Strategic Plan also links to the Protocol on Trade. According to the RISDP, interventions in the area of Trade, Industry, Finance and Investment (TIFI) are directed towards the facilitation of trade and financial liberalisation, competitive and diversified industrial development, and increased investment for deeper regional integration and poverty eradication (SADC Secretariat 2011:online). These goals reflect the objectives as stipulated in the Protocol on Trade. The Regional Indicative Strategic Development Plan identified seven key intervention areas as a way of achieving these objectives:

- Goods and services’ market integration;
- Financial and capital markets development and strengthening;
- Attainment of deeper monetary co-operation;
- Attainment of macro-economic convergence;
- Increasing levels of intra-SADC investment and foreign direct investment (FDI);
- Enhancing productive competitiveness; and
• Effective participation in, and compliance with international agreements (SADC 2011:online).

From the above it can be seen that the SADC Regional Indicative Strategic Development Plan is an important document to streamline SADC operations in Southern Africa. More importantly, the Regional Indicative Strategic Development Plan is a strategic framework pointing to the general direction that SADC should take to achieve its objectives.

The above information indicates that SADC member states should be involved in the early stage of programme development, which is critical to ensure the successful implementation of the RISDP. It is found that the RISDP is definitely not being used as a vehicle in SADC to address SADC’s problems such as poverty alleviation, free trade, and regional integration as stipulated in its purpose statement (see chapter 4).

5.4.1 Current Prospects of Regional Integration Versus SADC’s Purpose Statement

Southern Africa currently makes use of the Regional Indicative Strategic Development Plan (RISDP) of 2004 as its vehicle to ensure socio-economic development in all SADC member states. The purpose of the RISDP is to deepen regional integration in SADC (see section 5.4), and to provide SADC states with a consistent and comprehensive programme of long-term economic and social policies (SADC RISDP, 2004:online). The core objectives of the Regional Indicative Strategic Development Plan are to create a peaceful and stable political and security environment through which the region will endeavour to realise its socio-economic objectives (SADC, 2010: online). The first priority for the RISDP is regional integration, and the promotion of trade and economic liberalisation as a means of facilitating competitive and diversified industrial development through the achievement of a SADC Customs Union.

According to SADC literature (SADC 2012:online) the RISDP developed in 2011 a desk assessment to review progress made in the implementation of interventions. The RISDP, in collaboration with the member states highlighted challenges facing the region in terms of socio-economic growth and development. More importantly,
the desk assessment is also focused on the Regional Indicative Strategic Development Plan’s implementation strategies, providing main interventions and objectives by SADC sectors, listing expected outputs, monitoring activities and ensuring the achievement of key performance indicators (SADC 2012:online).

The above shows that remarkable progress has been made during the implementation of the RISDP and the findings of the desk assessment. The desk assessment demonstrates a continuous need for a strategic plan such as the RISDP. The above literature review also demonstrates that the RISDP has indeed been instrumental in ensuring that SADC’s strategies are fully understood and operationalised in the member states.

The next section will focus on the free trade area of SADC as an activity to determine progress in relation to SADC’s purpose statement.

5.5 SADC TRADE FREE AREA ACTIVITY VERSUS THE SADC’s PURPOSE STATEMENT

One of the objectives of SADC is to create free trade areas as stipulated in the SADC Treaty. This activity is currently one of SADC’s main initiatives to address free trade, in member states. Progress was made when the SADC Protocol on Trade was signed in Maseru in 1996 and entered into during 2000. According to the SADC Communiqué (SADC 2005:1), the SADC Protocol is the most important legal document with regard to the Community’s quest for deepened economic integration. The aim of the Protocol is to promote intra-regional trade in goods and services based on fair, mutually equitable and beneficial trade arrangements, cross-border and foreign investment; and in addition, endeavours to enhance the economic development, diversification and industrialisation of the region as a whole (SADC Protocol on Trade 2012:online). The Protocol, as a step towards deeper integration in the SADC region, envisaged the establishment of a World Trade Organisation (WTO) - a compliant Free Trade Area through the removal of obstacles to trade. Apart from the removal of obstacles to trade, the Protocol adopted other strategies such as approval of common rules of origin, harmonisation of customs rules, and procedures and documentation within SADC to achieve the SADC objectives as stipulated in the Protocol (SADC Treaty 2003:online).
5.6 SADC HUMAN SECURITY AS A CURRENT ACTIVITY

Human security is defined in the 1994 United Nations Development Plan on Human Development Report (UNDP 1994:14:24) as: “safety from such chronic threats as hunger, disease, and repression: and protection from sudden and hurtful disruptions in the patterns of daily lives, whether in homes, jobs or communities” (UNDP 1994: 14:24-25). According to the classification of the chronic poverty report 2008-09 with the data having been collected during 1970-2003; Angola, the Democratic Republic of Congo, Madagascar, Mozambique, Uganda, Swaziland, Zambia and Zimbabwe are across-the-board chronically deprived countries. Botswana, Lesotho, Namibia, and South Africa are partially chronically deprived countries (Mini Atlas, 2005:5). Mauritius is a partial consistent improver. According to the Mini Atlas of Human Security (2005) Angola and Uganda are among the top countries experiencing the highest number of one sided-violence incidents from 1989 to 2005. The highest number of reported deaths from political violence in 2005 within Africa was in Uganda. Zimbabwe is among the five states in the world with the greatest scores of Human Rights abuses. The type of regime varies from country to country in the region. The spread of democracy from South Africa to the others countries remains critical. SADC is the epicentre of the HIV and AIDS epidemic. The region has about 4 per cent of the global population but has a share of about 32 per cent of the global number of people living with HIV and AIDS (Naidu, Roberts & Alvarenga; 2009:87). About 52 per cent of women living with HIV/AIDS reside in SADC member states. Slightly more than 20 per cent of all orphans are in the SADC region (SADC; 2007:5).

The above facts indicate that the economic integration of SADC and the leadership of South Africa have not found an appropriate response to the multitude of human security challenges in the region. Regardless of these types of assertions, focus on human security, in terms of the current security architecture, SADC is still centred on traditional security threats. The organisation has two key instruments to manage threats to the region’s peace and security, the Organ for Politics, Defence and Security Co-operation (OPDSC) and the Strategic Indicative Plan of the Organ (SIPO): the Organ was designed to track and manage, conflicts between and within the member states; and the Mutual Defence Pact was designed to allow for a co-ordinated response to external military threats. The SADC Spatial Development
Initiatives offer a possible solution to the responses needed by South Africa and SADC in order to increase human security and attain decisive peace. South Africa, as the regional hegemon, has the obligation to diversify regional production bases, for both its own economic development and that of the region. The Spatial Development Initiatives by South Africa are aimed at rehabilitating the primary infrastructure network along the development corridor, notably road, rail, port and border posts, with the participation of the private sector in order to have minimum impact on public expenditure (Soderbaum, 2006:47).

From the above it can be concluded that disparities exist between member states with regard to the application of SADC human security initiatives. The type of regime ruling in the SADC member states dictates the direction and application of human security policies. Due to these disparities, SADC cannot successfully and consistently implement its initiatives.

Apart from these disparities, it is noted that various matters particularly HIV/AIDS and poverty alleviation are highlighted as some of the major challenges to human security. More proactive instruments have been developed, but implementation and political will are important to address peace and security holistically. It can therefore be concluded that peace and security have not been achieved as a SADC objective due to various unsuccessful implementation efforts of peace agreements in conflict situations in member states, for example, the internal conflict in Zimbabwe.

5.7 SADC WILDLIFE MANAGEMENT ACTIVITY VERSUS ITS PURPOSE STATEMENT

One of the main activities in SADC namely the re-assignment of wildlife management in the region, as it is a potential source of income for the SADC region (SADC 2003: online). All SADC member states, excluding the Democratic Republic of the Congo (DRC) have 39 per cent of their total surface area of land designated as protected areas and have a large population of wildlife, especially elephants (242-467) totalling 39 per cent of all African elephants (Said 1995:34).

SADC has adopted the Protocol on Wildlife Conservation and Law Enforcement as one of the most important contributions for regional co-operation and integration in wildlife management. As mentioned in chapter four, one of SADC’s primary purposes is to ensure regional co-operation and integration of all programmes and projects in
the Southern Africa region. According to the SADC Protocol on Wildlife Conservation and Law Enforcement (SADC 2003:online), there are two aspects that will guide regional co-operation and integration in wildlife management. The first aspect is the establishment of a common approach to wildlife resources and the second is the law and its enforcement elements, for example the effective enforcement of laws governing the use of resources (SADC, 2003:online). Furthermore, the Protocol also stipulates how wildlife management should be implemented, what issues are to be covered and identifies the focus areas regarding the development of programmes and projects to sustain wildlife management (article six to eleven of SADC Treaty). The Protocol came into force on 30 November 2003 after its ratification by at least two thirds of the member states (SADC 2003:online).

5.7.1 Habitat and Environmental Threats in Wildlife Management

According to the World Wildlife Foundation (WWF) habitat loss is seen as the greatest environmental threat due to the utilisation of plants for food and medicine (SADC Annual Report: 2004). The SADC Annual Report (2004) also mentioned that 70 per cent of Southern African inhabitants depend on land for food, income and employment. The rapid poaching of black and white rhinos is a threat to the environment and provenance of these endangered animals. Richard Emslie, a Scientific Officer for the International Union of Conservation of Nature (IUCN) said that “although good biological management and anti-poaching efforts had led to modest population gains for both species of African rhino, we are still very concerned” (BBS News 2011:online). The population of the rhino appeared to be stable a few years ago but another upsurge in poaching in the recent years has placed them in jeopardy (SADC Environmental Outlook 2008:3).

5.7.2 SADC’s RESPONSES TO WILDLIFE MANAGEMENT CHALLENGES

In 1999, all SADC members signed a Protocol on Wildlife Conservation and Law Enforcement as a platform to address regional co-ordination with regard to wildlife management. The primary objective of this Protocol is to establish within the region, and within the framework of the respective national laws of each member state, the following:
• common approaches to conservation and sustainable use of wildlife resources

• Assistance with the effective enforcement of laws governing those resources (SADC, 1999:online);

More specific objectives of the Protocol include, amongst others, to promote the sustainable use of wildlife, harmonisation of legal instruments governing wildlife, to facilitate the exchange of information concerning wildlife management, utilisation and enforcement of wildlife laws, and building national and regional capacity of wildlife management (SADC, 1999:online).

SADC recognises the need to develop its resource base to give effect to the current Wildlife Protocol. In addition, other projects were developed such as the SADC Regional Rhino Conservation Project which contributes to the long-term conservation of regional biodiversity by targeting the management of two key species - the black and the white rhino, and the SADC Regional Wetlands Conservation Project. The Regional Wetlands Conservation Project promotes awareness of the role, value and appropriate uses of wetlands amongst policymakers, resource planners, managers and extension workers and users (SADC FANR, 2011:online).

Apart from the above projects, the individual SADC member states are committed to the establishment of the development of Trans-frontier Conservation Areas (TFCA’s) in recognition of the role that the Trans-frontier Conservation Areas could play in the sustainable development of poverty alleviation including the promotion of a culture of peace and interstate co-operation, as detailed in chapter four. SADC also identified core wildlife and biodiversity conservation areas such as national parks, game reserves, forest reserves and hunting and tourism concession areas. These areas are delimited by other priorities of land uses, which make collaboration between conservation area managers difficult on the one hand, and on the other hand restricting tourist movements across national boundaries (SADC FANR 2011: online). In order to address this problem, SADC member states developed the Trans-frontier Conservation Area’s Additional Agreements which stipulate the areas or components of large area that straddle the boundaries of two or more countries. The implementation of the additional Trans-frontier Conversation Areas harmonise...
the natural resources management policies and strategies, as well as promote the sustainable and compatible utilisation of natural resources in the entire SADC region (SADC FANR, 2011:online).

It is noted from the above that the adoption of the SADC Protocol on Wildlife Conservation and Law Enforcement in 2003 paved the way for sustainable use of conservation areas and the conservation of wildlife resources in SADC. This initiative is one of SADC’s activities and has contributed to its objective pertaining to wildlife management. The successful implementation of the SADC Protocol on Wildlife Conservation and Law Enforcement requires an evaluation of many factors, such as consideration of the member states’ objectives concerning wildlife, their degree of implementation, existing administrative processes at various levels, and local customers, among others. These types of implementation analyses have not been possible for all member states due to capacity constraints and technical expertise. SADC did not consider these latter factors in order to ensure the successful implementation of wildlife management activities. It can therefore be concluded that SADC has minimally achieved its stated objectives with regard to wildlife management.

5.8 CONCLUSION

The current activities of SADC, that is, the establishment of the regional central bank and a monetary union, capacity building, the Regional Indicative Development Plan, the free trade area, human security and wildlife management were analysed and assessed in this chapter.

This chapter indicated that of these activities, wildlife management and the establishment of a regional bank and a monetary union are being undertaken by SADC and are being minimally successfully implemented and have achieved their intended purpose. The following activities, capacity building, the Regional Indicative Development Plan, the SADC free trade area and human security are not successful and attention should rather be given to policies that take the various disparities of the member states into consideration before these policies are implemented.

Capacity building has been identified as one of the obstacles to implementing SADC projects as stated in its purpose statement. After reviewing the content of SADC’s
current activities, it was found that knowledge, expertise and skills are needed to successfully implement projects and programmes in the SADC region.

Chapter six will provide a conclusion and findings of the literature reviewed. Recommendations will be made with regard to the findings of this research paper.
CHAPTER 6
FINDINGS, CONCLUSION AND RECOMMENDATIONS

6.1 INTRODUCTION

This chapter summarises the main arguments and research findings of this dissertation within the framework of the identified research problem and stated research objectives identified in chapter one. This research dissertation aimed to determine whether the SADC objectives have been achieved by critically analysing the SADC purpose statement. The analysis of SADC’s activities forms a basis for understanding the purpose statement of SADC. SADC has various responsibilities, and as a regional role player, its main focus is regional integration. The question was asked whether SADC purpose statement was being fulfilled and achieved. This question led to secondary questions which include the following: what is the purpose of SADC, why does SADC exist, what activities does SADC currently undertake, and what are the role and functions of a regional organisation? While the questions regarding the meaning of the concepts “Southern African Development Community”, “activity” and “purpose statement” have been answered in section 1.5 of chapter one, other questions led to consideration of some of the aims discussed in the next paragraph.

The main objective of this dissertation was to understand the purpose of SADC. In order to operationalise the research, this objective was divided into four inter-related aims (chapter 1), namely to understand SADC by exploring concepts such as purpose statement, international government organisations, regionalism and cooperation, as well as explaining the roles and functions of International Government Organisations (chapter two), providing a historical overview of SADC (chapter three), explaining SADC’s purpose statement in relation to its achievements (chapter four), and the activities of SADC currently being undertaken (chapter five).

This chapter, chapter six summarises and evaluates the findings of the various chapters by exploring the abovementioned objectives, and aims and finally draws a conclusion in order to answer the question whether SADC has achieved its purpose statement by analysing a range of activities. Based on that answer, this chapter will also provide recommendations on how SADC can reach its objectives as specified in its purpose statement.
6.2 RESEARCH SUMMARY

Chapter two was devoted to answering the first question listed in section 1.3 of chapter one namely “what are the roles and functions of regional organisations?”. Chapter two therefore aimed to explore the creation, roles, functions and classification of international government organisations. Chapter two provided an overview of International Government Organisations (IGOs) by using the international experience of various organisations as a departure point. This included the history and development of International Government Organisations, which integrated the views of authors such as Thompson and Sindal. This chapter also looked at the operational requirements to classify International Government Organisation such as the United Nations, the African Union, and the African Postal Union to determine similarities between these organisations and SADC. The roles and functions of International Government Organisations have been critically analysed with the main aim of considering how to achieve international or geographically collective objectives.

The purposes of International Government Organisations were discussed and the views of different authors such as Jacobi, Samoff and Carol were considered. This research concludes that the purposes of International Government Organisations should include the following:

- International Government Organisations’ purposes can either be politically or technically motivated;
- International Government Organisations are instrumental in dealing with conflict resolutions and identifying security threats within member states;
- The scene can be set for the creation of global policy by connecting member states’ policies into one collective International Government Organisation policy.

Regarding the aims and activities of IGOs, Archer, Peaslee, Virally, Nye, Packelford, Haas and Rowe are of the view that IGOs are classified according to their aims and activities. Diefl, is of the view that IGOs can increase efficiency by collectiveness and understanding of their respective activities and aims. The classification of aims and activities of International Government Organisations by functional area were illustrated by the aspirations and achievements of each sectoral organisation.
Chapter two concluded that the classification system of International Government Organisations is an important characteristic with which to identify the core reasons for their creation. Four basic categories of International Government Organisation were identified. These categories are objectives, power, function and geographical scope. Chapter two has demonstrated that International Government Organisations are formed on the basis of communal interests and therefore co-operation is necessary to consolidate the agreed objectives as the reason for their establishment.

There are different types of International Government Organisation but each one has a specific role and function. After exploring the history and development of International Government Organisations, it was found that member states’ interests are better served in a regional context rather than in a national, global or universal arrangement of organisations.

In chapter three the focus was narrowed from International Government Organisations to SADC as a regional organisation, and more specifically to the establishment of SADC. The purpose of this chapter was to reveal evidence on the history, structure, objectives and new developments of SADC since its establishment. This chapter aimed to answer the question; “why does SADC exist?" (section 1.3). Chapter three explains how SADC was formed and demonstrates the reasons why SADC has transformed from a politically-orientated to a developmental organisation. SADC’s name was changed from SADCC to SADC, primarily to ensure that the focus from co-operative community to developmental organisation through a decentralised process has been addressed. This process accelerated developmental initiatives at regional level. Each member state was allocated SADC sectoral activities to improve efficiency. Chapter three also explored the structure of SADC. The Summit of the Heads of State or Government is the ultimate policy making and controlling body of all SADC activities.

Chapter four described the SADC purpose statement in relation to its achievements. This chapter critically explored the purpose statement of SADC. as outlined in the SADC Treaty, Further objectives have been added, as endorsed and approved by all member states.
An important part of chapter four was devoted to four major SADC objectives as stated in its purpose statement:

- To reduce member’s dependence, particularly on South Africa, and help member states to ensure genuine and equitable regional integration through the creation of solidarity among the partner states;
- To implement programmes and projects with national and regional impact;
- To mobilise member states’ resources in the quest for collective self-reliance, and;
- To secure international understanding and support.

The analysis of SADC’s activities is also an important part of chapter four. It was found that SADC has a variety of activities and that the main activities include the role of the Secretariat, poverty eradication, HIV/AIDS, transport, agriculture, food and water security, and regional integration. It was found that despite the complexities and challenges to implementing these activities, alignment between member states is needed to maximise the impact and overall successful execution of activities. There are definitely conflicting views on how to deal with systematic service delivery to the region as member states do not have the expertise and capacity to manage complex SADC projects and programmes. Projects implemented are not sustainable, with activities discontinuing soon after project completion. The role of the SADC Secretariat has been analysed and it has been found there is a need to capacitate the Secretariat’s unit to deliver on the SADC mandate. Other areas assessed were poverty alleviation, regional integration and water security and were analysed. Chapter four also answers the research question “what is the purpose of SADC?” (section 1.3).

In order to provide a more nuanced answer to the third research question, namely “what activities does SADC currently undertake? (section1.3), chapter five imparted an in-depth analysis of SADC’s current activities. Although SADC undertakes various activities as stated in chapter five, the focus of this research was narrowed to key activities such as the establishment of the regional central bank and monetary union, the role of SADC’s Finance and Investment Co-ordinating Unit, capacity building, the Regional Indicative Development Plan, the SADC trade free area, human security and the SADC Wildlife Management Programme, each of which was analysed. The
The main purpose of this research was to understand the purpose of SADC by analysing the past and current activities undertaken by SADC, (see section 1.5). An exploration of the ever-changing environment of SADC relating to its activities has shown that SADC’s role has changed from a regional co-operative community to a more developmental organisation. To give effect to this statement, the name of SADC was changed from SADCC to SADC to emphasis its developmental role.

An exploration of the SADC activity environment (first aim) as described in chapter two, has shown that due to increased trade between various countries, the number of International Government Organisations has been increased since the turn of the century. There should be common interests as a membership requirement before an agreement between International Government Organisations can be established. Various International Government Organisations were analysed with the aim of getting a clear understanding of what constitutes an International Government Organisation. There are regional and global International Government Organisations.
with a specific aim and purpose to fulfil a specific role. The main reason these organisations are formed is to foster co-operation through collectivism.

A subsequent overview of SADC as a regional organisation, has revealed the important role it plays in the political and economic development of the region (chapter three). Although a wide range of activities is used by SADC as vehicle to achieve its objectives as stated in the purpose statement, it was found that there is a need to properly and appropriately plan and package regional projects in order to attract the necessary funding. Regional strategies and projects are well conceived, but have so far largely neglected the issue of human development and capacity building.

However, the research has shown (chapter five) that the current SADC activities such as human security, monetary union and capacity building have contributed minimally to the realisation of SADC’s objectives as stated in its purpose statement. There are various challenges identified with regard to financial integration, capacity building and human resource capacity that negatively impact on SADC’s developmental initiatives. SADC did not achieve its intended objectives with regard to capacity building, financial reforms and human security and peace; however, SADC has made some progress towards the implementation of wildlife management systems.

Bearing in mind that the research has concluded that:

- The roles and functions of International Government Organisation are based on collective efforts and SADC’s purpose has been translated into developmental objectives, such as forging links to create genuine and equitable regional integration; mobilisation of resources to promote the implementation of national, interstate and regional policies; and concerted action to secure international co-operation (research aim one).
- SADC was established as a co-operative community but changed to a developmental community focusing on regional integration. Regional actions and responsibilities have been allocated to member states for co-ordinating purposes (research aim two).
• The purpose of SADC is one of a common future founded on common values and principles within a regional context that will ensure the welfare of all its member states (research aim three).

• SADC’s current activities are positioned to deliver on its intended purpose, but lack effective co-ordination, a fully documented implementation strategy and political will (research aim four).

It can therefore be deduced that SADC’s activities in its member states are utilised as a vehicle to drive the SADC agenda. This research revealed that all activities analysed do not indicate that the intended objectives of SADC have been reached, due to various challenges experienced within SADC. With the above deduction, the research questions posed in section 1.3 of this research have been negatively answered; that is, that SADC’s main responsibilities and activities do not reflect that the SADC’s purpose statement has been fulfilled and achieved. The unique contribution of this research to the SADC organisation is the deduction that member states and leaders should ensure that all SADC activities are aligned with the SADC purpose statement to achieve the desired outcomes. The significance of this study is that the conclusions reached could be used to inform government officials of member states, SADC appointed officials and civic organisations interested and involved in the future development of Southern Africa.

6.4 RECOMMENDATIONS

Recommendations which could assist SADC in achieving its objectives as stated in its purpose statement including the following:

• The Regional Indicative Strategic Development Plan explained in this research that it is a strategic document with the aim of accelerating the implementation of SADC projects and programmes as stipulated in the SADC Treaty. It is important that the implementation of the Regional Indicative Strategic Development Plan should be promoted in member states to strengthen co-operative structures, as well as prioritisation of key projects and programmes. It is recommended that the Regional Indicative Strategic Development Plan’s strategies should be fully understood and accepted by all member states in order for the Regional Indicative Strategic Development Plan to be integrated into the national plans, budgets and priorities of member
states. Furthermore, key principles of collaboration between member states should be institutionalised to accelerate the development of technical capacity with appropriate partners such as NEPAD and the African Union.

- The SADC Secretariat, as the administrative arm of SADC, is confronted with limited human capacity to reach its objectives (see section 4.3.2). This means that SADC is reliant on its Secretariat to administer, drive and implement key decisions made at the SADC National Committees at annual meetings (see chapter 2). It is recommended that the SADC Secretariat investigate new methods to revive its think-tank strategy, in partnership with research institutions such as universities in the region, through resources based in member states, and benchmarking of best practices with other regional stakeholders. This initiative will improve the implementation success rate and efficiency of projects. Such new collaborative approaches will allow for the development of new strategies for sustainable development, specifically in the regional integration agenda of SADC. It is also recommended that the SADC Secretariat function needs to be critically reviewed to address the current staff capacity problem, in order to understand how it can improve capacity to deliver on the SADC mandate. Capacity gaps can be identified in current projects, and programme management for all staff at all levels should be considered. Emerging projects that lack capacity need to be assigned to member states that have the capacity to deliver on the SADC mandate.

- SADC is involved with various activities such as HIV/AIDS management, poverty alleviation, wildlife management, transport systems and water resource management, as well as the role of the Regional Indicative Development Plan and is facing the capacity constraints evident in the SADC Secretariat. These activities are linked to the main objective of SADC and have a comparatively minimal success rate. It is recommended that SADC activities be intensified through the mobilisation of resources in all key result areas to add value to regional integration and the realisation of SADC’s objectives. Donor funding is limited, and additional funding for projects can be
raised by member states through commitment, to capacitating the interventions urgently required to improve inadequate technical expertise. It is also recommended that regular and systematic joint planning meetings and adequate monitoring mechanisms at policy and technical levels for projects be introduced to assist with the fulfilment of SADC’s objectives.

- Although this research focuses on the main key deliverables by analysing the activities of SADC to establish whether SADC has reach its objectives as stated in its purpose statement, there is a need to address cross-cutting activities such as the development of information and communication technology, science and technology, and gender representation. It is recommended that clear responsibilities of member states, all units of SADC as well as the citizens of the region be determined. Partnership with regional and national organisations and government structures is critical to ensure that regional instruments are translated into realistic outcomes for SADC’s citizens. Additional resources should be allocated to co-ordinate implementation processes on a strategic level which can then be translated to an operational level. Feedback and reporting mechanisms should be institutionalised as necessary tools to assess the progress towards the agreed SADC objectives.
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