



THE PRESIDENCY
REPUBLIC OF SOUTH AFRICA

TOGETHER DOING MORE AND BETTER MEDIUM TERM STRATEGIC FRAMEWORK

A FRAMEWORK TO GUIDE GOVERNMENT'S PROGRAMME
IN THE ELECTORAL MANDATE PERIOD (2009 – 2014)



ISSUED BY:
MINISTER IN THE PRESIDENCY
PLANNING - JULY 2009



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INTRODUCTION

- 1 The fourth democratic elections ushered in a new electoral mandate which defines the strategic objectives and targets of government for the period 2009 – 2014.
- 2 This Medium Term Strategic Framework (MTSF, 2009 – 2014) builds on successes of the 15 years of democracy. It is a statement of intent, identifying the development challenges facing South Africa and outlining the medium-term strategy for improvements in the conditions of the life of South Africans and for our enhanced contribution to the cause of building a better world.
- 3 The MTSF base document is meant to guide planning and resource allocation across all spheres of government. National and provincial departments in particular will need immediately to develop their five-year strategic plans and budget requirements, taking into account the medium-term imperatives. Similarly, informed by the MTSF and their 2006 mandates, municipalities are expected to adapt their integrated development plans in line with the national medium-term priorities.
- 4 The MTSF is informed first by the electoral mandate. It also takes into account how global and domestic conditions may change over time. In weighing trade-offs and making choices, the document also draws from the lessons identified in the Government's *Fifteen Year Review* and issues that arose in the Scenario Planning Process (*South Africa Scenarios 2025: The future we chose?*).
- 5 The new organisational mechanisms, represented by the setting up of a National Planning Commission and corresponding structures, influenced the way the priorities are presented and required a greater level of detail, compared with previous MTSFs. Further, based on the MTSF, a corresponding five-year Medium Term Expenditure Framework (MTEF) – or at least corresponding five-year broad indicative expenditure trends – will be developed.
- 6 The MTSF will be reviewed annually during the mid-year Cabinet makgotla in the light of new developments and experience in actual implementation. The yearly reviews will inform both the corresponding three-year rolling MTEFs and government's annual Programme of Action (PoA).
- 7 In developing targets for 2014, account also has to be taken of the United Nations (UN) millennium development goals, and our responsibility as a country to strive to attain these goals. South Africa should, where possible, contribute to the attainment of these goals within Africa and further afield.
- 8 Each of the priorities contained in the MTSF should be attended to. Critically, account has to be taken of the strategic focus of the framework as a whole: this relates in particular to the understanding that economic growth and development, including the creation of decent work on a large scale and investment in quality education and skills development, are at the centre of the Government's approach.

ELECTORAL MANDATE

- 9 The national Government's mandate underscores the need to create a nation united in diversity, working together to weave the threads that will result in the creation of a democratic, non-racial, non-sexist and prosperous society. Indeed, now is the time together to do more, better.
- 10 The following objectives are identified:
- halve poverty and unemployment by 2014
 - ensure a more equitable distribution of the benefits of economic growth and reduce inequality
 - improve the nation's health profile and skills base and ensure universal access to basic services
 - improve the safety of citizens by reducing incidents of crime and corruption
 - build a nation free of all forms of racism, sexism, tribalism and xenophobia.
- 11 The priority areas to give effect to the above strategic objectives are:
- more inclusive economic growth, decent work and sustainable livelihoods
 - economic and social infrastructure
 - rural development, food security and land reform
 - access to quality education
 - improved healthcare
 - the fight against crime and corruption
 - cohesive and sustainable communities
 - creation of a better Africa and a better world
 - sustainable resource management and use
 - a developmental state, including improvement of public services.
- 12 The electoral mandate also conceives of the establishment of long-term national planning capacity as the principal mechanism for defining long-term frames of reference and subsidiary objectives, coordinating and integrating government efforts, as well as monitoring and evaluating implementation.

APPRECIATING CONTEXT

- 13 Fifteen years into democracy, much has been done to eradicate the legacy of apartheid and build a new, just society. The foundation laid in the first 10 years and new initiatives since 2004 have enabled South Africa to achieve a faster rate of growth and development. The FYR poses these challenges:

“Midway through the Second Decade of Freedom, the foundation of the First Decade and new initiatives since 2004 have enabled South Africa to notch up to a faster trajectory of growth and development.

“But it is not yet enough.

“The challenges proved more deep-seated than recognised, and success brought new challenges. The State had to learn new ways of doing things as it implemented, but was it decisive and flexible enough?

“In the midst of this, the global environment has become less predictable and less favourable than expected.

“Unforeseen global and domestic developments have the potential to check progress and keep the country's development within its present constraints.

“South Africa could continue along this path, barely denting structural ills such as massive unemployment among the youth and unskilled workers, the structure of the economy, inequality, poor quality in some social services and trends in violent crime. With this, society would plod along with occasional social instability and periodic spurts of growth.

“Is there a possibility for a big push based on broad national consensus and focused on a few catalytic national initiatives, propelling the totality of national endeavours towards better social impact? Can the current severe environment serve as a basis for such consensus?”

“Needless to say, the answer to these questions depends on the agency of various social actors. One thing though is clear: success in this regard will require a decisive state with even higher levels of legitimacy, and a more cohesive society, together prepared to pursue a common vision and to make the necessary adaptations and choices between priorities when the need arises.”

- 14 The Scenario Planning Process identified a number of macro-social dynamics and trends that could present themselves in the long-term. It posited that a number of new opportunities as well as some serious new risks could arise, in the context of possible scenarios such as:
- 14.1 *Not yet Uhuru*, which depicts a government strongly committed to accelerating economic growth through optimising conditions for private investment, but which struggles to achieve its goals in the face of slow growth and minimal sharing of benefits, deteriorating global conditions and severe ecological challenges
 - 14.2 *Nkalakatha*, which depicts a more cohesive society as a result of government articulating a compelling national vision and fostering partnerships, while playing a more central role in the economy, prioritising poverty reduction and skills enhancement
 - 14.3 *Muvhango*, which depicts a government that battles to govern well despite an initial resurgence of the economy and positive world conditions, because of poor planning, lack of coordination, slow policy implementation as well as internecine and debilitating warfare within the party-political arena.
- 15 We enter the fourth term of the democratic Government in an environment of a global economic crisis affecting every region of the world. This is likely to have a huge dampening effect on economic growth in our own country at least up to 2010 with the concomitant negative implications for investment, employment, incomes and government revenue. There is a danger that the burden of the crisis may be placed on the shoulders of the poor, deepening poverty and inequality.
- 16 Current forecasts of real growth in South African Gross Domestic Product (GDP) for the period 2009 – 2014 put the average annual rate much lower than the average for 2004 – 2009. This will not only affect government revenue, but it will also present difficulties in terms of borrowing from the markets to finance the Government deficit. However, the problem transcends issues of fiscal management, and poses substantial challenges for industry and trade, employment and training, income distribution and social security. On the other hand, we are also duty-bound to seek opportunities – in a potentially vibrant subcontinent – that will result in a more equitable long-term growth and development trajectory.
- 17 There is an appreciation on a global scale that the markets on their own are incapable of rectifying problems that their own rapacious licence has generated in the first instance. The State has a critical role to play in rectifying these weaknesses, particularly in the financial sector, thereby ameliorating the effects of the crisis on the real economy and the conditions of life of especially the poor. Within South Africa, this is reinforced by the heightened efforts to strengthen partnership among all economic role players, proceeding from the understanding that each sector has a critical role to play in addressing these challenges.
- 18 These efforts have the potential to lay the foundation for a social compact among South African social partners in ensuring a speedy recovery and setting the country on a higher and more inclusive growth

and development trajectory. At the core of this should be efforts to build a developmental state with the strategic, political, administrative and technical capacity to give leadership to this process, and an active civil society. These capacities and partnerships cannot be decreed: they are meant to emerge in the context of the development and implementation of both the strategic vision of the South African nation and the medium-term strategy derived from the electoral mandate.

19 What then should constitute elements of such a vision?

OUTLINE OF VISION 2025

- 20 Proceeding from the understanding that we operate in a global environment with much uncertainty and turbulence, that the challenges our society faces have deep historical roots in our apartheid past and that to change the social and economic structure and culture of society takes a long time, government believes that to remain focused and on track requires a popular and shared development agenda that enjoys the support of all sectors of society.
- 21 Informed by the ideals of the Constitution, such an agenda should aim at securing an explicit social agreement commanding the support and commitment of all the major stakeholders in society arrived at through a process of social dialogue. The national agenda should define our common and shared vision for growth and development as a nation.
- 22 A shared agenda, constructed as **Vision 2025**, would afford the country a 15-year time horizon from 2010 with a set of strategic objectives defining the kind of society we wish to become. It will articulate the national growth and development aspirations and goals over the long term, providing focus and direction to national endeavours.
- 23 This South African “storyline of the future”, addressing issues of human development, would set out goals in key thematic areas such as:
- the nature of the society, the State and the environment
 - the structure of the political economy and its level of technological development
 - social development
 - legitimacy, effectiveness and efficiency of governance
 - extent of social cohesion
 - integrated regional and continental development
 - globalisation and interconnectedness with the world.
- 24 It is envisaged that consultations would be held with social partners, leading to the adoption of such a vision by early 2010. Subject to these consultations, elements of **South Africa Vision 2025** would include a society in which:
- 24.1 a democratic and legitimate state, based on values of the Constitution works with all sectors of society to improve the human condition
- 24.2 people are united in their diversity, fully appreciating the common interest that binds them as a nation
- 24.3 conditions have been created for the full participation of women in all critical areas of human endeavour
- 24.4 there are effective programmes to protect the most vulnerable in society, including youth, children, persons with disability and the elderly

- 24.5 the country's natural wealth and its human resources are harnessed to ensure a growing economy which benefits all, and uses natural resources and modern technology, including information and communications technology (ICT) in a beneficial and sustainable manner
- 24.6 the private sector is afforded an environment to invest and make competitive returns while promoting the common interests of the nation, including decent work opportunities and improving quality of life for all
- 24.7 the State is efficient in providing services and giving leadership to the programme of national development
- 24.8 people who are able to work have access to decent jobs, workers' rights are protected and social security measures are comprehensive enough to cover all citizens in need
- 24.9 individuals and communities at work and at leisure are informed by a value system of mutual respect and human solidarity
- 24.10 the State and all sectors of society work with their counterparts in Africa and across the globe to build a better world.

BASIC THRUST AND FOCUS OF THE MTSF

- 25 The basic thrust of MTSF 2009 – 2014 is to improve the conditions of life of all South Africans and contribute to building a better Africa and a better world.
- 26 Given the new challenges arising from the dramatic changes in the global economic environment, the **main focus** in the current period is to minimise the impact of the economic downturn on the country's productive capacity as well as jobs and poverty-reduction measures, to identify opportunities for new areas of growth and economic participation, and progressively to set the country on a new growth and development path. Fundamental to the attainment of all our objectives is a growing economy, appropriately transformed, so that the benefits of growth are shared by all. In this regard, the programmes we undertake should aim at reducing inequality.
- 27 The central objective and mission is to set the country on a higher and sustainable growth trajectory by the end of the mandate period (2014) with an expanded and more diversified economic base, with unemployment and poverty having been halved (compared to 2004) and with greater equity and social cohesion. This includes universal access to electricity, water and sanitation in decent community settlements. Our progress towards this central objective will be reflected in the major indicators of human development (refer *Annexure I*).
- 28 The strategic priorities, deriving from the popular mandate, to advance this mission, can be summarised as follows:
- speed up economic growth and transform the economy to create decent work and sustainable livelihoods
 - massive programmes to build economic and social infrastructure
 - a comprehensive rural development strategy linked to land and agrarian reform and food security
 - strengthen the skills and human resource base
 - improve the health profile of society
 - intensify the fight against crime and corruption
 - build cohesive, caring and sustainable communities

- pursue regional development, African advancement and enhanced international cooperation
 - sustainable resource management and use
 - build a developmental state, including improving of public services and strengthening democratic institutions.
- 29 Needless to say, all the priorities, as mandated in the electoral outcome, need to be implemented. Many of them do not require an outlay of additional financial and human resources. Others are already provided for in the current MTEF. And yet others will require additional allocations. How should government address these competing demands on limited resources? Firstly, the sequencing and phasing in of various programmes will need to take into account availability of resources. Secondly, a comprehensive review of the budget will need to be conducted to identify savings that can be allocated to the priorities. Thirdly, creative ways will need to be found to involve development finance institutions (DFIs) and the private sector in the implementation of some of the projects.
- 30 Is it conceivable, in this context, for the growth and development trend to defy the economic forecasts on the upside? At the core of the critical activities that can drive faster economic recovery and lay the basis for movement to a higher growth trajectory, ensure protection of jobs and expansion of employment opportunities, and offer social protection are:
- 30.1 major infrastructure programmes with a large impact on productivity, competitiveness, local industrial development and on the quality of life
 - 30.2 public employment initiatives centred on public works projects and expansion of public services such as health, education and social work
 - 30.3 a comprehensive revamp of the social security system
 - 30.4 large investment projects of the private sector, especially projects with high labour-absorbing impact, including security of fuel supply, environment-friendly energy and other such products and services as well as supplier industries for infrastructure projects
 - 30.5 enhanced productivity across the public and private sectors underpinned by a massive skills development programme including, in the context of the economic crisis, training initiatives as an alternative to retrenchment
 - 30.6 public and private socio-economic projects with low import content, such as housing construction.
- 31 Informing this approach is an appreciation of the centrality of a growth path, which addresses the economy's structural constraints, expands the industrial base and creates decent work opportunities on a larger scale. This is contingent on microeconomic interventions that improve the efficiency of, and participation in, the economy while supporting employment-creating investments. Critically, investment in quality education for all young people and in skills development should form the bedrock of the Government's approach. Indeed, success in reducing poverty, in eliminating structural unemployment, in implementing a comprehensive social security system, in building social cohesion and in reducing crime will depend to a large extent on the progress made in growing the economy in an equitable manner, underpinned by a growing skills base. In turn, progress in these social areas will contribute to economic growth.
- 32 Contained in this approach is a recognition of the enormous responsibility of all social partners to contribute to, firstly, the recovery and, secondly, the step-change in the magnitude and content of economic growth. The core activities identified above, as well as the MTSF as a whole, will benefit all

- sectors of society: but at the same time, there will be instances where sacrifice may be required from all social partners, especially in the initial phase which demands more “defensive” interventions.
- 33 This requires a change in mindset and performance by the State, the private sector and all of civil society. Central to progress going forward is the building of an enduring partnership informed by the shared interests of all social partners and society at large. In other words, what is needed are complementary and mutually reinforcing activities among all social actors, including the State, the corporate sector, workers, communities and households.
- 34 These strategic priorities will be implemented through an executive and administrative system reconfigured precisely to ensure that the objectives of the electoral mandate are attained.
- 35 What then are the main initiatives, programmes and targets that will be required to advance these policy objectives?

STRATEGIC PRIORITIES AND PROGRAMMES

36 **Strategic Priority 1: Speeding up growth and transforming the economy to create decent work and sustainable livelihoods**

In the last MTSF period, the country made significant strides when the economy grew rapidly at an average of over 5% between 2004 and 2007– well above the 4,5% target. In this period, we saw the expansion of the capital base with gross fixed capital formation as a percentage of GDP reaching 22% in 2008 (compared to 15% in period before 2004) and the number of new jobs created for the first time exceeded growth in the economically active population.

Average Annual Growth in:	1994 – 2003	2004 – 2007
GDP	3%	5%
GDP per capita	1%	4%

Source: South African Reserve Bank quarterly bulletins

However as the economy grew at its full potential it ran into a number of capacity constraints. This in part contributed to, and worsened, the current account deficit, interest rates and inflation. At the same time, the benefits of growth did not accrue equitably to all sections of society, especially the poor and marginalised. In addition, persisting marginalisation of large sections of society, weak support for small and micro-enterprises and cooperatives, continued dependence on a few sectors to drive growth, and anti-competitive behaviour undermined the quest for shared growth – emphasising the need to restructure the country’s economy.

Coupled to these internal factors, 2008 witnessed a sharp deterioration in the international economic environment, which had begun to weigh heavily on the South African economy. There is a real possibility that growth and employment gains of the early years of the last five years could reverse.

Given the above context, the main objective over the medium term with regard to this priority is to respond appropriately, promptly and effectively so that growth in decent employment and income security are reinforced and investment sustained to build up national economic capability and improve industrial competitiveness.

To achieve this objective requires making the creation of decent work opportunities the primary focus of economic policies. While recognising the need to move up the value chain in the medium to long term, industrial policy in particular must recognise that:

- For the foreseeable future, extraction and processing of minerals and related sectors, including heavy chemicals, will remain critical for exports, making support for its continued expansion and diversification, including through supportive regulation and adequate cost-effective infrastructure, critical for development across the economy
- Over the next five years, the State must do more to improve the support structures and systems for economic activities that create decent work opportunities on a large scale, above all by identifying opportunities for growth and providing, where required, infrastructure, training, marketing support, efficient regulations and access to start-up capital. In the short run, much employment creation will likely come from activities that depend largely on government spending, especially public-employment schemes based in infrastructure construction programmes and government-supported community service and cultural activities. The challenge is to fast-track these programmes to alleviate the suffering caused by the global economic downturn
- In the medium term, however, growth should come more from industries that can competitively meet the needs of South Africa and the region, and to some extent that can compete in the global market. The lead sectors already identified are automobile, chemical, metal fabrication, tourism, clothing and textiles as well as forestry. In addition, attention will also be paid to, among other things, services, light manufacturing and construction. Focus areas will also include agriculture; public services like health and education; private services such as financial and other business services; food processing; plastics production; the wood value chain; and targeted consumer products which might include, for example, consumer electronics. It is also strategically important to promote domestic production of capital and intermediate goods
- The push for expanding decent work must include an integrated rural development and agrarian reform strategy that addresses the mass joblessness and poverty of the former bantustan regions, while seeking to improve conditions for farm workers.

To ensure longer-run growth, government must refine and scale up implementation of its Industrial Policy Action Plan (IPAP) to support broad-based industrialisation, including more advanced manufacturing, as well as encouraging cleaner, lower-energy technologies and green jobs. The challenge is to identify knowledge-intensive activities that build on South Africa's strengths as the basis for long-run prosperity.

At the centre of all these initiatives should be the pursuit of decent work opportunities and sustainable livelihoods.

In this regard, elements of strategy will focus on the following:

- 36.1 Promoting the creation of decent employment, economic growth, broad-based industrialisation, reduced income inequality and other developmental imperatives and maintaining a **stable pro-employment macroeconomic environment**. This will be achieved by:
 - Maintaining countercyclical monetary and fiscal policies and ensuring an optimal policy mix between the two policy instruments in dealing with both the short- and long-term management of macro balances and imbalances.
 - Ensuring price stability and low inflation rates, thereby not only reducing interest rate and exchange rate volatility, but also positively contributing to lowering international risk premia. Low inflation and interest rates will have positive spin-offs for households and for the cost of capital, thus stimulating investment and accelerating economic growth.

- Exploring possibilities and opportunities to reduce the currency's volatility (within the context of a floating exchange rate regime) and ensuring as far as possible that the real level of the currency supports balanced growth. This includes committing resources to increase accumulation of foreign exchange reserves.
- Seeking constant improvements in expenditure management, especially in respect of infrastructure projects and economic services. In terms of budgetary allocations, the balance in spending among competing needs in welfare, social services and economic services will be managed in the interest of employment, sustainable growth and development.
- A taxation system designed to encourage higher levels of productive investment and employment creation.
- Prompt implementation of Black Economic Empowerment (BEE) charters and codes, including the Financial Services Charter with its investment obligations.
- A more focused investment role for state and other pension funds in South Africa and in Africa.

36.2 Implementing **trade and industrial policy** to create decent work on a large scale, broadening the country's industrial base and deal with the re-emerging balance of payment constraint. The target is to create more, sustainable and decent work opportunities, increased domestic production for local and regional markets and increase the ratio of exports to GDP by 2014. The emphasis will be on:

- Accelerating and strengthening the implementation of a scaled-up IPAP by providing necessary human and monetary resources and improving coordination to ensure appropriate interaction among government, business and labour as well as within government among the three spheres, parastatals and DFIs.
- Ensuring that the IPAP mobilises support for sectors that can create employment on a large scale while expanding South Africa's manufacturing capacity. In particular, it should provide a framework for developing and implementing strategies for improving the contribution to employment-creating growth of major sectors currently excluded from IPAP namely agricultural, mining, tourism and other services (health, education, finance, and cultural industries), construction and targeted consumer products. In the immediate, this will include the strengthening of manufacturing, mining, clothing and textile, automobile and components, and other vulnerable sectors, and where possible tiding them through the global economic crisis.
- Focusing on the development and utilisation of ICT as a critical driver of development, in terms of infrastructure development, its contribution to manufacturing, and as a platform for transmission and processing of information.
- Continued identification of niche areas in which South Africa has a comparative advantage, including the opportunity to expand supplier industries for the infrastructure programme, both in South Africa and sub-Saharan Africa.
- Identifying ways to reduce the cost of production in South Africa, in particular by identifying appropriate levels of supplies and cost of economic infrastructure, ensuring efficient and targeted skills development systems and making sure regulations are efficient, coordinated and focused on maximising the creation of decent work and sustainable livelihoods.
- Counteracting the lack of competition in some key sectors in South Africa by deploying a range of strategies, including strengthening sector regulators, enhancing implementation of competition law, seeking mutual solutions with powerful upstream companies, and, where appropriate, removing remaining tariff protection on these goods.

- Ensuring the alignment of trade and industrial policies to allow for the growth of identified industrial sectors but also allowing for greater competitiveness and smoother flow of trade. In this regard, government will strengthen the trade negotiation machinery, enhance the consultative framework within government and improve interaction with social partners
 - Ensuring that regional economic integration in South African Development Community (SADC) is informed by a regional development strategy, including a regional industrial strategy and a common platform for infrastructure development. Renegotiating the South African Customs Union (SACU) revenue sharing arrangement to strengthen its sustainability, fairness and contribution to achieving economic development, and by partnering, for mutual benefit, with Zimbabwe, the Democratic Republic of Congo (DRC) and Angola as they emerge from periods of conflict.
 - Supporting progressive improvement in pay and conditions for workers, especially in sectors that are characterised by low standards – notably private services, contract work and agriculture. At the same time as increasing the quality of jobs, it will be necessary to significantly increase their quantity, to reduce the overall unemployment rate and secure sustainable improvements in working conditions for all workers.
 - Putting in place systems more effectively to regulate contract work, subcontracting and outsourcing; and addressing problems of labour brokers, particularly certain abusive practices.
- 36.3 Undertake interventions for creating a more **inclusive economy**, by expanding opportunities for the poor to **access the labour market** and broadening the impact of growth and ensuring its benefits reach all sectors of society, particularly the poor and marginalised.
- Facilitating access to financial services, particularly in poorer areas and ensure that programmes explicitly targeting the Second Economy are scaled up – each reaching upwards of 50 000 people.
 - Fully implement Phase II of the Expanded Public Works Programme (EPWP), including fast-tracking implementation of the Community Work Programme as a fundamental component of this phase and other public employment programmes, all of which should create over four-million work opportunities over the mandate period.
 - Intensify the implementation of the National Youth Service.
 - Regularise employment for certain government tasks that are currently outsourced.
 - The employment focus in industrial policy needs to address issues of market access and the spread of power and benefits in existing and new value chains, to enable greater SME participation and employment creation.
 - Effective and efficient urban management and development provide a dynamic impetus to employment and economic growth opportunities. Such dynamism will be enhanced by, amongst other things greater alignment of social and economic infrastructure and land-use planning to increase efficiency; ensuring location of working people closer to areas of economic opportunity; upgrading and transforming informal settlements to bring about social and economic inclusion and releasing well-located land and sound forward planning to get ahead of the influx into urban areas and facilitate such entry.
 - Skills development programmes should also emphasise the acquisition of artisan skills and self-employment.

- 36.4 Strengthening competitiveness and promoting SMEs and cooperatives remain a cornerstone for the growth of the economy and the creation of decent work opportunities. We will drive an effort to facilitate market access and entry into value chains by small businesses and cooperatives, strengthen the impact of institutions providing business development support, improve the management and distribution of micro-finance, partner with the private sector to provide dedicated services and skills training to small, micro- and collective enterprises, reduce the regulatory burden on small business and cooperatives and leverage state procurement, with concrete targets, to support the growth and sustainability of SMEs. This may require a review of relevant preferential procurement legal and regulatory instruments.
- 36.5 Ensuring the country keeps up with global technological trends and fully exploits our comparative advantages, including the usage of ICTs. Recognising that **science and technological innovation and development** are important sources of industrial competitiveness and sustaining growth, government will:
- Build on the range of strategies and support programmes already supporting innovation in firms, and research and development (R&D) in the private and public sectors. In particular, measures will be put in place to support innovation and technological development in biotechnology and pharmaceuticals, space science and technology, alternative energy technologies and address challenges and opportunities presented by climate change.
 - Accelerate the socio-economic development of South Africa by increasing access to as well as uptake and usage of ICTs through partnerships with business and civil society. This will entail creating a favourable ICT environment, including through digital migration and the industrial possibilities that it presents (such as set-top-box manufacturing), and ensure a competitive market in domestic and international bandwidth.
 - In the long term, the quality of our skills and human resource base are vital to the success of our innovation and R&D objectives. This means ensuring that our educational system produces quality outcomes particularly in regard to the rate of high school passes in Mathematics and Science, the number of university graduates in the Science, Engineering and Technology fields and in advanced research.

37 **Strategic Priority 2: Massive programme to build economic and social infrastructure**

In the period ahead, government will continue with the infrastructure investment programme aimed at expanding and improving social and economic infrastructure, transportation, energy, water, sanitation and information and communications infrastructure to increase access, quality and reliability of public services and to support economic activities while also considering environmental sustainability and pursuing maximum employment impact. The aim is to ensure sustained investment growth over the medium term so as to achieve the target of a fixed investment ratio above 25% of GDP by 2014. Such projects will be spatially referenced and planned for and implemented in an integrated manner. Within 12 months, government will finalise an integrated infrastructure development strategy.

The infrastructure programme will include:

- 37.1 Creatively accessing **resources from various sources to continue with the economic and social infrastructure programme** in a manner that supports growth and employment creation; and involve DFIs and the private sector in the financing of the projects.
- 37.2 Continuing with the programme to build, revamp and maintain **electricity infrastructure**, including generation, distribution and reticulation to ensure sufficiency and sustainability of supply and development of alternative energy sources.
- 37.3 Continuing to expand pipelines for the supply of **liquid fuel** to inland provinces and the country at large and improving **logistics infrastructure** (road and particularly rail) for the transportation of goods and services, including agro-logistics for farming and agricultural products – this will include more systematic efforts to encourage movement from road to rail.
- 37.4 Continuing to ensure the development of robust, reliable, affordable and secure **ICT infrastructure** that supports and enables the provision of a multiplicity of applications and services to meet the needs of the country and its people.
- 37.5 Continuing with the programme to revamp **public transport infrastructure, including the Bus Rapid Transit (BRT) project and taxi recapitalisation** and the system of public transport generally, to ensure it is accessible, efficient, reliable and affordable.
- 37.6 Continuing with the programme to build and maintain **water infrastructure** to improve reticulation, prevent wastage and ensure reliable and safe supply for human consumption, industrial activity and for agriculture, including special irrigation projects such as Mokolo River Augmentation Project, and the Vaalharts/Taung and Makathini irrigation schemes.
- 37.7 Implementing concrete programmes for the development and provision of suitably located **low-cost and affordable housing**. Key in this regard would be improving the Housing Development Agency's capacity to deliver with a view to doubling the current housing provision rate and enabling the country to meet the millennium development goal in respect of informal settlements. In partnership with the private sector, including through the Financial Service Charter, the programme will include provision of housing to all income levels and mixed-income settlements.
- 37.8 In line with the concept of human settlements, and proceeding from the premise that housing provision should promote the building of integrated and sustainable communities, taking active steps to ensure that **human settlement formation** does not perpetuate apartheid spatial planning and the marginalisation of the poor from economic opportunities and social and cultural amenities – critical in this regard will be the finalisation of the Land-Use Management Bill for immediate implementation.
- 37.9 Finalising and implementing the programme to ensure **universal access** to electricity, water and sanitation by 2014 by not only expanding infrastructure but modifying and repairing aging or inappropriate infrastructure to reduce wastage, contamination of natural systems and service disruptions.

- 37.10 **Developing physical infrastructure in rural areas:** to address the specific development needs of different rural localities, government will invest in agricultural infrastructure and production services in association with land redistribution and restitution and social infrastructure such as schools, health, water, energy, as well as sports and other recreational infrastructure.
- 37.11 Even while new investments are being undertaken, government will ensure proper and appropriate investment in and an ongoing programme for the **maintenance of existing infrastructure.**
- 37.12 Improving **provincial and local government capacity** to plan for and maintain infrastructure to ensure continued efficient delivery of economic and social services.
- 37.13 Continuing programmes to provide and maintain health, education, library, sporting, recreation and other social infrastructure.

38 Strategic Priority 3: Comprehensive rural development strategy linked to land and agrarian reform and food security

Between 10 and 15 million South Africans live in areas that are characterised by extreme poverty and underdevelopment. Largely rural, many of these areas have an average per-capita income approximately 9% of the national average. Experience cautions against treating our geographic spaces and territories (urban or rural) as undifferentiated and homogenous entities in terms of their challenges, opportunities and potentialities. Like urban areas, rural areas are diverse and varied in terms of their basic resources, characteristics and development patterns. Government's approach to spatial development should encourage policy actions that are responsive and conducive to the requirements of the different contexts prevailing in each territory, primarily levels of economic potential and location of poverty. In this regard, the National Spatial Development Perspective will be reviewed and, where appropriate, adjusted.

Within this framework of spatial diversity, the overall objective is to develop and implement a comprehensive strategy of rural development that transcends the false dichotomy between rural and urban and that will meet the needs of improving the quality of life of rural households, enhancing the country's food security through a broader base of agricultural production, and exploiting the varied economic potential that each area enjoys. Given the variety of interventions straddling virtually all areas of public policy, the implementation of this strategy will enjoy leadership at executive level, with the primary focus being to coordinate government interventions across all sectors and agencies. The elements of the strategy will include:

- 38.1 Aggressive implementation of land reform policies:** ensure land reform (redistribution and restitution) is more coherently linked to the creation of livelihoods for the poor and that strategically located land is released for the most appropriate use without delay. Additionally, water allocation reforms should be tied into the land release process. This will promote the expansion of small-scale agricultural production and other economic activities as well as increase housing delivery and reduce the cost of delivery of other basic services. The overall impact of this intervention will be a more efficient use of land as a critical input into the development process.

- 38.2 Stimulate agricultural production with a view to contributing to food security** through a strong focus on institutional support that creates scale economies and access to business services and markets: in addition to the infrastructure and water harvesting and irrigation schemes alluded to in Strategic Priority 2, government will support the provision of agricultural implements and inputs to support emerging farmers and households; fence off agricultural areas; make agricultural loans accessible and ensure agricultural extension services of a high quality. Public and Private resources will be marshalled for the implementation of the Agricultural Education and Training Strategy for Agriculture and Rural Development in South Africa. Over the medium term, government has pledged over R2,6 billion in conditional grants to provinces for agricultural infrastructure, training and advisory services and marketing, and for upgrading agricultural colleges. Over the medium term, the aim is to bring about a measurable increase in agricultural output. Among other things, this will require improvement of the capacity and effective monitoring and evaluation of the relevant DFIs.
- 38.3 Rural livelihoods and food security:** the Ilima/Letsema Campaign to enhance household food security will be intensified. Agricultural starter packs will be provided to 140 000 households per annum. Government intends to create an environment that ensures that there is adequate food available to all. This will entail shielding valuable agricultural land from encroachment by other developments, supporting communities to grow their own food and protecting the poor from rising food prices. As a consequence of this intervention, rural households should be able to satisfy 60% of their food requirements from own production over the MTSF period. At the same time, measures will be put in place both to ensure access by poor households to basic foods at affordable prices; and generally to improve the logistics of food distribution.
- 38.4 Improve service delivery to ensure quality of life:** recognising the unique challenges facing rural areas and based on a better understanding of trends in long-term settlement and economic potential, government will increase investment in the delivery of services – including education, health, housing, water, sanitation and energy – using where appropriate alternative technologies to overcome physical and other impediments. Departments that are responsible for delivery of these services will develop spatially targeted strategies to respond to the diverse needs of rural areas. Improving rural service delivery will ensure that South Africa meets its own targets for 2014 which are linked to the millennium development goals. In addition, the provision of quality social services lays the foundation for future competitiveness of areas and improves people’s ability to take advantage of opportunities.
- 38.5 Implement a development programme for rural transport:** government will intensify the implementation of the Rural Transport Development Programme, which aims at promoting rural transport infrastructure and services through coordinated rural nodes and linkages. This will include non-motorised transport infrastructure, provision of rural transport passenger facilities and rural freight transport logistics. The objective is to improve mobility and access, both of which are critical for enhanced socio-economic activity and, broadly, a better quality of life.
- 38.6 Skills development:** dedicated resources will be set aside to recapitalise agricultural training colleges to ensure that they develop and run appropriate training programmes to support rural economies. Agricultural colleges will be turned into centres of excellence and

access by emerging farmers to professional mentoring services will be enhanced. Moreover, government will ensure that skills development and training services are accessible to farm workers. Rural FET colleges will be strengthened and equipped to address a range of relevant rural development skills challenges. A database of all farmers and households provided with agricultural support of different kinds will be kept and all will receive at least one training and mentoring opportunity over the medium term. Appropriate interventions will be devised in instances where there are failures.

- 38.7 Revitalisation of rural towns:** evidence from various studies shows that common among all dynamic regions (urban or rural) is always the presence of a vibrant centre or service node. In this regard, spatially targeted grants such as the Neighbourhood Development Grant Programme will be provided for the revitalisation and development of rural towns to serve as service centres of rural economies providing inputs into agricultural production, outlets for the agricultural produce, logistical hubs for the coordination of rural economic activities and a base for the development of agroprocessing enterprises. This will involve development of hard and soft infrastructure, including institutional networks for marketing, storage, advisory services, finance and improved agrologistics. Such investments will be guided by the potential of each area to ensure maximum social and economic returns.
- 38.8 Explore and support non-farm economic activities:** government will support initiatives to seek out other forms of economic potential of rural areas, including tourism, light manufacturing and cultural work so as to ensure rural areas fully utilise their unique assets and basic resources and characteristics.
- 38.9 Institutional capacity development:** government recognises the need for an integrated approach that emphasises coordinating the various sector initiatives. A regional development approach with rural, urban and general anti-poverty strategies as its elements will be adopted. Achieving better development outcomes in rural areas will require improved alignment of the efforts of rural local government, national and provincial departments and other public agencies.
- 38.10 Cooperative development:** Supporting the development of emerging cooperatives and encouraging an enhanced role for agriculture cooperatives in the value chain, including in agro-processing. Actions in this regard include:
- establishing/verifying a database of cooperatives and building capacity
 - savings mobilisation, ensuring that 10% of surplus is saved as per the Cooperatives Act, 2005 (Act 14 of 2005)
 - developing one-stop shops where cooperatives and other farmers can have access to marketing and other information related to agricultural and other activities, as well as access to government services, including extension services and finance.

39 Strategic Priority 4: Strengthen the skills and human resource base

Since 1994, government undertook aggressive investment in education and training, a result of which is that education has enjoyed the largest share of the national budget throughout the past 15 years. This significant investment in building human capital and capabilities has gradually improved the quality of the country's human resource and skills base. However, progress has not been optimal and the achievements have not taken place at the required scale.

Recognising the importance of skills and education to enable every member of society to realise her/his potential and participate in social and economic life – and thus contribute to the reduction of inequality – the objective is to focus our skills and education system towards the delivery of quality outcomes. The elements of strategy include:

- 39.1 Creating a culture of achievement and **improving learner outcomes** with a target of an overall 20% improvement in the key education indicators by 2014 and improving South Africa's position in cross-country tests. This will be achieved by among other things:
- an increase in support and more effective use of resources for schools to improve quality of education in the public education system
 - putting in place measures to remove obstacles preventing access to education as well as completion of the schooling programme
 - ensuring accountability through implementing a system of performance measurements throughout the educational system
 - designing systems to monitor the proportions of students who complete their educational programmes
 - implementing a learner tracking system to help improve both efficiency and quality of education in communities experiencing high levels of learner migration between schools.
- 39.2 Increase participation in and improved quality of Early Childhood Development (ECD) services, with universal access to Grade R and double the number of 0 – 4 year-old ECD learners by 2014. Government will:
- ensure that the institutional framework governing and facilitating the delivery of ECD services is improved and monitoring systems are introduced by establishing an improved system of registering and monitoring ECD centres; establishing norms and standards relating to early childhood education; providing guidelines in all official languages for caregivers on the management of centres; and providing curriculum support
 - strengthen adult learning opportunities, encouraging cooperation and collaboration between ECD and Adult Basic Education and Training (Abet) centres, parent support and development programmes, health and social services
 - provide flexible training programmes for ECD teachers – including but not limited to distance learning options for teacher education
 - introduce the professional registration requirements for all teachers in teacher-led ECD services
 - provide scholarships and other support to attract people into ECD teacher education.
- 39.3 Expand access to and capacity of **secondary education** with a view to increasing enrolment rates to 95% by 2014 and ensuring that as many young people as possible are able to access **and complete** secondary education.
- Government will support the international drive to make the first 12 years of schooling compulsory and encourage every learner to attain a senior secondary certificate.
 - Diversify delivery modes to ensure that learners are not excluded by the age-related-grade policy from accessing senior secondary education. This will require curriculum adaptations, including methods and regularity of assessments.

- 39.4 Within the next two years, provide **adequate basic services** such as water, sanitation and electricity to schools and **progressively improve access** to facilities such as libraries, classrooms and laboratories.
- Within six months, government will develop and implement an action plan for the rehabilitation and maintenance of schools.
 - All schools will be fenced and communities will be encouraged to participate in guarding schools after hours to prevent vandalism and looting of school property.
 - Over the next five years, at least one resource centre will be created in each region to give support to schools and help them develop best practices in teaching and learning.
 - Measures will be taken to ensure a progressive realisation of the goal to ensure each school has access to ICT infrastructure and services.
 - Local authorities will ensure that schools have uninterrupted access to electricity and water.
 - Resources and infrastructure will be provided to reduce illiteracy by 50% by 2014 through the Abet Kha ri Gude Programme.
- 39.5 Government will intensify efforts to ensure that all schools have **safe and supporting environments** for all children.
- A safe schools plan with a clear code of student conduct will be developed and communicated with students and parents.
 - Policy and procedures for disciplining students who put teachers or other students at risk will be developed.
 - A system will be put in place to enable schools to report disturbing behaviour.
 - Ensure schools have the capacity to cope with the effects of violence, including, progressively ensuring that counselling services are within reach.
 - Strengthen collaboration between schools and the South African Police Service (SAPS) in the event of criminal incidents.
 - Adopt safety measures in every school and ensure the premises are fenced.
 - Ensure that the *Guidelines on Sexual Harassment and Violence in Public Schools* are widely disseminated and that learners and teachers are familiar with and observe them.
- 39.6 Supporting and developing a **teaching profession** that is dedicated to providing education of high quality, with high levels of performance as well as ethical and professional standards of conduct.
- Government will provide financial support to those wishing to enter teacher education with conditions that they make themselves available for employment as teachers in public schools after graduation.
 - The Department of Education will ensure that teachers' conditions of service and career prospects meet appropriate standards.
 - Make the teaching profession attractive by continuing to implement the Occupation Specific Dispensation aimed at improving the remuneration and conditions of service of educators.
 - Improve teachers' content knowledge through training in targeted subject areas.
 - Establish accountabilities through the development and implementation of a teacher performance appraisal system and setting and monitoring performance targets for teachers.

- 39.7 Creating conditions for effective **school management**, including monitoring and evaluation (M&E) functions and performance management.
- Provide principals with training and administrative support to enable them to carry out their task of managing schools, which includes providing leadership, promoting achievement of the school's mission and targets, assessing the school's effectiveness, providing advice and guidance to professional staff on educational matters and developing efficient use of resources.
 - Improve accountability by setting performance standards for schools on the basis of which principals and their teams will be evaluated. This will include learner performance targets for each school.
 - Formal management training will be a pre-condition for promoting teachers to become principals or heads of department.
 - Ensure that adequate powers are devolved to principals to enable them to manage effectively. Guidelines for the devolution of management responsibilities for schools will be developed within two years.
 - Create performance management functions at districts, with district officials providing support to schools, frequent monitoring of teaching and attendance, as well as resource allocation and linking the functions of the advisory service with the national education evaluation and development unit for quality assurance.
 - Design a performance-based contracting and performance appraisal system and put it into effect for managers by 2010.
 - Define key indicators of a well-managed school, including instructional leadership, professional support, resource management, and efficient resource utilisation with a focus on results.
 - Ensure the involvement of parents in exercising oversight in schools in a manner that adds value to the attainment of core outcomes and empower rural and other poor communities to play their role in this regard.
- 39.8 Broaden access to **post-secondary education** and improve **Higher Education (HE)** throughput rate by 20% by 2014, including access by people with disabilities. HE should contribute to the economic and social well-being of the country and the wider global community. It should endeavour to transfer knowledge into practical applications, through contributing to international, national, regional and local policy formulation; and through social engagement in teaching and research agendas. It should encourage intellectual curiosity, and develop skilled and socially-conscious graduates.
- A diverse mix of sites of learning and types of training-providers will be used to deliver post-secondary education. Non-government training institutions will be encouraged to play an increasing role in the provision of training opportunities of various kinds.
 - Where appropriate, colleges for various professions will be established to address skills shortages.
 - Learners will be given the tools to make informed choices regarding education opportunities, i.e. labour-market information, information about programmes, etc.
 - Government will ensure that financial need is not a barrier and that physical capacity of the post-secondary system meets learner demand.

- HE should purposefully skew resources to areas of study that will aid in addressing the skills shortages and ensure enrolment of the ablest of students, irrespective of socio-economic background, and that no student is excluded on financial grounds.
- The transformation of HE institutions will be intensified, at both academic and student levels, including demographics of participation and the promotion of a culture built on professionalism, innovation and personal accountability – with systems of performance management, which encourage outstanding performance and deal effectively with under-performance.
- Through incentives and other means, efforts will be made to increase the proportion of students studying at postgraduate level in all fields of study, including basic and applied R&D in single, multi- or interdisciplinary areas – working in partnership with the private sector to contribute to innovation across society.
- Government, working with the sector, will develop a sustainable investment strategy to secure the HE sector's position for the longer term.

39.9 Ensuring that training and skills development initiatives in the country respond to the **requirements of the economy, rural development challenges and social integration**. The main aim would be to **increase the number of skilled personnel** in the priority skills areas such as design, engineering and artisanship categories that are critical to manufacturing, construction, cultural activities and other priority economic sectors identified in the National Industrial Policy Framework. Additionally, skills development programmes will be implemented, purposefully aimed at equipping the unemployed and vulnerable with requisite skills to overcome poverty and unemployment.

- The Further Education and Training (FET) sector with its 50 colleges and 160 campuses nationally will be the primary site for skills development training. Other specialised institutions such as agricultural colleges will form part of the skills development institutional base.
- Through a comprehensive suite of programmes and measures to make learning environments more attractive, FET will play a significant role in providing second-chance education for those who do not make it in the 12th year programme of education.
- Support FET colleges and sector education and training authorities to link with business, industry, and other advanced education and training programmes and strengthen management capacity to respond to and involve employers/firms more meaningfully.
- Put measures in place to ensure FET colleges are able to recruit and retain highly skilled and experienced instructors.
- Provide and support staff development and exposure for FET instructors to link classroom experiences with practical, workplace-based learning experiences.
- Strengthen the capacity of FET colleges to partner with other governmental agencies and civil-society programmes that create and incubate small enterprises.
- Put in place mechanisms to ensure better coordination and integration of the relevant government departments and agencies responsible for skills development, including State-owned Enterprises (SOEs).

40 **Strategic Priority 5: Improve the health profile of all South Africans**

Improving access to health services and achieving better clinical and patient outcomes from the public health system is a central goal of government's healthcare services. The health sector saw significant increases in real expenditure in the 2004–2009 period, reflected in expanded infrastructure, upgrading of facilities and broadening the available package of health services. Nevertheless, various challenges still face our healthcare system and efforts to improve access to health services and achieve better health outcomes will have to be stepped up. The poor quality of healthcare, aggravated by the burden of disease, calls for an overhaul of the health system.

In the current MTSF period, we therefore aim to transform the public health system to reduce inequalities in the health system, improve quality of care and public facilities, boost human resources and step up the fight against HIV and AIDS, TB and other communicable diseases as well as lifestyle and other causes of ill-health and mortality. Elements of strategy will include:

- 40.1 Phasing in a **National Health Insurance (NHI)** system within the next five years based on the principles of healthcare coverage for all, cost containment, equitable healthcare financing, compulsory/mandatory participation, risk equalisation, and simplified administration. As part of the Comprehensive Social Security, this should also take into account implications for such functions as the Road Accident Benefit Scheme. A critical starting point in introducing NHI will be a revamp of the public health system, so it progressively provides quality healthcare.
- 40.2 Increase **institutional capacities** to deliver health-system functions and initiate major structural reforms to improve the management of health services at all levels of healthcare delivery, but particularly hospitals. This includes:
 - introducing a new quality assurance system such as a national office of standards compliance to monitor both the quality of care and compliance with norms and standards for health facilities
 - immediately finalising and implementing a system of delegations for managers of hospitals
 - filling critical vacant posts and improved remuneration for key categories of health and medical care personnel
 - continue with the scarce skills and rural allowance strategy to address skills shortages in the sector, especially in rural areas
 - developing and implementing health facility improvement plans and strengthening management skills, capacity and accountability
 - stepping up the Hospital Revitalisation Programme to include more hospitals as part of the capital upgrading and rebuilding programme, where necessary, in partnership with the private sector
 - improving the national emergency medical (ambulance) service model so as to shorten response times
 - transferring forensic pathology services from the SAPS to provincial health departments and strengthening these services.
- 40.3 Strengthening treatment of TB to combat the high rates of immune suppression and the emergence of the multidrug resistant and extremely drug resistant strains.

- 40.4 Implementing of the Comprehensive Plan for the Treatment, Management and Care of **HIV and AIDS** so as to reduce the HIV-incidence rate by 50% by the year 2011 and ensuring that the target of reaching 80% of those in need of antiretroviral treatment by 2011 is achieved.
- 40.5 Enhancing the ability of public health services to respond to a range of non-communicable diseases, injuries and trauma.
- 40.6 Introducing new child vaccines to reduce cases of diarrhoea and pneumonia, which are significant causes of child morbidity.

41 Strategic Priority 6: Intensify the fight against crime and corruption

Government is determined to curb the levels of crime and corruption. While significant progress has been recorded, further success, however, rests upon overcoming critical weaknesses in the functioning of the Criminal Justice System (CJS) including lack of integrated implementation, the shortage of critical skills and suboptimal use of resources leading to huge case and work loads for the police, courts and correctional centres, the less than satisfactory accountability systems and the disappointing levels of citizen involvement and community mobilisation in the fight against crime.

Informed by the foregoing challenges, government has adopted a plan to revamp and improve the efficiency of the criminal justice and security system so that public morale is not eroded, the social fabric is not strained, trust in the legitimacy and credibility of the State is not shattered and the economy is not negatively affected. Critical in this regard is the involvement of individuals and communities in the fight against crime. To achieve this, government will establish a transformed, integrated, modernised, properly resourced and well-managed CJS, the details of which programme have been adopted and are being implemented. The focus in relation to this priority includes:

- 41.1 Formulating and implementing a coherent set of objectives, priorities and performance measurement targets for the key components of the CJS.
- 41.2 Establish, through legislation or by protocol, a new and realigned single **CJS coordinating and management structure**.
- 41.3 The formulation and implementation of practical short- and medium-term programmes to improve the **efficiency and effectiveness of the CJS** by among other things, focusing on efficiency of the courts, enhancing detective and forensic services and prosecutorial capacity and ancillary proceedings, as well as the building and maintenance of infrastructure.
- 41.4 **Modernisation of the CJS through the application of technology solutions** to effectively manage routine operations, reduce costs and eliminate waste and automating paper intensive-systems.
- 41.5 Enhancing the skills and increasing the number of investigators, forensic experts and active duty police personnel.
- 41.6 **Mobilise the population in the fight against crime**, by introducing changes to the Community Policy Forum (CPF) regime, including expanding their role in all matters dealing with the CJS and by providing assistance to render them more effective.
- 41.7 Promote the **rehabilitation of detainees to reduce recidivism**, addressing the challenge of **overcrowding** in detention facilities through the creation of a branch dealing with awaiting trial detainees (ATDs), and ensuring effective security in detention facilities.

- 41.8 Design different approaches to addressing problems of **children in conflict** with the law **and women** detained for minor misdemeanours.
- 41.9 Accelerate efforts to **reduce serious and violent crimes by the set target of 7% to 10%** per annum and generally improving public confidence in the CJS. Special attention will be given to combating organised crime.
- 41.10 Intensify efforts to combat crimes against women and children and promoting of the empowerment of victims of crime.
- 41.11 Regulate the **operations of private security companies** by, among other things strengthening the legislative framework governing their activities and expanding the capacity for monitoring the sector.
- 41.12 Shield the country against the growing threat of crimes related to ICT (particularly **cyber crime**) and **identity theft** by, among other things, ensuring adequate protection of information and communications network infrastructure (including through the setting up of the Computer Security Incident Response Team); and improving **systems dealing with documents** such as IDs, birth certificates and passports.
- 41.13 Develop and implement an effective **Civil Justice System** to expand access to civil justice especially for the poor.
- 41.14 Transformation the judiciary by addressing key issues such as the enhancement of judicial independence, inculcating of judicial ethics, entrenching internal systems of judicial accountability as well as ensuring full access to justice by the poor in particular – including through the system of community courts.
- 41.15 Establish a **border management agency** to manage migration, customs and land borderline control services and efficiently coordinating the services of other departments at the ports of entry.
- 41.16 Together with other sectors, urgently **combat, the scourge of corruption in the public and private sectors** and in society in general through advocacy, strengthening the legal and policy prescripts and frameworks aimed at combating corruption and ensuring implementation thereof by the law-enforcement agencies.
- 41.17 Systematic use of the CJS as a platform to contribute to skills development in society, including through the CPFs, reservists and the Military Skills Development Programme.

42 Strategic Priority 7: Build cohesive, caring and sustainable communities

Social cohesion broadly defined as that which gives members of a society the capacity to cooperate in ways that create the possibility for positive change is important if we are to achieve development success. However, inequalities of condition (wealth, income, education, health), and inequality of opportunity and a general absence in society of being part of a common enterprise, facing shared challenges and belonging to the same democracy with a shared destiny, is placing severe stress and strain on social cohesion.

Despite notable progress, levels of poverty and inequality remain unacceptably high. In this MTSF period we aim to meet our target of halving poverty and unemployment by 2014 and in conjunction with other priorities (education, health, second economy, provision of suitably located and affordable housing, ensuring universal access to essential services and rural development) to strengthen human capabilities and promote shared values and social solidarity and strive to reduce overall inequality. The values enshrined in the Constitution will serve as the principal foundation of the shared value system. Key elements of the strategy would be to ensure comprehensive and coordinated implementation of various initiatives, including:

- 42.1 Implement **comprehensive social assistance and social insurance** support to reduce the social and economic vulnerability of the poor by focusing particularly on maintaining and, where possible, enhancing the real value and reach of social transfers (including the expansion of access to the child support and old age grants), introducing retirement reforms by providing a legislative framework for the introduction of a new savings vehicle, and improving the reach and benefits of the Unemployment Insurance Fund.
- 42.2 Promote a **shared value system** and a greater sense of community solidarity – including promoting people’s confidence and ability to enter mainstream economic activity.
- 42.3 Implement programmes that **promote national unity and inclusiveness** including intensification of the nationwide process to complete the first and major complement of name changes.
- 42.4 Build a society that does not only await/anticipate government to provide services, but that consciously contributes to it, i.e. a balance between **rights and responsibilities**: enabling people to take initiative and exercise self-reliance.
- 42.5 Support the **development and strengthening of community organisations** such as school-governing bodies, CPFs, ward committees, and others that are meant to organise and develop the cultural and recreational life of communities.
- 42.6 Use **arts and culture** as mechanisms for promoting the cultural diversity of our society and for bringing people together.
- 42.7 Vigorously monitor not only the implementation of programmes but *how* this is done and contribute to **enhancing the legitimacy** of the State in the eyes of the citizens.
- 42.8 Promote culture and the arts as well as sport to consolidate community and national pride, positive social values as well as economic development (including tourism).

43 Strategic Priority 8: Pursuing African advancement and enhanced international cooperation

Pursuant to the 2004-2009 MTSF, government committed itself to pursue the objective of contributing to and promoting the creation of a better Africa and a better world. Significant advances have been made but many challenges remain.

The main goal of government for the medium term is to ensure that our foreign relations contribute to the creation of an environment conducive for economic growth and development especially in Africa and other developing countries. To meet these and other key targets, government’s focus will be on the following:

43.1 Continued prioritisation of the African continent with particular attention to:

- Implementing the New Partnership for Africa's Development (NEPAD) and improving the regional climate for growth and development as well as placing the developmental requirements of the continent on the global agenda.
- Working towards the establishment of a South African Development Partnership Agency (SADPA) to promote developmental partnerships with other countries of the continent.
- Advancing African Union (AU) European Union (EU) Relations by coordinating the first Africa-EU Action Plan implementation process.
- Mobilising support for the harmonisation and rationalisation of regional economic communities, as well as for the regional integration process and pursuing the implementation of the SADC/Common Market of Eastern and Southern Africa/East African Community Tripartite Summit Decisions to accelerate economic integration of, and balanced economic development on the continent – with the aim to achieve economic growth and industrialisation, reduce poverty and attain sustainable economic development.
- Strengthening the AU and its structures and supporting and participating in all processes related to the implementation of the African Peer Review Mechanism.
- Developing a code of good business practices for South African companies doing business on the continent to reinforce ethical practices and combat any negative business conduct.
- Contributing to the promotion of peace, security, and stability by, among other things, sustaining our involvement in peacekeeping operations in Africa. South Africa will also assist in the reconstruction and development of the African continent, especially in post-conflict situation countries such as the DRC, Sudan, Burundi, Western Sahara and Zimbabwe.
- Through continental and regional bodies, working towards the entrenchment of democracy and the respect for human rights on the African continent.
- Working towards sustained and equitable economic growth on the African continent.
- Championing the attainment of the millennium development goals in African countries by 2015.

43.2 Improving political and economic integration of the SADC

South Africa plans to play a leading role in efforts aimed at strengthening the SADC region. The focus in the medium term will be:

- contributing to political cohesion and strengthening governance and capacity in the SADC, especially in the Secretariat, including deploying personnel to strategic positions within the Secretariat
- promoting regional integration, including through SADC protocols aimed at improving security and stability, infrastructure, transport (surface, air and maritime), public administration and other sectors; coordinating multisectoral plans; and harmonising industrial policies
- moving towards enhanced regional economic integration and address sources of disagreement among members of the SADC on issues such as trade policy and revenue-sharing
- operationalising the Project Preparation Development Fund (PPDF) as the first step towards the SADC Development Fund
- ensuring the economic partnership agreements (EPAs) have a developmental agenda and support regional integration

- combine the review of the Trade Chapter of the SA-EU Trade, Development and Cooperation Agreement with the SADC-EU EPA negotiations
- active engagement with SADC member states to pursue the regional agenda on governance and public administration.

43.3 Strengthening South-South relations to ensure the creation of political, economic and social spaces necessary for the fight against poverty, underdevelopment and marginalisation of the South. The focus will be on:

- continued active engagement with organisations of the South (such as the Non-Aligned Movement, G77 and China)
- the implementation and monitoring of all India-Brazil-South Africa agreements and action plans as well as ensure that sectoral cooperation agreements deliver tangible results that reach and benefit the citizens of the three countries
- efforts to ensure that the Government of the People's Republic of China and institutions implement Forum on China-Africa Cooperation agreed programmes and are aligned with Nepad processes
- revitalising the New Africa Asia Strategic Partnership (NAASP) as a relevant vehicle for South-South cooperation; strive to ensure that it focuses on socio-economic cooperation rather than on political issues; and engage all partners to ensure that the challenges in implementing the Asian-African projects that were agreed upon at the Asian-African Summit in 2005 are addressed
- engaging and supporting efforts of the AU and the UN aimed at finding a lasting solution to conflict situations on the African continent, as well as conflicts elsewhere, including the Israeli-Palestine and intra-Palestinian conflict.

43.4 Strategic relations with strategic formations of the North - This will be done to advance South Africa, the continent and the rest of the South's developmental agenda. The focus on the medium term will be:

- continue pursuing a developmental and investment-orientated approach to engagements with the North (such as the Organisation for Economic Cooperation and Development, G8)
- continue working for the Consolidation of the African Agenda through the implementation of relevant Nepad programmes in all such engagements.

43.5 Strengthening political and economic relations informed by government's policy priorities, including the need for enhanced economic diplomacy. The focus will be to:

- promote and expand bilateral partnerships that are aimed at advancing the economic interests of South Africa through structured mechanisms
- continue to focus on the consolidation of economic relations with the traditional and established economic partners; expanding trade relations with emerging markets in Asia, the Middle East, South America and Eastern Europe, and the promotion of intra-African trade to enhance economic development in Africa
- strengthen people to people cooperation through civil-society organisations and other likeminded stakeholders
- ensure that there is alignment and coordination of South Africa's international engagements among and between all spheres of government and between public and private sectors
- strengthen economic diplomatic capacity in our missions (by, among other things, undertaking effective and intense training of all South African representatives abroad)

- continue to engage China to finalise the Partnership for Growth and Development
- improve efforts aimed at the marketing of South Africa and Africa abroad
- address the weaknesses identified in the communication of South Africa's foreign-policy positions, both in the foreign arena and domestically.

43.6 Participate in the Global System of Governance to ensure that the developmental objectives of the developing world are addressed. This will be done through:

- active participation in the global economic reform processes through continued engagement with the international and regional economic and financial institutions (multilateral development banks, International Monetary Fund and the G20)
- ensure that the current momentum within the G20 is maintained and that it does not focus only on efforts to mitigate the global crisis (or expand its agenda) without reaching agreement on governance reforms at the Bretton Woods institutions
- South Africa must utilise existing negotiating groupings and alliances to pursue objectives of developing countries
- work with like-minded countries in forging a collective vision for the transformation of global governance
- play an active role in the World Trade Organisation in ensuring the conclusion of the Doha Development round of negotiations and strive toward common objectives with like-minded partners
- continue active engagement within global governance institutions on political, economic and security matters, including the reform of the UN, climate change, sustainable development and disarmament.

44 Strategic Priority 9: Sustainable resource management and use

South Africa, like the rest of the world, is vulnerable to the impacts of climate change, biodiversity loss and diminishing water resources. To fulfil its obligations to both current and future generations, South Africa ratified the UN Framework Convention on Climate Change in August 1997 and acceded to the Kyoto Protocol in March 2002. In 2004, the Climate Change Response Strategy was launched. *The 2006 State of the Environment Report* provided a comprehensive analysis of the state of South Africa's natural resources and ecosystems, which advances the need for a balanced approach.

The main objective of government is to encourage sustainable resource management and use by focusing on various interventions including the diversification of the energy mix in pursuance of renewable energy alternatives and promotion of energy efficiency; adopting waste-reduction practices by encouraging the re-use of waste outputs as productive inputs enforcing a zero tolerance approach to illegal and unsustainable exploitation of resources; improving air and atmospheric quality for the health and well being of citizens; supporting local and sustainable food production; sustainable water use and preserving quality of drinking water and enhancing biodiversity and the preservation of natural habitats. Key programmes will, among other things, include the following:

- Establishing a national framework response on **climate change mitigation** and adaptation while maintaining our reputation as a global player.
- A common **system for environmental impact management** across government in developing the Environmental Impact Management Strategy that will ensure improved efficiency and effectiveness.
- Implementing the **Water for Growth and Development Strategy**: strengthening institutional capacity for water management so that water scarcity is not exacerbated by ineffectual

management, and finding the right mix of mechanisms to effect change in behaviour, including regulatory, self-regulatory, market-based instruments and awareness and education. Projects such as the Mokolo River Augmentation Project and the Lower Sunday's River aimed at improving water availability and irrigation, especially for poor farmers and providing previously disadvantaged users access to user rights will continue.

- Finalise a policy process on market-based instruments such as taxes, charges and incentives that can be used to **promote environmental protection and biodiversity conservation**.
- Implementation of the National **Framework for Sustainable Development** to ensure that the country follows a sustainable development trajectory for now and into the future.
- Promote **innovation and diversification** towards alternative production of resources.
- To pursue and explore further the concept of **green jobs**, including scaling up labour-intensive natural resources management practices that contribute to decent work and livelihood opportunities. In particular, projects and industries are being pursued in the fields of marine aquaculture development, wildlife management, waste services and ecosystems rehabilitation programmes.
- Efforts to meet the **energy efficiency** target of 12% by 2015 and **renewable energy** target of 10 000 GWh by 2013, will be enhanced by creating an enabling environment for renewable energy, through for example implementing the renewable energy feed-in tariff and building the local renewable energy manufacturing capacity.
- Effectively **managing and allocating the radio frequency spectrum**, which is a finite and scarce national resource, prioritising the allocation of the spectrum for developmental purposes.

45 Strategic Priority 10: Building a developmental state, including improvement of public services and strengthening democratic institutions

In the previous mandate period, government committed itself to improving the capacity of the State for growth and development. It identified strengthening the capacity of the local government sphere as a critical area of focus. Government also committed itself to making information available to citizens about public services and opportunities offered by our democracy. Furthermore, it called for a new culture in the operation of government, informed by the concept of a People's Contract, to take root across all spheres of government.

Significant advances have been made in meeting the strategic goals set in the MTSE. However, challenges remain. These include capacity gaps in local government; poor quality of some of the public services; declining trust and confidence in public institutions such as the judiciary, legislatures and the executive branch of government; and weak planning capacity across the three spheres of government. Despite the progress made and the challenges we still face in transforming the system of governance, our long-term goal still remains the building of an **effective and accountable state** as well as fostering **active citizenship**.

In view of this, the main objective for the medium term is to further strengthen the capacity of the State to enable it to improve the delivery and quality of public services; to promote a culture of transparent, honest and compassionate public service; to build partnerships with society for equitable development; and to strengthen democratic institutions. This will be achieved by:

45.1 Improving the capacity and efficacy of the State

The objective for the medium term is to improve the capability at the centre of government for strategic leadership and to further strengthen the capacity of the Public Service to meet its obligation of serving citizens. The target for the medium term will be to:

- strengthen the capacity for medium- to long-term planning at the centre of government by, among other things, establishing the National Planning Commission and improving technical planning capacity at the centre of government and across the three spheres
- introduce a system for joint planning, alignment of plans and programmes across spheres within a spatial development framework
- integrate SOEs into planning processes and improve M&E of their performance
- improve the capacity for effective M&E at the centre of government and across the spheres of government – with sufficient emphasis on both M&E as well as service-delivery interventions where necessary
- complete the policy review of provincial and local government and allocate powers and functions to appropriate spheres of government
- improve the management and development of human resources in the Public Service, including strengthening human-resource management and development components in departments; improving the system of recruiting people into the Public Service so as to attract better skilled people; recruiting people with scarce skills and retaining them in the Public Service; filling vacant posts; improving the representation of women and people with disabilities in the Public Service (especially in the Senior Management Service); fixing Persal; and enforcing compliance with the basics of administration
- increase the availability of programmes for leadership and management development by extending the volume and take-up of high quality, practical training programmes for public service managers.

45.2 Improving the delivery and quality of public services

The objective of government is to substantially improve the delivery and quality of public services. The focus will be to:

- Improve the capacity of municipalities to deliver services by recruiting and retaining skilled professionals in critical service areas such as water provision, sanitation, electricity, roads and transportation.
- Review employment practices in local government and ensure that posts are filled with appropriately qualified people, starting with the implementation of the outcome of a nationwide municipal skills audit.
- Implement the core set of performance indicators for local government.
- Give effect to the policy decision on a Single Public Service as part of a strategy to improve service delivery, including the roll-out of integrated multisphere service-delivery centres (Thusong Service Centres) as well as implementing government initiatives around e-government.
- Improve the performance of the state in frontline services such as home affairs, policing, health, development approvals, issuing of drivers licences and maintenance courts. The goal is to substantially reduce the waiting periods and turnaround time in the provision of these services, and to make sure that citizens are treated with dignity and respect.
- Improve the Population Register to ensure that it is accurate, comprehensive and secure, by, among other things undertaking a campaign urgently to register all South Africans

who do not have birth certificates, and over time, making it compulsory for all births to be registered; as well as through the digitisation of all records and securing ICT processes and installations.

- Improve management capacity in frontline services and their back-office support systems and devolve/decentralise the necessary powers and responsibilities so that they can function effectively.
- Make it compulsory for all government departments that provide public services to clearly specify the standard of service citizens should expect (including appropriate behaviour of officials, waiting periods, quality of service, etc.) and the mechanisms of redress should those standards not be met.
- Promote use of citizen feedback on access and quality of public services through instruments such as satisfaction surveys, citizen scorecards, and the culture of challenging and/or reporting shoddy service.
- Improve organisational and individual performance management in the Public Service. This will include ensuring that all senior managers sign their performance agreements in time and their performance assessments and rewards/sanctions are based on such agreements.

45.3 Entrenching a culture and practice of an efficient, transparent, honest and compassionate public service

The objective of government for the medium term is to entrench a culture of efficient, transparent, honest and accountable public service. Government will particularly focus on implementing programmes that promote transparency and accountability as well as strengthen mechanisms of public participation in governance. The programme for the next five years will focus on the following:

- ensuring that all government departments develop minimum capacity for detecting and combating corruption; substantially reduce incidents of corruption in government; and effectively communicate government anti-corruption efforts so that citizens' perceptions of corruption in government are reflective of the actual reality
- ensuring that all incidents of corruption reported to the National Anti-Corruption Hotline (NACH) are properly investigated and the outcome of those investigations are regularly reported to the Public Service Commission; and develop the Corruption Management Information System (CMIS)
- dedicating special effort at combating corruption and fraud in areas such as procurement and tender processes, application for drivers' licences, for social grants, for IDs and related documents, and for police case dockets
- implementing the Conflict of Interest Framework
- promoting a culture of open and transparent government by implementing provisions of the Promotion of Access to Information Act (PAIA) 2000 (Act 2 of 2000), particularly the requirement for government departments to appoint deputy information officers whose responsibility would be to implement PAIA, 2000 in departments
- promoting a culture of fairness and administrative justice in government by implementing in particular the Promotion of Administrative Justice Act (PAJA), 2000 (Act 3 of 2000)
- ensuring that South Africa keeps its current top position in the international Open Budget Index by ensuring that there is transparency in the budget process

- promoting responsible use of public resources and accountability in this regard; and ensuring that all national government departments and public entities receive **unqualified** audit opinions from the Auditor-General; and that the number of provincial departments and municipalities that receive qualified audit opinions is reduced by **30%**.

45.4 Building partnership with society and strengthening democratic institutions

The objective of government for the medium term is to strengthen its engagement with society, promote the integrity and legitimacy of the Constitution and constitutional bodies and to strengthen democratic institutions. This objective will be achieved by:

- reviewing government's systems of public participation with the aim of strengthening engagement between government and the people
- involving citizens in governance and service provision
- consolidating and expanding the Community Development Worker programme to make government more accountable to the people
- promoting the engagement of civil society in governance processes and policy implementation, and where appropriate and feasible, assist in strengthening their organisational and technical capacities
- strengthening capacity of representative bodies by, among other things, improving their research and representative support capacity
- educating society about the values, rights and responsibilities of citizenship as enshrined in the Constitution and about the importance of Constitutional institutions such as the judiciary and Chapter 9 institutions in supporting and sustaining our democracy
- engaging with the recommendations of the Asmal Committee on Chapter 9 institutions with the view to implementing measures to strengthen the institutions supporting our democracy
- improving the functionality and capacity of institutions such as the National Economic Development and Labour Council and strengthen the participation of organised sectors of society in them
- develop national compacts (partnerships/agreements) covering generic issues and also covering specific areas such as the transformation of education and skills development.

RESOURCE ALLOCATION

46 As a result of the global economic crisis, growth in public spending is likely to slow for the next two to three years. This will require some tough choices and serious tradeoffs. In principle, government has decided that, in the early years of the mandate period, it will maintain the steady increase in expenditure, especially in areas that will protect society from the worst effects of the global and domestic economic downturn, and prepare the country to take advantage of the upturn. In addition to the tough choices that will have to be made now, it will also be necessary in the medium term to reverse the large budget deficits that this posture will exact.

47 The MTSF will be the central guide to resource allocation across the three spheres of government. At the same time, a comprehensive review of expenditure patterns of departments should open up possibilities for savings and reprioritisation.

- 48 In this regard, while it is a matter of principle that all the priorities should receive urgent attention, it may be necessary to phase them in and sequence their comprehensive implementation, taking into account the availability of resources – infrastructure, human and financial. Indeed, in the submission and interrogation of budgetary submissions, account should be taken of the priorities identified above, including decent jobs, human capital development and rural development.
- 49 During the mandate period, areas of fastest expenditure growth will be: economic services; social infrastructure, including basic services and housing; infrastructure and personnel for education and health; as well as infrastructure and personnel to render the CJS more integrated and effective. While expenditure on social security will grow rapidly in the initial years as access is broadened, this is expected to taper off as more South Africans acquire decent jobs and opportunities for self-employment.
- 50 Further, to reiterate: while all the priorities should be treated as such and thus given the attention they deserve, account has to be taken of the strategic focus of the MTSF as a whole: the understanding that economic growth and development, including the creation of decent work on a large scale and investment in quality education and skills development, are at the centre of the Government's approach.

CONCLUSION

- 51 MTSF 2009 – 2014 builds on the achievements of government since 1994. Underlying its approach is the fundamental revitalisation and renewal of government, how it goes about its tasks and how it encourages and values citizen involvement in development. Central to the approach is a constant search for new and more effective ways of doing things.
- 52 The MTSF also seeks to identify core priorities, within which are important catalytic interventions aimed both at cushioning the country from the current global economic crisis and laying the foundation for movement onto a higher trajectory of growth and development. It calls for determined and consistent implementation of the strategic elements so that current and future challenges are met with a new resolve.
- 53 At the same time, it recognises the critical importance of changing both the mindset and practical conduct of government and all the other social partners. Through such partnership, we aim to reach new heights in terms of growing the economy, reducing unemployment and poverty and promoting greater equity and social cohesion.

DEVELOPMENT INDICATORS

APPENDIX I

No.	INDICATOR THEME AND NAME	No.	INDICATOR THEME AND NAME
	ECONOMIC GROWTH AND TRANSFORMATION	39	Malaria
1	Gross Domestic Product (GDP) growth		EDUCATION
2	Real Per Capita GDP growth	40	Educator: Learner Ratio in Public ordinary schools
3	Foreign Direct Investment	41	Enrolment rates: Gross Enrolment Rate (GER) , Gender Parity Index (GPI)
4	Gross Fixed Capital Formation	42	National Senior Certificate (NSC) Pass Rate
5	Budget Surplus or Deficit before borrowing	43	Matriculants with Mathematics Passes
6	Government Debt	44	Adult Literacy Rate
7	Interest Rates: Real and Nominal	45	Graduating Science, Engineering & Technology (SET) Students
8	Inflation Measures: CPI and CPIX		SOCIAL COHESION
9	Bond Point Spreads	46	Strength of Civil Society
10	Expenditure on Research and Development	47	Voter Participation
11	Foreign Trade and Payments	48	Voters Per Province
12	South Africa's Competitiveness Outlook	49	Percentage of Women who are Members of Legislative Bodies
13	Knowledge-based economy Index	50	Confidence in a Happy Future for All Races
14	Black Economic Empowerment (BEE) Transactions	51	Public Opinion on Race Relations
15	Black and Female Managers	52	Country Going in the Right Direction
	EMPLOYMENT	53	Identity Based on Self-Description
16	Employment	54	Pride in Being South Africa
17	Unemployment	55	Number of All Crimes
18	Expanded Public Works Programme	56	Contact Crime
	POVERTY AND INEQUALITY		SAFETY AND SECURITY
19	Per Capita Income	57	Property Crime
20	Living Standards Measure (LSM)	58	Aggravated Robberies
21	Inequality Measure	59	Detection Rate
22	Poverty Headcount Index	60	Charges referred to Court
23	Poverty Gap Analysis: Poverty Gap Index(P1) and Squared Poverty Gap Index (P2)	61	Conviction Rate
24	Social Assistance Support	62	Total Number of Inmates
25	People with Disabilities	63	Road Accidents
	HOUSEHOLD AND COMMUNITY ASSETS		INTERNATIONAL RELATIONS
26	Dwellings	64	Peace Operations
27	Potable Water	65	Democratically Elected Governments in Africa
28	Sanitation	66	Real GDP Growth in Africa
29	Electricity	67	Sustainable Tourism
30	Land Restitution	68	Mission Operations and Diplomats trained
31	Land Redistribution	69	Agreements
	HEALTH		GOOD GOVERNANCE
32	Life Expectancy	70	Tax Returns
33	Infant and Child Mortality Rate	71	Audits
34	Severe Malnutrition Mnder Five	72	Corruption Perceptions
35	Immunisation Coverage	73	Budget Transparency
36	Maternal Mortality Ratio	74	Public opinion: Delivery of Basic Services
37	HIV Prevalence	75	Ease of Doing Business
38	Tuberculosis	76	Green-House Gas Emissions