



Integrated Country Strategy

SOUTH AFRICA

FOR PUBLIC RELEASE

Approved: March 22, 2022

Table of Contents

1. Chief of Mission Priorities	1
2. Mission Strategic Framework	4
3. Mission Goals and Objectives	6
4. Management Objectives	15

1. Chief of Mission Priorities

As a diverse, open democracy determined to live up to its founding values and to play a constructive role in its neighborhood and in the world, South Africa can play an important role in achieving the Biden-Harris administration's top national security priorities: to protect the security of the American people; to expand economic prosperity and opportunity; and to realize and defend democratic values. This is a partnership for long-run mutual benefit, not for immediate or one-sided wins. Broadly stated, South Africa's success—South Africa's health, political, economic, and security wellbeing—will contribute to and reinforce America's own national wellbeing.

Security: Reflecting the architecture of the U.S. Interim National Security Guidance, our highest priority is to protect the security of the American people. The characteristics that make South Africa a hub for travel, tourism, and business make it an attractive target and haven for criminals and terrorists. Our conception of U.S. security includes vigilant, efficient, and timely provision of services and communication to U.S. citizens as well as enhanced vetting of visa applicants. As South Africa's partner, we will cooperate with South African officials in law enforcement and the judiciary, with a focus on transnational crime with a nexus to the United States. We will work with South Africa's security services to counter transnational security threats.

Economic Opportunity: South Africa's sustainable, climate-resilient, economic growth and development would serve South Africa's interests, make South Africa a more capable partner, and benefit U.S. workers. U.S. commercial advocacy and economic development assistance help create a business enabling environment that supports a level playing field for U.S. companies and creates jobs for U.S. and South African workers. Our efforts also promote continent-wide economic development through support for stronger regional economic ties. Partnering with South Africa in the fight against climate change is a priority. South Africa's heavy reliance on coal for electricity places it in the list of top 20 GHG emitters in the world. The Just Energy Transition Partnership (JETP) will accelerate decarbonization by replacing coal-fired power generation with renewable energy and ensuring an energy transition that is just

Approved: March 22, 2022

and inclusive. Adaptation to climate change presents South Africa with an opportunity to transform the health of the economy and build resilience.

Health: In addition to being good in its own right, South Africa's success in combatting existing public health threats and preparing for future threats helps promote the health of Americans, strengthens Africa's ability to address public health needs, and reduces the cost of future pandemics-- including the need for costly reactive humanitarian assistance. South Africa simultaneously faces critical health challenges across multiple epidemics while possessing the capacity to contribute to the regional and global pandemic response. Working through partnerships with the national and provincial governments, nongovernmental organizations, universities, and the private sector, we will enhance South Africa's ability to meet its own health challenges and make South Africa a net exporter of global health security, providing medical goods and services on the continent. Our focus will be collaborative research, ending the COVID-19 pandemic, as well as HIV and TB reduction and mitigation through the U.S. President's Emergency Plan for AIDS Relief (PEPFAR).

Human Rights, Democracy and Governance: At a time when democracies in Africa and around the world are under threat, it is globally significant that South Africa succeed as an inclusive, open, and competitive democracy that protects its citizens' rights and delivers on their ambitions. That South African citizens enjoy fundamental human freedoms and participate in the governance of their country is a public good that contributes to the long-term success of the other U.S. Mission Goals. A democratic and well-governed South African can play a more constructive role in the region and can be a more effective partner for the U.S. government. Our focus will be engagement with political parties and civil society, supporting efforts to hold corrupt officials and their enablers accountable, and encouraging action to address trafficking in persons. Consistent with the Interim National Security Guidance's emphasis on strengthening America's domestic sources of strength, we will encourage connections to fuel conversations in both countries to advance equity, social justice, and social cohesion to promote human dignity and political, social, and economic success in both countries.

Approved: March 22, 2022

Management: Though our primary focus is bilateral engagement with South African and South Africans, the U.S. Mission in South Africa provides a platform that serves the full swathe of U.S. interests across sub-Saharan Africa, and we will continue to support regional U.S. missions and programs. The U.S. government's management platform in South Africa must reflect the seriousness and ambition of America's purpose. We will ensure the United States has sufficient, capable, and motivated workforce to accomplish our objectives in South Africa; that U.S. government facilities are safe and right-sized; and that our operations are consistent with our values, including to reduce carbon emissions.

Approved: March 22, 2022

2. Mission Strategic Framework

Mission Goal 1: Foster Security for the American People and Counter Transnational Threats

- **Mission Objective 1.1:** Protect the American people, businesses, and U.S. national security by collaborating with our South African government, non-governmental, and private sector partners.
- **Mission Objective 1.2:** Partner with South Africa to effectively achieve shared security goals through rule of law and judicial cooperation to combat transnational threats.
- **Mission Objective 1.3:** Increase mutually beneficial security cooperation to bolster SA as a regionally stabilizing partner capable of assisting other African countries.

Mission Goal 2: Increase U.S. Economic Opportunities through a Strong Regional Economic Partner

- **Mission Objective 2.1:** South Africa maximizes a growth-oriented economy that is sustainable and inclusive through climate and energy innovation.
- **Mission Objective 2.2:** South Africa provides greater opportunities for bilateral trade and investment through development of innovative public/private partnerships and engagements.

Mission Goal 3: Promote Health, Human Rights, and Good Governance

- **Mission Objective 3.1:** Enhance South Africa's ability to not only meet its own health challenges, but also become a hub for improving regional health outcomes, providing medical goods and services on the continent.
- **Mission Objective 3.2:** Support South Africa to improve public administration and public financial management, reduce corruption, and improve overall capacity to fulfill its governance and human rights commitments.

Management Objective 1: Fully staff/fund/resource a well-trained, motivated, and productive workforce to meet the needs of all customers – agencies, sections, and families in the Mission.

Management Objective 2: Right-size Mission facilities and housing to ensure all staff work and live in appropriately resourced, safe, and well-maintained spaces.

Management Objective 3: Mission South Africa leads State modernization through greening initiatives to both reduce our carbon footprint and increase the Post's resilience and sustainability.

3. Mission Goals and Objectives

Mission Goal 1 | Foster Security for the American People and Counter Transnational Threats

Description | The National Security Strategy (NSS) seeks sovereign African states that are integrated into the world economy, able to provide for their citizens' needs, and capable of managing threats to peace and security. In terms of size, infrastructure and diversification, South Africa is a leading African economy that could be a leading contributor to peace and security on the continent. The United States is South Africa's second largest trading partner, and with hundreds of American companies operating here, South Africa also represents a significant opportunity for trade and investment for the United States. It is the region's largest tourism destination and is a travel hub for the continent. Although recent political and economic turbulence challenges its diplomatic, economic, and military leadership, South Africa remains an influential security sector actor on a continental level. With large banking and logistics sectors tied to the rest of the continent, illicit businesses and interests--including transnational organized crime-- exploit a security sector weakened by corruption and state capture. A revitalized South African security sector, including law enforcement agencies, border security, prosecution service, judicial sector, and military, could export stability and economic development throughout the region, and eventually the continent, while also advancing U.S. interests and security. Further, fostering a stronger partnership with South Africa helps counter negative influence by both state and non-state actors in the region.

Objective 1.1 | Protect the American people, U.S. businesses, and U.S. national security by collaborating with our South African government, non-governmental, and private sector partners.

- **Justification |** There is no greater priority than protecting the lives and interests of the American people overseas. South Africa is a hub for travel, tourism, and business as well as a nexus for criminal and terrorist related activities. The Mission is committed to

countering the latter and achieving the former through the execution of internal/external interagency programs as well as our bilateral and regional initiatives.

- **Linkages** | NSS, AF Joint Regional Strategy (JRS) Obj 1.1.
- **Risks** | The inability to address state security challenges and counter transnational threats by extremism, organized crime, and maritime/border insecurity in South Africa threatens the security of the American people at home and abroad in terms of lives, livelihoods, and economic interests. The mission continues to mitigate this risk with proactive communication with American communities and travelers in South Africa, engaging the host government on multiple levels, and coordinating crisis response with key offices and contacts.

Objective 1.2 | Partner with South Africa to achieve shared security goals through rule of law and judicial cooperation to combat transnational threats.

- **Justification** | Transnational crime fuels corruption, finances insurgencies, and distorts markets. Transnational criminal organizations (TCOs) traffic in persons and wildlife, and threaten U.S. borders, harming American communities through the drug trade and attendant violence. Crime and insecurity are often a consequence of weak democratic norms and institutions. TCOs and other illicit actors can exploit areas of weak governance to establish a havens to grow their enterprise. South Africa, in addition to facing numerous transnational threats, is an attractive base for a wide array of criminals and criminal activity in part because it offers world-class infrastructure but has finite law enforcement capabilities and limited land, sea, and air border controls. Conditions in South Africa have proven conducive to high rates of crime, the existence of organized criminal syndicates, and pockets of extremist group activity. Those conditions have also had a negative impact on government through corruption and state capture of government entities, as outlined in the recently released Zondo Commission Report. State capture has diminished the effectiveness of government and impeded South Africa's tremendous potential for economic, social, and security development. The United States Government has nine law enforcement agencies assigned to Mission

South Africa from the Departments of State, Justice, Homeland Security, Interior, and USAID combatting transnational organized crime, protecting U.S. borders, conducting investigative liaison, disrupting fraud, and advancing U.S. national security goals. By aligning our foreign assistance law enforcement capacity building efforts with U.S. law enforcement operational priorities, we seek to protect the American people and their interests, seek justice for victims of crimes, and improve South African partners supporting U.S. investigations, prosecutions, criminal intelligence exchanges, and national security interests.)

- **Linkages** | Interim National Security Strategy; Joint Strategic Plan (State and USAID) Strategic Objectives 1.3, 1.5, and 3.3; DS Bureau Strategic Plan (Goal 2); National Intelligence Strategy (Objective 3 - Current Operations Intelligence); U.S. Strategy on Countering Corruption
- **Risks** | Transnational organized criminal groups are unchecked and American victims and interests are not protected. State capture weakens the government creating greater wealth disparity, civil unrest, and destabilizes the business environment for U.S. businesses and interests in South Africa. A weakened South Africa would be unable to care for its own citizens and serve as a stabilizing force for democracy on the continent. Failure to align program management with operational law enforcement objectives risks using foreign assistance funding that doesn't advance justice and national security interests for the U.S. taxpayer or misses opportunities to align funding to operational priorities. Inability to properly fund capacity building, exchanges, and engagements that align with operational priorities reduces the likelihood of achieving justice for U.S. people, businesses, and interests.

Objective 1.3 | Increase mutually beneficial Counter Terrorism, Counter Violent Extremist Organizations (CT/CVEO) and Maritime Security Cooperation and Assistance aimed at regional stability and sustaining historical norms and equitable access to the global commons that border South Africa.

- **Justification** | Objective 3.2 Justification | South Africa is one of the leading economies in Africa, with a banking, supply chain and logistics system that feeds the continent. South Africa is a maritime nation with the largest Exclusive Economic Zone (EEZ) and the third longest coastline on the continent. South Africa is the western gatekeeper for INDO-PACOM maritime routes and is situated at a choke point for strategic sea lines of communication (SLOC). Legal and illicit trade transit South African land, air, and sea including people, money, and goods that support transnational organized crime and violent extremist groups. South Africa also plays a leading role in the South African Development Community (SADC) region, supporting peacekeeping missions and countering ISIS in Mozambique. The South African National Defense Forces (SANDF) supported the South African Police Service (SAPS) during the July 2021 civil unrest in the country, ensuring national stability. United States engagement with our South African partners enables us to play a constructive role in both maritime security and countering terrorism and violent extremism.
- **Linkages** | Interim National Security Strategy; National Defense Strategy; National Intelligence Strategy
- **Risks** | Failure to achieve the objective represents an increased risk that South Africa continues to adopt alternative views on terrorism and continues to provide largely uncontested space for violent extremists to provide logistics, financial support, and training. For maritime security, failure to achieve the objective will deny the United States an opportunity to bolster the maritime domain awareness capabilities of a competent and geopolitically significant partner, limit access to port calls for maintenance and repair, and ensure great power competition adversaries maintain their influence over southern African military affairs.

Mission Goal 2 | Increase U.S. Economic Opportunities through a Strong Regional Economic Partner

Description | South Africa's long-term sustainable, climate-resilient, economic growth and development is critical to U.S. interests, which include a strong, stable South African democracy and the expansion of our trade and investment portfolio in South Africa and across the African continent. U.S. commercial advocacy and economic development assistance helps to create a business enabling environment that supports a level playing field for U.S. companies and creates jobs for U.S. and South African workers. Our efforts also promote continent-wide economic development through support for stronger regional economic ties.

Objective 2.1 | South Africa maximizes a growth-oriented economy that is sustainable and inclusive through climate and energy innovation.

- **Justification |** Addressing climate change, both South Africa's contribution to global warming through its greenhouse gas (GHG) emissions, as well as its vulnerability to more frequent and more intense climactic weather events, is central to helping the country build a sustainable, inclusive economy while forwarding U.S. and South African climate goals. South Africa's heavy reliance on coal for electricity places it in the list of top 20 GHG emitters in the world. The state-owned electricity utility Eskom is South Africa's largest GHG emitter and supplies over 90 percent of South Africa's electricity primarily by utilizing an ageing fleet of coal-fired power plants. The ageing fleet results in rolling blackouts that have severely impacted economic growth, and dented investor confidence. Reducing GHG emissions will occur primarily in the electricity sector, but South Africa's dependence on fossil fuels for energy generation, and its poor fiscal state limit its ability to make significant progress on climate goals.
- **Linkages |** This goal supports the March 2022 Interim National Security Strategy priorities that seek to help African nations combat the threats posed by climate

change and support the efforts of international partners to mitigate and adapt to the effects of climate change. The goal also reflects State-USAID's Joint Strategic Plan and the State Department's 2021 Africa Bureau Joint Review Strategy.

- **Risks** | The inability to address climate change, greening initiatives, and other modernization efforts in South Africa will limit its potential as an economic partner, regional stabilizer, and potential as a leader for technology, trade and innovation on the continent. The mission continues to mitigate this risk with proactive development of key leaders, prioritizing U.S. business access and opportunities for development, and providing sector assistance.

Objective 2.2 | South Africa provides greater opportunities for trade and investment through the development of innovative public/private partnerships and engagements.

- **Justification** | Ensuring market access for U.S. goods and services and mutual economic prosperity is central to U.S. economic diplomacy. Through targeted advocacy to reduce trade and investment barriers and to foster economic development through public-private partnerships, we help to create U.S. and South African jobs, to provide South Africa with world-class goods and services, to effect policy changes that maintain or expand market access for U.S. businesses, and to create mutually beneficial investment opportunities. We use a whole-of-government, interagency approach in this effort. These activities also encourage greater regional integration and help preserve South Africa's role as a springboard for U.S. companies seeking opportunities across the continent.
- **Linkages** | Interim National Security Strategy; State-USAID's Joint Strategic Plan and the State Department's 2021 Africa Bureau Joint Review Strategy.
- **Risks** | A high debt-to-GDP ratio, public sector inefficiencies; underinvestment and poor infrastructure particularly in the energy and transport sectors which is further degraded by theft and corruption; societal inequality; a lack of high-skilled labor, and persistent regulatory constraints are all risks to our economic partnerships.

Mission Goal 3 | Health, Human Rights, Democracy and Governance

Description | South Africa’s wellbeing is intrinsically linked to America’s wellbeing. In addition to being a good in its own right, South Africa’s success in combatting existing public health threats and preparing for future threats helps promote the health of Americans, strengthens Africa’s ability to address public health needs, and reduces the cost of future pandemics, including the need for costly reactive development assistance. A free and open South Africa protects the rights of its people and is more responsive to their priorities, and continues to address historical challenges surrounding equity, social justice, and social cohesion. South Africa ensures that government resources are spent appropriately, that corruption is deterred by citizen oversight, and that the corrupt and their enablers are prosecuted through judicial processes. Given its regional and international influence, South Africa’s political success demonstrates that free and open democracies deliver for their people.

Objective 3.1 | Enhance South Africa’s ability to meet its own health challenges and become a hub for improving regional health outcomes, providing medical goods and services on the continent.

- **Justification |** South Africa simultaneously faces critical health challenges across multiple epidemics while possessing the capacity to contribute to the regional and global pandemic response. By contributing to global health security and supporting education, economic growth, stability, and social cohesion, this objective supports the Interim National Security Strategy, which notes that “America’s interests at home are strengthened by improving lives globally.” U.S. government agencies work in South Africa’s health sector through partnerships with the national and provincial governments, nongovernmental organizations, universities, and the private sector. Efforts focus on addressing all aspects of the COVID-19 pandemic, as well as HIV and TB reduction and mitigation through the U.S. President’s Emergency Plan for AIDS Relief (PEPFAR). Collaborative research between world-class South African and American scientists and institutions presents a continuing opportunity to strengthen partnerships

between both countries and results in important scientific advances for the benefit of South Africa, the United States, and the region.

- **Linkages** | March 2021 Interim National Security Strategic Guidance, JSP Strategic Objectives 2.2, 3.3, and 3.4; Office of the U.S. Global AIDS Coordinator and Health Diplomacy (S/GAC), PEPFAR guidance.
- **Risks** | Failure to accomplish this objective would increase the threat to the health of the United States and other countries. If South Africa does not address the COVID, HIV, TB, and future pandemics, there would be higher loss of life and the burden on South Africa's economy and society could threaten national collapse, with implications for regional stability. Failure to increase South Africa's capacity to assist other countries would mean increased disease burden on those governments and increased demand for U.S. resources. The U.S. Mission in South Africa is mitigating against these scenarios by ensuring our actions are coordinated internally and with other partners, including to ensure there are multiple streams of funding and activity.

Objective 3.2 | South African government and citizens strengthen their democracy and the rule of law, including by holding corrupt officials accountable and promoting and protecting human rights.

- **Justification** | At a time when democracy and fundamental human freedoms are under threat, it is globally significant that South Africa succeed as an inclusive, open, and competitive democracy that protects its citizens' rights and delivers on their ambitions. That South African citizens enjoy fundamental human freedoms and participate in the governance of their country is a public good. These outcomes will determine the long-term success of the other U.S. Mission Goals as governance deficiencies are at the heart of challenges across sectors. A democratic and well-governed South African can play a more constructive role in the region and can be a more effective partner for the U.S. government whether from a security, trade, or climate change perspective.

- **Linkages** | Interim National Security Strategy; JRS, U.S. National Strategy on Corruption; USAID/Southern Africa Regional Development Cooperation Strategy.
- **Risks** | Failure to achieve the objective represents an increased risk that South Africa struggles to fulfil its responsibilities domestically, making it a less effective partner or one requiring additional external assistance--potentially including costly humanitarian assistance. Failure would imply a wastage of significant U.S. government expenditures for public health activities in South Africa. South Africa's failure as a democracy would embolden autocrats and undermine advocates of human rights, reconciliation, and democratic reform elsewhere in the world.

4. Management Objectives

Management Objective 1 | Fully staff/fund/resource a well-trained, motivated, and productive workforce to meet the needs of all customers – agencies, sections, and families in the Mission.

- **Justification** | U.S. Mission South Africa is a Class 5 Mission but remains extremely understaffed, without the organizational structure to support our Mission as a regional and bilateral platform.
- **Linkages** | Facilitate AF Joint Regional Strategy (JRS) Goals 1-4 and Management Objective.
- **Risks** | The inability for the Mission to successfully right-size the organization and properly staff essential positions places in jeopardy all aspects of our goals, programs, and directives. While the mission continues to mitigate this risk a with talented pool of officers, staff, and attempts to fill gaps with TDY personnel, achievement of national security objectives and health priorities depend on achieving the following sub-objectives.

Management Objective 2 | Right-size Mission facilities and housing to ensure all staff work and live in appropriately resourced, safe, and well-maintained spaces.

- **Justification |** Mission personnel and visitors deserve safe, secure work facilities and housing which supports productivity and quality of life. The consulates in Johannesburg and Cape Town are housed in modern NCCs, and the Embassy in Pretoria is in an ageing, decades-old Inman-era building. Consulate Durban is inefficiently and unsafely located in an ageing high-rise in the middle of crime-ridden Downtown Durban. In many places, the Mission struggles to find workspace for ever-expanding agencies and needs to hold the line on new, non-management positions. Post management is identifying opportunities to reorganize and repurpose space where possible. Post has hundreds of properties in its housing pool, which includes both leased and government-owned (GO) residences. Due to the explosive growth over the past couple decades in non-State agency positions coupled with budget.
- **Linkages |** Facilitate AF Joint Regional Strategy (JRS) Goals 1-4 and Management Objective.
- **Risks |** The inability for the Mission to successfully right-size facilities and housing places in jeopardy all aspects of our goals, programs, and directives as it will not only hinder our ability to accommodate expanded staffing needs, but will also limit our ability to recruit, support, and retain our mission members and their families due to ongoing challenges in the workplace and at home. While the mission continues to mitigate this risk, make-ready costs of aging buildings, a deteriorating housing pool, and local energy shortages are quickly consuming yearly budgets without a proper plan to resolve the issues.

Management Objective 3 | To reduce its long-term costs and carbon footprint and to increase its resilience and sustainability, Mission South Africa will implement greening initiatives and modernize properties, processes, and other assets.

- **Justification** | Critical to meeting U.S. government objectives in South Africa is robust Mission resilience and longer-term sustainability. South Africa faces frequent power outages, droughts, and ever-increasing fuel and energy costs--posing challenges to the execution of U.S. foreign policy, constraining Mission resources, and lowering post morale. These challenges are exacerbated by rolling brown-outs that are expected to increase in frequency and duration. In addition, the Mission expends over \$1 million annually on electricity and electricity costs are scheduled to increase 20 percent per year. Mission South Africa can mitigate some of these adverse effects by adopting the sustainable use of renewable energy sources and water recycling practices. An interim measure is to meet 50 percent of Mission power needs through green energy by 2025.
- **Linkages** | Facilitate AF Joint Regional Strategy (JRS) Goals 1-4 and JRS Management Objective
- **Risks** | The inability for the Mission to properly address the growing energy shortage in South Africa and adopt a more resilient energy posture poses large challenges to all aspects of Mission programs – operational and logistical. While the mission continues to mitigate this risk with generators and redundant systems, only new integrated technology can properly resolve the issues in the long-term.