

# **F**ree State Growth and Development Strategy – Free State Vision 2030- The Future We Want

**Free State Provincial Government  
February 2013**



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## **L**ist of Abbreviations

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APP	: Annual Performance Plan
DETEA	: Department of Economic Development, Tourism and Environmental Affairs
EXCO	: Executive Council
FET	: Further Education and Training
FSGDS	: Free State Growth and Development Strategy
FSPC	: Free State Planning Commission
FSTDI	: Free State Training and Development Institute
GDP	: Gross Domestic Product
GVA	: Gross Value Added
HIV/AIDS	: Human Immunodeficiency Virus      Acquired Immune Deficiency Syndrome
HRD	: Human Resource Development
ICT	: Information Communications Technology
IDPs	: Integrated Development Plans
MEC	: Member of the Executive Council
MinMec	: Committee of Ministers and Members of the Executive Council
NGO	: Non-Government Organisation
PALAMA	: Public Administration Leadership and Management Academy
PCC	: Presidential Co-ordinating Council
PCF	: Premier's Coordinating Forum
PHC	: Primary Health Care
PSC	: Public Service Commission
PSDF	: Provincial Spatial Development Framework
SALGA	: South African Local Government Association
SAPS	: South African Police Service
StatsSA	: Statistics South Africa
WMA	: Water Management Area

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## Premier's Foreword

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The Free State Growth and Development Strategy (FSGDS) is an ambitious and elaborate framework to profoundly redefine the long-term provincial inclusive growth and development landscape. It is intended to serve as a catalytic and practical instrument to direct, inform and shape the intentions and practices of mapping the provincial future development trajectory.

Embedded in the FSGDS is an unambiguous desire to create a common development agenda shaped by our people's life experiences and future aspirations. This includes our continuous determination to better respond to a myriad of challenges and opportunities that characterise our province. Defining the FSGDS is thus the views of the people of the Free

State following extensive and inclusive consultation process.

As the framework for the entire Free State province, the FSGDS seeks to give material value to our current and future dreams. It espouses interconnectedness between planning, resource allocation, coordination, implementation, monitoring and evaluation across a wide societal spectrum. It also articulates policy inter-linkages between the national, provincial, local spheres of governance, and most importantly, social partners as pivotal to the realisation of the future ideal of inclusive growth and development.

The FSGDS acknowledges the significance of creating the environment, institutions, processes and mechanisms crucial for inclusive growth and development. It underlines a thorough understanding of the provincial spatial development potential and needs as crucial for the future development of the province. As such, the FSGDS is a central organising concept for planning that goes beyond a mere desire to reorder the provincial landscape, but also unravel spatial distortions and embed a planning paradigm shift.

Underlying the FSGDS is the Free State Vision 2030 that postulates the future the people of the province are yearning for. This Vision invokes the need for far-reaching transformation, collective responsibility and coherence. The Free State Vision 2030 entrusts the future on the courage of the people of the province to understand the nature of the challenges they face. It also implores the people of the province to devise and implement means to transcend the challenges they encounter and relentlessly seize opportunities available.

Impelled by the understanding that together we can do more, the Free State Vision 2030 seeks to unravel how our collective wisdom fashioned by the future we want can be harnessed to attain our aspirations. As we all fervently begin to craft the future we want, may our dreams, hopes and desires of today become realities of our future destiny.

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**E.S. Magashule**  
**Premier: Free State Province**

# Chapter 1 Free State Growth and Development Strategy in Perspective

## 1. Contextualising the FSGDS

Steeped within the National Development Plan (NDP), the FSGDS puts forward a daring inclusive growth and development agenda for the Free State province. It unravels the provincial growth and development challenges, needs and opportunities towards 2030. Underlying the FSGDS are thus the success, challenges and opportunities that simultaneously continue to characterise the evolving provincial development landscape amid a wave of rapidly changing domestic and global events.

As a development framework for the entire province, the FSGDS is the outcome of extensive consultations with various social partners about the future they want for the province. It espouses synergy between development, implementation, monitoring and evaluation as critical for the long-term development of the province by articulating policy inter-linkages between the national, provincial and local spheres of governance. The need for long-term planning is meant to strengthen collaboration around a set of common objectives across all sector of society. Underpinning this conception is the ability to jointly map the long-term of the Free State province through integrated planning in order to best respond to or anticipate changes in their varied forms. This also entails the capacity to forge a common development agenda across a wide spectrum of service delivery points.

The FSGDS is thus an important instrument to shape and coordinate the allocation of resources across a wide government and societal spectrum based on the provincial development needs and priorities. It impels both the provincial government and social partners to be focused and decisive; weigh up trade-offs and make choices in the face of competing demands; develop and implement consistent strategies and programmes; and ensure that their plans reflect a shared vision by all. The objectives of the FSGDS are thus the following:

- To serve an overarching planning instrument articulating the development agenda and providing strategic direction for the province.
- To build uniformity of application of planning processes and methodologies.
- To formulate development plans and priorities for the province.
- To ensure inclusivity of planning processes.



**"The state should have the capacity to give leadership in the definition of a common national agenda and in mobilising all sectors of society to participate in implementing that agenda. This includes the capacity to prioritise in a strategic way, to identify which goals and initiatives have the potential to unite the nation in an effort that catalyses the rest of the national agenda...It would need to master long-term planning. This is a prerequisite not only of technical capacity but also of the state's ability to give leadership to the rest of society by making long-term commitments..."**

**Towards a Fifteen Year Review, 2008**

- To make effective use of scarce resources within the province by searching for more cost-effective and sustainable solutions, whilst addressing the real causes of development challenges instead of merely the symptoms.
- To facilitate the speedy delivery of government programmes and plans.
- To identify opportunities for investment and provide an environment of certainty and predictability critical for investment.
- To provide a common vision and act as the basis for common action amongst all social partners, both inside and outside government in a province.
- To serve as a framework for budgets, implementation, and performance management.
- To serve as a framework for provincial spatial development.
- To monitor the implementation of plans and evaluate the impact thereof against the government's developmental priorities

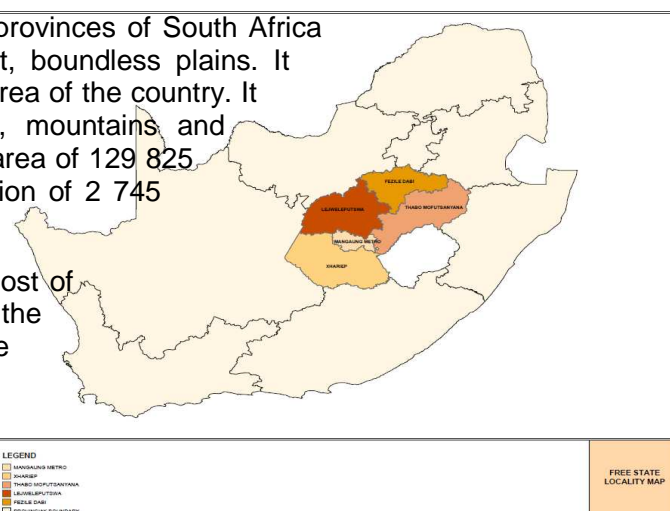
Shaped by a range of policy instruments and priorities that include the electoral mandate, Reconstruction and Development Plan, National Development Plan, the New Growth Path and the Industrial Policy Action Plan, the FSGDS recognises that inclusive growth and development are essential to address the challenges of unemployment, poverty and inequality in their various dimensions. In order to do this, the FSGDS places the provincial government at the helm as the prime of inclusive growth and development agent that should articulate the various initiatives and drive them towards a common goal. At the same time, as an expression of the desires of the people of the Free State, the FSGDS acknowledges the significance of social partners in the ultimate realisation of its objectives.

Underlying the FSGDS is the Free State Vision 2030 which conjures the future the people of the province want in 2030. The Free State Vision 2030 invokes the need for drastic transformation, collective responsibility, convergence and a profound sense of ownership in the inclusive growth and development landscape of the Free State towards 2030.

## 2. Overview of the Free State Province

The Free State is one of the nine provinces of South Africa and is centrally located on the flat, boundless plains. It represents 10.6% of the total land area of the country. It boasts wide horizons, blue skies, mountains, and goldfields. The province covers an area of 129 825 km<sup>2</sup> and, in 2011, it had a population of 2 745 590 million.

The Free State province borders most of the other provinces, with the exceptions being Limpopo and the Western Cape. To the east, it has an international boundary with Lesotho nestling in the hollow of its beanlike shape, and the escarpment separates it



**Map 1.1: Free State province**

from the Eastern Cape and KwaZulu-Natal. The Orange and Vaal rivers form the southern, western and most of the northern border and the last section of the north-eastern boundary is formed by the Klip River. The western part consists of plains, with pans as primary hydrological feature. The eastern part is mountainous. The Maluti Mountains along the border are connected to the Drakensberg on the border with KwaZulu-Natal. With four district municipalities and one metropolitan municipality, the province consists mainly of grasslands with some Karoo vegetation in the south.

The **Mangaung Metropolitan Municipality** contains the largest population, 747 431, and comprises mainly of open grassland, with mountains in the most eastern region. The main urban centre is Bloemfontein. The city is the trade and administrative hub of the Free State and boasts the provincial government and the seat of the Appeal Court of South Africa. It also has a rich history, which includes the establishment of the African National Congress in 1912 and the National Party in 1914.

The **Xhariep District Municipality**, with a total of 146 259 inhabitants is located in the south-west of the province. It is a semi-arid area with extensive farming, mainly sheep. The district comprises open grasslands with small wide dispersed towns. The Xhariep Dam is one of the tourists' attractions and offers a variety of leisure facilities.

The **Thabo Mofutsanyana District Municipality** borders Lesotho to the east and has beautiful hills and fruit farms. The district with a population of 736 238 inhabitants is one of the most important tourism destinations due to spectacular scenic beauty of the Drakensberg and Maluti mountain ranges. Other attractions include the Golden Gate Highland Park, the annual cherry festival at Ficksburg, a Basutho cultural village in Maluti-a-Phofung, and Khoisan rock paintings.

With a population of 627 626, the **Lejweleputswa District Municipality** boasts goldfields and it is a major agricultural area. The district forms part of the larger Witwatersrand basin. The first gold was discovered in the early 1940s. Bothaville is one of the important maize centres in the country. The annual National Maize Production Organisation festival attracts more than 50 000 visitors and is the second largest private show in the world.

The **Fezile Dabi District Municipality**, with 488 036 people, is an important agricultural production area, mainly maize. The Vaal Dam is the main source of water and offers a wide variety of leisure facilities. Other attractions include the Vredefort Dome, which is the third largest meteorite site in the world and the San paintings. Sasolburg is the location of the country's largest chemical and synthetic fuel plant.



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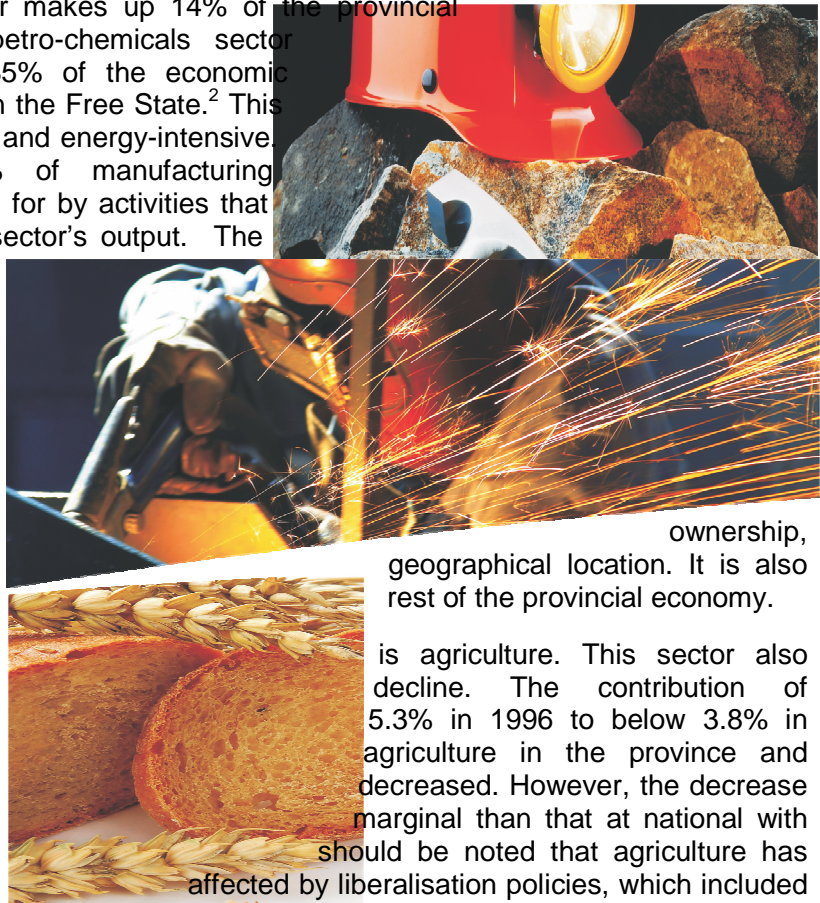
## hapter 2 The Provincial Development Analysis

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### 1. The Structure of the Economy Limits Job Creation

About 30 years ago, the primary sector contributed more than 50% to the provincial economy compared to the 13% in 2010.<sup>1</sup> Whilst this trend is often interpreted as a sign of a maturing economy, it represents de-industrialisation. The industrial base of the provincial economy exhibits the features and vulnerabilities of the minerals-energy-complex. Mining was the mainstay of the provincial economy. Its contribution dropped from 16% of the provincial output in 1996 to 9% in 2010. This led to a decline in employment by the sector from 180 000 in 1980 to 33 000 in 2010.

The manufacturing sector makes up 14% of the provincial output. However, the petro-chemicals sector constitutes more than 85% of the economic output of manufacturing in the Free State.<sup>2</sup> This sector is capital-intensive and energy-intensive. In the province, 71% of manufacturing employment is accounted for by activities that account for 22% of the sector's output. The petro-chemicals sector, which accounts for more than 85% of manufacturing output, accounts for 29% of the sector's employment. The manufacturing sector is thus concentrated in terms of production and disconnected from the



Another important sector experienced a relative decline. The contribution of agriculture dropped from 5.3% in 1996 to below 3.8% in 2010. Employment in agriculture in the province and nationally has decreased. However, the decrease has been marginal. It should be noted that agriculture has been significantly affected by liberalisation policies, which included the removal of subsidies to farmers and the reduction of import barriers. These processes not only led to increased concentration of production, but also rapid mechanisation in the large-scale commercial segments, which further limits the ability of the sector to absorb labour.

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## 2. Increasing Unemployment

Unemployment is the most serious problem confronting the economy. In the Free State, unemployment rate increased from 25.5% in the third quarter of 2011 to 32% in the third quarter of 2012, an increase of 6.5%. The youth and women were mostly affected by unemployment. Map 2.1 shows that that unemployment was concentrated in Masilonyana, Matjhabeng and Maluti-A-Phofung. The significant unemployment rate can mainly be attributed to the decline in mining combined with the limited industrial base in the province.

Economic sectors differ in terms of their inherent capacity to generate employment opportunities, with some sectors being more labour intensive than others. While mining, agriculture and manufacturing lost a substantial number of formal jobs (about 200 000 over a fifteen-year period), community service, finance and trade gained in terms of employment. The most important sources of direct formal employment opportunities were agriculture, trade and community services, while the contribution of the household sector (with people working mainly as domestic workers) should not be ignored.

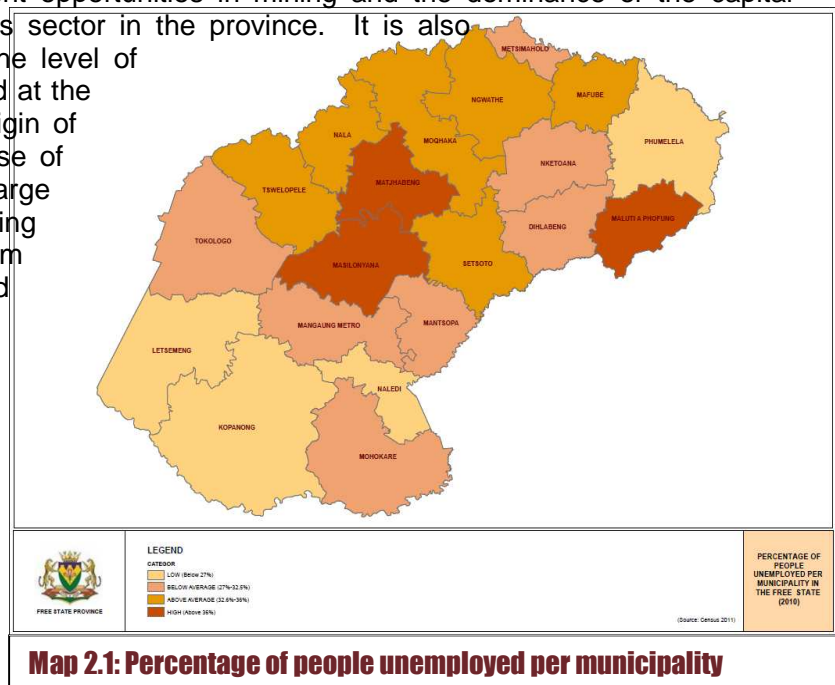
This increasing trend towards escalating unemployment is largely attributable to a huge loss of direct employment opportunities in mining and the dominance of the capital-intensive petro-chemicals sector in the province. It is also important to note that the level of employment is measured at the place and not at the origin of employment. In the case of the Free State, a large percentage of men working on the mines come from other provinces and Lesotho. Thus, the actual number of people employed in mining-related jobs is even lower than the official statistics suggest.

The provincial economic distribution in 2011 shows

that agriculture was still the dominant sector and accounted for 10.3% of the provincial economy. It was followed by services sector at 10.1% and mining and quarry at 7.9%.

**“South Africa has extremely high rates of unemployment and underemployment. A large proportion of out of school youth and adults are not working. Those in low income households that are working support many dependents and earn little relative to the cost of living. This is the central contributor to wide spread poverty.”**

**National Development Plan  
2030- Our Future- Make it Work,  
December 2012**





### 3. Inadequate Growth Performance

Figures in the table below suggest that the growth rate of the Free State has been below the national average. As a result, the contribution of the province to the national economy declined from 5.8% in 1996 to 5% in 2010. In 2011, Statistics South Africa (Stats SA) data shows that the real economic growth rate, at 2005 constant prices, was 2.5% in the Free State in comparison to 3.5% for the entire country. The annual growth rate of gross value added between 1996 and 2004 was 2.2% for the Free State against 3.3% for South Africa.<sup>3</sup> However, this lower-than-average growth for the province should be seen against the considerable decline in mining. If one excludes mining from the equation at provincial and national levels, the average Gross Value Add (GVA) growth rate for the province is estimated at 2.7% per annum versus 3.5% at national level.<sup>4</sup> The growth rates per economic sector resemble, to a large degree, the same trend as described above (see Table 2.1).

Sector	South Africa			Free State		
	1996-2003	2003-2010	1996-2010	1996-2003	2003-2010	1996-2010
Agriculture	1.4	1.9	1.7	-2.0	1.7	-0.2
Mining	0.1	0.1	0.1	-3.0	-0.5	-1.8
Manufacturing	2.4	2.4	2.4	3.1	2.6	2.8
Electricity	0.0	2.6	1.3	-0.1	2.3	1.1
Construction	1.7	10.2	5.8	-1.5	7.1	2.7
Transport	3.0	3.7	3.4	1.3	2.5	1.9
Trade	5.8	4.9	5.4	3.9	3.5	3.7
Finance	4.2	6.3	5.2	2.8	5.4	4.1
Community services	0.6	3.8	2.2	1.1	3.6	2.4

**Table 2.1: Annual growth rate per economic sector in South Africa and the Free State, 1996–2010<sup>5</sup>**

As can be expected mining and agriculture are the two sectors which have experienced negative economic growth since 1996. It should be mentioned that, to a large extent, agriculture has stagnated at the 1996 levels. What is noteworthy is that agriculture has grown significantly on a national scale, while having remained stagnant in the Free State. The decrease in the mining sector can be traced to a reduction in mining resources, an increase in deep mining and to negative shocks from the global economy.<sup>6</sup>

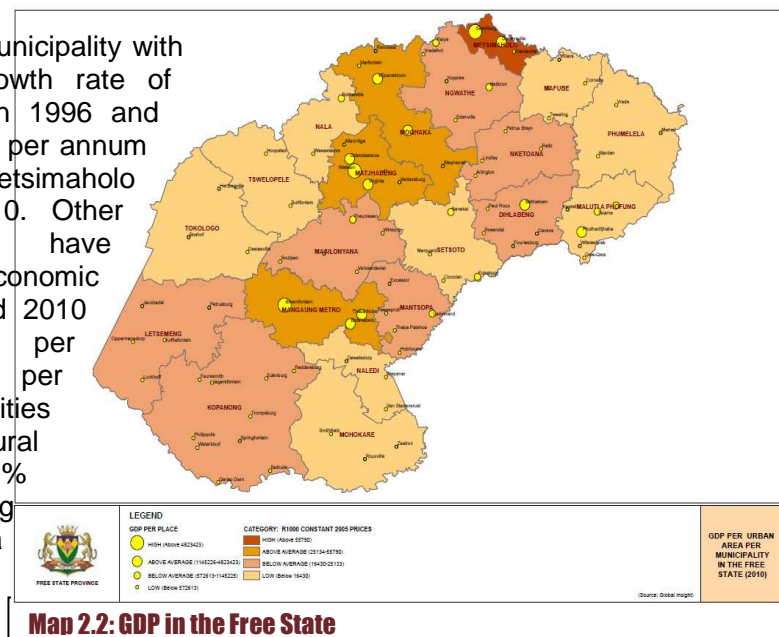
### 4. Spatial Concentration of Economic Activity

The Free State spatial economy exhibits increasing levels of economic concentration. While Matjhabeng has lost its share of the province's economy due to mine downscaling Metsimaholo and Mangaung have increased their share of the province's economy. In 1996, these two municipalities contributed about 45% to the province's economy, compared to 55% in 2010. Together, these two municipalities have only approximately 35% of the province's population. If Matjhabeng, with its declining mining economy, is also taken into account, these three municipal areas contribute 70% to the Free State's economy.<sup>7</sup> Mangaung, Metsimaholo and Mophaka are the only three municipalities in which the GVA contribution to the Free State economy exceeds its population share of the province. Map 2.2 provides an overview of the distribution of the economic output per



municipality. The Map also reflects the economic output for manufacturing, mining and agricultural GVA per ha measured over a fifteen-year period.

Metsimaholo is also the municipality with the largest economic growth rate of 4.6% per annum between 1996 and 2010. A growth rate of 6% per annum was also recorded for Metsimaholo for the period 2003–2010. Other municipal areas that have experienced moderate economic growth between 1996 and 2010 are: Mangaung (2.6% per annum); Letsemeng (3% per annum due to mining activities and high valued agricultural products); Moqhaka (2.1% per annum); and Kopanong (2.1% per annum – from a low basis). However



Metsimaholo is dominated by the capital-intensive petro-chemical, while the other municipalities are unable to grow at rates that are required to absorb the labour force. The spatial concentration of economic activity in the province continues to perpetuate the economic exclusion of the majority of the people.

## 5. Under-Utilisation and Declining Infrastructure

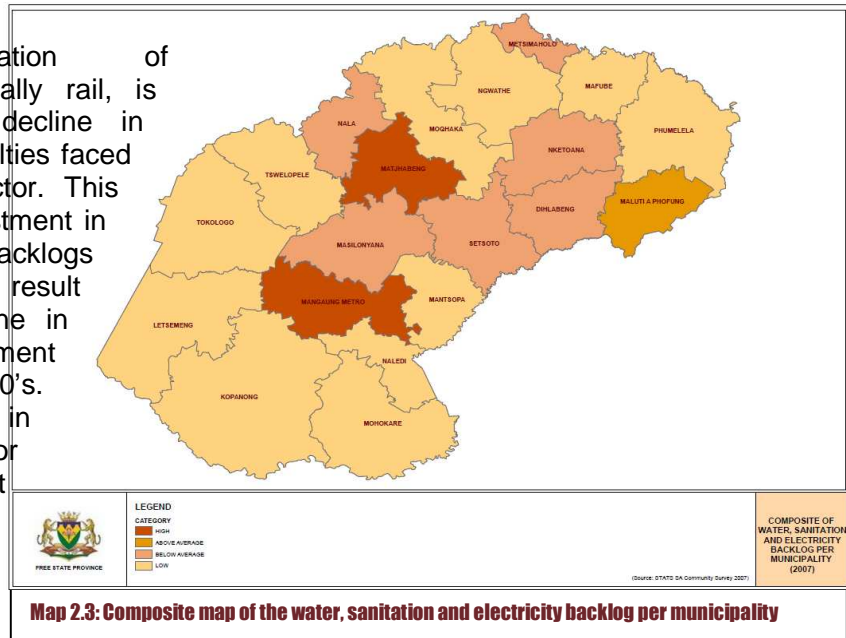
Only half of South Africa's 20 000 kilometres of track is utilised, and some 35% of the nations track carries no activity or very low activity. In addition 58% of South African roads are gravel. The Free State is no exception. In 2001, it was estimated that 2% of paved roads were in a very good condition while 6% in a good condition, 29% in a fair condition, 36% are in a poor condition and 27% are in a very poor condition. This situation has not changed considerably, based on 2005 data; 82% of the road network had not been resealed in the previous 12 years. In relation to gravel roads, only 25% are of acceptable norm of 50mm of gravel thickness. In general, the state of the road network has worsened.



On a national level, the contribution of the transport, communications and storage sector changed from 9.51% in 2002 to 10.03% in 2008<sup>8</sup>, perhaps due to the increase in the wholesale and retail trade sectors.

The transport, communication and storage sector in the province contributed only 4.5% to that sector nationally in 2009. The sector's contribution to the provincial economy amounted to only 6.8% in 2009. This is a slight decline from the base of 7.5% in 2004.<sup>9</sup> This decline is in contrast to the national contribution of transport which increased from 2001 to 2009.

The under-utilisation of infrastructure, especially rail, is connected to the decline in mining and the difficulties faced by the agricultural sector. This in turn led to disinvestment in rail. Generally, the backlogs in infrastructure are a result of the historic decline in public sector investment since the late 1970's. Major investments in water infrastructure for example, were last seen in the early 1980's. This has resulted in the dilapidation of water catchment areas and dysfunctional irrigation systems.



Notable however is the provision of basic infrastructure at a settlement level which has increased considerably. According to Stats SA 2011 Census figures, 97.8% of households in the Free State had access to piped water. Fezile Dabi had the highest number of household with Xhariep had access to piped water inside dwelling, 56.7%, followed by Lejweleputswa at 47.6%, Mangaung at 46.1%, Xhariep at 42.7% and Thabo Mofutsanyana at 33.6%. Notable increases have also been recorded for electricity access (from 74.4% in 2001 to 89.9% in 2011 for households with access to electricity for lighting in the province). In the case of households with access to flush toilets, there was an increase from 46.3% in 2001 to 67% in 2011.

Despite these remarkable strides, there are still concerns. These include the availability of water (see section on environment), the quality of water and the overall management of water resources and water processes, together with the possible role of climate change. The Green Drop and Blue Drop reports suggest that the overall management and quality of water remain key obstacles to appropriate development while the age and quality of existing infrastructure is old and not good enough to sustain growth and development.

Another dimension that has to be considered is the disconnection between access and affordability. At a national level in 2006, 1.3 million households, which account for almost 5 million people, experienced water cut-offs due to non-payment. Overall, according to the 2010 General Household Survey by StatsSA, 2.3% of all households with electricity from the mains had their electricity shut off by the provider in the month before the survey because of non-payment. Just over 80% of households had electricity from the mains nationally. The shut offs affected 250 000 households, or around 1 million people. The main drivers of non-payment are affordability, low incomes and unemployment. The



bottom poorest 30% of the households experience more cut-offs. The factors that drive non-payment are relatively dominant in the Free State province, compared to national. This in turn provides an opportunity for social protests to be fomented.

## 6. Quality of Education, Skills Shortages and Mismatches

The educational profile shows laudable improvement in respect of particularly Grade 12 pass rates since the demise of apartheid. The Grade 12 pass rate in the province has increased from 75.7% in 2011 to 81.1% in 2012. Despite these attainments, as revealed by Stats SA 2011 Census, 7.1% of persons aged 20 years and above in the province had no schooling (Xhariep 12.9%, Lejweleputswa 6.8%, Thabo Mofutsanyana 9.1%, Fezile Dabi 7.3% and Mangaung 4.3%), 16.1% had some primary school education whilst 34.6% had some secondary education. Only 26.7% of persons aged 20 years and above had Grade 12 with a mere 9.8% having post Grade 12 qualifications.

**"Improvements in education and skills level are a fundamental prerequisite for achieving many of the goals in this growth path. General education must equip all South Africans to participate in our democracy and economy, and higher education must do more to meet the needs of broad based-development."**

**New Growth Path – The Framework  
23 November 2010**

The 2001 occupational profile of the province was such that 5% were professionals, 35% elementary, 12% crafts, 10% were plant and machine operators. The Free State has on average fewer people employed in the higher paid managerial and senior positions than the average for South Africa. The province has proportionally more people employed in the lower paid semi-skilled type and elementary occupations. The direct implication is that the workforce of the province seems to be occupying positions that in general, pay less than the average for South Africa.

Against this background, a number of supply-side concerns remain crucial. First, there are concerns about the ability of the system to support early childhood development. Second, the competencies of primary school learners in respect of literacy and numeracy are low. Third, the educational system is also hampered by the fact that a significant proportion of pupils leave secondary school before completing Grade 12. Of those passing Grade 12, a small portion continues with tertiary education. The percentages of learners who complete Grade 12 with university exemption, mathematics and physical science remain low.

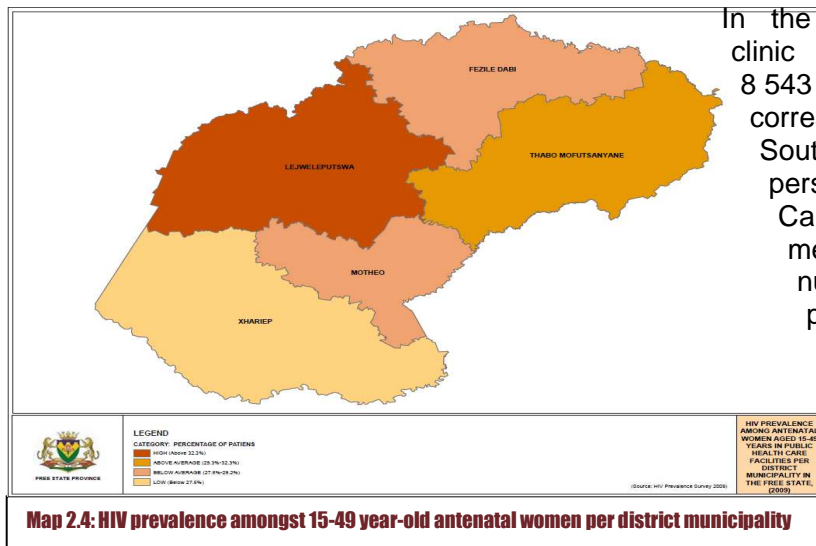
These issues drive the structural unemployment problem both provincially and nationally. In this context, the shift in the structure of the economy towards finance and business create a mismatch between the elementary skills available in the province and the needs of the evolving economy. Secondly, the capital-intensive petro-chemicals sector also requires skilled people, albeit in small numbers. Thirdly, the roll-out and maintenance of public infrastructure requires artisans, engineers and builders, which cannot be produced in required numbers in the province.

## 7. The Capacity of the Health System and High Disease Burden



South Africa is in the grip of a quadruple burden of communicable, non-communicable, perinatal and maternal, and injury-related conditions. The morbidity and mortality profiles of the Free State are dominated by HIV/AIDS. In 2009, 70% of the case load in

the public health system was accounted for by HIV and AIDS related illnesses. In 2009, as measured by the National Antenatal Sentinel HIV and Syphilis Prevalence Survey,<sup>13</sup> the Free State's HIV prevalence amongst 15-49 year-old antenatal women was 30.1% (95% CI: 28.1% – 32.1%), which is a decrease of 2.8% from the previous year. The distribution in the province is captured in Map 2.4. The HIV prevalence among the general population at 19.5% is substantially higher than the national average of 17.8%. Primary health care forms the backbone of health care.



In the province, the average clinic serves a population of 8 543 persons, while the corresponding number for South Africa is 10 978 persons. The Primary Health Care (PHC) utilisation rate measures the average number of PHC visits per person per year to a public PHC facility. The national target for this indicator is 3.5 visits. In 2008/09, South Africa as a whole stood at an average of 2.4 visits. The Free State, with a rate of

2.2, was among the three poorest performing provinces in this respect.

There are 236 clinics, 13 community health centres, 99 mobile services, 25 district hospitals, five regional hospitals, one central hospital, and three specialised hospitals in the province.<sup>15</sup> This translates into 4 868 public health facility beds, i.e. 2.1 public sector beds per 1 000 population in the Free State, compared to 2.4 beds per 1 000 population nationally. Additionally, stark spatial disparity is reflected across the province.

The shortage of skilled healthcare professionals also presents a serious challenge in the province, as it does nationally. Not only does it impact on the quality of the service, it also impacts negatively on the management of infrastructure and hospitals. Related concerns include the availability of skilled personnel in relation to service needs based on the burden of disease. This includes the ability of the province to attract and retain scarce skills. When frozen/non-financed posts are included in analysis as per Health Systems Trust data, the picture is not encouraging. In the province in 2010, 48.7% of professional health worker posts were vacant compared to 42.5% nationally. There is also a shortage of doctors and nurses. According to the Health Systems Trust, 42.5% of medical practitioner and 47.4% of professional nurse posts were recorded as vacant in 2010. There were only 24.1 medical practitioners per 100 000 uninsured population in 2010 in the province compared with 27.3 doctors per 100 000 uninsured population nationally.

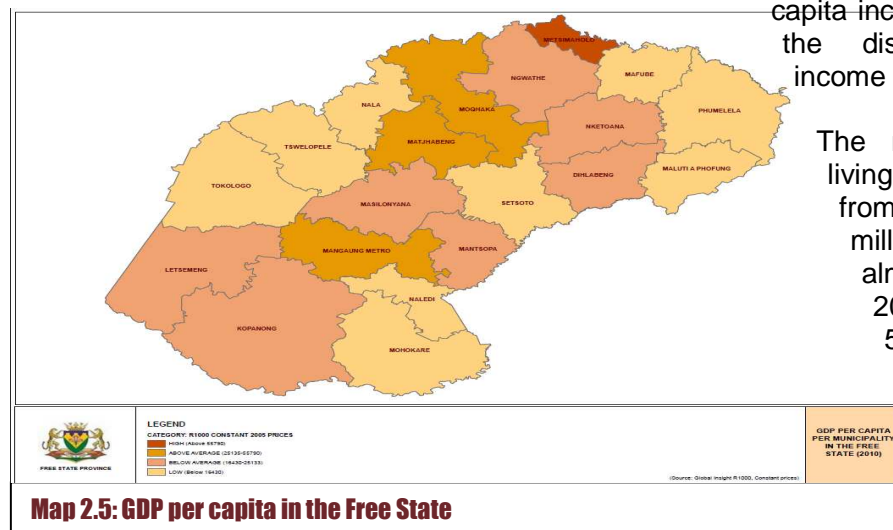
## 8. Poverty, Income Inequality and Low Income

At the national level, 48% of households live on less than R322 a month. Access to government grants by 25% of the population is playing an important role in alleviating poverty. At national level, 50% of South Africans live on 8% of national income. Also, the

Gini coefficient has increased from 0.56 in 1996 to 0.65 in 2010, which implies that income distribution has become worse.

Poverty remains a huge socio-economic challenge facing the province.<sup>10</sup> The total number of grants paid grew from approximately 98 000 in 1995 to near 850 000 in 2010, this is about 30% of the Free State population. Income inequality in the province has also worsened from 0.59 to 0.64 over the same period. An assessment of poverty in the broader sense reveals that 51.0% of the Free State's population is living in poverty.<sup>11</sup> This means that approximately 1,122,500 people were living in poverty in the province in 2010 compared to 1,393,891 people in 2000. In this context social grants and other government transfers become a major source of income.

The Free State Gross Domestic Product (GDP) per capita income increased from R25 900 in 1996 to R32 304 in 2010. This represents an annual increase of 1.5% compared with the overall economic growth rate of 2.2% since 1996. By comparison, the average annual increase for the Free State is somewhat lower than the 2% p.a. increase for South Africa. Map 2.5 provides an overview of the GDP per capita income in the Free State in terms of four categories: low, below average, above average and high. Although per



**Map 2.5: GDP per capita in the Free State**

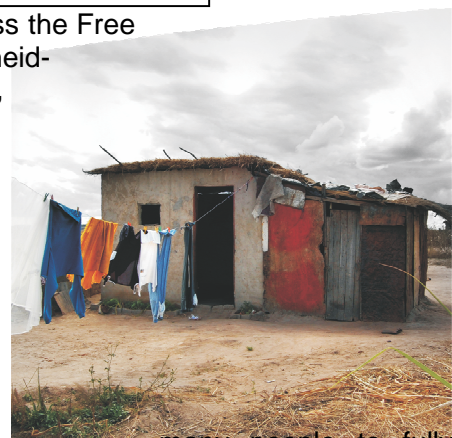
capita income has increased, the distribution of this income remains a problem.

The number of people living in poverty grew from just over one million in 1996, to almost 1.7 million in 2004; this represents 55.9% of the total population of the province and a significant

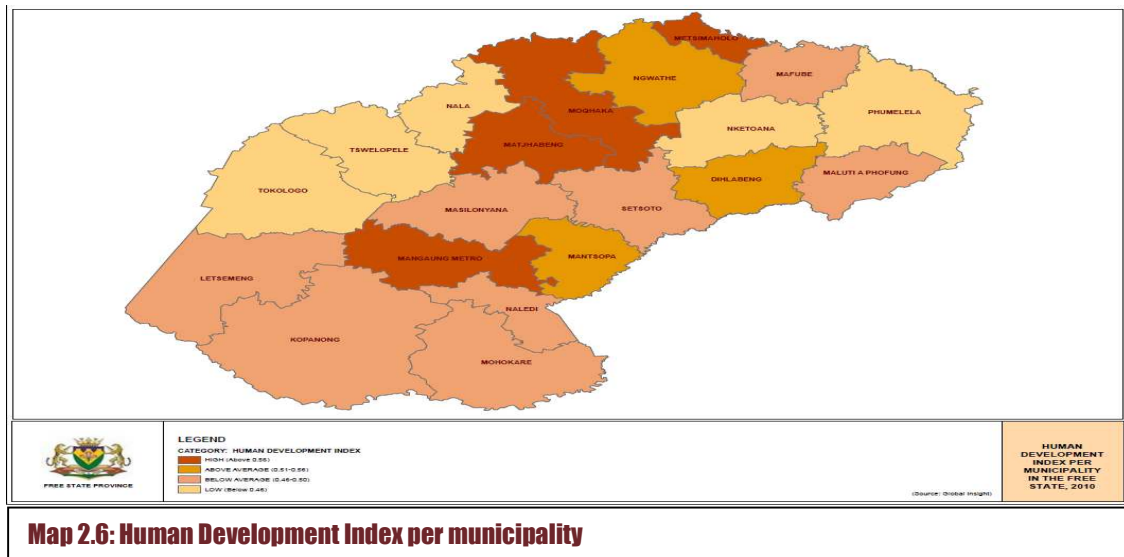
increase from

38.6% in 1996. Although poverty is wide spread across the Free State, poverty pockets are closely related to apartheid-generated displaced settlements in Maluti-a-Phofung, and in Botshabelo and Thaba Nchu.

Evidence suggests that between 1996 and 2004 there was an increase in the Human Development Index for all provinces, which was however, accompanied by a concurrent increase in the Gini-coefficient or inequality. Despite initial gains, the Human Development Index has, since 2004, again gone down in all provinces except in the Western Cape.<sup>12</sup> The high levels of poverty, low incomes and worsening income inequality makes it difficult for enjoy access to basic services. Indeed, access to water, electricity, sanitation and housing has dramatically increased since 1994. However the issue of affordability poses a serious challenge, because it leads to cut-offs.

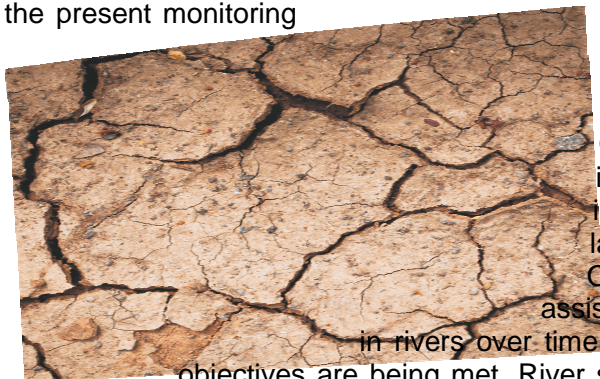


many people to fully



## 9. The Challenge of Preserving the Environment

Three environmental concerns need to be addressed in the Free State: water availability and quality; climate change; and land use and biodiversity conservation. Water quality management needs to take place at the source, as well as at the level of distribution or use. A recent report assessing water quality data in the Orange River identified gaps in the present monitoring system.<sup>13</sup> These are the discontinuation



of sampling at strategic points, poor sampling frequency and important variables not being measured. The Upper Orange Water Management Area (WMA) is a major source of water and of pivotal importance for other WMAs that receive large quantities of water from the Upper Orange WMA.<sup>14</sup> Monitoring programmes assist in understanding the changes that occur in rivers over time and determine whether the management objectives are being met. River systems must also be audited against the desired state or Resource Quality Objectives.

Climate projections for southern Africa show that the greatest increase in mean temperature will possibly occur over the central interior where the Free State is located.<sup>15</sup> The arid and semi-arid regions towards the western interior are very likely to experience an increase of 2 to 3°C in maximum temperature by 2050<sup>16</sup>, with the strongest increases occurring in spring and autumn. Heat waves are expected not only to occur more often, but last longer and would have a severe influence on soil moisture. As temperatures increase, the number of soil moisture days (days when both soil moisture and temperature are suitable for plant growth) in the western part of the province is expected to decrease by nearly a third by 2050.<sup>17</sup> This could hold severe consequences for agriculture.

The dominant land use in the Free State is agriculture, which accounts for 90% of the total area of the province. Settlement contributes 7% to the existing land use with mining



at 0.4% and conservation and tourism areas at 1.6%. All of these land uses have significant impacts on the physical environment and more specifically, biodiversity.

The current human settlements situation shows that urban areas are experiencing increasing pressures as the trend towards urbanisation leads to depopulation of the rural areas. Settlements also have significant ecological footprints at the input and output levels (waste) with environmental impact. Building the capacity of the province to manage household waste and to equip them with green technologies will contribute towards alleviating pressures on the grid and save people's incomes. In addition, the landscape of the province allows for massive opportunities for the harvesting of solar energy.

## **10. Capacity of the State**

One of the key foundations supporting growth and economic development is a capable state. However, a range of governance issues have not always functioned in support of growth and development. One of the first problems relates to the lack of continuity in respect of leadership and senior management in both the provincial and municipal spheres. This problem seems to be a national phenomenon, as described in the National Planning Commission's diagnostic report.

The second problem is high vacancy rates. According to the 2010 Auditor-General's report, the vacancy levels at senior management level in the Free State were the highest in the country. It is especially the vacancy and turnover of municipal managers and municipal chief financial officers which is a matter of concern. The 2010 report by the Public Service Commission (PSC) found "widespread disregard of elementary processes such as compiling job descriptions, conducting job evaluations and obtaining approval of job adverts prior to their placement in the media. These procedural omissions undermine the credibility of the selection process and open the public service up to legal challenges by disgruntled applicants".<sup>1</sup> The PSC further noted that "in 2008, only 16 out of 144 departments submitted their HRD plans [Human Resource Development], translating into an 11.1% compliance rate. This suggests that some departments may not even have these plans in the first place. Furthermore, the PSC found that Personal Development Plans are often completed for the sake of ensuring compliance instead of genuinely identifying training needs that are aligned to actual job performance."

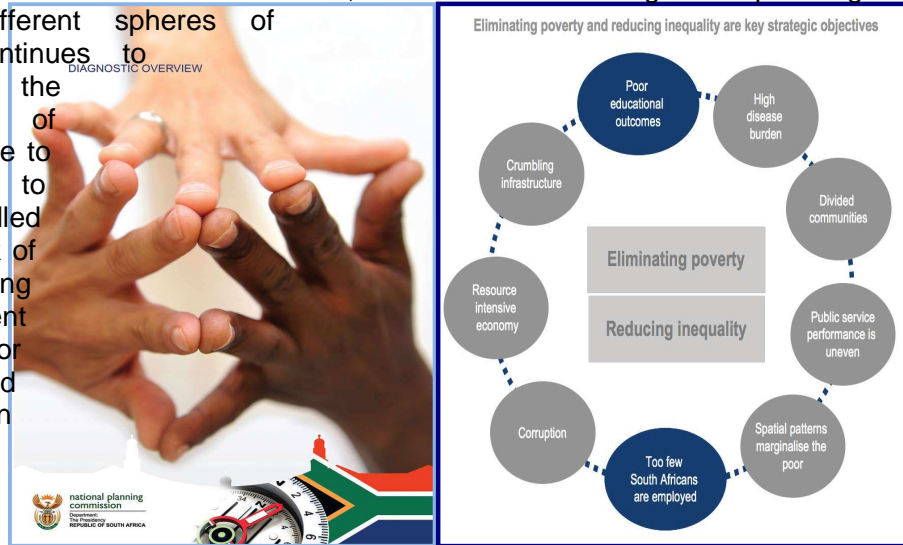
The third problem relates to the nature and structure of strategic planning in the province. Different sets of legislation in different spheres of government and within different departments are not always helpful in ensuring a common provincial vision. Integrated Development Plans (IDPs) also have a range of shortcomings. Their quality is not always good enough and strategic direction is lacking in many cases. Many IDPs are not much more than wish lists and poorly contextualise the intended development outcomes. Planning processes have also, in general, lacked the ability to create new partnerships between government and social partners in order to foster growth and development.

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<sup>1</sup> Assessment of the State of Human Resource Management in the Public Service, Public Service Commission Report, March 2010, p.vii.



Fourthly, the development of appropriate human resources and human resource capacity to support governance are two of the most challenging areas in the province. A real attempt to attract the best skills to the local government sphere is required. The achievement of coordinated and coherent, as well as integrated planning across the different spheres of government continues to cripple the functioning of municipalities due to the inability to attract skilled people. The lack of structured training and development programmes for staff and councillors on finance, economics, technical and project management have also weakened governance mechanisms in many municipalities.



The fifth problem is that the renewed emphasis on monitoring and evaluation within government requires new sets of skills in planning, operations and reporting. However, the current emphasis on monitoring and evaluation comes at a stage at which it is not yet fully institutionalised within government. Consequently, appropriate intergovernmental relations and systems to foster collaboration are still not well established. Other problems which are prominent include the availability and validity of data, the lack of appropriate norms and standards, as well as the lack of capacity and regulation in other departments.

Whilst indeed there are challenges with regard to technical capacity, it is important that the role of the state in driving and shaping inclusive economic growth and development be emphasised. Institutional capacity will be developed to intervene in areas such as access to markets for targeted sectors. This should include state-driven programmes to systematically integrate marginalised communities into the mainstream economy. The provincial government will also have to position the province and shape the types of infrastructure and the modes in which it is delivered by state-owned enterprises and national government.

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## Chapter 3 Provincial Vision and Strategic Direction

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### 1. Contextualising the Free State Vision 2030

The Free State Vision 2030 postulates the future which the people of the province yearn for. It is a reflective long-term framework envisioned to create an environment to respond to the complexities that characterise the provincial development landscape. This conception entrusts the future of the province on the courage of the people of the Free State to understand the nature of the challenges they face. Most importantly, Vision 2030 implores the people of the province to devise means to transcend the challenges they encounter and relentlessly seize the development opportunities that emerge.

Vision 2030 acknowledges the central role that the state must play in addressing the historical legacy of dispossession, marginalization and domination. In this acknowledgement, the Vision also recognizes the nexus between state organs and an active citizenry, enjoined together in the struggle to overcome historical and emerging challenges. This Vision draws on the experiences of the people of the province to shape the future they want. Central in this connection are economic, social and governance dimensions that permeate a spirit of common purpose and a commitment to ultimately create a better life for people of the Free State. This is about an appreciation of collective action that together we can do more.

#### South African Vision Statement

**We, the people of South Africa, have journeyed far since the long lines of our first democratic elections on 27 April 1994, when we elected a government for us all. Now in 2030, we live in a country which we have remade.**

**Therefore, in 2030, we experience daily how:**

**We participate fully in the efforts to liberate ourselves from conditions that hinder the flowering of our talents.**

**We all see to it and assist so that all life's enablers are available in a humane way.**

**We all have actively set out to change our lives in ways which also benefit the broader community.**

**We all assist the institutions we have creatively redesigned to meet our varied needs; we reach out across communities to strengthen our resolve to live with honesty, to be set against corruption and dehumanising actions.**

**We know that to whom we have given the privilege to govern our land, do so on our behalf and for the benefit of all the people.**

**We say to one another: I cannot be without you, without you this South African community is an incomplete community, without one single person, without one single group, without the region or the continent; we are not the best that can be.**

**We acknowledge that each and every one of us intimately and inextricably of this earth with its beauty and life-giving sources; that our lives on earth are both enriched and complicated by what we have contributed to its condition.**

**South Africa belongs to all its peoples. Now, in 2030, our story keeps growing as if spring is always with us.**

**Once, we uttered the dream of a rainbow. Now we see it, living it. It does not curve over the sky.**

**It is reflected in each one of us at home, in the community, in the city, and across the land, in an abundance of colour.**

**When we see it in the faces of our children, we know: there will always be, for us, a worthy future."**

**National Development Plan 2030. Our Future- Make it Work, December 2012**

Embedded in the Free State Vision 2030 are the success, challenges and opportunities that simultaneously continue to characterise the provincial development landscape amid a wave of changing domestic and global trends. The Vision illuminates the province’s long-term priorities and defines a common trajectory that is characterised by transformation, convergence, integration and cooperation. Underpinning the Free State Vision 2030 is the ability of government together with the people to map out the destiny of the province.

## 2. Significance of the Free State Vision 2030

The Free State Vision 2030 marks a break with the current planning approach which is based on a five year planning cycle that is shaped by the Medium Term Strategic Framework, Medium Term Expenditure Framework, and the Annual Departmental Five Year Strategic Plans and Annual Performance Plans (APP). Unlike before, the need for long-term planning is meant to strengthen collaboration around a set of common objectives across all sectors of society. It gives meaning to the existing medium to short term approaches to planning.

Vision 2030 emphasises integration and coherence as important prerequisites for long-term development, it lessens possible incompatibilities, promotes seamless planning, implementation, monitoring and evaluation. By conjuring the future we want, the Free State Vision 2030 invokes the need for far-reaching transformation, collective responsibility, intimate convergence and cooperation.

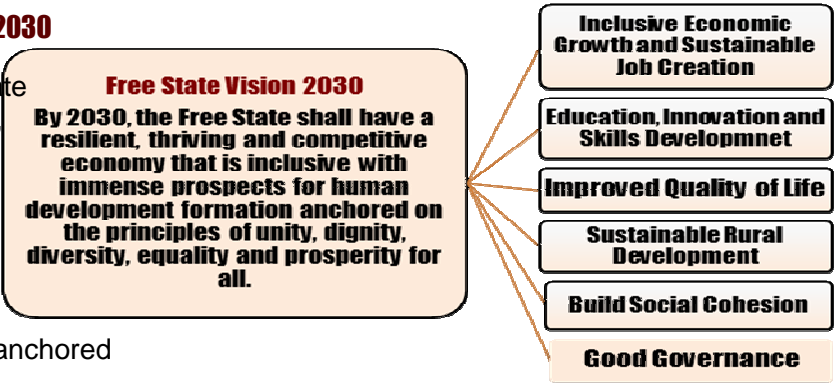


The Free State Vision 2030 seeks to unravel how our collective wisdom fashioned by the future we want can be harnessed to better respond to our aspirations in their varied forms. This will aid in the road ahead to the future we want by ensuring complementarity across a wide spectrum of planning, implementation, monitoring and evaluation streams within various societal sectors. Apart from guaranteeing interconnectedness, this will nurture a net of compatible actions towards the attainment of the province’s development priorities.

Embedded within the country's Vision 2030, the Free State Vision 2030 expresses a shared desire to reorder the provincial development landscape to bring about meaningful changes. As a product of an inclusive process, Vision 2030 is expected to enthuse and shape people’s efforts towards the realisation of the future they want as the enduring hallmark of our democracy. Therefore, Vision 2030 is an expression of the aspirations of the people that connects the idea of democracy with its future material dimensions

## 3. The Free State Vision 2030

By 2030, the Free State shall have a resilient, thriving and competitive economy that is inclusive, with immense prospects for human development anchored



on the principles of unity, dignity, diversity, equality and prosperity for all. A critical goal in achieving these ideals is the creation of decent work. Decent work is the most powerful way in which the dignity of the majority of the people can be restored and the benefits of economic growth and development can be shared.

Impelled by this Vision, the Free State of 2030 will be characterised by an economy that encourages the development of new growth sectors with emphasis on the knowledge based industries and the green economy. Similarly, ardent efforts will continue to exploit the natural endowments of the province whilst investments in the agriculture, mining, manufacturing and tourism sectors will be emphasised. Entrepreneurship will flourish and an enabling environment for success profoundly entrenched.



Embedding economic prosperity is equally about the creation of opportunities for human capabilities. The ultimate goal of economic success in 2030 will be to improve the living conditions of the people of the province, whilst at the same time addressing the legacy of apartheid and colonialism. This can only be attained when the people are empowered to play a significant role in the evolving economic landscape of the province.

This stresses the linkages between equitable economic prosperity, transformation of ownership and control of the provincial economy and human resource development as mutually reinforcing. Therefore education and skills development is central for the future of the province. Accordingly, by 2030, the people of the Free State will be highly educated and equipped with the skills that are essential to ensure that they thrive and make meaningful contribution to the development of the province. The foundation stages of our education up to high school level will be of high quality with more weight on mathematics and science. Closer ties with institutions of higher learning in the province will be forged.

With a highly educated and skilled society, the scourge of underdevelopment in its varied forms will be significantly rolled back. In the Free State of 2030, ownership patterns of the economy will be transformed, spatial under-development will be addressed and all shall have access to basic services. The burden of disease will be eradicated through advanced healthcare infrastructure and changes in lifestyles. All will benefit from the National Health Insurance and have access to the best healthcare facilities.

In our quest for inclusive economic growth and development, the environment will be protected for future generations. Lasting responses to climate change will be part of the landscape of the province. Steeped in democratic principles, government will be accountable, transparent, effective, efficient, and responsive to people's needs and corruption will be eliminated. Multiculturalism and non-racialism will be celebrated.

#### **4. Free State 2030 Targets**

The high level targets below are meant to give practical meaning to the ideals contained in the Free State Vision 2030. They represent the collective commitment of the government and the people of the Free State to implement Vision 2030.

Free State Vision 2030	Free State Vision 2030 Pillars	Targets
<p><b>By 2030, the Free State shall have a resilient, thriving and competitive economy that is inclusive with immense prospects for human development anchored on the principles of unity, dignity, diversity, equality and prosperity for all.</b></p>	<p>Economic Restructuring, Growth and Employment Creation</p>	<ul style="list-style-type: none"> <li>• Increase the provincial growth rate from 2.5% in 2011 to 7% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase the contribution of non-petro-chemicals sub-sectors to the manufacturing sector from 25% in 2010 to 50% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase the contribution of the manufacturing sector from 14% in 2010 to 28% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase the contribution of the agricultural sector from 3.8% in 2010 to 10%</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase the provincial contribution to the South African economy from 5% in 2010 to 15% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase GDP per capita income per person from R32 304 in 2010 to R110 000 in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Reduce unemployment rate from 32% in 2012 (third quarter) to 6% by 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase the availability, affordability and speed of broad band from the 256 kilobytes per second in 2011 to at least 2 megabytes per second in 2030</li> </ul>
	<p>Education, Innovation and Skills Development</p>	<ul style="list-style-type: none"> <li>• Eradicate micronutrient deficiencies in children under 18 months</li> </ul>
		<ul style="list-style-type: none"> <li>• Ensure that all children have at least two years of pre-school education</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase Grade R enrolment from 58% in 2010 to 80% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase Grade 12 pass rate with at least 50% from 70.7% in 2011 to 95% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase Grade 12 Mathematics and Science pass rate from 67% in 2010 to 90% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase the FET graduation rate to 75% in 2030</li> </ul>
	<p>Improved Quality of Life</p>	<ul style="list-style-type: none"> <li>• Reduce the Gini-coefficient from 0.64 in 2010 to 0.3 in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase the proportion of households with access to electricity from 89.9% in 2011 to 100% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase the proportion of households with access to piped water from 97.8 in 2011 to 100% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase the proportion of households with access to flush toilets from 67% in 2011 to 100% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Reduce the housing informal settlement backlog from 23.4% in 2010 0% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase the number of people living closer to their places of work to 30% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Reduce infant mortality rate from 31.4% in 2010 to 7% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Promote health education as an essential part of school curriculum</li> </ul>
		<ul style="list-style-type: none"> <li>• Reduce HIV prevalence from 22.6% of the population in 2010 to 14% in 2030 and ensure that the under 20 age group is largely HIV- free generation</li> </ul>

Free State Vision 2030	Free State Vision 2030 Pillars	Targets
		<ul style="list-style-type: none"> <li>• Increase life expectancy from 46 in 2011 to 70 in 2030</li> <li>• Increase the TB cure rate from 71.3% in 2010 to 100% in 2030</li> <li>• Reduce the number of people living in poverty from 44.7% in 2010 to 0% in 2030</li> <li>• Reduce the number of municipalities with green drop score from 17 in 2010 to 0 in 2030 and those with blue drop score from 12 in 2010 to 0 in 2030</li> <li>• Increase the land dedicated to formal conservation from 1.6% of the land surface in 2010 to 3% in 2030</li> </ul>
		<ul style="list-style-type: none"> <li>• Increase the provision of quality basic services and invest in education, healthcare and public transport</li> <li>• Increase investment in agro-processing, tourism, aquaculture and crafts industries</li> <li>• Increase financial support to rural communities</li> <li>• Increase investment in irrigation technologies and implement conservation measures</li> <li>• Improve access to markets for small-scale farmers and rural co-operatives</li> </ul>
	Sustainable Rural Development	<ul style="list-style-type: none"> <li>• Popularise and promote rights and responsibilities embedded within the Constitution</li> <li>• Introduce African languages in all schools to facilitate understanding, tolerance, respect and diversity.</li> <li>• Promote sports and recreation as an essential part of the education curriculum</li> <li>• Develop and embed shared values amongst communities</li> <li>• Strengthen participatory democracy to encourage citizenry expression to guide and influence behaviour</li> <li>• Increase socio-economic access and opportunities to all to eliminate any forms of prejudice and marginalisation</li> <li>• Create a safe and secure environment for individuals</li> </ul>
	Build Social Cohesion	

**Table 3.1: Free State 2030 growth and development targets**



# Chapter 4 Provincial Strategic Growth and Development Pillars

## 1. Introduction

This chapter is about long-term programmes and strategies within the context outlined in Chapter 3. The FSGDS is underpinned by six growth and development pillars with a set of drivers. These six pillars are:

- Inclusive economic growth and sustainable job creation
- Education, innovation and skills development
- Improved quality of life
- Sustainable rural development
- Build social cohesion
- Good governance

**“As a first step, we will priorities efforts to support employment creation in the following key sectors:**

- **Infrastructure;**
- **The agricultural value chain;**
- **The mining value chain;**
- **The green economy;**
- **Manufacturing sectors, which are included in IPAP 2; and**
- **Tourism and certain high-level services.”**

**The New Growth Path - Framework  
November 2011**

Each of these pillars has a set of specific drivers which serve as the building blocks for the FSGDS. Table 4.1 below provides an overview of these pillars and their drivers.

<b>Pillar 1: Inclusive economic growth and sustainable job creation</b>	<b>Pillar 2: Education, innovation and skills development</b>	<b>Pillar 3: Improved quality of life</b>	<b>Pillar 4: Sustainable rural development</b>	<b>Pillar 5: Build Social Cohesion</b>	<b>Pillar 6: Good governance</b>
Driver 1: Diversify and expand agricultural development and food security	Driver 6: Ensure an appropriate skills base for growth and development	Driver 7: Curb crime and streamline criminal justice performance	Driver 13: Mainstream rural development into growth and development planning	Driver 14: Maximise arts, culture, sports and recreation opportunities and prospects for all communities	Driver 15: Foster good governance to create a conducive climate for growth and development
Driver 2: Minimise the impact of the declining mining sector and ensure that existing mining potential is harnessed		Driver 8: Expand and maintain basic and road infrastructure			
Driver 3: Expand and diversify manufacturing opportunities		Driver 9: Facilitate sustainable human settlements			

Pillar 1: Inclusive economic growth and sustainable job creation	Pillar 2: Education, innovation and skills development	Pillar 3: Improved quality of life	Pillar 4: Sustainable rural development	Pillar 5: Build Social Cohesion	Pillar 6: Good governance
Driver 4: Capitalise on transport and distribution opportunities		Driver 10: Provide and improve adequate health care for citizens			
Driver 5: Harness and increase tourism potential and opportunities		Driver 11: Ensure social development and social security services for all citizens			
		Driver 12: Integrate environmental concerns into growth and development planning			

**Table 4.1: Pillars and drivers for the FSGDS**

The drivers are discussed in terms of the following main issues:

- A motivation for the strategic direction
- A spatial perspective
- Long-term programmes
- Strategies
- Targets and indicators

It should be noted that the priority to create decent work is an overarching and cross-cutting objective, which should find expression across all the pillars of the FGDS.

## **2: Pillar1: Inclusive Economic Growth and Sustainable Job Creation**

### **2.1. Driver 1: Diversify and expand agricultural development and food security**

The agricultural sector is important for four main reasons namely: food security, high labour absorption rate, links with the local economies, and foundational role in respect of rural development. Given these reasons and the reality in respect of agriculture as outlined in Chapter Two, there is an urgent need to expand and diversify the agricultural sector in the province. Fast-growing economies, such as Thailand, Indonesia and Malaysia exhibit twice as much share of agriculture in their national output as the Free State. However, it should be acknowledged that the sector has remained stagnant since the mid-1990s.





The agricultural sector in the province is characterised by large-scale commercial agriculture, small-scale commercial agriculture, and subsistence agriculture. The historical evolution of agriculture has been the progressive decline of small-scale commercial agriculture, which has been stifled by lack of access to credit, and limited access to markets and transport. The two major poles of agriculture are subsistence and large-scale commercial farms. A major challenge is that the agricultural sector in the Free State is dominated by wheat and maize and there is limited diversification.

Figure 4.1 summarizes the long-term programmes in respect of the agricultural sector while Table 4.2 and Table 4.3 reflect on the strategies and targets.

<b>Diversify and expand agricultural development and food security</b>	<i>Expand and diversify sustainable agricultural production and food security</i>
	<i>Accelerate land reform and post- settlement programmes</i>
	<i>Strengthen agricultural research, knowledge and skills</i>
	<i>Improve and maintain agro- logistics</i>
	<i>Establish and fast track value adding agro-processing</i>
	<i>Expand social service delivery for farm-workers communities</i>
	<i>Strengthen rural security of farm communities</i>

**Figure 4.1: Long-term programmes in respect of the agricultural sector**

The strategies linked to the long-term programmes are reflected in Table 4.3 below while the specific targets are presented in Table 4.3.

<b>Long-term programme</b>	<b>Strategy</b>
Expand and diversify sustainable agriculture production and food security	Protect agricultural land for agricultural land use in line with SDF
	Align all agricultural initiatives with the Provincial Spatial Development Framework
	Identify, research and promote competitive products
	Enhance profitable and market-related production
	Improve agricultural market intelligence
	Promote sustainable agricultural practices to protect the environment and sustainable resources
	Improve the safety net protecting the sector against unforeseen disasters
	Expand the establishment of agricultural-related Local Economic Development projects
	Expand and transform small-scale agriculture and improve access to inputs
Accelerate post settlement support programmes for emerging farmers.	Implement human resource development programmes for emerging farmers
	Intensify Comprehensive Agriculture Support Programmes and land care programmes
	Improve institutional support and accelerate the process of land restitution
	Unlock financial support for emerging farmers
	Establish appropriate agri-marketing, information systems and social networks for emerging farmers
Strengthen	Market and promote agriculture as a professional career

Long-term programme	Strategy
agricultural research, knowledge and skills	Establish, maintain and equip agri-schools with skilled and qualified teachers
	Revitalise agri and Further Education and Training (FET) colleges
	Strengthen the linkages between universities, farmers and government
	Align and develop training and curriculum programmes with the changing and future needs of the agricultural sector
	Infuse agricultural training with entrepreneurial focused training and development programmes
	Implement voluntary internship programmes for final year and post graduate students
	Revitalise and expand extension and advisory services
	Develop a farm worker career path and appropriate training system
	Strengthen agricultural research capacity in the provincial department of agriculture and tertiary institutions
Improve and maintain agro-logistics	Prioritise and fund the upgrading and maintenance of road and rail infrastructure at strategic agricultural nodes to ensure effective and efficient distribution of agricultural products
Establish and fast track value adding agro-processing	Identify growth points for value adding programmes and align with spatial development framework
	Unlock agro-processing potential by implementing incentives to draw-in investments
	Implement relevant and applicable grain and livestock beneficiation programmes
Strengthen rural security of farm communities	Reinforce cross-border protection activities
	Establish and maintain rural security and safety systems
	Implement appropriate animal identification, monitoring and traceability systems
	Implement farm worker development programmes
Extend social service delivery to farm- worker communities	Strengthen bio-security of animal diseases
	Design and implement an integrated approach to improve access to social service delivery for all farm workers

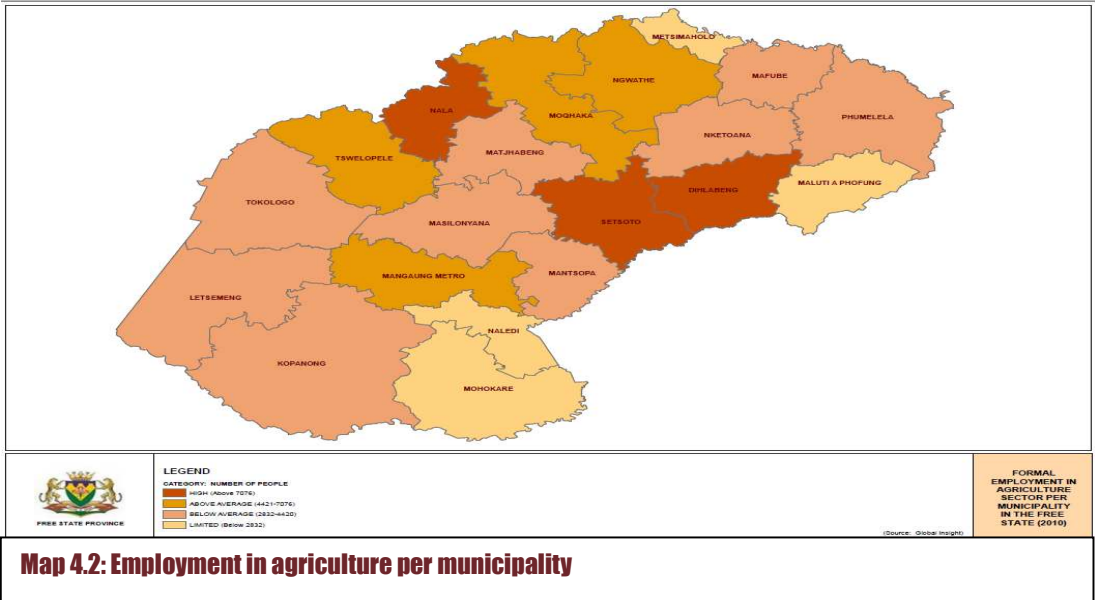
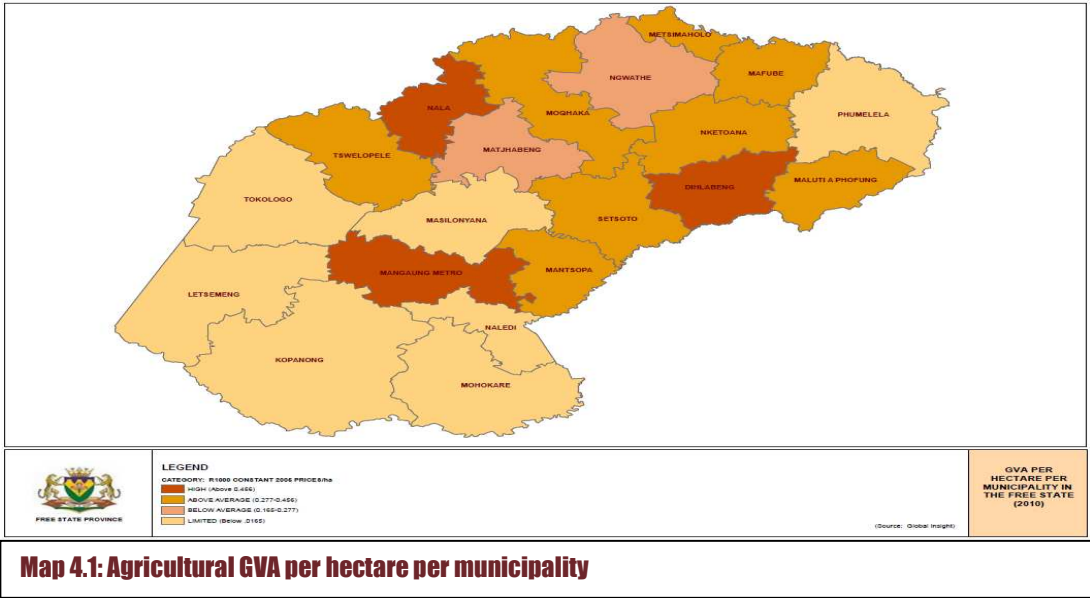
**Table 4.2: Strategies related to the respective long-term programmes**

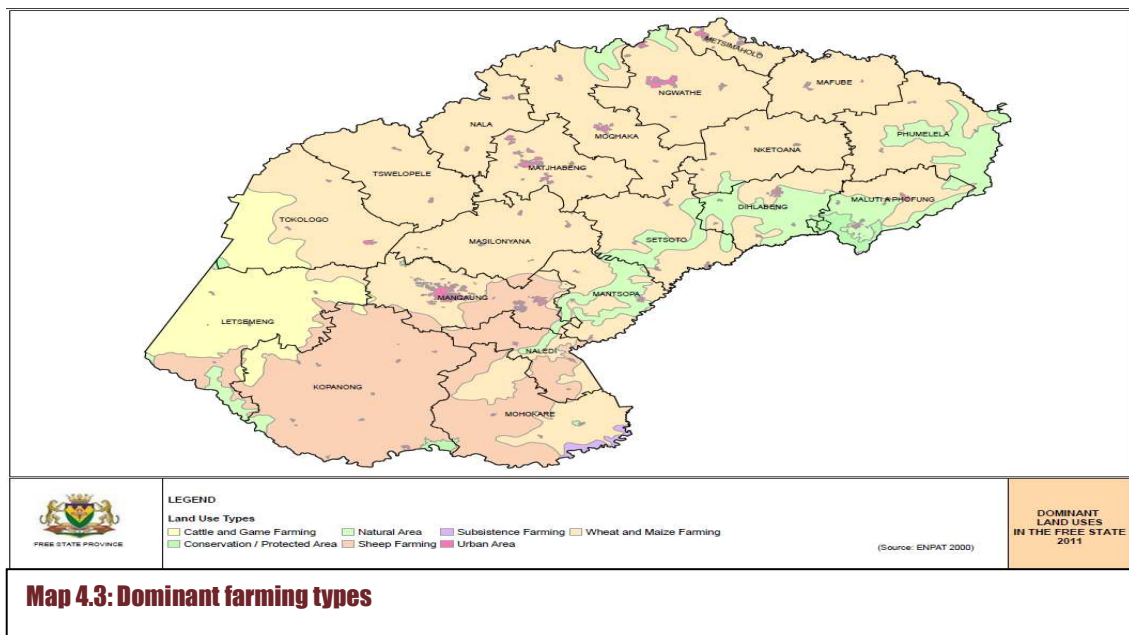
Indicator	Current status	Five year target	Ten year target	Fifteen year target	Twenty year target
GVA Growth per five year cycle	-0.1% per annum over 15 years	1%	3%	4%	5%
Employment in Agriculture	88 395	100 000	120 000	130 000	140 000

**Table 4.3: Indicators and targets related to agriculture**

The spatial attributes in respect of agriculture indicates that there is extensive farming in both the southern and northern parts of the province (see Map 4.1, Map 4.2, Map 4.3, Map 4.1, Map 4.4 and Map 4.5). Significant agricultural potential exist in Mangaung which has the largest GVA/ha. Dominant agricultural activities in Mangaung include maize, cattle and sheep farming. This can be attributed to the availability of a

significant market (see Map 4.1). Nala and Dihlabeng also have significant agricultural production potential (see Map 4.1 and Map 4.2). In Nala, the most common commodity is maize. In Dihlabeng maize is also prominent, but a range of higher valued crops are also produced in that area. These include niche products such as peaches, cherries, apples, cut flowers, sorghum, asparagus, beans, potatoes, cabbage and carrots.





## 2.2 Driver 2: Minimise the impact of the declining mining sector and ensure that existing mining potential is harnessed

Historically, the labour absorption rate of mining has been fairly high which made mines the biggest employers in the province. The decline in the industry over the past two decades will lead to the prioritization of two related aspects. In the first place, the province will attempt to prolong the life of existing mines by providing adequate support. Attention will be devoted to illegal mining and related crime. Secondly, attention will be devoted to identifying and marketing new mining opportunities and the provision of a policy environment conducive to the development of mining.

The decline in mining has also left Matjhabeng without its economic base. Measures will be implemented to ensure that an appropriate post-mining economy is established. The negative environmental impact of mining will also be given attention. This will include the rehabilitation of mining areas and addressing the mining areas water challenges.



strategies and targets.

<b>Minimise the impact of the declining mining sector</b>	<i>Support and extend the life of existing mines and create new mining opportunities</i>
	<i>Develop a post-mining economy for mining areas</i>
	<i>Ensure the rehabilitation of mining areas</i>

**Figure 4.2: Long-term programmes in respect of the mining sector**

<b>Long term programmes</b>	<b>Strategies</b>
Support the life of existing mines and create new mining opportunities	Invest in key infrastructure programmes that are secondary to mining
	Open up opportunities for new mining initiatives
	Market opportunities through new mining business profiles
	Curb crime which impacts negatively on the mining industry
	Promote small-scale mining in sandstone, clay, salt, diamonds and other commodities
Develop a post-mining economy for mining areas	Develop and support partnerships with social partners
	Re-use mining infrastructure in line with spatial development plans
	Implement mine tourism initiatives
Ensure rehabilitation of mining areas	Coordinate mining rehabilitation concerns (road construction) (waste recycling)
	Institutionalise an agreed upon funding model for mining rehabilitation
	Empower local entrepreneurs to benefit from mining aggregates
	Re-mining of existing slime dams and dumps

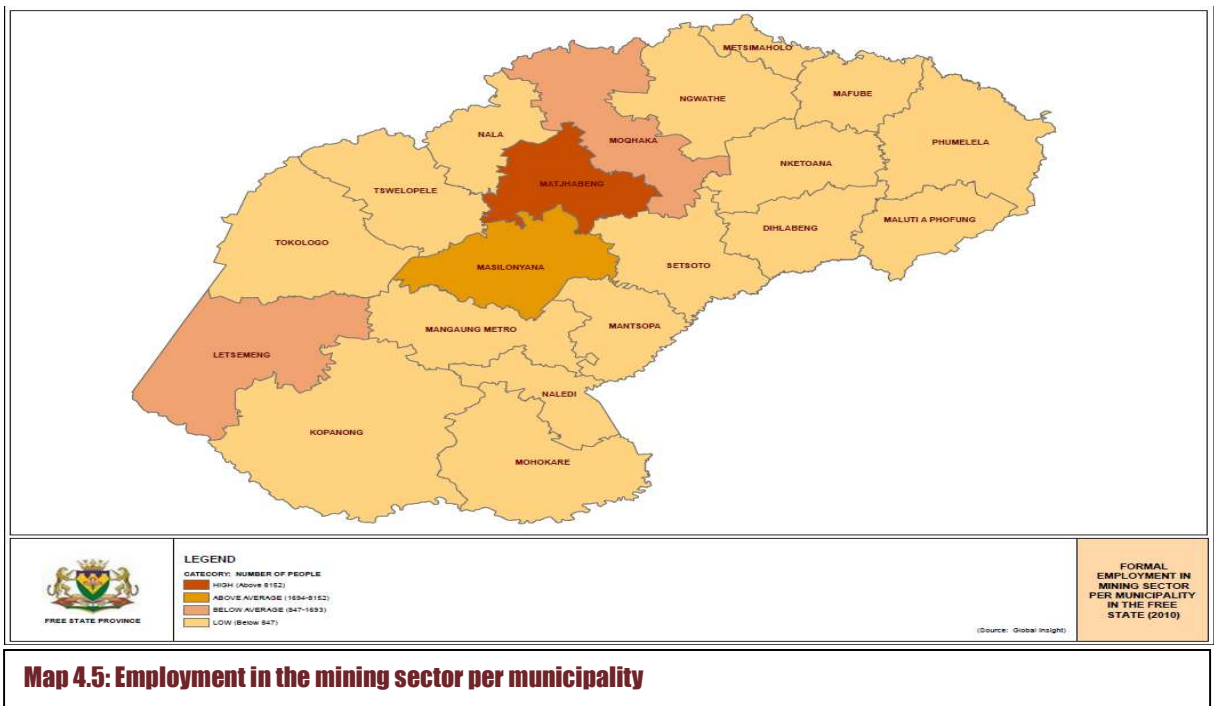
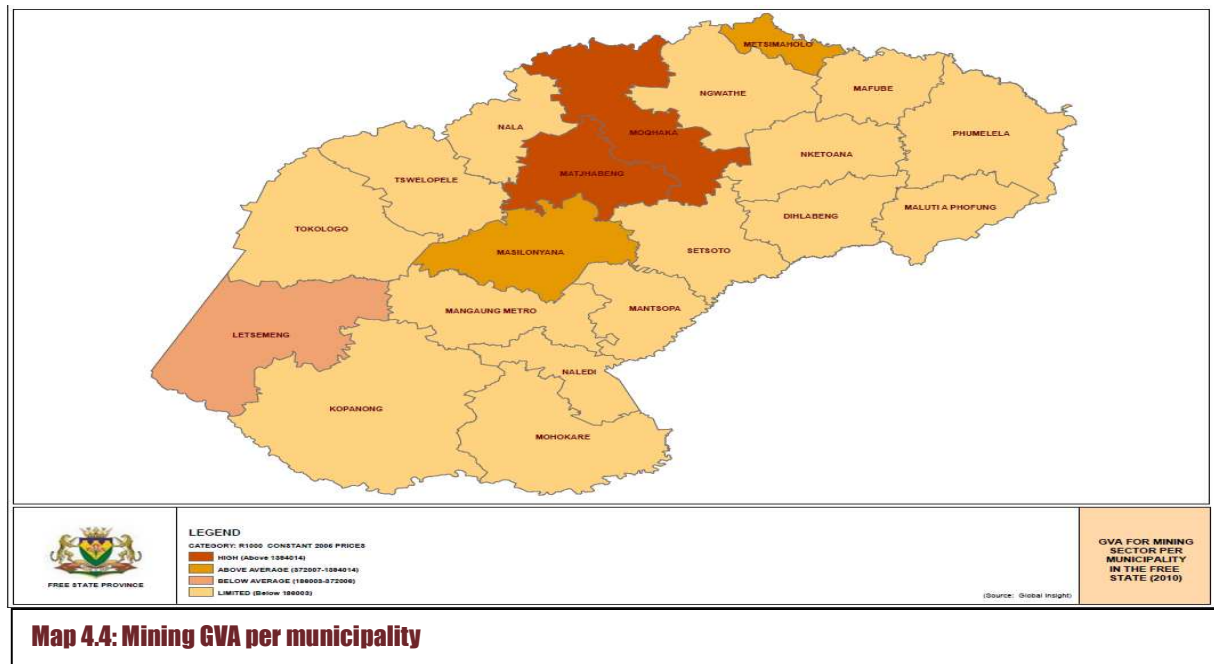
**Table 4.4: Long term programmes and strategies to minimize the impact of the declining mining sector**

<b>Indicator</b>	<b>Current status</b>	<b>Five year target</b>	<b>Ten year target</b>	<b>Fifteen year target</b>	<b>Twenty year target</b>
GVA Growth per five year cycle	-1.85% per annum over 15 years	-1%	0%	0%	0%
Employment in Mining	33 863	28 000	25 000	25 000	25 000

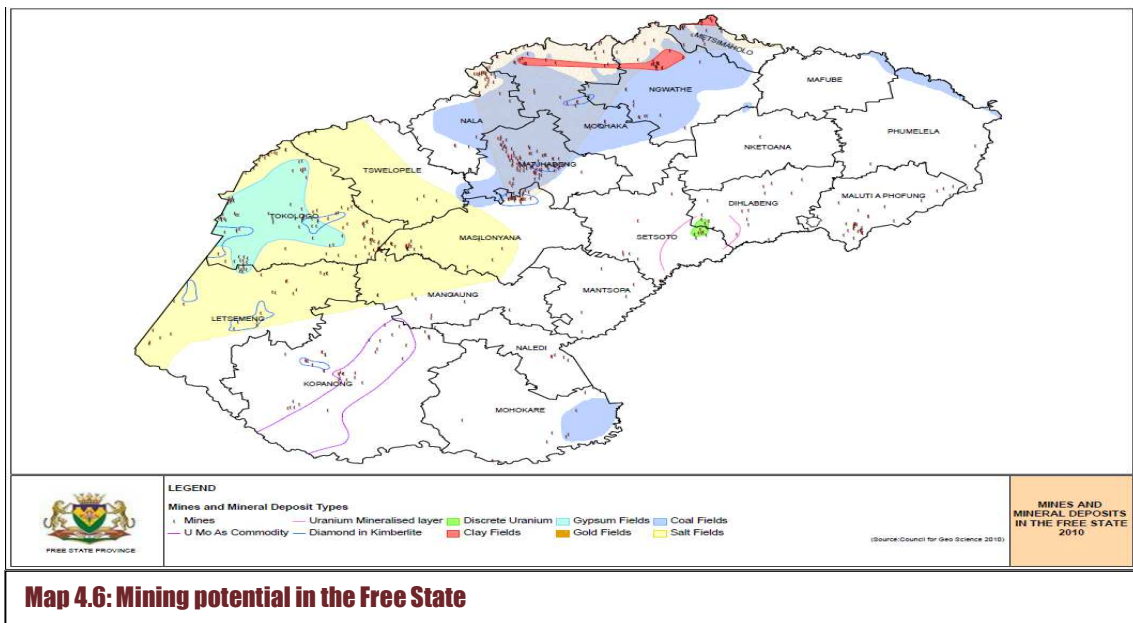
**Table 4.5: Indicators and targets in the mining sector**

High potential for mining in the province still remains in Matjhabeng with gold as the dominant mineral resource. Two considerable gold reserves with an estimated 20 year life span still exist in Lejweleputswa district covering parts of Matjhabeng, Nala and Ngwathe. This also includes sizable areas of Metsimaholo municipality in Fezile Dabi district. (see Map 4.4, Map 4.5 and Map 4.6):

Matjhabeng is followed by Masilonyana as the municipality with above average gold production. Whilst there is high production of diamonds in Moqhaka, production of this commodity is limited in Letsemeng. There is also significant potential for mining of low grade coal in Matjhabeng, Nala, Moqhaka, Ngwathe and Metsimaholo. The province also has differentiated potential in a range of other commodities. There is some lower value mining potential in salt in the municipalities of Matjhabeng, Masilonyana, Tswelopele, Tokologo and Letsemeng. Clay fields are also a dominant feature of the minerals landscape of Moqhaka, Ngwathe and Metsimaholo municipalities. There are also gypsum fields in Tokologo and discrete uranium zones that can be explored in Setsoto and Dihlabeng municipalities.







### 2.3 Driver 3: Expand and diversify manufacturing opportunities

The overall growth in the manufacturing industry in the Free State is closely linked to the fuel, petroleum and chemicals sub-sector. Although this sector is largely linked to Gauteng, effective support for this sector remains a priority as significant linkages would exist with the province. Given the success of this sector, up-stream and down-stream activities will be supported and concerted effort will be made to ensure provision of information communication technology infrastructure to support all knowledge-based industries. These industries will be linked to the province's institutions of higher learning.

Emphasis will also be on supporting the non-petro-chemicals manufacturing sector. This will require both forward and backward linkages, and the deepening of provincial markets for the manufacturing sector through procurement of inputs into public infrastructure and the supply of basic services. Infrastructure will thus provide a key link in the integration of economic growth, development and redistribution of economic resources. The provincial government will strive for the optimal use of the infrastructure budget to stimulate the non-petro-chemicals manufacturing sector.

Also linkages between agriculture and manufacturing through agro-processing will be strengthened. The creation of the agro-manufacturing complex, which has capacity to export goods to other provinces, will also form the basis for the transformation of the provincial economic structure. The strategic role of the province in agriculture is well acknowledged. Nevertheless, without progressive value-addition on agricultural products through manufacturing, the province will progressively contribute less to national growth. Its capacity to create long-term and sustainable jobs will also be limited.

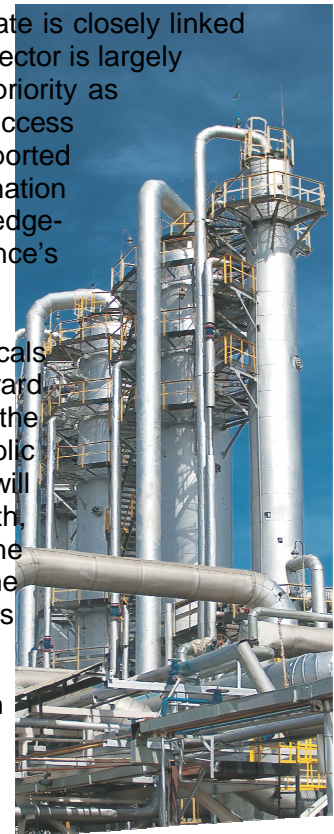


Figure 4.3 provides the long-term programmes in respect of the manufacturing sector while Table 4.6 and Table 4.7 reflect on the strategies and targets.

<b>Expand and diversify manufacturing opportunities</b>	<i>Invest in the growing petro-chemical industry and other knowledge-intensive manufacturing</i>
	<i>Invest in key manufacturing subsectors</i>
	<i>Ensure an enabling environment for manufacturing</i>

**Figure 4.3: Long-term programmes in support of the manufacturing sector**

<b>Long term programme</b>	<b>Strategy</b>
Invest in the growing petro-chemical industry and other knowledge-intensive manufacturing industries	Identify and research potential of downstream activities
	Facilitate the development and maintenance of local and provincial infrastructure to support knowledge-intensive industries
	Facilitate and support downstream activities, especially in support of the agro-manufacturing complex
	Provide appropriate and adequate Information and Communication Technology (ICT) infrastructure
	Partner with higher education institutions in commercialising research
Invest in key manufacturing subsectors	Identify and research potential niche markets
	Revitalise existing but less successful subsectors such as textile, food and beverages through access to markets, skills and finance
	Build capacity for local manufacturers, e.g. improve access to technology, maintenance services and skills
	Provide access to information on provincial and national government funding and other support programmes
Ensure an enabling environment for manufacturing	Ensure that enabling basic services are planned for and maintained at local government level for manufacturing
	Facilitate the availability of appropriate technical skills through the revitalisation of the FET colleges and technical schools
	Assist manufacturing enterprises with market intelligence and access
	Develop a one-stop institutional approach to assist new investments, business retention and business expansion
	Programme to ensure that local manufacturers are aware of national programmes and incentives
	Facilitate black economic empowerment in the manufacturing sector

**Table 4.6: Long term programmes and strategies to expand and diversify manufacturing opportunities**

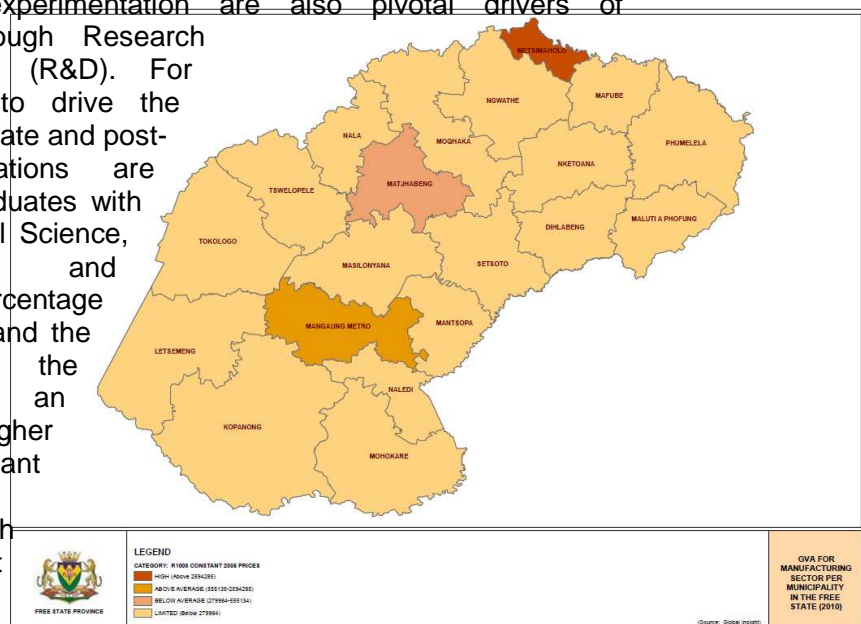
<b>Indicator</b>	<b>Current status</b>	<b>Five year target</b>	<b>Ten year target</b>	<b>Fifteen year target</b>	<b>Twenty year target</b>
GVA Growth per five year cycle	4.2% over 15 years	4.5%	5%	6%	7%
Employment in manufacturing	37 000	45 000	70 000	85 000	120 000
Employment in Food and Beverage sub-sector	8 258	9 000	11 000	13 000	15 000

**Table 4.7: Indicators for the manufacturing sector**



Metsimaholo (Sasolburg) and Mangaung Metro (Bloemfontein) are the leading localities with high manufacturing potential measured in terms of GVA and employment (Map 4.7, Map 4.9 and Map 4.10). The leading role of Metsimaholo is due to petroleum and chemicals subsector. The potential for down-streaming in this subsector is thus significant. Mangaung metro also features as a prominent manufacturing area if the fuel, petroleum and chemicals subsector is excluded. Matjhabeng, Dihlabeng and Moqhaka also have above average potential in manufacturing.

Innovation and experimentation are also pivotal drivers of manufacturing through Research and Development (R&D). For meaningful R&D to drive the development, graduate and post-graduate qualifications are indispensable. Graduates with degrees in Physical Science, Mathematics and Engineering as percentage of the population, and the percentage of the population with an honours or higher degree are important measuring instruments. High R&D potential that could be linked to

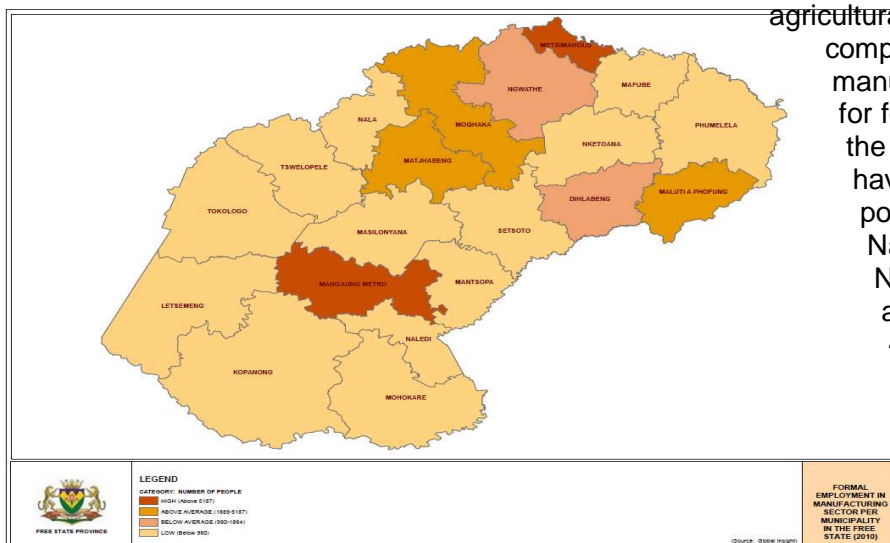


**Map 4.7: GVA for manufacturing per municipality**

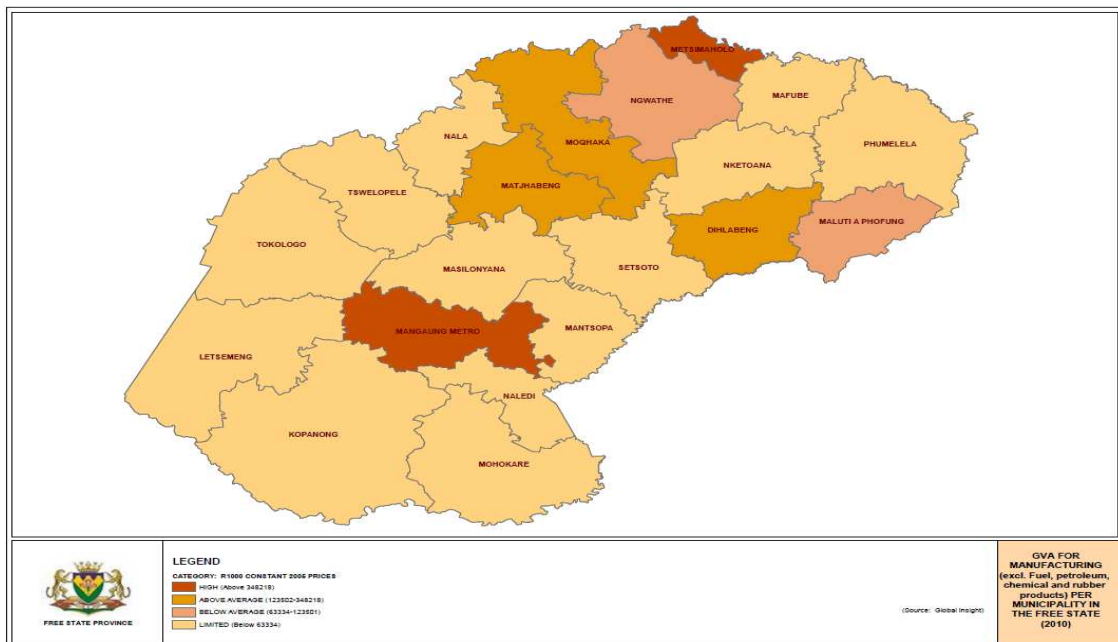
the growth of manufacturing

exists in Mangaung due to the prominence of two universities, whilst Sasolburg has R&D potential in the petro-chemical subsector. Matjhabeng, Dihlabeng and Moqhaka also have significant manufacturing production (see Map 4.9 and Map 4.10). If current

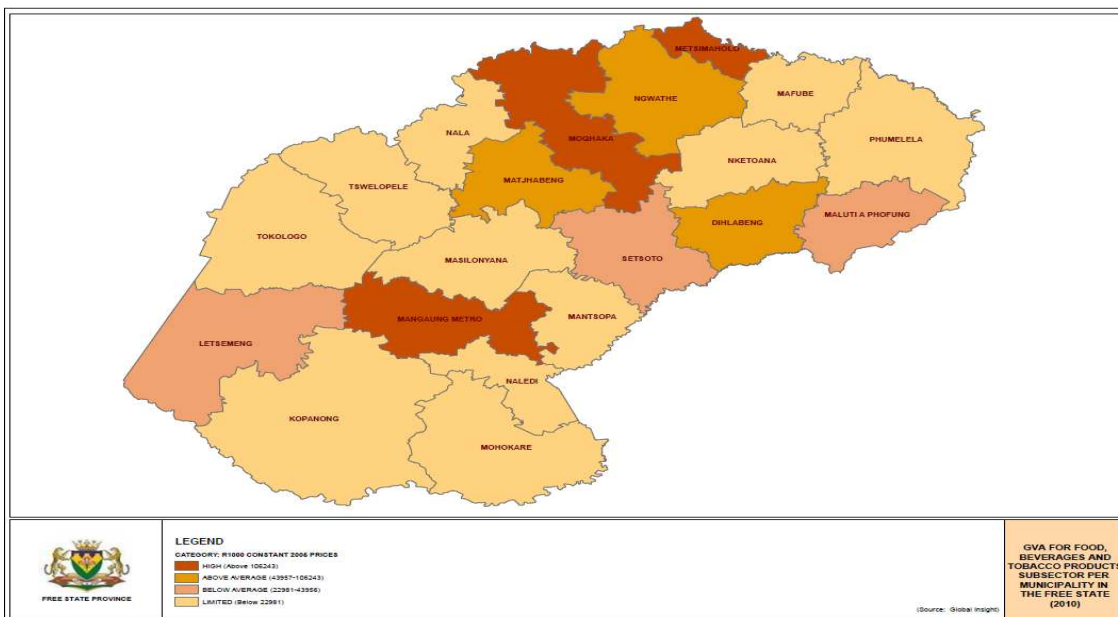
agricultural output is compared with current manufacturing output for food and beverages the following place have significant potential: Mangaung, Nala, Moqhaka, Ngwathe, Dihlabeng and Setsoto (Map 4.10).



**Map 4.8: Formal employment in manufacturing per municipality**



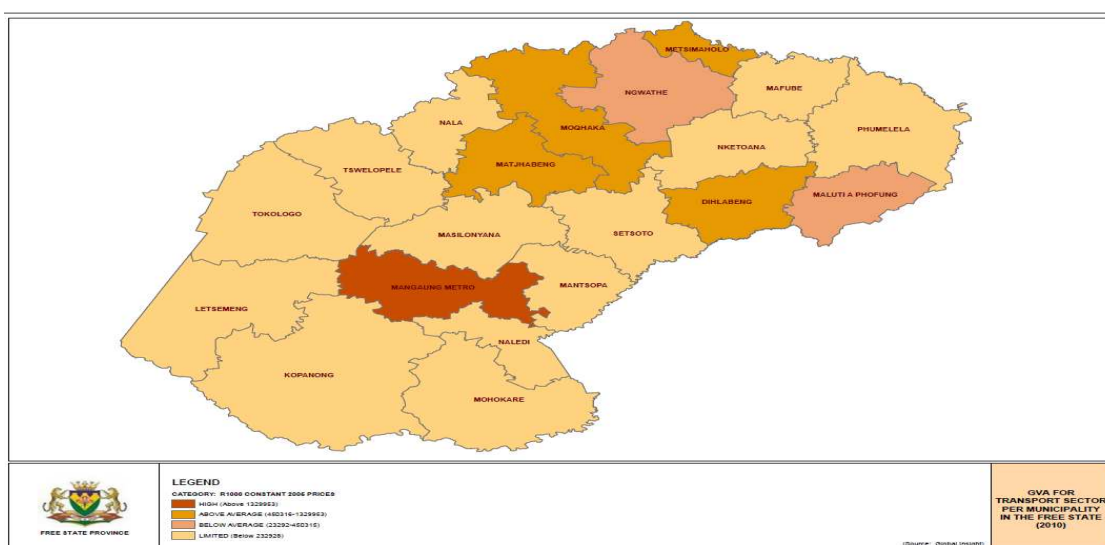
**Map 4.9: Manufacturing GVA in the Free State (excluding fuel, petroleum and chemicals)**



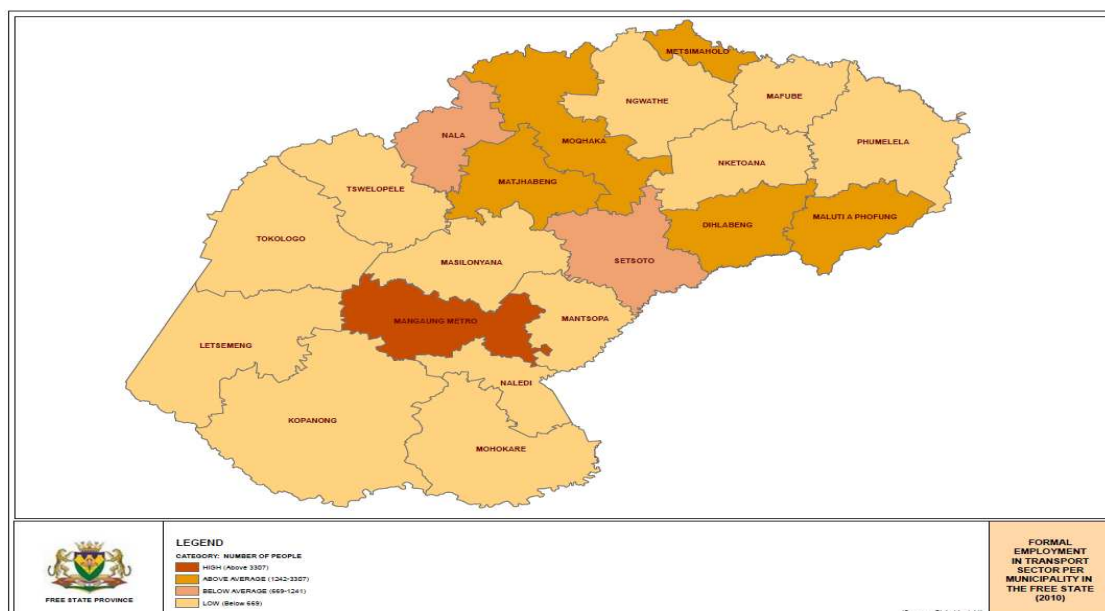
**Map 4.10: GVA for the food and beverages subsector per municipality**

## 2.4 Driver 4: Capitalise on transport and distribution opportunities

The central location of the Free State and the fact that significant large volumes of freight are moved across the surface of the province gives it a competitive advantage if some value-adding could be applied to freight and transport management processes. The Harrismith node on the N3 corridor between Gauteng and Kwazulu-Natal is of significance while the N8 corridor is also important. To take advantage of these opportunities, adequate and efficient infrastructure networks, and linkages between rail, road and air will be prioritized while efforts to improve rural mobility are also essential. The current GVA (see Map 4.11) and employment in transport (see Map 4.12) also suggests potential for the transport sector in Mangaung, Moqhaka, Metsimaholo, Maluti-a-Phofung and Matjhabeng (see also Map 4.13).



**Map 4.11: GVA for the Transport sector**



**Map 4.12: Employment in the transport sector**

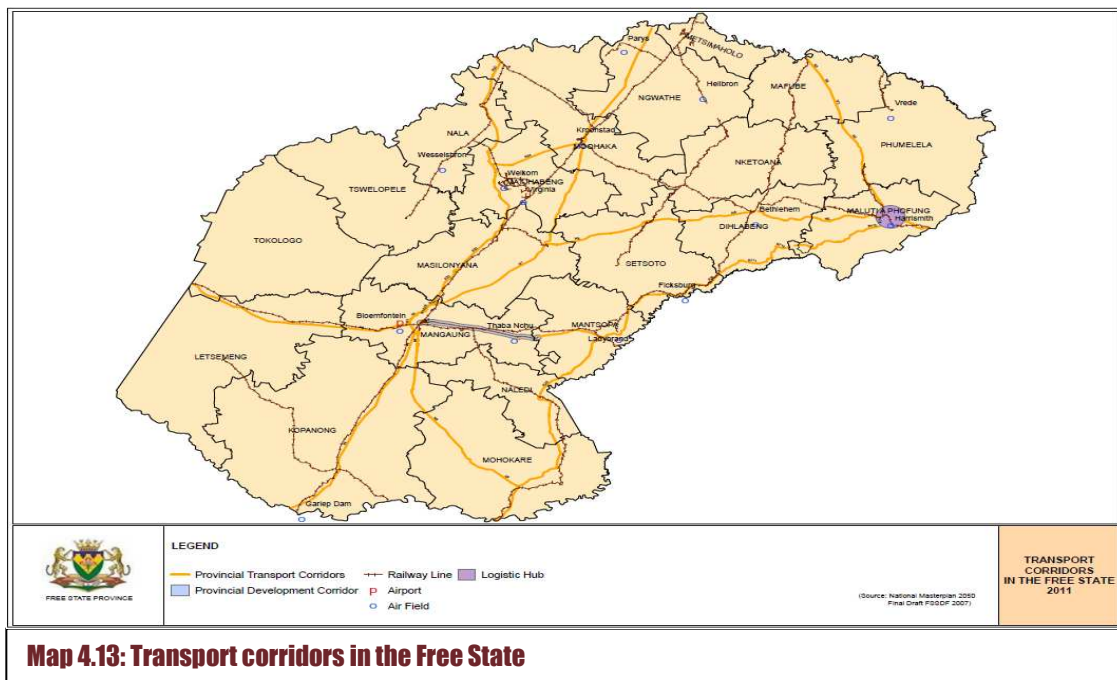


Figure 4.4 indicates the long term programmes while Table 4.8 provides an overview of the strategies. Indicators and targets are presented in Table 4.9.

There is poor access to transport in the mainly rural areas of the province. Provision and maintenance of public transport is essential for public transport captive users. People in the rural areas will be provided with reasonable facilities for accessing their places of work, study, recreation, social welfare service delivery, and shopping. Therefore the transport system will promote access by rural producers of goods and services to national and international markets, whilst promoting and maintaining supply chains focused on the first economy and value products.

An integral part of upgrading and extending transport infrastructure will be to revitalise rural and small town economies by creating links between these and the major corridors that run through the province. The design and construction of the transport network will thus respond to the historical legacy of uneven spatial development, by seeking to shift resources in such a way as to break the apartheid spatial development pattern.

<b>Capitalise on transport and distribution Opportunities</b>	<i>Capitalise on the centrality of the province with regard to freight and distribution</i>
	<i>Develop and maintain an efficient transport infrastructure network to facilitate growth</i>
	<i>Ensure efficient operational public and freight transport systems</i>
	<i>Improve rural mobility</i>

**Figure 4.4: Long-term programmes in respect of the transport sector**



Long term programme	Strategy
Capitalise on the centrality of the province with regard to freight and distribution	Strengthen inter-governmental relations regarding transport infrastructure investment
	Undertake engagements with state owned enterprises with respect to planned infrastructure expenditure in the province
	Develop the Harrismith Logistics Hub (Strategic Infrastructure Project) and the N8 corridor (including rail)
	Optimise the potential of existing regional airfields
Develop and maintain an efficient road, rail and public transport network	Develop a comprehensive provincial road network plan
	Establish provincial transport corridors aimed at re-invigorating small town economies and promoting spatial economic inclusion
	Improve road infrastructure
	Identify and address road safety hotspots
	Provide fully operational weighbridges in strategic locations
	Improve the public transport facilities
	Improve rural public transport services through setting up scheduled subsidised public transport services to improve access to services

**Table 4.8: Long term programmes and strategies to capitalize on transport and distribution opportunities**

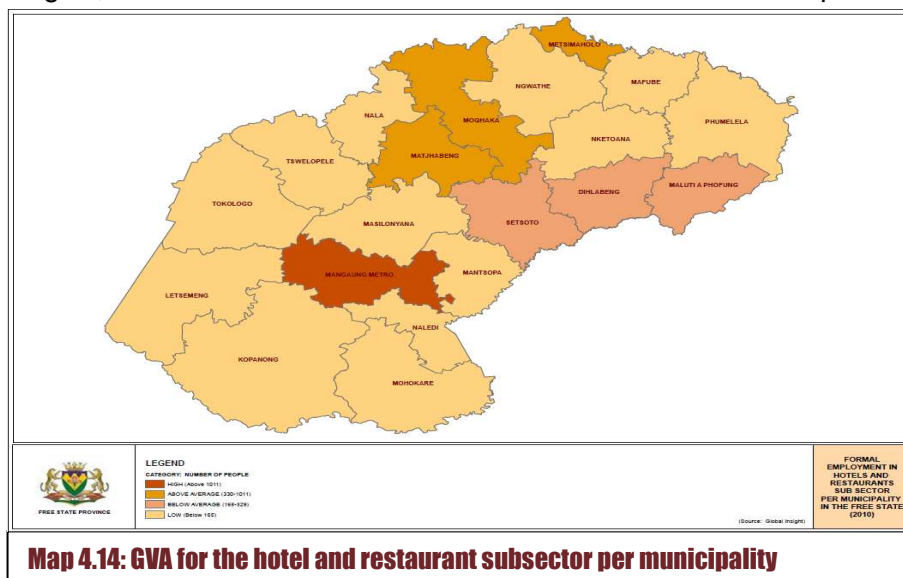
Indicator	Current status	Five year target	Ten year target	Fifteen year target	Twenty year target
GVA Growth per five year cycle	4.2% over 15 years	4.5%	5%	6%	7%
Employment in transport	37 000	40 000	45 000	55 000	65 000
Road quality	1731 km poor or very poor	1400 km	1000 km	800 km	500 km

**Table 4.9: Indicators and targets related to transport**

#### 4.5 Driver 5: Harness and increase tourism potential and opportunities

The Free State tourism market is mainly a domestic market with an emphasis on business tourism and weekend tourism. To improve the province's share of tourism a number of strategic interventions are required. A much more concerted effort is required at local municipal level to plan and prioritize tourism possibilities. In addition to long-term strategies, the Free State Provincial Government will facilitate improved marketing, improved product development and the development of a tourism establishment database. Tourism routes will also be expanded.

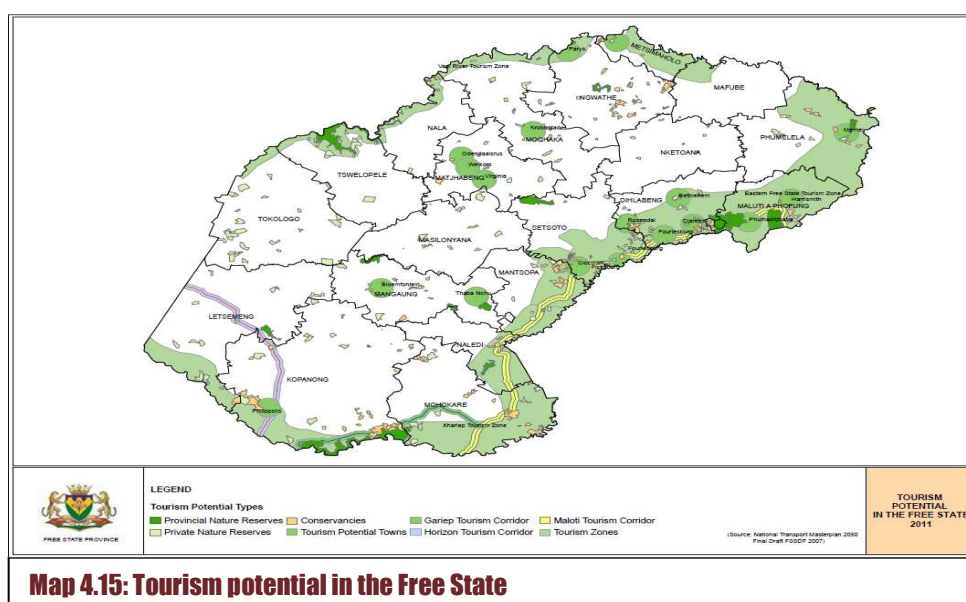
A concerted effort will be pursued to ensure that



the sector builds adequate skills. Continuous education will be prioritised and development of a more diversified ownership profile in respect of tourism establishments will be high on the priority list.

Table 4.10 summarised the

spatial focus in respect of tourism (see also Map 4.14 and Map 4.15).



Nature of tourism	Spatial focal point
<b>Natural resource-based tourism and weekend tourism:</b> Golden Gate, Maloti-Drakensberg Transfrontier Park, also agri-tourism (Cherry Festival), lifestyle and links to Lesotho, Xhariep Dam, Vredefort Dome.	Clarens, Golden Gate, Drakensberg area, Fouriesburg, Ficksburg, Rosendal, Memel, Xhariep Dam, Vredefort.
<b>Events and entertainment:</b> Casinos, conferences, theatres and concert halls, professional soccer, rugby, and cricket, Volksblad Arts Festival, Macufe, Women's Memorial, historical buildings.	Predominantly Bloemfontein (Mangaung)
<b>Events and weekend tourism:</b> Annual national event (Jukskei Park), Kroon Park	Kroonstad (Moghaka)
<b>Events, weekend tourism, and entertainment:</b> Arts, theatre, visits to petro-chemical factories, leisure, and water sports (Vaaldam)	Sasolburg, Deneysville, Parys, (Metsimaholo)
<b>Events and entertainment:</b> Phakisa Race Track events, Gold Mining, Other events.	Welkom (Matjhabeng)

**Table 4.10: The spatial focal points for tourism**



Figure 4.5 provides a summary of the tourism long-term programmes. These are presented in Table 4.11 while Table 4.12 provides an overview of the indicators and targets.




<b>Harness and increase tourism potential and opportunities</b>	<i>Implement a government support programme for tourism development and growth</i>
	<i>Improve tourism marketing</i>
	<i>Expand tourism products and product range</i>
	<i>Increase the capacity for tourism development and service excellence</i>

**Figure 4.5: Long-term programmes in the tourism sector**

Long term programmes	Strategies
Implement a government support programme for tourism development and growth	Support and maintain local tourism infrastructure
	Develop and implement a tourism-network strategy within the province and across provincial borders
	Enhance local government capacity for tourism development
	Ensure adequate budgeting for local tourism support
	Strengthen local and provincial tourism business forums
	Ensure after-hours information and tourism access at tourism office
Improve tourism marketing	Compile a comprehensive database of tourism products
	Establish an integrated tourism website
	Market tourism events (e.g. festivals, sports, education, medical, conferences) throughout the province
Expand tourism products and product range	Develop tourism routes
	Support differentiated tourism product development in conferencing, adventure tourism, education, medical, exhibitions, sport, mining, agriculture and small town attractions
Increase and build human capacity for tourism development and service excellence	Introduce basic training and skills development programme for tourism
	Align the school curriculum for Tourism with provincial tourism needs
	Capitalise on FET colleges and training institutions to provide appropriate tourism skills

**Table 4.11: Long term programmes and strategies to harness tourism potential and opportunities**

	Indicator	Current status	Five year target	Ten year target	Fifteen year target	Twenty year target
	GVA Growth per five year cycle	-1% over 15 year	1%	3%	5%	7%
	Employment tourism	6 500	7000	12 000	15 000	18 000

**Table 4.12: Indicators and targets in tourism**

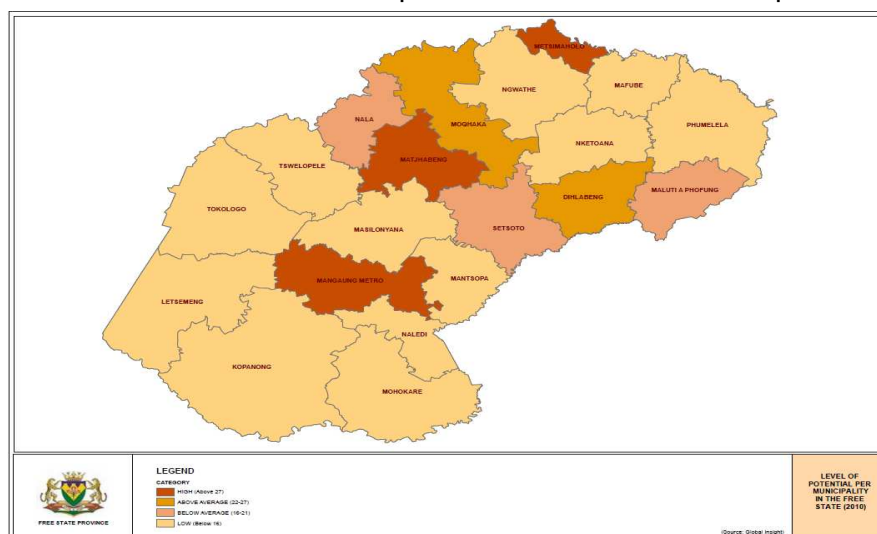
The locality rated as having high tourism potential is Bloemfontein in Mangaung Metro. The following municipalities have also been categorised as having above-average tourism potential: Metsimaholo, Dihlabeng, and Matjhabeng. Other towns with proven tourism potential include Clarens, Parys, Frankfort, Fouriesburg, Puthaditjhaba, Clocolan, the Memel area and Phillipolis. Determination of potential in this regard is based on the number of tourism and entertainment establishments (hotels, guest houses, casinos, golf clubs, and restaurants), employment figures in hotels and restaurants, and GVA through tourism enterprises (hotels and restaurants).

## 2.6 Spatial perspective of combined potential as per economic drivers

Each of the five sectoral drivers has a spatial focus. The overall potential related to these five drivers should also be assessed. Map 4.18 combines the overall potential of the five sectoral drivers. The assessment is conducted on the basis of GVA contribution.

- Agriculture
- Mining
- Manufacturing
- Transport
- Tourism

Map 4.16 provides an overview of potential.



**Map 4.16 Level of potential in the Free State according to the five sectoral drivers**

## 3. Pillar 2: Education, Innovation and Skills Development

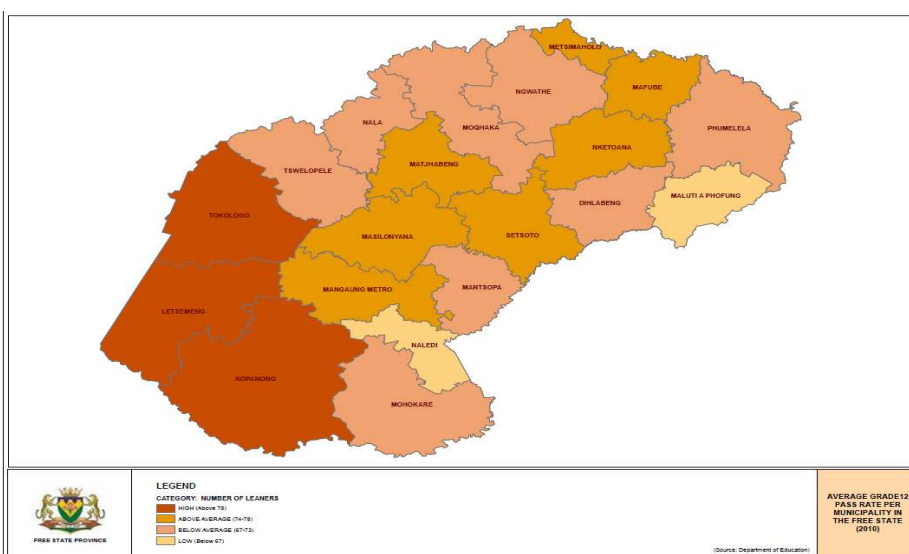
### 3.1 Driver 6: Ensure an appropriate skills base for growth and development

There is an urgent need to improve the skills and capabilities of learners through improved educator performance. Many of these skills are based on pre-school (early childhood) and primary school competencies (such as literacy and numeracy). The importance of these competencies stretches through secondary and tertiary education. There is also recognition that a number of structural aspects have a negative impact on educational outcomes. In this regard it is vital to recognize the importance of mother tongue education.

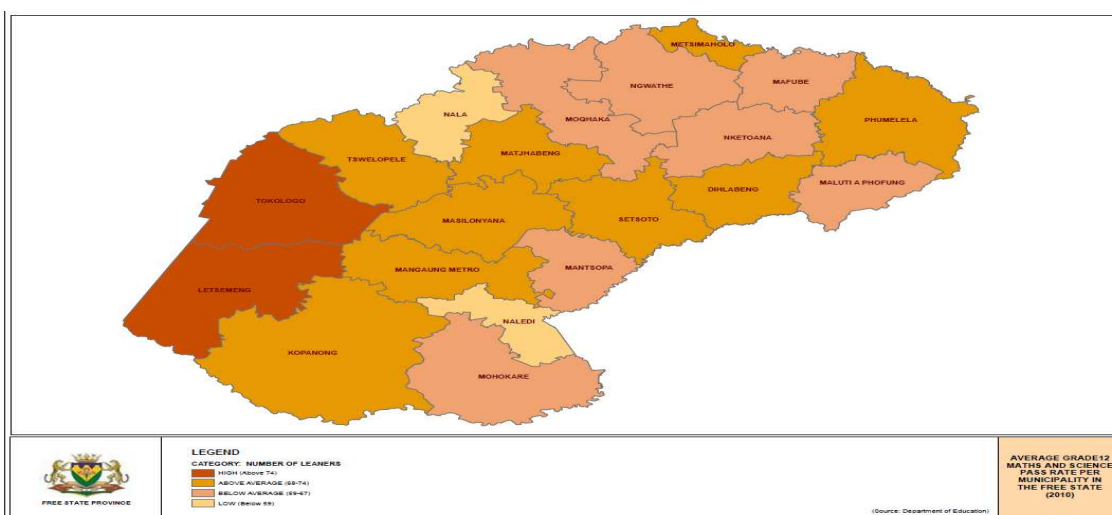
**“By 2030, South Africans should have access to education and training of the highest quality, leading to significantly improved learning outcomes...Education should be compulsory up to Grade 12 or equivalent levels in vocational education and training.”**

**National Development Plan – Our Future-Make it Work, December 2012**

The spatial focus concentrates on two aspects. In the first place it concentrates on the school system (see Map 4.17; and Map 4.18). Areas of concern are Maluti-a-Phofung, Naledi and Nala.



**Map 4.17: Average Grade 12 pass rate**



**Map 4.18: Average Grade 12 Mathematics and Science pass rate**

Below is a range of long term programmes and strategies intended to address the need for an appropriate skills base for growth and development (see Figure 4.6, Table 4.13 and Table 4.14)

<b>Ensure an appropriate skills base for growth and development</b>	<i>Improve educator performance</i>
	<i>Promote an enabling environment to increase educational performance</i>
	<i>Promote flexible and specialised learning systems</i>
	<i>Create an environment and relationships in which post-school education institutions / training agencies respond to educational and skills demands in line with growth and development needs</i>

**Figure 4.6: Long-term programmes to support education and skills for growth and development**

Long term programmes	Strategies
Improve educator performance	Intensify and expand school management and performance programmes to ensure effective and efficient teaching ethics and environment
	Improve qualifications and performance of existing educators through bursaries, continuous professional development, mentoring and coaching focusing on mathematics and physical science
	Implement a focused recruitment programme to attract suitable candidates for the education profession.
	Ensure that universities produce demand-driven qualified educators
	Intensify early childhood hub of service programme
Promote an enabling environment to increase educational performance	Expand and intensify: <ul style="list-style-type: none"> <li>School infrastructure programme (new schools and schools related facilities)</li> <li>Comprehensive school maintenance programme</li> <li>Rural/farm school development programme</li> <li>School nutrition programme</li> <li>Transport services</li> <li>Comprehensive wellness programme</li> <li>Libraries / mobile libraries</li> <li>No-school fee schools</li> </ul>
	Ensure provision of adequate and timeous learning materials and equipment
	Capacitate school governing bodies of schools to play integral role in improving education
	Revitalise extramural activity programmes in schools

Promote flexible and specialised learning systems	Institutionalise mother tongue education for foundation phase to address numeracy and literacy
	Develop and implement a specialised programme for mathematics and physical science for targeted schools
	Extend early childhood development programmes to as many pre-school children as possible
	Promote and implement e-learning approaches and programmes
	Reposition the system of special schools and schools of industry
Create an environment and relationships in which post-school education institutions / training agencies respond to the educational and skills demands in line with growth and development needs	Improve the ability of the intermediate sector (Nursing college, Agricultural college, FET colleges) to: <ul style="list-style-type: none"> <li>- improve post-Grade 12 vocational training quality and results</li> <li>- increase work place experience</li> <li>- continuous vocational training</li> </ul>
	Position the FET colleges to: <ul style="list-style-type: none"> <li>- Provide Grade 10-12 vocational training</li> <li>- Ensure bridging opportunities for non-qualified out-of-school youth</li> </ul>
	Establish an operational, inclusive support system to foster collaboration between educational institutions, work places and the public sector
	Ensure continuous responsive curriculum development in line with provincial inclusive growth and development needs

**Table 4.13: Long term programmes and strategies to ensure an appropriate skills base for growth and development**

Indicator	Current status	Five year target	Ten year target	Fifteen year target	Twenty year target
Grade R enrolment	58%	63%	70%	75%	80%
Grade 12 pass rate	73%	78%	80%	85%	90%
Grade 12 Maths and Science Pass rate	67%	73%	80%	85%	90%

**Table 4.14: Indicators and targets for skills development**

## **4. Pillar 3: Improved Quality of Life**

### **4.1 Driver 7: Curb crime and streamline criminal justice performance**

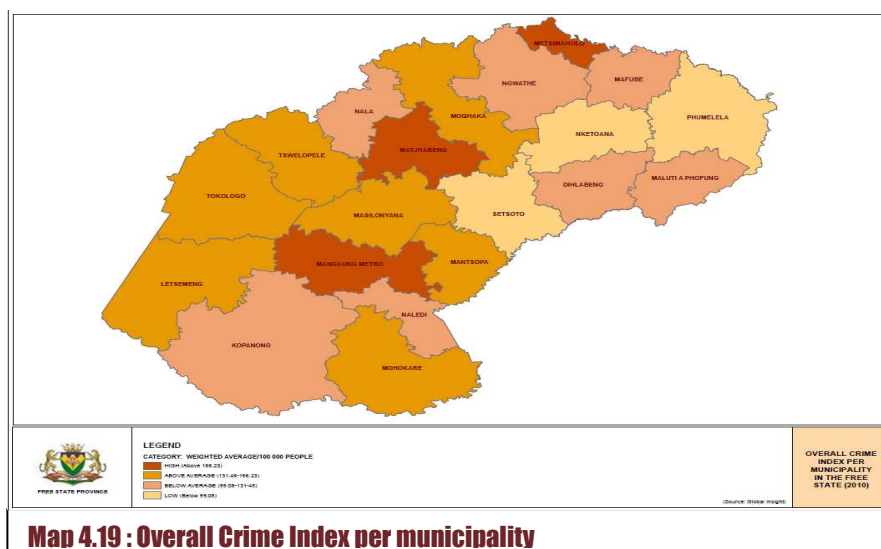


Many of the crime related problems that are experienced in the Free State are related to socioeconomic conditions and poverty levels. In this respect, youth crime is high on the agenda. Crime statistics reveal that although there has been an overall decrease in a range of crimes, a number of crime 'hotspots' still exist. Successful policing is highly dependent on effective relationships between the South African Police Service (SAPS) and communities.

The relatively high levels of crime require a more effective and efficient police service. The overall efficiency of the police is affected by the availability of staff, equipment and expertise in specific skills such as in forensic related work. The

criminal justice system extends the role of the police and is important with regard to perceptions of the efficiency of the overall criminal justice system. It is important that residents of the Free State access justice in a fair and effective manner. Current court processes are under pressure due to backlogs in respect of court cases and capacity constraints. It seems that existing pressures are unlikely to be resolved through conventional ways and that some innovation and alternative approaches will be required.

Map 4.19 provides a spatial overview of the crime index for the Free State.



The follow important observation can be made:

- The three municipal areas with the largest economic output (Metsimaholo, Mangaung and Matjhabeng) also have the highest recordings for crime according to the crime index.
- The crime related problems associated with gold mining in Matjhabeng should be mentioned.
- Rural safety and stock theft have also been noted as problem areas in respect of agricultural development.

The following long term programmes and strategies will be central to ensuring an appropriate response to the challenges related to crime (see Figure 4.7, Table 4.15, Table 4.16).

<b>Curb crime and streamline criminal justice performance</b>	<i>Enhance relationships between the SAPS and communities</i>
	<i>Prevent and reduce contact crime, property and other serious crimes through more efficient police action</i>
	<i>Improve the performance of the SAPS</i>
	<i>Improve prosecutorial efficiency and the overall criminal justice processes</i>

**Figure 4.7: Long-term programmes in respect of crime and criminal justice**

Long term programmes	Strategies
Prevent and reduce contact crime, property and other serious crimes through more efficient police action	Extend the implementation of the anti-rape strategy
	Expand youth crime prevention and capacity building programmes
	Enforce the Domestic Violence Act
	Intensify and roll out victim empowerment programmes to all municipalities
	Ensure sector policing at high contact crime police stations
	Provide property-related protection
Enhance	Intensify and expand the community policing forum programme



Long term programmes	Strategies
relationships between the SAPS and communities	Improve consultation, communication and information services between communities and SAPS
Improve the performance of the SAPS	Improve administration and management through training, capacity building and performance management systems
	Improve information and communication systems through the expansion of IS/ICT to end-users
	Enhance capacity by providing adequate human resources and equipment
	Expand visible policing to enhance crime prevention
	Improve detective services through improved forensic evidence, criminal record centres and crime intelligence
	Improve and expand borderline security including the management thereof in collaboration with social partners
	Establish specialised units in line with provincial needs
	Expand the utilisation of reservists
Improve prosecutorial efficiency and the overall criminal justice processes	Intensify programmes to improve court performance, court and case flow management, case backlogs and priority crime litigations
	Prioritise and strengthen the operations of the National Prosecuting Authority
	Improve whistle-blowing and witness protection programmes
	Implement innovative and alternative ways of delivering justice through technology, witness preparation, specialised prosecution, community justice and public awareness
	Seize criminal assets that are proceeds of crime or have been involved in the committing of an offence

**Table 4.15: Long terms programmes and strategies in curbing crime in the province**

Indicator	Current status	Five year target	Ten year target	Ten year target	Twenty year target
Contact crimes	952 per 100 000	900	800	850	700
Property related crimes	1020 per 100 000	950	900	850	800

**Table 4.16: Indicators and targets in respect of crime**

#### **4.2. Driver 8: Expand and maintain basic and road infrastructure**



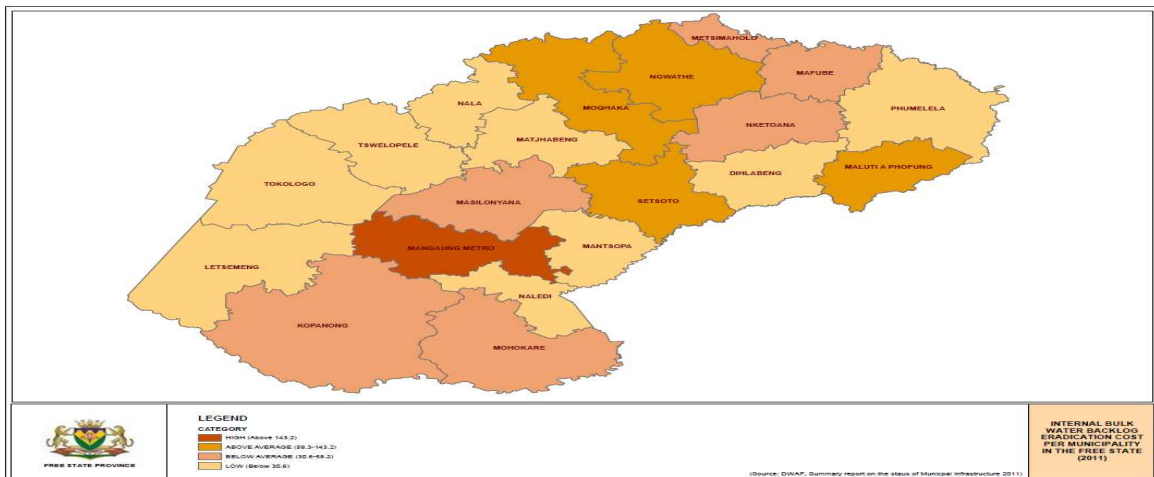
The importance of basic infrastructure lies mainly in two factors. Firstly, basic infrastructure, and access to services through such infrastructure, has significant impacts on the living environments of people. Not only does it contribute to healthy living conditions but it also reduces costs in the primary and secondary health system. A healthy living environment in turn ensures greater and more productive participation in the economy. Secondly, basic infrastructure is crucial for business and business confidence in general. Therefore the provision and maintenance of adequate infrastructure (bulk and internal) is crucial in respect of economic development and growth as well as in terms of human health.

The spatial need in respect of basic infrastructure suggests the following key issues:

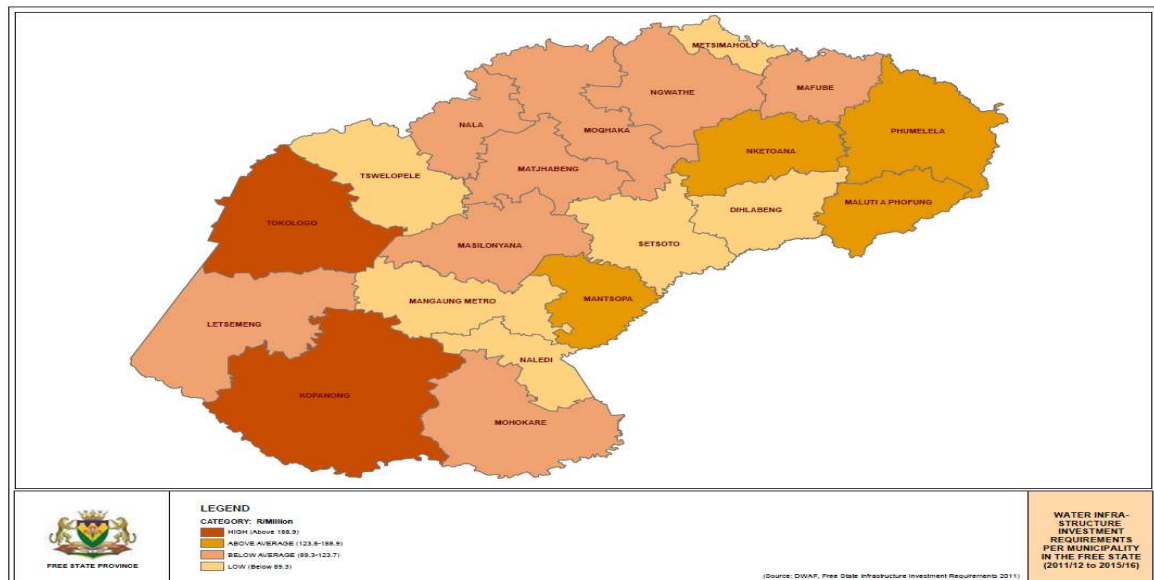
- Water backlog (internal) (Map 4.20): Mangaung, Ngwathe, Moqhaka, Setsoto and Maluti-a-Phofung



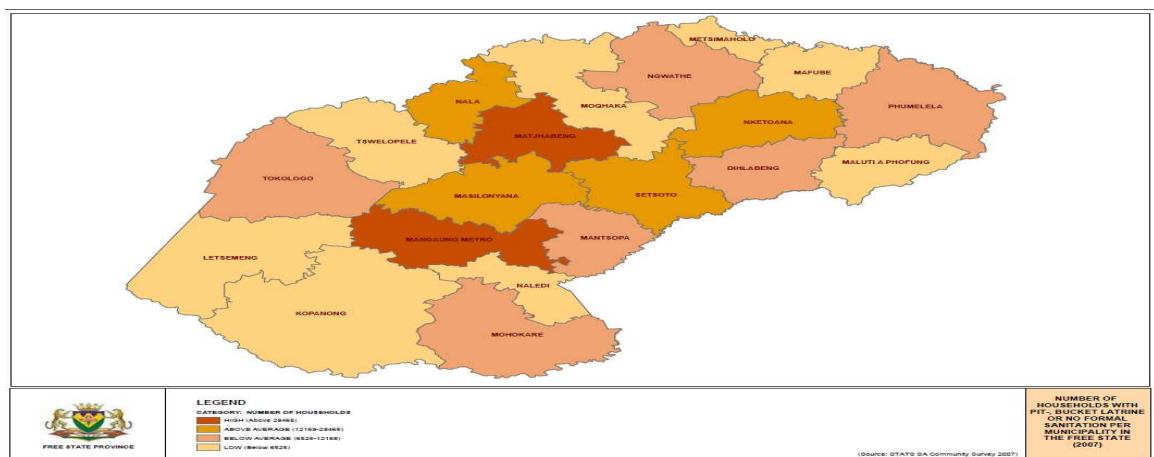
- Water infrastructure investment requirements (Map 4.21): Kopanong and Tokologo
- Internal sanitation backlog (Map 4.22): Mangaung and Matjhabeng
- Electricity backlog (Map 4.23): Maluti-a-Phofung, Phumelela and Nketoana



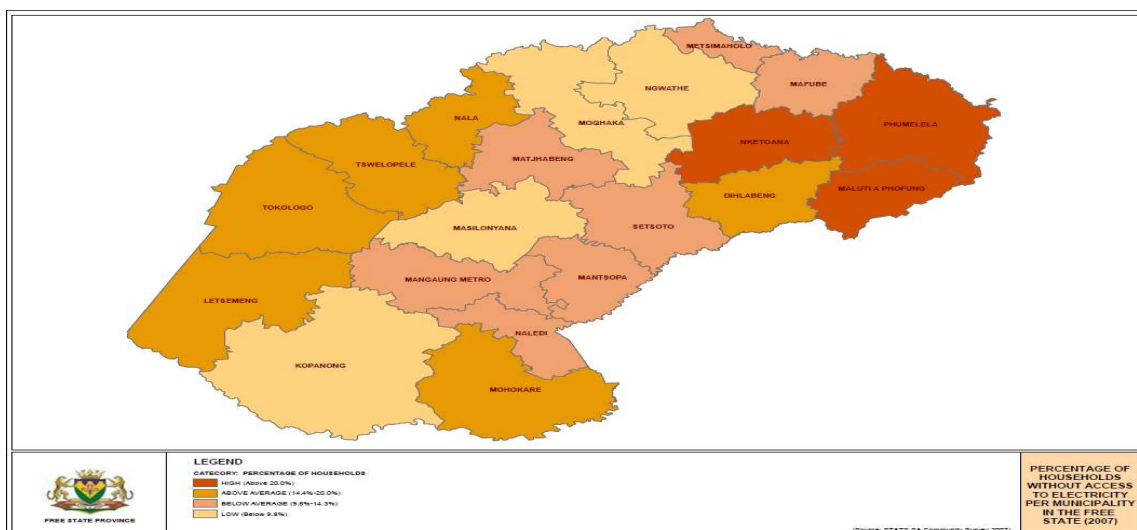
**Map 4.20: Internal water backlog per municipality**



**Map 4.21: Water infrastructure investment requirements per municipality**



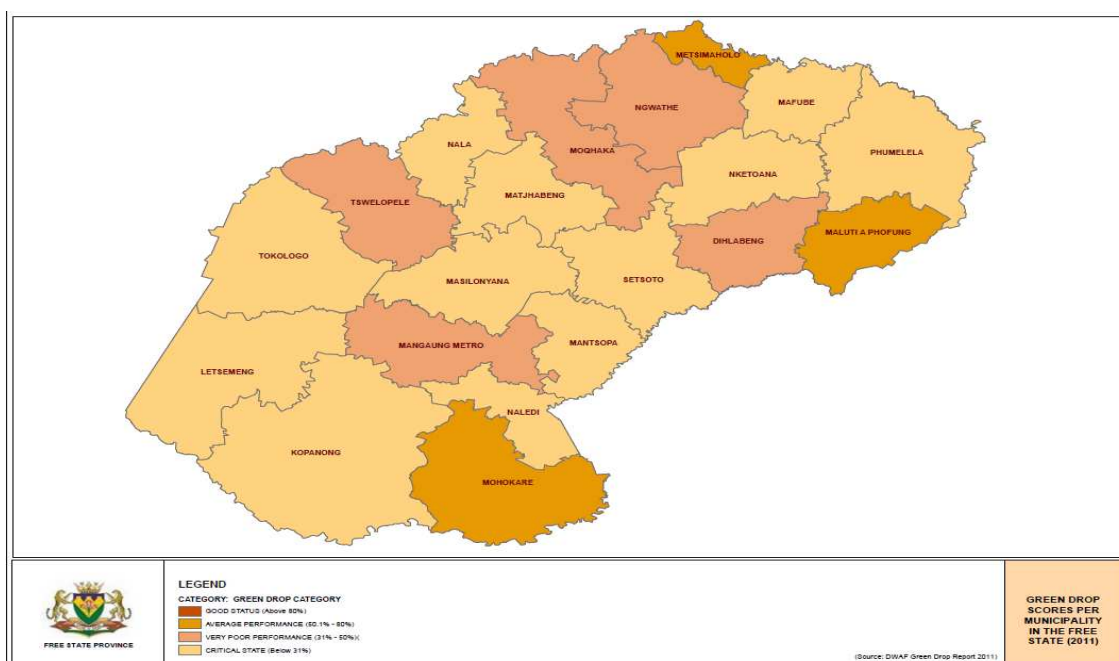
**Map 4.22: Internal sanitation backlog per municipality**



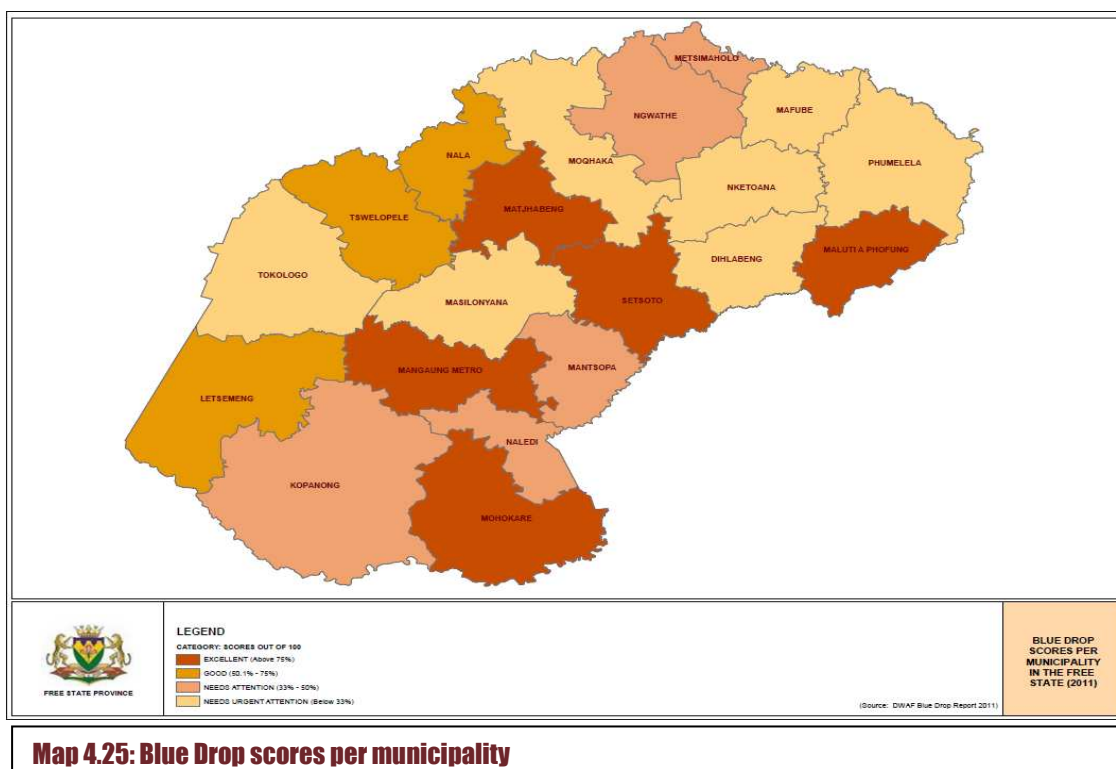
**Map 4.23: Number of households without access to electricity per municipality**

The blue drop scores and the green drop scores provide an indication of the quality of the service and infrastructure. The following spatial aspects should be noted (see Map 4.24 and Map 4.35):

- In respect of green drop scores the majority of municipalities are in a critical state
- The following municipalities need urgent attention in respect of the blue drop scores: Mafube, Phumelela, Nketoana, Mafube, Dihlabeng, Moqhaka, Maseru and Tokologo.



**Map 4.24: Green Drop scores per municipality**



The long-term programmes, strategies and indicators are presented in Figure 4.8, Table 4.17 and Table 4.18.

<b>The need for efficient basic infrastructure</b>	<i>Maintain and upgrade basic infrastructure at local level</i>
	<i>Provide new basic infrastructure at local level (water, sanitation and electricity)</i>
	<i>Provide and upgrade bulk services</i>
	<i>Implement alternative sanitation, water and electricity infrastructure</i>
	<i>Improve the technical capacity of local municipalities for sustainable local infrastructure</i>

**Figure 4.8: Long-term programmes in respect of provision and maintenance of basic infrastructure**

<b>Long term programmes</b>	<b>Strategies</b>
Maintain and upgrade basic infrastructure at local level	Develop water, sanitation and electricity master plans for municipalities
	Dedicate funding for maintenance of current infrastructure
	Establish partnerships in selective municipalities for service delivery with regard to yellow fleet, waste management and water service delivery
	Establish partnerships in all municipalities for electricity delivery
Provide new basic infrastructure at local level (water, sanitation and electricity)	Identify and facilitate the implementation of infrastructure by municipalities for development in the recognised growing municipal areas.
	Develop policies for private developers which will include incentives to encourage development
Provide and upgrade Bulk Services	Ensure compliance of waste water treatment (new and upgraded) with the Green Drop standards in all towns and new developments
	Address electricity bulk infrastructure backlog
	Ensure compliance of water treatment works and water storage, including bulk in towns with blue drop standards for new development areas

Implement alternative sanitation, water and electricity infrastructure	Promote and facilitate solar water heating and arial / street lighting for energy saving
	Promote and facilitate alternative sanitation and water infrastructure
Improve technical capacity of local municipalities for sustainable local infrastructure	Provide training on compliance, operations and maintenance in line with the terms of the relevant Act.
	Train management and administrative levels to ensure an understanding of the technical processes of service delivery
	Roll out laboratories and consolidate capacity in existing laboratories to assist with water quality programme
	Recruit, employ and retain qualified technical staff
	Implement mentorship programmes

**Table 4.17: Long-term programmes and strategies in respect of basic infrastructure**

Indicator	Current status	Five year target	Ten year target	Fifteen year target	Twenty year target
Green Drop scores	17 municipalities with poor performance	12	9	7	5
Blue Drop scores	12 municipalities need attention	10	6	4	3
Water backlog	54.6% without water in dwelling	50%	40%	30%	25%
Sanitation backlog	30.5% without flush or chemical toilets	25%	20%	15%	10%
Electricity backlog	9.1% without access to electricity	7%	5%	3%	1%

**Table 4.18: Indicators and targets for basic infrastructure**

#### 4.3 Expand, maintain and integrate transport infrastructure



Effective transport infrastructure reduces the cost of doing business, contributes to a conducive business environment and is vital in ensuring access to markets. Sectors such as agriculture, manufacturing, transport and tourism are highly dependent on good transport infrastructure.

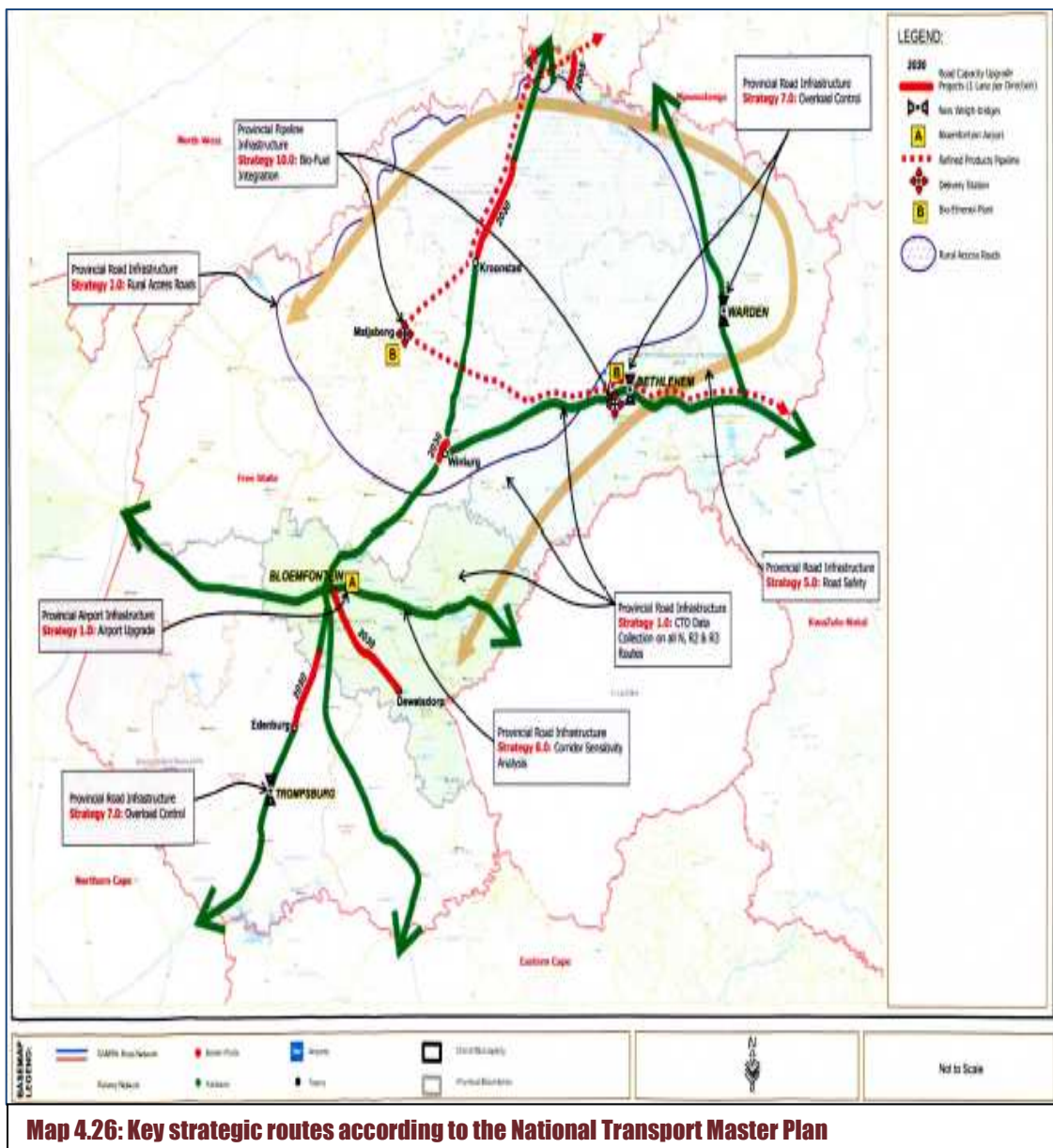
Road access to markets is usually critical in respect of rural development while good road conditions also reduce the risk of accidents and their associated costs.

In addition, an integrated freight transport system is a crucial aspect in the development of the Free State economy. The agricultural and mining sectors as well as the potential growth in manufacturing are largely dependent on an efficient freight transport system. Approximately 4bn tons of freight is generated in the province. Future expectations are that the amount of freight will increase substantially.

Spatially, some of the following roads should be prioritised to ensure growth and development (see Map 4.26): rural roads for agricultural development, feeder roads to



the tourism development in the north-eastern parts of the province. The National Transport Master Plan provides further detail in this regard (see Map 4.26).





#### 4.4 Driver 9: Facilitate sustainable human settlements



To improve resource use should be prioritised.

Although there are significant linkages between farming and urban areas, by far the largest economic contribution originates within urban areas. The historical legacy of apartheid planning has resulted in extremely low densities, low levels of efficiency and long distances between places of employment and places of work. efficient



'Breaking New Ground' proposes a focus on human settlements and not just on housing. This paradigm change requires a more integrated system of planning, infrastructure provision, the upgrading of informal settlements, improved social amenities, and housing by means of different forms of tenure. There is also a need to understand and adopt more sustainable building methods.

Table 4.10 summarises the long-term programmes in this respect while Table 4.21 focuses on the strategies and Table 4.22 outlines the indicators and strategies.

<b>Facilitate sustainable human settlements</b>	<i>Promote and support the development of integrated, inclusive, sustainable human settlements</i>
	<i>Accelerate and streamline township establishment processes and procedures to ensure sustainable settlements</i>
	<i>Provide individual subsidies and housing opportunities to beneficiaries in accordance with various housing programmes</i>
	<i>Ensure that municipalities, councillors, officials, the community at large and private sector role players are capacitated to accelerate sustainable human settlement development</i>

**Figure 4.10: Long-term programmes to promote sustainable human settlements**

Long term programmes	Strategies
Accelerate and streamline township establishment processes and procedures to ensure sustainable settlement	Improve the quality of Spatial Development Frameworks to include master planning in areas of interest, town planning schemes, availability of services
	Establish private-public sector planning structures and processes to improve the quality of planning services
	Identify and acquire land parcels for integrated inclusive human settlement development in close proximity to employment opportunities
	Release surplus government land for human settlements
	Ensure law enforcement in the planning and property development environment
	Curb and manage informal land invasion
Ensure that municipalities, councillors, officials,	Increase awareness amongst officials, councillors and other social partners on the New Comprehensive Plan for Sustainable Human Settlements
	Improve basic town planning / engineering services at provincial level

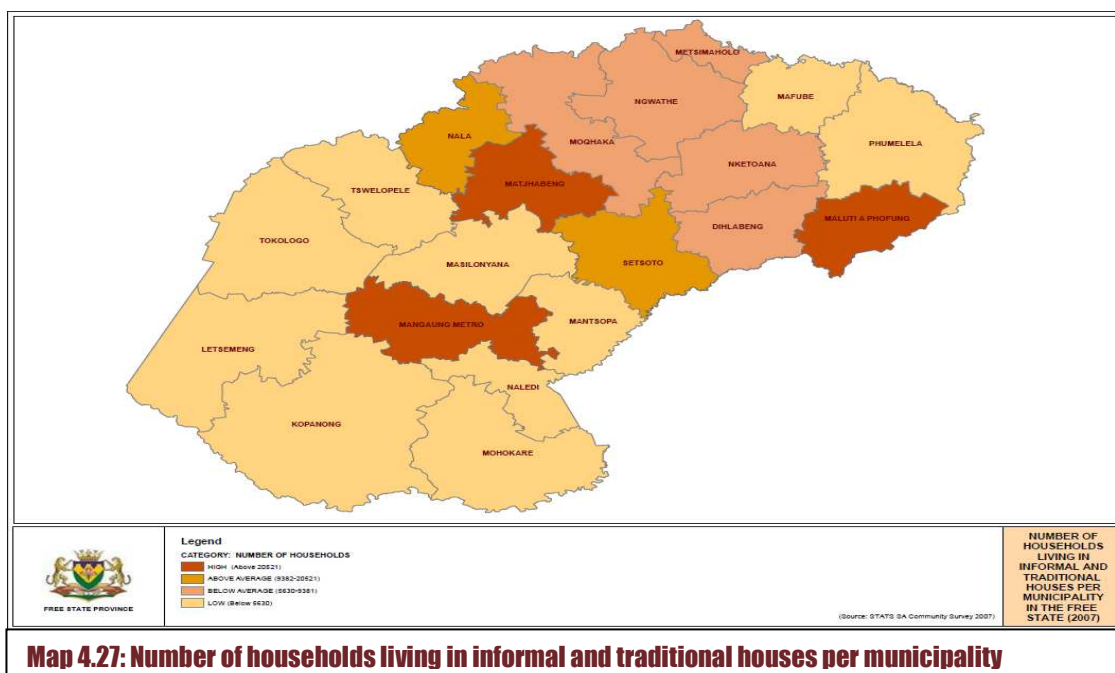
Long term programmes	Strategies
the community at large and private sector role players are capacitated to accelerate sustainable human settlement development	Educate communities with regard to housing rights, market values of their properties and planning and regulation
	Establish a province-wide housing construction agency to drive the provision of decent housing to optimise job-creation and local provincial procurement
	Improve the quality of contractors through effective training programmes, grading and ranking of contractor performance and contractor registration with the National Home Building Regulatory Council
	Enhance opportunities for capacity building in town planning, project management, engineering, urban design and property management
Provide individual subsidies and housing opportunities to beneficiaries in accordance with various housing programmes	Improve the research and data collection at municipalities to ensure access to subsidies for low-income households
	Establish the provincial credit authority to improve a credit linked housing programme.
	Establish, capacitate and monitor community resource organisations to facilitate the Enhanced People's Housing Process
	Improve regulatory policy and procedures including the establishment of a provincial social housing regulatory authority and institutions for Social Housing programmes and Community Residential Units housing programme
	Improve the functionality of the rental housing environment
	Speed up the decentralisation of the housing subsidy system through the demand database to local municipalities
	Facilitate an intervention programme amongst the farmers, farm workers, Departments of Agriculture and Human Settlement to improve the conceptualisation, understanding and implementation of the farm worker residence programme
Promote and support integrated, inclusive, sustainable human settlement development	Expand the public-private partnership approach for sustainable human settlements
	Improve access to the Integrated, Residential Development Programme for basic infrastructure
	Promote socially integrated human settlements in order to support social cohesion
	Put emphasis on densification of new developments, to improve overall settlement efficiency and resource utilization.
	Improve access to the basic social and economic amenities programme
	Facilitate the implementation of the communal land right programme
	Intensify the informal settlements upgrading programme
	Research and promote alternative building methods and material for eco-friendly environments

**Table 4.21: Long-term programmes and strategies for sustainable human settlements**

Indicator	Current status	Ten year target	Twenty year target
Housing backlog	23.4% in informal and traditional dwellings	10%	5%

**Table 4.22: Indicators and targets for sustainable human settlements**

The housing need remains with low-income households. To improve the application of subsidies there is a need to build an appropriate database to inform housing planning, provide appropriate credit, enhance housing which is not only linked to ownership, improve the quality of state housing and to address the problem of on-farm housing. Map 4.27 provides the spatial perspective in respect of the housing backlog. It should be noted that Matjhabeng, Mangaung and Maluti-a-Phofung have the largest numbers of informal and traditional housing units. Relative high numbers are also present in Setsoto and Nala



#### 4.5. Driver 10: Provide and improve adequate health care for citizens

Health care systems are at the brunt of poor living conditions, poverty and negative life style choices. Although the emphasis on healthcare world-wide has shifted towards prevention and healthy lifestyles, functional health care is still the appropriate foundation for inclusive economic growth and development. Not only does appropriate health care ensure a larger degree of social viability and retain skills in the economic system, but its efficiency also contributes to increased productivity.

Map 4.28 and Map 4.29 provides some indication in respect of backlogs in the health system of the Free State. Thabo Mofutsanyane is the district with the highest health related needs (staff and clinics).

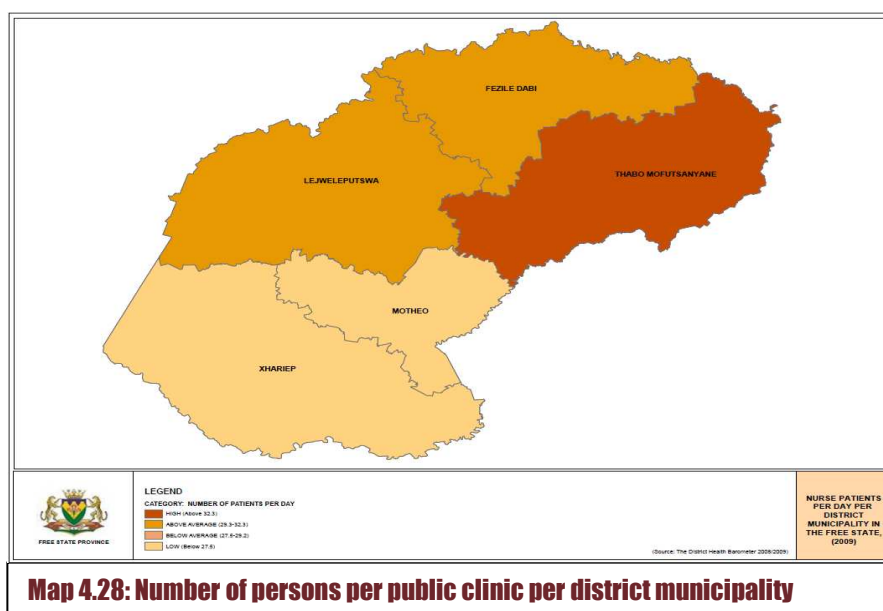
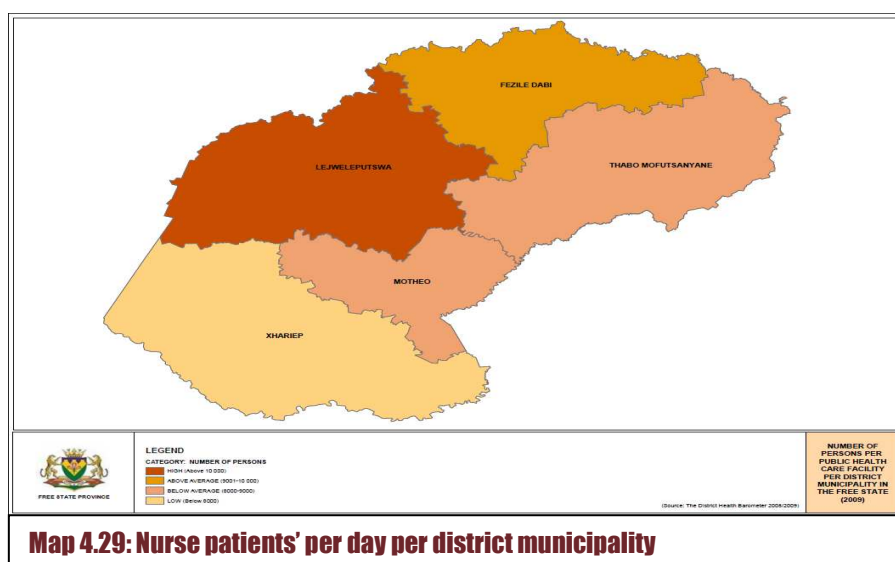


Figure 4.11 provides an overview of the long-term programmes followed by the strategies (Table 4.23) and the indicators (Table 4.24)



<b>Improve and provide adequate health care to citizens</b>	<i>Strengthen health care programmes to address the burden of critical diseases</i>
	<i>Re-engineer the primary health care system</i>
	<i>Improve and maintain health care infrastructure</i>
	<i>Strengthen, build, retain and develop human resources for effective health services</i>
	<i>Strengthen health governance and information systems</i>

**Figure 4.11: Long-term programmes to provide and improve health care**

Long term programmes	Strategies
Strengthen health care programmes to address the burden of critical diseases	Improve and expand the CCMT (HIV/AIDS) programme to reduce HIV and AIDS related deaths
	Improve and expand TB Management Programmes
	Improve maternal and child health programmes
	Improve and expand non-communicable disease programmes in the four main critical areas of mental health, cancer, diabetes, and heart disease
	Intensify general health promotion and lifestyle programmes
Re-engineer primary health care system	Employ, train and retain community health workers for PHC teams
	Ensure adequate funding for PHC
	Conduct monitoring and research
Improve and maintain health care infrastructure	Build new health care facilities, children's hospital (chronic dispensing unit, community health centres, nursing colleges, laundries, accommodation for health professionals)
	Maintain and upgrade hospitals
	Equip and maintain clinics (including mobile clinics)
	Strengthen emergency medical services
Strengthen, build, retain and develop human resources for effective health services	Develop an inclusive, long-term provincial health recruitment and retention strategy to ensure adequate health care capacity
	Increase the intake of dentists, pharmacists, community health workers, nurses, medical practitioners, and medical specialists
	Develop and implement an appropriate incentive scheme for health workers in rural areas
	Expand capacity of existing tertiary training institutions to train medical professionals
	Establish private sector partnerships to increase training opportunities

	Strengthen hospital management capacity
Strengthen health governance and information systems	Expand and improve the comprehensive district health information system (incorporating public, private, community indicators)
	Implement a strong multilevel monitoring and evaluation system
	Invest in district-focused health research

**Table 4.23: Long term programmes and strategies for health**

Indicator	Current status	Five year target	Ten year target	Fifteen year target	Twenty year target
HIV prevalence	22.6% of population	20%	18%	16%	14%
TB cure rate	71.3%	75%	80%	85%	90%
Infant mortality rate	31.4%	28%	25%	23%	20%
Public sector beds	2.1 per 1000 of population	2.3	2.5	2.7	3
PHC utilisation rate	2.2	2.5	3	3.2	3.5
Professional health worker vacancy rate	48.7%	40%	30%	20%	15%

**Table 4.24: Indicators and targets in respect of health**

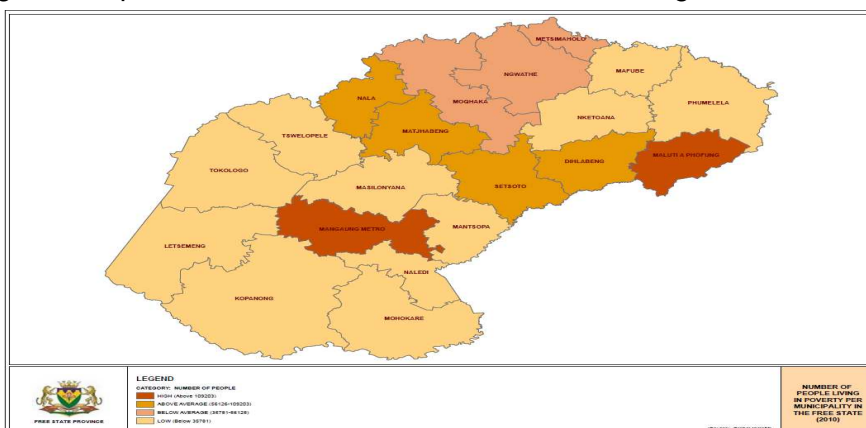
#### 4.6. Driver 11: Ensure social development and social security services for all citizens

The goal of economic growth, employment creation and development is to ensure that everybody is included in the mainstream economy. However, the reality is significantly different. A large percentage of people are unemployed and live in poverty. Although the social grants have contributed to the reduction in the percentage of people living in poverty, it has not done much to address the crucial aspect of unemployment. Poverty alleviation programmes have also had limited success. Attention will be devoted to the possible role of cooperatives to improve community-based economic development.

Poverty and unemployment have placed pressure on the provision of social services, made worse by a shortage of qualified social workers. Consequently there is an urgent need to ensure that there are enough social workers, auxiliary social workers and that these skills are developed, integrated within the provincial health and education system. .

A large share of the social services in the province has been outsourced, primarily to Non Governmental Organisations (NGOs) and Community Based Organisations. The large-scale provision of social services should also be seen as a critical opportunity for job-creation. Besides supporting the industries that produce inputs into social service, the provincial government will strive to directly absorb the unemployed through the expansion of basic infrastructure and meeting social needs, including home-based care and early childhood development interventions.

The spatial manifestation of poverty in the province is reflected in Map 4.30. The two areas with largest number



**Map 4.30: Number of people living in poverty per municipality**



of people living in poverty are Mangaung and Maluti-a-Phofung (both areas with former homeland settlements). Areas with above average number of people living in poverty are Nala, Moqhaka, Setsoto and Dihlabeng.\*

Figure 4.12 present the long terms programmes and related strategies. In Table 4.25 and Table 4.26 indicators and targets related to social development are also presented.

<b>Ensure social development and social security services for all citizens</b>	<i>Strengthen cooperatives to promote sustainable livelihoods</i>
	<i>Strengthen and expand household and community development programmes in respect of substance abuse prevention and rehabilitation, care and services to older persons, crime prevention and support, services to persons with disabilities, child care and protection services, victim empowerment, HIV and AIDS ,social relief, care and support services to families</i>
	<i>Improve the regulatory environment in order to foster the expansion and quality of services rendered by NPOs</i>
	<i>Recruit and retain social workers and complementary social service practitioners</i>

**Figure 4.12: Long-term programmes with respect to social development**

<b>Long term programmes</b>	<b>Strategies</b>
Recruit and retain Social Workers and complementary Social Service Practitioners	Increase the number and develop the capacity of auxiliary social workers, community development workers and lay counsellors.
	Identify and implement a recruitment and retention strategy in order to alleviate the vacancy situation of qualified social workers.
Improve the regulatory environment in order to foster the expansion and quality of services rendered by NGOs	Implement an improved legal framework suitable for the development and expansion of NPO/NGO services, with emphasis on laws that consider protection, empowerment and regulation.
	Improve the capacity of the provincial government to provide support and monitor and evaluate the implementation of the regulatory framework for NGOs
Strengthen Cooperatives to promote sustainable livelihoods	Align and integrate poverty alleviation initiatives with sector departments, including municipalities
Strengthen and expand household and community development programmes in respect of: <ul style="list-style-type: none"> <li>Substance Abuse, Prevention and Rehabilitation</li> <li>Care and Services to Older Persons</li> <li>Crime Prevention and Support</li> <li>Services to Persons with Disabilities</li> <li>Child Care and Protection Services</li> <li>Victim Empowerment</li> <li>HIV and AIDS</li> <li>Social Relief</li> <li>Care and Support Services to Families</li> </ul>	Prioritise roll-out programmes to all areas of need in the province
	Strengthen collaboration and coordination between all sector departments, NGOs, and municipalities to increase the impact and effectiveness of these programmes
	Ensure the mainstreaming of vulnerable groups such as women, youth, children and people with disabilities as priority groups during the implementation of these programmes
	Deepen the approaches of prevention and community-based, services reduction of dependency in all these programmes

**Table 4.25: Long-term programmes and strategies for social development**



Metsimaholo, Masilonyana, Moghaka and Letsemeng should be given attention. This entails the environmental concerns related to agriculture and the impact of climate change on this sector. There are also environmental concerns related to settlements and the management of services to these settlements.

Figure 4.13 provides the long-term programmes while Table 4.27 summarises the respective strategies. The indicators and targets are presented in Table 4.28.

<b>Integrate environmental limitations and change into growth and development planning</b>	<i>Improve water quantity and quality management</i>
	<i>Mitigate the causes and effects of climate change</i>
	<i>Conserve and consolidate functional natural areas</i>
	<i>Facilitate alternative habitat usage</i>
	<i>Broaden environmental capacity and skills in the environment sector and in the cross-sectoral situation</i>

**Figure 4.13: Long-term programmes in respect of the environment**

<b>Long term programmes</b>	<b>Strategies</b>
Improve water quantity and quality management	Intensify the monitoring and evaluation of river health and water quality (both surface and ground water)
	Improve the standards of drinking water treatment (Blue Drop)
	Improve waste water management (Green Drop – enforcement)
	Enhance the standard of catchment management practices through improved soil conservation and landcare
	Monitor and mitigate the impact of acid mine drainage to minimise the effects thereof on both surface and groundwater quality
	Optimise water management practices, especially in the agricultural sector through the improvement of soil and water management
	Optimise urban water management practices, through the improvement of water-saving infrastructure
	Optimise groundwater use and reuse through the implementation of water recycling schemes and aquifer recharge
	Implement economic incentives for environmental protection
Mitigate the causes and effects of climate change	Reduce Green House Gas emissions through alternative methodologies and processes
	Adopt and integrate alternative energy approaches (solar, wind, hydro and biofuels) to reduce the carbon footprint of the province's energy requirements
	Adopt the sustainable development approach of a 'Green Economy' by increasing the use of green energy, waste recycling schemes and the facilitation of ecotourism opportunities
	Develop climate change mitigation strategies pertaining to the core functions of provincial departments
Conserve and consolidate functional natural areas	Improve protection to the riparian zones
	Increase protection status afforded to wetlands (vleis, marshes and pans) and grasslands in the province
	Merge natural areas through Public Private Partnerships, as conservancies or private nature reserves
Broaden environmental capacity and skills in the environment sector and in the	Expand responsible extensive wildlife ranching with local species in marginal agricultural areas as a business unusual alternative
	Advocate and encourage the production of alternative crops in dryland areas

Long term programmes	Strategies
cross-sectoral situation	Increase the numbers of suitably qualified environmental officials in government and civil society
	Increase the awareness and formal knowledge of law enforcers and the judiciary regarding environmental issues
	Encourage and support the increase of formal environmental skills training through tertiary educational institutions

**Table 4.27: Long-term programmes for environmental management**

Indicator	Current status	Five year target	Ten year target	Fifteen year target	Twenty year target
Green Drop scores	17 municipalities with poor performance	12	9	6	5
Blue Drop scores	12 municipalities need attention	9	6	4	3
Land dedicated to formal conservation	1.6% of land surface	1.8%	2%	2.2%	2.5%

**Table 4.28: Indicators and targets for environmental management**

## 5 Pillar 4: Sustainable Rural Development

### 5.1 Driver 13: Mainstream rural development into growth and development planning

Rural development actions are mainly aimed at enabling rural people to take control of their destiny, thereby dealing effectively with rural poverty through the optimal use and management of natural resources. This can be achieved through coordinated and integrated broad-based agrarian transformation as well as strategic investment in the relevant economic and social infrastructure. The success of rural development will culminate in sustainable and vibrant rural communities.

Integrated rural development is a concept for planning and thus a strategy for multi-sectoral and multi-faceted interventions designed to ensure sustained improvements in the lives of rural dwellers and rural economies. At the same stage urban-rural linkages and the fundamental need to develop the agro-manufacturing complex, should be understood and supported. Rural development programmes are more effective and have sustainable impact if implemented in combination with community-based traditional knowledge. Public participation is therefore essential for successful rural development.

Mainstream rural development into growth and development planning	Facilitate land reform, redistribution and agricultural reform
	Support agrarian transformation; develop value-chains for livestock and crop farming and diversification
	Improve rural development; build institutions, skills, social and economic infrastructure, promote non-farm activities

**Figure 4.14: Long-term programmes in respect of rural development**



Although the above long-term programmes are pivotal for rural development in the province, the concept of rural development is embedded in every aspect of the FSGDS. Meaning when these long-term programmes and strategies deal with skills development, infrastructure, services and location, the concept of rural development is applied. The principles of need and potential from a spatial referencing point of view have also ensured that rural communities form an important target group.

Long term programmes	Strategies
Facilitate land reform, redistribution and agricultural reform	Intensify the land reform programme while providing beneficiaries with technical skills and financial resources to productively use the land
	Review the effectiveness of the existing land redistribution programme and introduce measures to speed up land reform.
	Expand the agrarian reform programme focusing on the systematic promotion of agricultural co- operatives
Support agrarian transformation; develop value-chains for livestock and crop farming and diversification	Provide adequate skills, finance and markets to promote the emergence of new value-chains
	Improve access to inputs such as machinery, equipment, seeds by rural-based enterprises
	Provide adequate, affordable and reliable transport and storage facilities for rural-based enterprises
	Provide targeted incentives e.g. through procurement and subsidised basic services for agro-processing enterprises
Improve rural development; build institutions, skills, social and economic infrastructure, promote non-farm activities	Build dedicated economic and social infrastructure specifically designed to accelerate economic opportunities for rural communities.
	Expand social services to all rural communities throughout the province
	Establish agri-villages in selected areas

**Table 4.29: Long-term programmes and strategies for rural development**

## **6. Pillar 5: Build Social Cohesion**

### **6.1 Driver 14: Maximise arts, culture, sports and recreation opportunities and prospects for all communities**

Historically, South Africans have been divided at community level and social cohesion and justice remain existing challenges. Trust and partnerships are therefore severely limited by the continued problems of racism, sexism and extreme social and economic inequalities. In addition to these historical problems, our new democracy has inherited a range of problems contributing to division and conflict, issues related to xenophobia and migration. It is only through resolutely engaging in a thorough-going social and economic transformation programme, to break the cycle of reproduction of the apartheid historical, that social cohesion can be placed on a firm basis.





Arts, sports and recreation are one avenue through which the drive for social cohesion can be given impetus.



They provide an opportunity to address social-cohesion problems.

As with arts, sport has economic and recreational value. There is very good infrastructure in selected places, but

attention will be paid to problems associated with sports infrastructure in rural areas and the associated costs. The aim of sports

and recreation will be to increase mass participation, facilitate appropriate school competitions and develop a

programme to identify high performers. Programmes will be introduced to improve the governance and management of many sports

bodies while the facilitation of collaboration between federations will be high on the agenda. Infrastructure in certain sports requires upgrading.

Public libraries are, by their very nature and function, both recreational and educational. The overall challenge is to create a reading society, a task which requires awareness and functional library infrastructure in urban and rural areas. In addition, the role of libraries as information centres linked to ICT infrastructure is also pivotal in an increasingly knowledge-based society. Efforts will be made to extend existing book collections, improving relationships between provincial and local government in respect of library services, and safeguarding buildings.

Overall, the challenge remains to increase the number of readers in the province and make libraries centres where information can be accessed. Figure 4.15 explores the long-term programmes with regard to arts, sports and libraries.

<b>Maximise arts, sports and recreation opportunities and prospects for all</b>	<i>Promote the full diversity of arts (visual and performing), culture and heritage services in the province with the aim of developing skills, creating jobs, alleviating poverty and supporting education and recreation</i>
	<i>Provide free, equitable and accessible library and information services to make provision for the learning, information, cultural and recreational needs of the province</i>
	<i>Promote effective and efficient sport and recreation development</i>

**Figure 4.15: Long-term programmes with regard to arts, sports and libraries**

Long term programmes	Strategies
Promote the full diversity of arts (visual and performing), culture and heritage services in the province with the aim of developing skills, creating jobs, alleviating poverty and supporting education and recreation.	Encourage the use and development of indigenous languages
	Facilitate access to external funding for deserving and emerging artists
	Establish collaborative relationships between major provincial theatres and the Drama Department at the University of the Free State
	Make provision for the appointment of full-time cultural officers at municipal level
	Make provision for the appointment of full-time art managers, art administrators and artists at selected provincial art centres
	Establish working relationships between provincial libraries, arts and cultural institutions (art centres and theatres) and schools to enhance grassroots mass participation
	Implement and expand a range of arts and culture programmes and develop upcoming artists through: <ul style="list-style-type: none"> <li>• The Macufe annual event</li> <li>• Musicon Singing Competition</li> </ul>

Long term programmes	Strategies
	<ul style="list-style-type: none"> <li>Provincial choir festivals</li> <li>Strings programmes</li> <li>The Wednesday School Programme promoting, among other things, dance, music and theatre</li> <li>The Internship Programme for Multilingual Information Development Project</li> <li>Capacity building programmes (particular focus on administrative and financial capacity) for artists</li> </ul>
Provide free, equitable and accessible library and information services to make provision for the learning, information, cultural and recreational needs of the province	Provide access to government information by means of archival and records-management services
	Improve the safeguarding of library buildings and equipment
	Improve collaboration between communities and library services to address improved communication and community aspirations
	Optimise the use ICT programmes in libraries with particular focus on rural and small towns
	Establish partnerships between the Department of Sport, Art, Culture, and Recreation and other departments; in particular, the Department of Education regarding the sharing of technical responsibilities
	Implement and expand a range of library programmes such as: <ul style="list-style-type: none"> <li>A Re Ithuteng Reading Programme</li> <li>The Read Your Way through the Alphabet Programme</li> <li>The National Symbols Programme</li> <li>Library community awareness programmes to promote a sense of ownership and belonging</li> <li>Basic computer skills training programmes for library users</li> <li>Formal learning programmes between libraries and schools</li> </ul>
Promote effective and efficient sport and recreation development	Expand talent development programmes and high performance capacity academies to groom talented and international athletes
	Facilitate the development and maintenance of multi-purpose sport and recreation facilities by amongst other things, ring fencing 15% of Municipal Infrastructural Grant funds for sports infrastructure development and maintenance
	Expand mass participation in sports and recreation programmes
	Strengthen coordination and collaboration amongst provincial sport structures and between provincial and local sports structures
	Expand inter-provincial school sport competitions
	Ensure that sport facilities in all local municipalities become affordable in terms of hiring costs
	Upgrade selective infrastructure to host national and international events
	Strengthen and support provincial sport federations

**Table 4.30: Long-term programmes and strategies with regard to arts, sports and libraries**

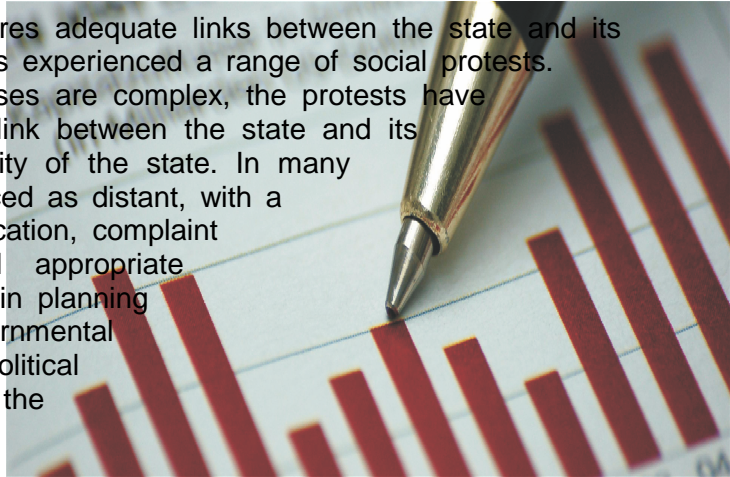
## **7. Pillar 6: Good Governance**

### **7.1 Driver 15: Foster good governance to create a conducive climate for growth and development**

Long term inclusive economic growth and development in the province is highly dependent on effective governance. Visionary leadership is crucial to create strong continuity at political and senior management level. At the same time, an urgent need exists to reduce the vacancy rate at senior management level (provincial and municipal) and the turnover of senior managers. Much can be done to improve skills and capabilities at senior management level. Normal human resources processes, such as recruitment, interviewing and selection processes, will be applied more rigorously.

Strategic planning at provincial level is pivotal to ensure a shared vision and development trajectory. At the moment the creation of a shared vision and systems is hampered by the fact that various spheres of government are guided by different pieces of legislation. Also, the overall quality of IDPs is not good while the coordination of planning between different spheres of government does not always create an environment for appropriate planning.

Good governance also requires adequate links between the state and its citizens. The Free State has experienced a range of social protests. Although the underlying causes are complex, the protests have raised questions about the link between the state and its citizens and the accountability of the state. In many places the state is experienced as distant, with a lack of continuous communication, complaint management systems and appropriate involvement of communities in planning processes. Existing intergovernmental relationships and a lack of political oversight have added to the problem.

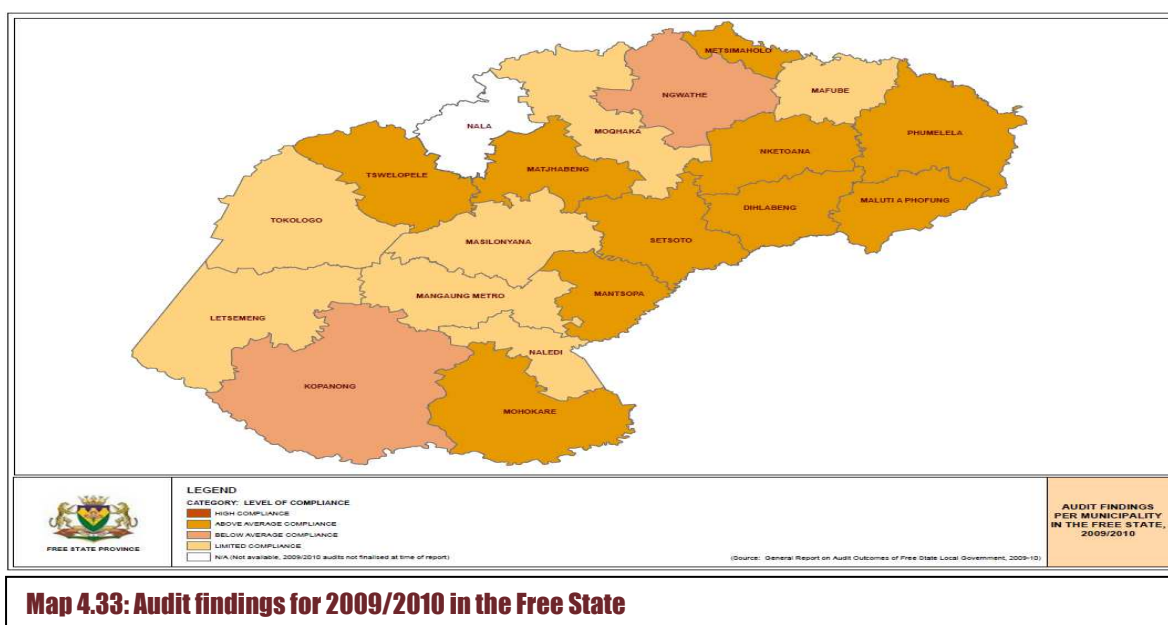
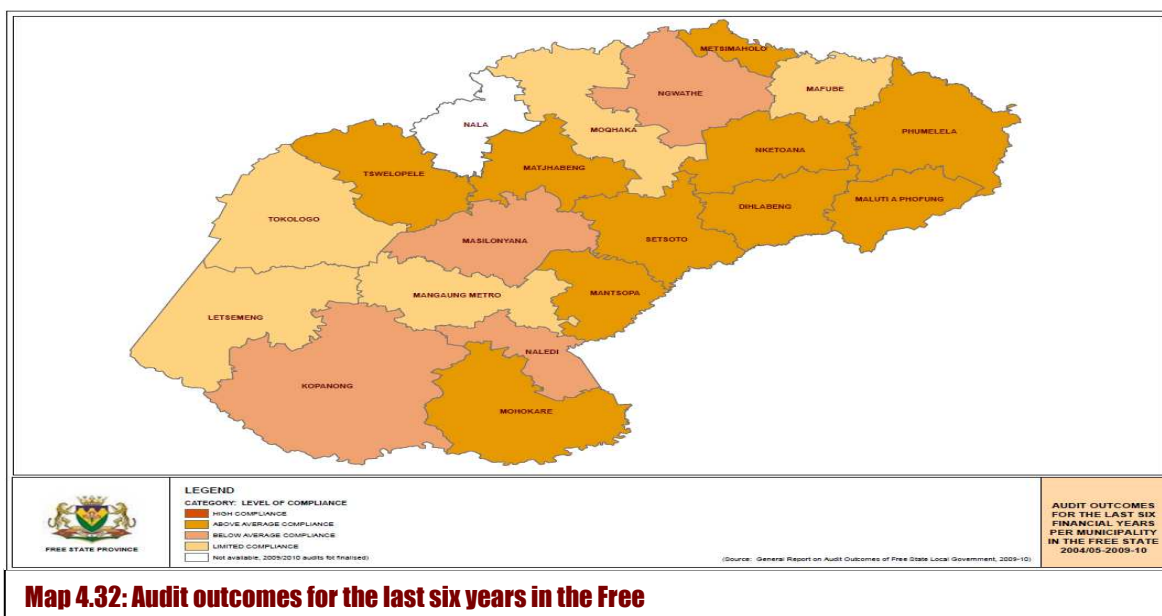


A skilled and capable workforce is a precondition to providing a framework for growth and development in the province. Appropriate planning and the integration of various aspects of human resource management are pivotal to ensure appropriate recruitment, selection and retention of critical and scarce skills. In order to ensure a skilled workforce appropriate training and human resource monitoring systems should be put in place.

Effective financial management is required to ensure that services can be paid for and required investments made. Additionally, effective financial management creates a trustworthy governance environment. Financial management is currently under severe pressure with only four of the 25 municipalities audited by the Auditor General for the 2009/10 financial year, receiving “unqualified with matters” audit opinions. This was a slight improvement from three in 2008/09. One of the key areas of concern highlighted by the Auditor General is supply chain management and the absence of oversight in respect of financial management processes. At the same time, many cases of financial mismanagement are not reported to the police.

In addition to integrated planning, effective monitoring and evaluation are vital for continuity of service delivery and the quality of those services. The current emphasis on monitoring and evaluation comes at a stage at which it is not yet fully institutionalised within government. Consequently, appropriate intergovernmental relations and systems to foster collaboration in this respect are still not well established. Other problems which are prominent include the availability and validity of data, the lack of appropriate norms and standards, as well as the lack of capacity and regulation in other departments.

The spatial focus in respect of governance is structured by means of reflection on their financial management (see Map 4.32 and Map 4.33). Municipalities where significant problems exist are Mafube, Moqhaka, Masilonyana, Mangaung, Tokologo and Letsemeng



Against this background the following long-term programmes will be implemented (see Figure 4.16 and Tables 4.31 and 4.32).

<b>Foster good governance to create a conducive climate for growth and development</b>	<i>Establish a strong and capable political and administrative management cadre</i>
	<i>Strengthen an integrated development orientation and planning approach in governance</i>
	<i>Improve the link between citizens and the state to ensure accountability and responsive governance</i>
	<i>Develop a skilled and capable public service workforce to support the growth and development trajectory of the province</i>
	<i>Improve the overall financial management in governance structures in the province to ensure clean audits and appropriate financing towards the growth and development of the province</i>
	<i>Assess and enhance the efficiency, effectiveness and accountability of institutions and social partners so that they can deliver against outcomes and other mandates</i>

**Figure 4.16: Long-term programmes in respect of governance**



Long term programmes	Strategies
Establish a strong and capable political and administrative management cadre	Institutionalise practices to ensure recruitment and appointment of competent people in managerial posts
	Develop leaders and managers in collaboration with Public Administration Leadership and Management Academy (PALAMA) and institutions of higher learning
	Expand the international and national leadership and management exchange programme
	Implement mentorship, succession planning and learnership programmes in leadership and management
	Foster collaboration across different spheres to ensure the deployment of competent managers where necessary
	Develop mechanisms to extend the 'lifespan' of competent heads of department, municipal managers, and chief financial officers
	Develop leaders by delegating and decentralising functions to appropriate levels
	Put measures in place to prevent the manipulation of organograms
	Ensure that exit interviews are conducted at senior management level
	Promote integrated development orientation through a shared vision and development trajectory and work towards a single public service guided by the same regulations
Strengthen an integrated development orientation and planning approach in governance	Develop an integrated planning framework for the province (including municipalities)
	Establish appropriate integrating and inter-governmental relations planning structures at all levels in line with the framework
	Reconfigure the planning unit in line with national directives and best practice to render an efficient integrated planning service including research and policy coordination
	Develop and strengthen integrated sector strategies pertaining to the economic drivers: agriculture, mining, tourism, transport and distribution and manufacturing.
	Develop a provincial spatial development framework in line with the FSGDS
	Institutionalise a mechanism in the Office of the Premier to improve the credibility of IDPs
	Strengthen planning and research capacity in municipalities
	Define the role and contribution of public entities in planning and implementation
	Undertake an analysis of the legislative environment created as enabling frameworks for growth and development
	Investigate the viability of existing municipalities
Improve the link between citizens and the state to ensure accountability and responsive governance	Improve community communication structures and feedback mechanisms
	Implement complaint management systems. including rapid response on municipal level
	Improve the level and quality of political oversight by strengthening the capacity and role of the oversight structures
	Evaluate and reconfigure coordinating structures such as clusters, Premier's Coordinating Forum (PCF) and other intergovernmental relations structures
Develop a skilled and capable public service workforce to support the growth and development trajectory for the province	Develop a provincial HRD plan aligned with sector skills plans
	Ensure linkages between HRD plan, skills development plan, employment equity plan, work place skills plan, personal development plan and skills audits
	Facilitate an integrated framework for recruitment, selection and retention of critical / scarce skills including Head of Departments, Municipal Managers and Chief Financial Officers (provincial and municipal)
	Strengthen the collaboration between Services Training Authorities, private trainer providers, universities, FET colleges and the Free State Training and Development Institute (FSTDI) to enhance training and development
	Institutionalise an integrated framework for Monitoring and Evaluation of Provincial Training and Development
	Reconfigure the FSTDI to be in line with PALAMA at a national level
Improve the overall financial management in governance structures in the province to ensure	Improve and enforce the implementation of all supply chain management requirements
	Introduce early warning systems in all municipalities and provincial departments
	Streamline funding models in line with long term growth and development priorities



Long term programmes	Strategies
clean audits and appropriate financing towards the growth and development of the province	Establish and ensure that financial oversight committees (internal and external) and subcommittees are functional such as: <ul style="list-style-type: none"> <li>• Internal audit (departments and municipalities)</li> <li>• Risk management</li> <li>• Tender committees</li> <li>• Anti-corruption committees</li> <li>• Finance committee and legislature</li> </ul>
	Create units to investigate and finalise cases of financial mismanagement
	Ensure compliance with Treasury guidelines in respect of budget transfers, roll-overs and deviations in supply chain management system
	Review equitable share formula at provincial and local government level
Assess and enhance the efficiency, effectiveness and accountability of institutions and social partners to deliver against outcomes and other mandates	Improve and expand collaboration with all relevant social partners to improve collective/joint accountability for performance outcomes in the Province.
	Establish joint responsibility for the development of performance indicators by planners and performance monitoring and evaluation practitioners
	Build the necessary systems and tools to pro-actively provide validated data and information that will inform performance monitoring and evaluation efforts
	Institutionalise norms and standards and processes for performance monitoring and evaluation practices
	Build the necessary monitoring and evaluation capacity in provincial departments and municipalities
	Mainstream regulation on monitoring and evaluation into a uniform set of regulations for all spheres of government

**Table 4.31: Long-term programmes and strategies in respect of governance**

Indicator	Current status	Five year target	Ten year target	Fifteen year target	Twenty year target
Unqualified audit reports	0 municipalities	5	10	22	24
Average number of qualification areas per municipality	18 out of 25	15	12	5	0

**Table 4.32: Indicators and targets for governance**

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# Chapter 5 Implementation, Monitoring and Evaluation

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## 1. Institutional Arrangements

Beyond a shared desire for inclusive economic growth and development espoused in the Free State Vision 2030, the successful implementation of the FSGDS is predicated on building integrated and capable institutional architecture. This necessitate the deliberate creation of an interconnected web of institutions interweaving various institutional objectives, operational layers and capacities to better respond to the province future aspirations.

Not only should these institutions be designed to advance multiplicity of effective interactions between the three spheres of government, but must be extended to the realm of the public entities and social partners. After all, the FSGDS and the Free State Vision 2030 are an expression of the aspirations of the people. Intrinsic in these institutional linkages should be the need to embed cohesion through collective action. A spectrum of shared norms augmented by institutional convergence should be developed. Underpinning this fusion should be inclusivity, transparency and complementarity that build on the capabilities of all social partners. This will solidify commitment, remove ambiguities and bolster strong cooperation.

## 2. Legislative Framework for Intergovernmental Relations

Chapter 3 of the Constitution gives credence to integrated governance. It stresses cooperation between the national, provincial and local spheres of government which are interdependent and interrelated. This is in order to develop functional institutional relationships to create synergy build on cooperation, integration, coordination and partnership.

Similarly, the Local Government Structures Act of 1998 and Government Municipal Systems of 2000 creates the parameters for cooperation within the framework of the provisions of the Constitution between the local, provincial and national spheres of government.



Most importantly, the Constitution also affords value to participatory governance as the substance of our democracy. Chapter 6, 7 and 10 of the Constitution create a space for people to participate in influencing the decisions that affects their everyday life.

It is however the Intergovernmental Relations Framework Act of 2005 that gives practical dimension to the principles of cooperative governance contained in Chapter 3 of the Constitution. The objectives of the Act are, “to provide within the principles of co-operative government set out in Chapter 3 of the Constitution a framework for national government, provincial government and local government, and all organs of state within those governments, to facilitate co-ordination in the implementation of policy and legislation, including-

- (a) coherent government;
- (b) effective provision of services;
- (c) monitoring implementation of policy and legislation; and
- (d) realization of national priorities”

This web of legal frameworks that shapes intergovernmental relations articulates a shared purpose, integrated planning, implementation, monitoring and evaluation. It is indicative of the commitment of policy imperatives as overriding. It seeks to rid government of compartmentalisation and fragmentation that impede effectiveness.

### 3. Inter-Sectoral Provincial Institutional Arrangements

Throughout the country, departments are the functional nucleus of service delivery for government. They fulfil a vital role in operationalising the national and provincial policy imperatives into action. In the Free State, there are currently eleven provincial government departments. Not only are these departments a representation of the functional specialised area, but policy priorities at a particular point in time.

The current provincial government departmental arrangements provide an important pedestal for the implementation of the FSGDS. This layer of implementation is however not sufficient. The success of FSGDS implementation will depend largely on an inclusive institutional architecture that goes beyond government implementation but include social partners from the beginning to the end. Here, FSGDS imperatives should inform structural configuration and operational means.



At the helm of this inclusive institutional creation, the Premier should steer and keep focused the work of the provincial government with the aid of strategic social partners towards the implementation of the FSGDS. In this representation, all municipalities should be profoundly engaged. The function of such a structure should be the long-term inclusive growth and development of the province articulated in the FSGDS and the Free State Vision 2030.

The Free State Planning Commission (FSPC) will be established as a dedicated structure to ensure integrated planning, implementation, monitoring and evaluation in relation to priorities identified in the FSGDS. Included in this imagery will be the active promotion of inter-sectoral coherence and partnerships across a wide spectrum. Besides integrated planning, the FSPC will also develop and institutionalise mechanisms for the implementation of the priorities identified in the FSGDS. This structure will also serve as the basis to purposefully drive development through inter-sectoral planning and management of high impact projects. It will also mobilise the people of the province around Free State Vision 2030 and serve as a platform for discussion and consultation on planning issues.

## 4. Integrated Coordination

Integrated coordination is intended to strike a balance between the FSGDS strategic intents and the desired outcomes. It seeks to harness the strength of multiple service delivery capabilities through convergence in provincial imperatives and operations. This is about fostering cohesion across a broad continuum of planning, implementation, monitoring and evaluation mechanisms through shared actions.

This implies that the FSGDS and Vision 2030 imperatives will reverberate not only throughout the provincial and local government spheres as shaped by national policy priorities, but also all sectors of society in their varied forms. Integrated coordination thus means seamless implementation of the FSGDS.

The value of integrated coordination is that it builds on trust and shared understanding amongst social partners. Apart from increasing complementarity, integrated coordination widens the service delivery channels and leads to optimum resource mobilization and utilisation. It ultimately increases effectiveness and efficiency central to service delivery.

### 4.1. National Integrated Coordination Mechanisms

The intergovernmental coordination mechanisms are couched within the Intergovernmental Relations Framework Act of 2005 as provided for in the Constitution. The President Coordinating Council (PCC) serves as the President's consultative forum to discuss and gauge strategic policy issues and responsiveness at national, provincial and local government level.

There are also intergovernmental relations committees of Ministers and Members of the Provincial Government (MinMec's) that are meant to promote integration within the areas of concurrency at both the national and provincial levels. The MinMec's provides a window of opportunity to muster support for the FSGDS. At local government level, the South African Local Government Association (SALGA) is another conduit to build an understanding on issues of mutual interests.

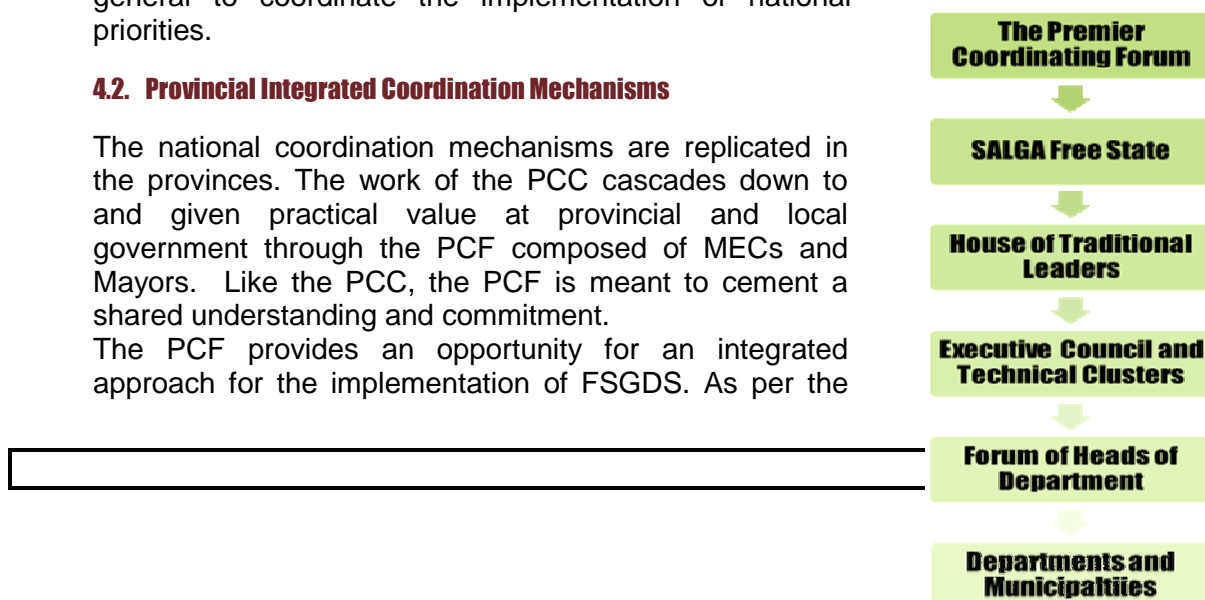
There is also the cluster system meant to enhance and intra and inter-governmental convergence and give effect to the ideals of integrated governance and coordination. The defining features of the cluster system are thus common purpose and commitment. The cluster system is crafted around thematic functional specialisation areas to foster synergy between departmental mandates and set policy imperatives.

As implementing agents, departments are thus expected to deliver on identified objectives. This approach also offers inter and intra-organisational capacities on a range of cross cutting policy issues. The cluster system is augmented by the Forum of South African Directors-General composed of national and provincial directors-general to coordinate the implementation of national priorities.

### 4.2. Provincial Integrated Coordination Mechanisms

The national coordination mechanisms are replicated in the provinces. The work of the PCC cascades down to and given practical value at provincial and local government through the PCF composed of MECs and Mayors. Like the PCC, the PCF is meant to cement a shared understanding and commitment.

The PCF provides an opportunity for an integrated approach for the implementation of FSGDS. As per the



provision of the Intergovernmental Relations Framework Act, the Premier determines the agenda of the PCF. Implementation of the FSGDS should be an enduring feature of the PCF agenda. Similarly, the FSPC should form part of the PCF.

At the helm, the Premier is responsible for the realisation of the FSGDS objectives. To attain this, at political level, there are Executive Council (EXCO) clusters responsible for policy and strategic direction for the province. Members of the EXCO clusters set development priorities for implementation. Implementation is the role of the Technical Cluster. These are the mirror image of the EXCO clusters. There is also the Forum of Head of Departments that serves as a structure to ensure integrated service delivery.

The operationalisation of the FSGDS is the work of departments and municipalities. The Strategic Plans of department and municipalities outlines the strategic policy priorities for each of their core service-delivery areas. There are also APPs that detail what departments and municipalities seek to achieve in a financial year and during the Medium Term Expenditure Framework. The APP sets out performance indicators and targets. It is here that the FSGDS objectives will be strongly reflected and forms the basis of Strategic Plans and APPs.

## **5. Roles and Responsibilities**

It cannot be overemphasized that it is through the efforts of social partners that the people of the Free State desire can be attained. This will entail social partners defining and identifying the role they should play in the implementation of the FSGDS. It is therefore important that social partners are fully engaged to commit to the objectives of the FSGDS. The following should be the role of social partners:

### **The Role of the Provincial and Local Government**

- To provide strategic leadership in ensuring integrated approach in the implementation of the FSGDS.
- To create a conducive and supportive environment for the implementation of the FSGDS.
- To establish integrated institutional mechanisms for the implementation of the FSGDS.
- To ensure multi-sectoral engagement in relation to the implementation of the FSGDS.
- To develop incentives and the necessary capacity for the implementation of the FSGDS.
- To ensure and marshal sufficient resources for the implementation of the FSGDS.
- To monitor and evaluate performance and impact in relation to the implementation of the FSGDS.

### **The Role of the Public Entities and Institutions**

- To commit to the implementation of the objectives of the FSGDS as part of business process
- To ensure coherence between their plans and provincial imperatives as set out in the FSGDS.
- To ensure and marshal sufficient resources for the implementation of the FSGDS.

### **The Role of the Business Community**

- To commit to the implementation of the objectives of the FSGDS as part of business process
- To effectively participate in various activities and institutional machinery central to the implementation of the FSGDS.
- To develop and implement strategic plans and programmes with due consideration to the FSGDS.



- To report progress on key programmes as part of implementation of the FSGDS.
- To provide necessary support and resources towards the implementation of the FSGDS.
- To attract and encourage investment initiatives central to the success of the FSGDS.

#### **The Role of the Labour Unions**

- To commit to the implementation of the objectives of the FSGDS
- To effectively participate in various activities and institutional machinery central to the implementation of the FSGDS.
- To develop and implement strategic plans and programmes that promotes inclusive growth and development of the province.
- To contribute to human resource development responsive to FSGDS imperatives.
- To provide necessary support and resources towards the implementation of the FSGDS.

#### **The Role of Civil Society**

- To commit and encourage ownership of the objectives of FSGDS in the communities.
- To effectively participate in initiatives and multi-sectoral structures central to the implementation FSGDS.
- To ensure transparency, inclusiveness, responsiveness and accountability in relation to FSGDS.
- To monitor and evaluate performance and impact in relation to the implementation of FSGDS in their communities.

### **6. Monitoring and Evaluation**

A long-term monitoring and evaluation instrument for the FSGDS must provide a systematic, coordinated and integrated outlook on the implementation and impact of interventions undertaken. It should set the parameters and identify the linkages between FSGDS strategic objectives, intertwined processes and desired outcomes to contribute to strategic policy thrusts. The programme logic framework should be used as an appropriate instrument for monitoring and evaluation. It links inputs, outputs, outcomes and impacts in a coherent way.

As a performance and impact measure, the instrument should enhance policy coherence, strategic focus and result-based orientated approach in the monitoring and evaluation chain processes. It should also serve as a device to pursue and facilitate shared dialogue and continuous learning amongst various spheres of government and social partners.

The FSGDS monitoring and evaluation instrument should be about outcomes. This outcomes-based approach to monitoring and evaluation should promote accountability, improve performance and good governance.

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