

Budget Review

2012

National Treasury

Republic of South Africa

22 February 2012



ISBN: 978-0-621-40579-8

RP: 02/2012

The *Budget Review* is compiled using the latest available information from departmental and other sources. Some of this information is unaudited or subject to revision.

To obtain additional copies of this document, please contact:

Communications Directorate
National Treasury
Private Bag X115
Pretoria
0001
South Africa

Tel: +27 12 315 5526
Fax: +27 12 315 5126

The document is also available on the internet at: www.treasury.gov.za.

Foreword

The 2012 Budget is tabled as the global economy is going through a difficult time. Recovery from the financial and economic crisis that opened in 2008 remains slow and uneven. Developed and developing economies alike confront weaker growth prospects. A solution to the European crisis eludes policy-makers, casting a long shadow over the world economy.

In the face of all this, South Africa has demonstrated resilience. The economy is growing, though more slowly than originally projected. More jobs are being created. Household spending is robust and private-sector investment is gathering pace.

The challenge before us is to build on our strengths, taking the steps necessary to improve the competitiveness and productivity of our economy to grow more rapidly, create jobs, and reduce poverty and inequality. Government's infrastructure investment plans provide a foundation for these objectives.

Consistent with the undertaking we made in the 2011 *Medium Term Budget Policy Statement*, this Budget balances support for the economy with the gradual consolidation of South Africa's fiscal position to ensure the long-term health of our public finances. It begins a shift in the composition of expenditure towards investment. Over time, this will release greater resources for pro-growth investment and spending on the initial phases of national health insurance and a reformed social security system.

Government cannot succeed in realising the objectives of our Constitution on its own. South Africa's growth and development path will be forged in partnership with the private sector.

This Budget sets out a clear challenge for government at all levels to achieve more by using public resources with greater efficiency. Our success in achieving the ambitious goals we set ourselves will be determined by our ability to execute our plans in full and on time.

The 2012 Budget is the culmination of hard work by many people:

- The Minister's Committee on the Budget, whose unenviable task is to ensure alignment between technical processes and political imperatives
- Cabinet, which takes the policy decisions that are given monetary expression in the Budget
- Numerous government officials who contribute data and participate in processes culminating in Budget Day.

Special recognition must go to Minister of Finance Gordhan and Deputy Minister Nene for their political skills, unflagging energy and attention to detail. Finally, my very special word of thanks goes to the National Treasury team for their hard work and unwavering support in producing yet another good set of Budget documents.



Lungisa Fuzile
Director-General: National Treasury

Contents

Chapter 1	Levers of economic change.....	1
	Introduction	1
	Fiscal sustainability and growth	4
	Summary of the 2012 Budget Review	7
	Budget documentation	12
Chapter 2	Economic outlook.....	13
	Overview	13
	Domestic outlook	14
	Global developments	15
	Real output trends.....	19
	Employment and remuneration.....	22
	Domestic expenditure	24
	Balance of payments	26
	Monetary and financial sector developments	30
	Conclusion	32
Chapter 3	Fiscal policy	33
	Overview	33
	Fiscal trends and goals	34
	The budget framework	37
	Public-sector borrowing requirement	43
	Conclusion	44
Chapter 4	Revenue trends and tax proposals	45
	Overview	45
	Budget revenue – revised estimates	46
	Overview of tax proposals.....	49
	Conclusion	60
Chapter 5	Asset and liability management.....	61
	Overview	61
	Developments in South Africa's debt markets	62
	Managing the debt portfolio	63
	Consolidated borrowing and financing.....	65
	National borrowing requirement.....	65
	Financing the national borrowing requirement	66
	Debt-service costs	70
	Government's debt portfolio.....	71
	Financing borrowing by state-owned entities	74
	Development finance institutions	74
	Conclusion	76
Chapter 6	Social security and national health insurance	77
	Overview	77
	Social security and labour policies	78
	Social security and retirement reform	80
	National health insurance	81
	Social assistance	84
	Social security funds	88
	Conclusion	90

Chapter 7	Infrastructure.....	91
	Overview	91
	Sector review	93
	Improving infrastructure delivery.....	101
	Conclusion	106
Chapter 8	Medium-term expenditure and division of revenue.....	107
	Enhancing growth and service delivery	107
	Division of revenue.....	108
	Expenditure outcome and revised estimate: 2010/11 and 2011/12	115
	Consolidated government expenditure	115
	Revised medium-term expenditure plans	116
	Conclusion	126
Annexure A	Report of the Minister of Finance to Parliament.....	129
	Introduction	129
	Budgetary review and recommendation reports	129
	Recommendations of the Standing Committee on Appropriations on the 2011 Medium Term Budget Policy Statement	131
	Recommendations of the Select Committee on Appropriations on the 2011 Medium Term Budget Policy Statement	132
	Recommendations of the Select Committee on Appropriations on the 2011 Division of Revenue Amendment Bill.....	133
	Recommendations of the Standing Committee on Finance on the 2011 Medium Term Budget Policy Statement	134
	Joint recommendations of the Standing and Select Committees on Finance on the Revised Fiscal Framework.....	136
Annexure B	Statistical tables.....	139
	Explanatory notes on the statistical tables.....	139
Annexure C	Miscellaneous tax amendments	175
	Tax expenditure statement: February 2012	175
	Direct tax proposals	178
	Indirect tax proposals	182
	Miscellaneous tax amendments.....	187
Annexure D	Details of specific excise duties.....	195
Annexure E	Budget summary.....	199
Annexure F	Glossary	203

Tables

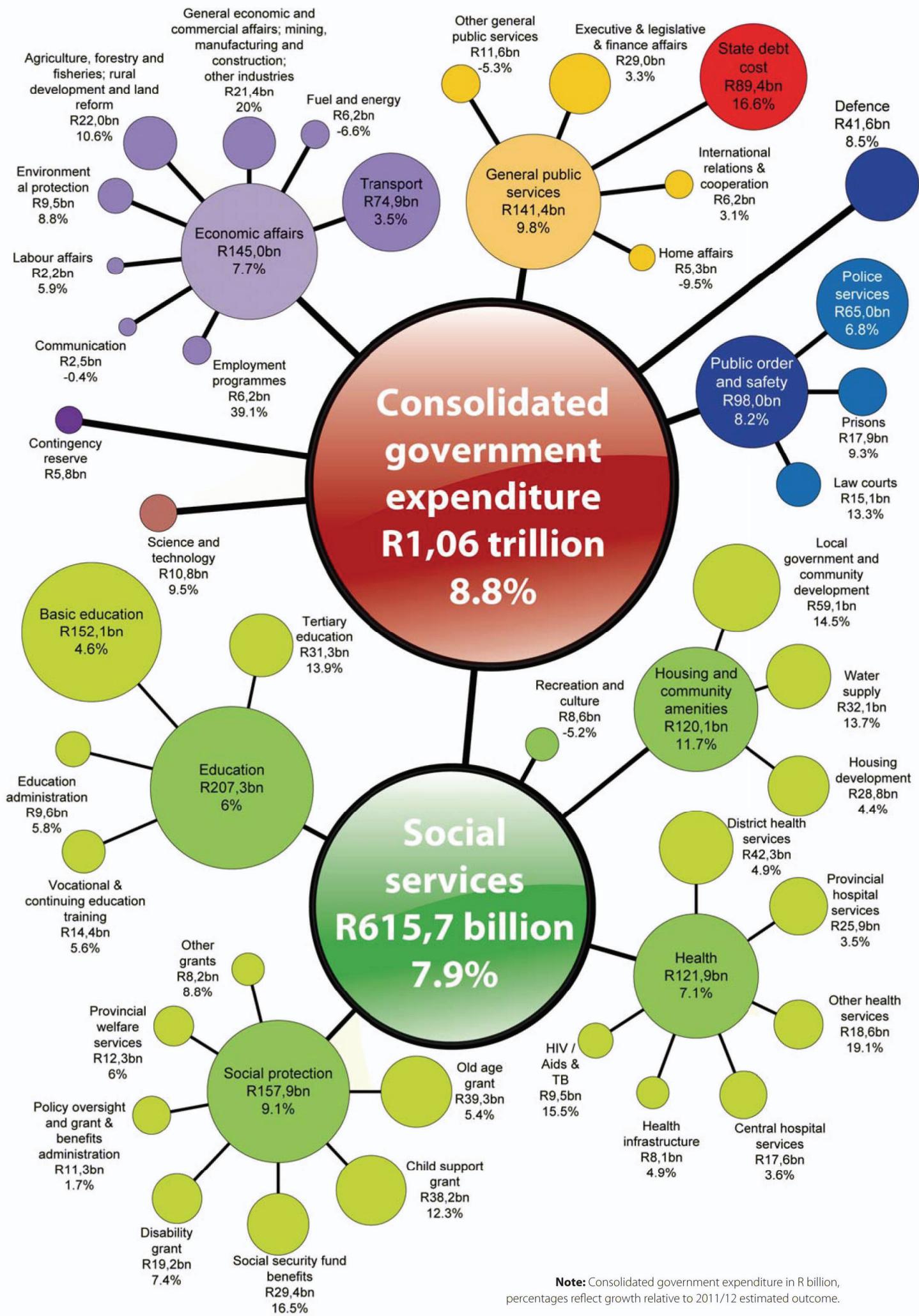
1.1	Macroeconomic outlook – summary	8
1.2	Consolidated government fiscal framework.....	8
1.3	Summary of tax proposals	9
1.4	Projected state debt and debt costs.....	10
1.5	Division of revenue.....	12
2.1	Macroeconomic projections, 2008 – 2014	15
2.2	Macroeconomic projections, 2008/09 – 2014/15	15
2.3	Annual percentage change in GDP and consumer price inflation, selected regions/countries, 2011 – 2013.....	17
2.4	Growth in mining output by sector, 2007 – 2011	19
2.5	Growth in manufacturing output by sector, 2008 – 2011	20
2.6	Formal sector non-agricultural employment	23
2.7	Real investment growth by economic activity, 2007 – 2011	26
2.8	Contribution to overall investment growth, 2007 – 2011.....	26
2.9	Summary of South Africa's current account, 2007 – 2011	26
2.10	Summary of South Africa's financial account, 2007 – 2011	27
2.11	Composition and performance of South Africa's trade with major regions, 2005 – 2011	29
3.1	Consolidated government budget framework, 2008/09 – 2014/15.....	38
3.2	Consolidated government revenue, 2008/09 – 2014/15.....	39
3.3	Revised estimates of consolidated government revenue and expenditure, 2010/11 and 2011/12	42
3.4	Consolidated government budget medium-term estimates, 2012/13 – 2014/15.....	43
3.5	Public-sector borrowing requirement, 2008/09 – 2014/15.....	44
4.1	Budget estimates and revenue outcome, 2010/11 and 2011/12	46
4.2	Estimates of revenue before tax proposals, 2012/13	47
4.3	Budget revenue, 2008/09 – 2014/15.....	48
4.4	Impact of tax proposals on 2012/13 revenue	49
4.5	Estimates of individual taxpayers and taxable income, 2012/13	50
4.6	Personal income tax rate and bracket adjustments, 2011/12 – 2012/13.....	50
4.7	Total combined fuel taxes on petrol and diesel, 2010/11 – 2012/13	56
4.8	Changes in specific excise duties, 2012/13.....	58
5.1	Financing of consolidated government net borrowing requirement, 2008/09 – 2014/15	65
5.2	National government net borrowing requirement, 2010/11 – 2014/15	66
5.3	Financing of national government net borrowing requirement, 2010/11 – 2014/15 ..	67
5.4	Loan redemptions, 2010/11 – 2014/15	67
5.5	Treasury bill issuance, 2011/12 – 2012/13	68
5.6	Domestic long-term market loan issuance, 2011/12.....	68
5.7	New domestic bonds, 2012/13.....	69
5.8	Change in cash balances, 2011/12 – 2014/15	70
5.9	National government debt-service costs, 2010/11 – 2014/15.....	71
5.10	Total national government debt, 2008/09 – 2014/15	71
5.11	Maturity distribution of domestic marketable bonds, 2009/10 – 2011/12	72
5.12	Composition of domestic debt by instrument, 2008/09 – 2014/15	72
5.13	Ownership of domestic government bonds, 2007 – 2011	73
5.14	Composition of provisions and contingent liabilities, 2010/11 – 2014/15	73
5.15	Guarantee exposure against major state-owned entities and development finance institutions, 2010/11 – 2011/12	74
5.16	Financial position of development finance institutions, 2006/07 – 2010/11.....	75
5.17	Projected major sources of funding for development finance institutions, 2010/11 – 2015/16	75

6.1	Health expenditure in SA public and private sectors, 2008/09 – 2013/14.....	82
6.2	Social grants values, 2011/12 and 2012/13	85
6.3	Social grants beneficiary numbers by type and province, 2008/09 – 2014/15.....	85
6.4	Social grants expenditure by type and province, 2008/09 – 2014/15	86
6.5	Social grant trends as a percentage of GDP	87
6.6	Social security funds, 2008/09 – 2014/15	88
6.7	UIF benefits and recipient numbers, 2008/09 – 2011/12	89
7.1	Mega-projects under consideration, 2012 – 2020	93
7.2	Major infrastructure projects	94
7.3	Major infrastructure projects in concept, prefeasibility and feasibility stages.....	95
7.4	Public-sector infrastructure expenditure by area of responsibility, 2008/09 – 2010/11	102
7.5	Public-sector infrastructure expenditure and estimates by sector, 2010/11 – 2014/15.....	103
8.1	Division of nationally raised revenue, 2008/09 – 2014/15.....	110
8.2	Total transfers to provinces, 2010/11 – 2014/15	110
8.3	Conditional grants to provinces, 2011/12 – 2014/15	112
8.4	National transfers to local government, 2008/09 – 2014/15.....	114
8.5	Consolidated government expenditure by function, 2011/12 – 2014/15	115
8.6	2012 Budget priorities – additional MTEF allocations, 2012/13 – 2014/15.....	117
8.7	Education expenditure, 2008/09 – 2014/15.....	118
8.8	Health and social protection expenditure, 2008/09 – 2014/15	119
8.9	Economic infrastructure expenditure, 2008/09 – 2014/15.....	120
8.10	Local government, housing and community amenities expenditure, 2008/09 – 2014/15.....	121
8.11	Economic services and environmental protection expenditure, 2008/09 – 2014/15..	122
8.12	Science and technology expenditure, 2008/09 – 2014/15	124
8.13	General public service expenditure, 2008/09 – 2014/15	125
8.14	Defence, public order and safety expenditure, 2008/09 – 2014/15.....	126

Figures

2.1	Weekly bond flows and cumulative equity flows to emerging markets, 2010 – 2012.....	16
2.2	Global shares of import volumes, export volumes and industrial production, 2000 – 2010.....	18
2.3	Total employment, 2008 – 2011	23
2.4	Employment trends by age and education level, 2008 – 2011	24
2.5	Annual change in remuneration, unit labour costs, productivity and employment, 2007 – 2011	24
2.6	Ratios of household debt and debt-service costs to disposable income, 1990 – 2011	25
2.7	Gold, platinum, oil and food price trends, 2005 – 2011	27
2.8	Mapping South Africa's exports, 2011	28
2.9	Credit extension by classification, 2003 – 2011	30
2.10	Contributions to CPI inflation, 2010 – 2011	31
3.1	Primary balance of consolidated government, 2002/03 – 2014/15	34
3.2	Spending on debt-service costs compared to other priorities, 2002/03 – 2014/15	35
3.3	Current balance of consolidated government, 2002/03 – 2014/15	36
3.4	Real growth in components of current expenditure, 2002/03 – 2014/15.....	36
3.5	Non-interest expenditure and average revenue, 2002/03 – 2014/15	37
3.6	Average real growth in expenditure, 2007/08 – 2014/15.....	40

5.1	Bond yields and cumulative net bond and equity purchases by non-residents, 2010 – 2012	62
6.1	Social spending, 2002/03 – 2011/12.....	78
7.1	Public and private-sector capital investment, 1962 – 2010	92
7.2	The phases of project development.....	101
8.1	Key spending trends, 2008/09 – 2014/15	108



Note: Consolidated government expenditure in R billion, percentages reflect growth relative to 2011/12 estimated outcome.