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# 1. INTRODUCTION

## 1.1 PURPOSE OF THE REPORT

This report documents Phases 1, 2, 3 and 4 of the Garden Route Klein Karoo Integrated Development Plan (IDP) and Spatial Development Framework (SDF).

However, at this point in time Sections 3 and 4 are complete only where information is available. When relevant information has been received from the 'B' Municipalities and government departments this report will be completed.

This consultative draft is in English. The final draft will be available in Afrikaans and Xhosa.

## 1.2 BACKGROUND

The IDP and SDF are prepared in terms of ..... (Octagonal to complete this section on the legal basis for the IDP and SDF).

Because of the close relationship between where activities happen on the ground and the planning and budgeting of those activities the District Municipality decided to undertake the IDP and SDF as a single process.

## 1.3 APPROACH AND METHODOLOGY

### 1.3.1 The Approach

The approach to this IDP is based on the following principles:

- **Sustainable development:** this implies that proposals should be environmentally and economically sustainable:
  - **Environmentally sustainable:** Development should not permanently alter the natural environment nor weaken its ability to reproduce itself. For example,
    - agricultural practices that lower the fertility of the soil should be prevented; and,
    - urban development that causes permanent change to scenically important landscapes should be prohibited.
  - **Economically sustainable:** Projects should be affordable to both the public sector and the participants or beneficiaries who would be expected to pay in terms of rates or repayments. Projects must improve arrears. Projects must also create as much employment as possible. Employment creation will be a central theme of this IDP and SDF.
- **90% not 10% solutions:** within the constraints of sustainability, programmes and projects should be of a scale and size that addresses most of the need. For

example, if twenty thousand housing units are required then programmes and projects should address ways to target this number even if it appears to be far beyond current resources. In this way innovation will be encouraged.

- **Nice place to live:** programmes and projects should strive to create environments that are as comfortable and convenient to live, work, stop-over, relax and move around, as possible. The emphasis placed by the IDP on outcomes, as well as output, and performance management systems is an important step in fulfilling this principle. For example, housing projects should not only focus on producing the **number** of housing units, they should also ensure that a nice place to live is created.

### 1.3.2 Methodology

Figure 1.2 summarises the methodology followed in the process.

This methodology closely follows the five phase approval process laid down in the IDP Guide Pack (DPLG:2001)

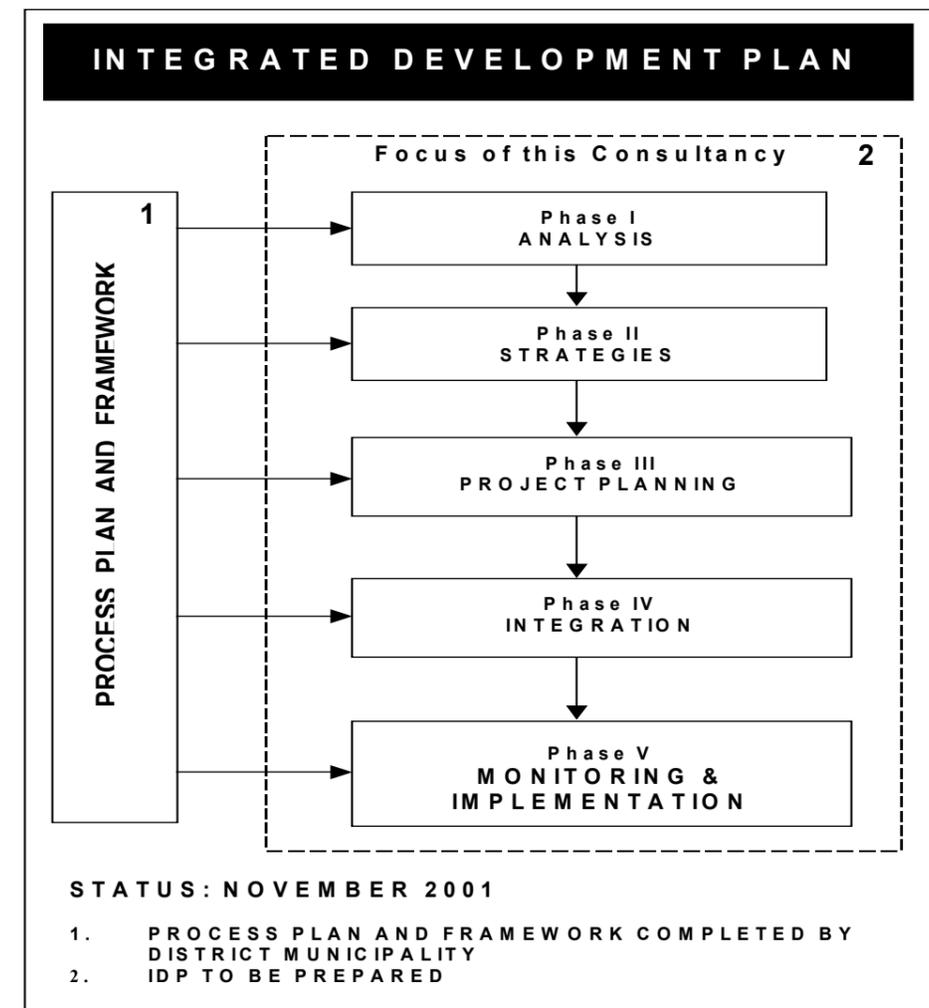


Figure 1.2 IDP Methodology

# 1. INTRODUCTION

There have been two sources of information for this report:

- i Existing information at the regional level. This included previous IDP work for the Southern Cape (CSIR: 1999) as well as numerous reports and structure plans, see references.
- ii. The "B" Municipalities  
The District Municipal IDP and SDF should be informed by the IDPs and SDFs of the "B" Municipalities within it. These will be integrated into the District Municipality IDP and SDF when they are completed.

## 1.4 STRUCTURE OF REPORT

This report (when it is finally complete) will include five sections:

- Phase 1: Analysis
- Phase 2: Strategies and Development Priorities
- Phase 3: Projects
- Phase 4: Integration
- Phase 5: Approvals

As a result of grouping initial public responses work on this report has been structured in terms of seven themes; Natural Environment, Human Resources, Roads and Transportation, Infrastructure, Land and Human Settlement, Employment Generation and Finance and Budgets.

Figure 1.3 shows the structure of this report.

### 1.4.1 Phase 1 : Analysis

The introduction is followed by a brief review of the natural systems of the area. It comprises the geology, climate, hydrology, topography, soil fertility and erosion, the sensitivity, vegetation and visual amenity that provide the area with its primary resources for development.

Section 2 examines the state of the human resources in the area in terms of education, health, housing, crime and security, community development and institutions, government resources and capacity.

Section 3 analyses infrastructure, including water supply and demand, sanitation, stormwater, electricity and energy supply, telecoms and computers, and solid waste management.

In Section 4 Roads and Transportation are examined. Roads are categorized in terms of District (Provincial) and National Roads – namely the N2 and the major mountain passes.

Land Usage and Human Settlements are briefly described in Section 5. The current land use and land ownership pattern is described.

Employment generation is dealt with in Section 6. While this also reviews the economic structure of the region, there is a particular focus on the extent to which the economy is providing jobs.

Section 7 describes the municipal budget and spending patterns in the sub-region.

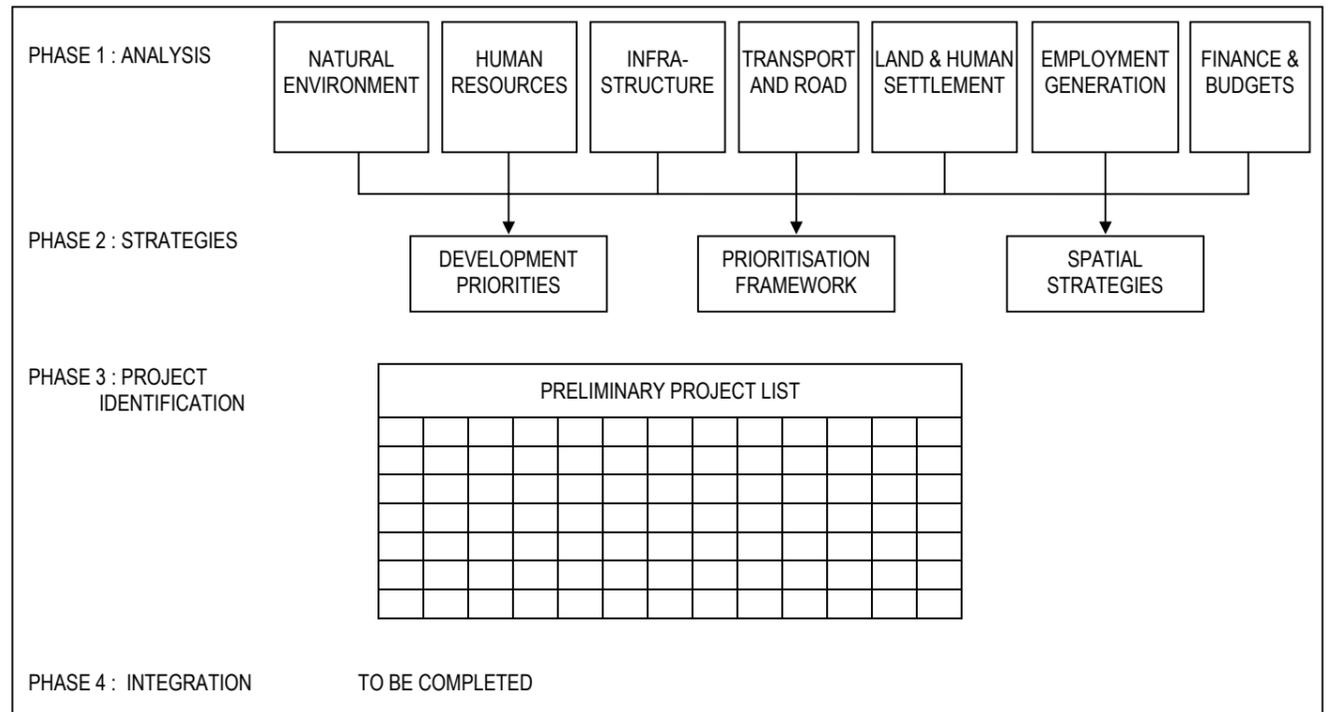


Figure 1.3 Structure of Report

### 1.4.2 Phase 2 : Strategies and Development Priorities

Three areas are described:

- Development Priorities;
- Prioritization Framework;
- Spatial Strategies.

### 1.4.3 Phase 3: Preliminary Projects List

At this stage Phase 3 consists of the preliminary list of projects before they have been prioritized. This list will be finalized when the District priority project requirements from the 'B' municipality IDPs and the Government and Parastatal departments have been completed.

Phase 4, Integration, will follow thereafter.

# 1. INTRODUCTION

## 1.5 LIMITATIONS

This report covers work that was completed in an extremely short timeframe in what is the first IDP of the 2002 generation.

## 1.6 PARTICIPATION

Involving others is the key to an integrated development planning process. But involving others is a costly process and it takes time. Involving others means involving the public, but also other spheres of government, local authorities, specialists and consultants.

Public participation is not equally relevant and appropriate in each stage of planning, and not all participation procedures are equally suitable for each planning step. To limit participation costs, to avoid participation fatigue, and to optimise the impact of participation, specific mechanisms of participation were employed during the process.

Date	Activity	Purpose
2/25 May 2001 /1/8/21 June 2001	Workshops / Meetings	Formulation of IDP Framework for region
2 August 2001	Tender	Consultants for process
3 October 2001	Council Executive Committee Meeting	Approval of Framework
8 November 2001	Appointment of Consultants	Support with IDP process
5 December 2001	Council Executive Committee Meeting	Approval of Process Plan for IDP
5 December 2001	Technical Committee Meeting	Implementation of IDP
11 January 2002	Planning Workshop	Analysis
25 January 2002	IDP Forum	Issues Analysis and Priorities
6 February 2002	Council Executive Committee	Issues Analysis and Priorities
14/15 February 2002	Technical Working Group	Issues Analysis and Priorities
21 February 2002	Council Executive Committee	Issues Analysis and Priorities
22 February 2002	IDP Forum	Issues Analysis and Priorities
12 March 2002	Technical Working Group	Strategy

Date	Activity	Purpose
13 March 2002	Executive Committee Meeting	Strategy
13 March 2002	Council Work Group	Strategy
14 March 2002	IDP Forum	Integration
28 March 2002	Technical Working Group	Integration
28 March 2002	Council Work Group	Integration
15-17 April 2002	Departments	Link of functions to priorities and strategy
22 April 2002	Council Executive Committee	Strategic decision making framework
24 April 2002	Council	Work session strategic decision making framework

**PHASE ONE :**  
**ISSUES ANALYSIS**

## 2. PHASE ONE : ANALYSIS

It should be noted that Phase One concentrates on issues or problems. All other information is considered of background interest and is contained as appendices or cross referenced to the source documents. For example, general background descriptions of geology, soils, hydrology etc. are considered of background interest only unless there is a particular problem, for example, soil erosion in a particular area. Readers requiring background descriptions should refer to the source documents.

### 2.1 NATURAL ENVIRONMENT

There are six main issues associated with the natural environment, see Figure 2.1.

The first three issues have severe implications for the employment and economic potential of agriculture, the main primary economic sector in the region.

#### 2.1.1 Declining soil fertility

This is occurring due to mono-cropping in two places in the region (pers com. Dept of Agriculture).

Firstly, mono-cropping of wheat in the Riversdale / Albertinia area has significantly decreased soil fertility.

Secondly, this has also occurred in the George horticultural area. Those small-scale intensive horticultural farmers with insufficient land to maintain a crop rotation programme that includes fallow years, are experiencing declines in soil fertility.

#### 2.1.2 Declining veld carrying capacity

In much of the Klein Karoo it would appear that carrying capacity has halved over the past thirty years and that on average the land can now accommodate only one small stock unit per seven hectares. (pers com: Klein Karoo farmers)

#### 2.1.3 Soil erosion

Although there are some duplex soils in the Klein Karoo which are vulnerable to soil erosion these areas have generally been well protected. However, the Gouritz River valley has experienced severe soil erosion. Hopefully, the proposed incorporation of this river valley as the backbone to the Gouritz Mega Park will provide a basis for restoring this land (pers comm. Western Cape Nature Conservation Board).

#### 2.1.4 Intensive development of the coastal zone

The entire coastal zone from Witsands to Nature's Valley is facing severe development pressure, particularly where property is privately owned and there is some form of access to the beach including the river estuaries. There are already numerous examples of inappropriate coastal development along this stretch of coast line. Strict development control is required to ensure that this major asset of Eden is not severely degraded or destroyed.

Impacts include destruction of:

- ⊖ The dune system which provides coastal flood protection from the sea, and
- ⊖ Sensitive coastal vegetation which helps bind the dune system as well as provide bio-diversity.

#### 2.1.5 Alien vegetation infestation

There is advanced alien vegetation invasion in the high rainfall areas of the Outeniqua mountains, particularly around exotic timber plantations (gum and pine). The river catchment areas are severely infested. This has led to decreased water supplies as well as the destruction of indigenous vegetation, thereby reducing bio-diversity and animal, bird and insect habitats.

## 2. PHASE ONE : ANALYSIS

### 2.1.6 Visual Amenity

Visual amenity, i.e. the beauty of the rivers, coast, mountain and river valleys, is one of the key tourist attractions of the Garden Route Klein Karoo, particularly from the N2 and R62 – the region's main transport arteries and "shop windows".

Insensitive tourist, urban and agricultural development is destroying this asset, e.g.:

- Low income housing around Mossel Bay, Calitzdorp, Uniondale;
- High income housing around Klein Brakriver, Plettenberg Bay, Knysna Eastern Heads;
- Industrial development around Mossel Bay and George;
- Covered fruit orchards and packaging plants in the Langkloof.

The areas used as examples are not the only places experiencing this issue.

### 2.1.7 Implications

Three analytical studies are necessary to understand the scale of these problems and provide solutions:

- Agricultural carrying capacity and management plan;
- Vegetation and hydrological status quo and recommendations;
- Regional Visual Impact Assessment Study.

## 2. PHASE ONE : ANALYSIS



## 2. PHASE ONE : ANALYSIS

### 2.2 HUMAN RESOURCES

#### 2.2.1 Population

Population figures for this section have been taken from the 1991 and 1996 Censuses. These can be updated once more current figures are available from the 'B' Municipality IDPs and Census 2001.

In 1996 approximately 380 000 people lived in Garden Route Klein Karoo (Census 1996). Figure 2.2 shows the growth of this population by ethnic group between 1991 and 1996 and a forecast total of 412 000 for 2001 (using the 1991 – 1996 growth rates). This represents an extra 32 000 people. The 2001 Census data will be important in confirming these trends when it becomes available. Figure 2.3 shows where this population is mostly concentrated in the "B" municipalities and the DMA.

There is a strong correlation between development requirements and where the majority of the people live. Figure 2.3 shows that, as can be expected, the highest densities of population (100 to 1000 persons per hectare) are found in the main towns. There are also relatively high densities (10 to 100 persons per hectare) in the rural areas east of Ladismith and Heidelberg and between De Rust, Oudtshoorn and George continuing through to the coastal strip between George and Plettenberg Bay.

It is likely that, depending on the ability of agriculture to sustain jobs, there will be a gradual movement from the rural areas to the towns and from the inland towns to the coastal towns.

#### *Growth Trends*

Oudtshoorn, Mossel Bay, George and Knysna / Plettenberg Bay show significant growth in the black and coloured population. The white population is generally declining except for Riversdal, George and Knysna / Plettenberg Bay\*.

Three sources of population growth can be assumed:

- Natural growth, i.e. the surplus of births over deaths in the existing population.
- Regional rural-urban migration – people living in the immediate hinterland move to the local towns. There has been a slight decline in the rural populations of all the magisterial districts except Heidelberg and Mossel Bay. There appears to

\* Note: The reference to different race groups is required in order to reflect the distinctive trends (current and historic) exhibited by the respective groups.

have been a marked increase in Ladismith's rural population. The reason for this growth must be verified.

- Inter-regional migration. The large growth rates in the coastal towns and Oudtshoorn appear to considerably exceed regional rural-urban migration rates. Officials suggest the source of this growth is the Eastern Cape for the coloured and black population and Gauteng for whites (pers comm. Representative Forum meeting 13.03.02).

#### 2.2.2 Unemployment

There were about 27 000 unemployed people in GRKK (Census 1996). The unemployment distribution reveals two distinct patterns, see Figure 2.3:

##### *Urban Unemployment*

As can be expected there are relatively high levels of unemployment in the major towns, which coincides with the highest numbers of people and "potential jobs". This indicates a typical third world migration trend where people move to towns and cities in expectation of finding work, notwithstanding that there are relatively high levels of urban unemployment.

Although still a problem, unemployment is not as critical in the towns as urban residents usually have a greater variety of survival options available to them.

##### *Rural Unemployment*

The second pattern of unemployment is found in the remote rural areas particularly between Calitzdorp and Ladismith and Riversdale, south east of Heidelberg, and in the De Rust-Oudtshoorn corridor, and east of Plettenberg Bay. Unemployment in these areas is much more of an issue as there are extremely limited alternative options. People in the rural areas also tend to be less educated and less skilled.

#### 2.2.3 Education and Literacy

Illiteracy levels are greatest in the Kannaland areas and north of Oudtshoorn. Again, it can be seen that the more urbanized areas are better off in this regard, with relatively high levels of literacy found in the Mossel Bay, George, Knysna and Plettenberg Bay areas.

#### 2.2.4 Health

There is little information on the spatial distribution of disease and ill health. An HIV infection rate of 6.5% was recorded in the George district in 2000 (pers com: MOH).

## 2. PHASE ONE : ANALYSIS

Access to health facilities in the rural areas is difficult. Many areas are dependent on mobile clinic services. These are not always regular. For example, in the Uniondale area interviewees reported not seeing the mobile health clinic service since November 2001.

### 2.2.5 Crime and Security

While there is some uncertainty on the status of the crime statistics in the southern Cape, it would seem that in general the area experiences lower crime rates, particularly when compared to the metropolitan areas in the country. According to (CSIR: 1999) a wide variation in crime experienced in different areas.

Oudtshoorn would appear to experience the most crime overall, more than centres like George and Mossel Bay.

There is also considerable variation in the nature of crime. For example, in the coastal cities, assault (GBH) and common assault are the most recorded crime whereas, for some unknown reason, in the Herbertsdale police district drug related crime is by far the highest.

Low crime rates are obviously an important positive factor in economic development and tourism and measures should be taken to ensure that the current, relatively positive situation does not worsen.

### 2.2.6 Gender Issues (Octagonal)

Information still awaited. (Octagonal)

### 2.2.7 Housing

Housing has been included in this section as access to adequate housing is seen as a fundamental requirement for high quality human resources. In general, the currently available statistical information, mainly 1996 Census data, suggests that the study area is relatively well off in terms of housing need, see Figure 2.3.

For the purposes of this report housing need has been assessed in terms of all of those occupying informal housing in 1996. **This section does not take into account the significant number of housing projects initiated since 1996.** This information will be updated when it is received from the 'B' municipality IDP reports.

Figure 2.3 indicates that the highest levels of homelessness using numbers of informal dwellings as an indicator are recorded in George (6300), Knysna (3900), Mossel Bay (3000) and Oudtshoorn (2000). However, it should be remembered that

in many instances informal dwellings offer greater opportunities and are more appropriate in certain contexts than small formal dwellings. Housing need is relatively low in the Plettenberg Bay, Uniondale, Kannaland and Langeberg areas.

The housing situation is likely to have improved because of the substantial progress made in housing delivery throughout these areas in the past five years. (Statistics awaited on RDP Housing Schemes)

However, there is likely to have been an increase in migration over this period, particularly into the coastal towns, see section 2.2.1. A clear picture on housing need will emerge from the "B" Municipality IDP reports and the proposed demographics study, see Section 2.2.11.

### 2.2.8 Community Development / Institutions

Information still awaited (Octagonal)

### 2.2.9 Sports, Recreation and Culture

Access to sport recreation and cultural facilities, e.g. museums, theatres and cinemas are important aspects of a community's well-being. In general the high order facilities are found in the larger towns. Opportunities for drama and entertainment should be extended where possible. It may be possible to combine these facilities on a low-key basis to the smaller centers at periodic market sites in the villages and more remote centres.

### 2.2.10 Government Resources and Capacity

- Issues  
(Information awaited) (Octagonal to complete)
  - The process of incorporating management of the former rural areas into the new 'B' Municipalities is not complete.
  - There is disparity of capacity with respect to local government institutions between the various 'B' municipalities.
  - Operational and planning capacity in some 'B' municipalities requires strengthening.
  - In some cases there are unfunded mandates with respect to sectors such as health where provincial responsibilities are shortly to be moved to the district municipalities, are creating financial uncertainty.
  - There is a need to integrate activities of various government line departures and para-statal into a coherent development strategy for the region.
  - Clarity on powers and functions between 'B' and 'C' Municipalities is required.

## 2. PHASE ONE : ANALYSIS

### 2.2.11 *Implications*

Background status quo reports describing issues as well as their geographical location and indicating trends and solutions are required on:

- Demographics
- Employment and poverty
- Education and literacy
- Health
- Crime and security
- Housing
- Sports, recreation and culture
- Government resources and capacity

## 2. PHASE ONE : ANALYSIS

### 2.3 ROADS AND TRANSPORT

Transportation is a major issue in the region. People living in the remote rural areas are far from facilities. Figure 2.4. shows those areas further than 20km from the major towns of Oudtshoorn, George and Mossel Bay. Figure 2.4 does not take into account the major barriers to the transportation system presented by the parallel fold mountains of the Outeniqua, Kammanassie, and the Groot Swartberg that cut through the region from east to west.

#### 2.3.1 N2 National Route

The N2 is the major national route that connects the Cape Town Metropolitan area and the Nelson Mandela Metropolitan area (Port Elizabeth) passing through the Southern Cape. While this route is important in bringing economic activity to the small towns, particularly those that have not been bypassed, the alignment is problematic along the coastal plain between Mossel Bay and Plettenberg Bay. The narrow coastal plain, sandwiched between the Outeniquas and the coast, provides limited opportunities for alternative route alignments. This has resulted in conflict points through the towns of Mossel Bay, George, Sedgefield, Knysna and Plettenberg Bay.

Some years ago an alternative alignment for this route was identified and expropriated. However, this route will create a number of environmentally unacceptable situations should it be developed, particularly between George and Sedgefield, across the lagoon at Knysna and in the hills behind Plettenberg Bay. A particular area of contention is the proposed crossing of the Bitou and Keurbooms Rivers. There is a further issue in that, near Knysna, there are squatters on that part of the expropriated road reserve that is acceptable from environmental aspects and which would be developed should the remainder of the proposals go ahead. There is also a bridge on the N2 requiring urgent upgrading crossing the Touw River near Sedgefield.

An alternative route has been proposed that may have the potential to address many of these issues (Rootis Route : 1999). A socio-economic and environmental impact study is required to assess the implications of this proposal.

#### 2.3.2 Rural Roads

The District Municipality's Roads Department is responsible for the maintenance of approximately 6900 km of roads in the region, excluding the N2 and the mountain passes. The Department acts as an agent for the Provincial Department of Transport.

There are major concerns about the quality of these roads, particularly in the fruit growing areas where poor road conditions can lead to the damaging of deciduous fruit. Twelve sections of the road, either serving the farming areas or serving tourist opportunities, that require urgent upgrading, have been identified, see Figure 2.4.

There is also a concern that, should a toll system be imposed on the N2, the N9 through the Langkloof, would have to be substantially upgraded to handle the additional traffic that might get displaced from the N2.

#### 2.3.3 Public Transport

- Existing services

No comprehensive information on existing public transport services, people and freight is available. However, George, particularly due to its regional offices of government departments, would appear to act as the hub of commuter-based traffic. There also appears to be considerable movement between the four main coastal towns and Oudtshoorn.

- Road

Road services include:

- dedicated school buses
- mini-bus taxis
- freight

- Rail

- Steam passenger (mainly tourist) and limited freight between Knysna and George.
- Diesel tourist train between Oudtshoorn and George.

#### 2.3.4 Town and Village Plans and Layouts

The towns and villages in GRKK strongly reflect the influence of apartheid and low density, private transport biased urban planning in their layout patterns and travel distances. This is leading to parking problems and traffic congestion which will worsen if the current patterns are not changed.

## 2. PHASE ONE : ANALYSIS

### 2.3.5 Implications

Although there is extremely comprehensive information on the state of the provincial roads system, neither the national route and mountain pass network nor the public transport services are included in a comprehensive transport plan for the region.

A transportation master plan closely linked to the spatial development framework is required.

The socio-economic study of the Rootis Route alternative alignment should be conducted as soon as possible.

## 2. PHASE ONE : ANALYSIS

### 2.4 INFRASTRUCTURE

Statistical information in this section is drawn from the 1996 Census. This has been used to create an information framework into which up-to-date information can be inserted once it becomes available from the 'B' Municipalities.

#### 2.4.1 Water

The majority of households in the region have access to water within their dwelling. Figure 2.5 indicates those households that do not have access to water at all. According to the 1996 Census approximately 14 300 households relied on public taps, tankers, boreholes, natural sources, other and unspecified sources of water, see Figure 2.5. If a norm of every household having a tap either on the plot on which they live or in their dwelling is accepted, then Knysna was the worst off in this regard with even more households than George requiring water connections.

At the regional level there are a number of settlements experiencing water supply problems including Witsands, Stilbaai, Albertinia, Herbertsdale, Heroldsbay, Pacaltsdorp, Wilderness, Buffels Bay, Brenton on Sea, Knysna, Plettenberg Bay and Wittedrif.

Plettenberg Bay, Sedgefield and Riversdale are also experiencing seasonal water problems, mainly at Christmas.

#### 2.4.2 Water Borne Sanitation

This section examines the number of households without access to water borne sanitation.

However, while this indicator can be used as an indication of sanitation needs it does not necessarily follow that water borne sanitation is the most appropriate solution.

Approximately 22 300 households in the region do not have access to water borne sanitation. Approximately 10 000 households use pit latrines, another 5700 are on the bucket system and 6000 households have no sanitation whatsoever (Census 1996). This is a particular problem for farm labourers.

It is likely that the major housing and infrastructure projects of the last 5 years significantly could have improved this situation.

Water borne sewerage is an extremely expensive form of sanitation requiring pipe networks and high maintenance sewage treatment plants. In recent years a number

of dry toilet systems that do not require reticulation have been developed and these options should be investigated.

#### 2.4.3 Stormwater

Stormwater management appears to be a local problem only. Settlements like Haarlem and Uniondale have reported isolated problem areas. At the regional level stormwater management is an issue because of the cumulative effect of urban development on rivers and water quality as catchments are hardened.

Further evidence of stormwater problems may be described in the "B" Municipal reports.

#### 2.4.4 Electricity

Electricity is an important input for development because of the lighting and power opportunities that it brings. It is essential for a country or region to join the knowledge economy as it supplies energy for computers. The region, as is the case in most of the country, has a well-developed electricity grid which can supply all the power that the region as a whole requires (CSIR, 1999).

However, there appears to be a significant portion of households without access to electricity, 19 000 households (Demarcation Board : 1999). These households mainly rely on candles and paraffin for their energy requirements as well as wood for fuel. There has been a major drive by Eskom to provide electricity services to low income households. However, the momentum of this campaign is slowing as it is found that newly electrified households are consuming far less power than initially expected.

#### 2.4.5 Telecoms and computers

The second major infrastructural component for the knowledge economy is access to telephone services. Telephones should be installed within the dwelling for internet access. In this regard the District faces its worst situation. There are 64 500 households without telephone supply to their dwelling in the region (Demarcation Board : 1999). This does not mean that these households are entirely without telephone access as approximately 27 500 of them have access to the public telephone. Evidence from informal settlements and the income environments is that a number of people are also using cellphones. In keeping with the trend to providing infrastructure without expensive reticulation systems, cellphones would seem to be a logical direction for telecommunications.

## 2. PHASE ONE : ANALYSIS

### 2.4.6 Solid Waste Removal

Refuse waste removal is a particular issue particularly in the Southern Cape. There has been a major need for a regional tip site, for which locations were investigated for a number of years. Currently, tip sites at Heidelberg, George, Knysna and Plettenberg Bay are operating at maximum capacity (CSIR : 1999). There is clearly a need for a different technology and paradigm shift with regards to refuse removal. There is also concern about the transport practicality of a single large tip site at Mossel Bay. For example, recycling should be thoroughly investigated.

There is a significant number of households without access to refuse removal. Approximately 22 000 households rely on refuse removal from sources other than the municipality (Demarcation Board : 1999). Almost 15 000 households are making their own arrangements for refuse removal. This could well be creating major environmental and health problems. Refuse removal problems are by far the worst in Knysna. There are also major problems in the Langeberg, Kannaland, Mossel Bay, Oudtshoorn, George and Uniondale areas. Plettenberg Bay appears to be the best off in this regard.

### 2.4.7 Implications

- ∃ A status quo report of access to infrastructure should be compiled once the information is available from the 'B' Municipalities.
- ∃ A regional waste site is required.
- ∃ Alternative forms of sanitation should be investigated.

## 2. PHASE ONE : ANALYSIS

### 2.5 LAND AND BUILT ENVIRONMENT

This section examines the impacts of regional landuse and human settlements on the landscape and natural environment of the District Municipality. Figure 2.6 illustrates the broad landuse pattern. A study is required that links this pattern to agricultural output (Rs) and employment creation.

To date spatial frameworks have been completed for Mossel Bay (GRKK : 2001) and George, Knysna and Plettenberg Bay (GRKK : 2002). More detailed plans are currently being prepared by the 'B' Municipality.

#### 2.5.1 Rural Areas

The planning of the rural areas of these municipalities has followed bio-regional planning principles and in general can be supported, see Figure 2.6. These largely conform to the steep slopes of mountains and existing conservation areas, state forests and proclaimed nature reserves. Between the conservation buffer zones and the urban areas transition zones have been identified. These mainly contain intensive, cultivation and extensive "grazing" agricultural areas.

The nature of agricultural buildings in these areas is of concern, particularly in the scenic river valleys of the Garden /Route Coastal Plain and the Langkloof.

#### 2.5.2 Land Reform and Restitution

The National Government places a major emphasis in on land restitution and reform. The restitution programmes concentrate on reparations, either by returning land or financial compensation to former owners, and in some cases, tenants.

The reform programmes have as their broad goal to hand over through legal transfer 15% of the total agricultural land area. (Details to be checked with DLA.) In GRKK's case this would amount to 1765.8 km<sup>2</sup> (176 580 has). Although this is a substantial land area, there are exciting possibilities regarding small-scale farming and employment generation.

#### 2.5.3 Villages and Towns

The management of growth in the towns and villages in the region requires extreme care if they are to become assets rather than liabilities in the overall environmental and development context. Figure 2.7 shows the regional spatial plans. In general, there are two aspects to the issues and planning of these "B" municipalities.

Firstly, although the planning completed to date does not address the settlements in any great detail, there are a number of concerns about the proposals at this scale. If the areas identified as "urban buffers" are scrutinized closely, it would seem they could be interpreted as recipes for large scale urban sprawl. For example, approximately 2000 hectares around Mossel Bay town between the MOSSGAS industrial area and the existing town falls into this category although a need for only 150 hectares of land for development has been identified (GRKK : 2001). Similar concerns apply to George, Wilderness, Sedgefield, Knysna and Plettenberg Bay.

Secondly, little attention is given to the need for the restructuring required within the existing settlements. For example, most of these towns have been developed to low densities (Mossel Bay 16du/ha gross, George 5 – 15 du/ha gross, Knysna ....., Plettenberg Bay .....).

It is increasingly recognized around the world that, if urban settlements are to be sustainable, they must be compact, convenient to travel around, provide good opportunities for business and create sufficient support for viable community facilities. None of these can be achieved with low-density urban settlements because everybody simply lives too far from one another.

A third issue is that many of these towns have large areas of internal undeveloped vacant land that should provide opportunities for densification, infill housing and commercial / industrial development. These opportunities need to be thoroughly pursued before more land is developed on the urban edge of these settlements.

#### 2.5.4 Urban Quality

The quality of development is important to the overall attractiveness of the region. Much recent development is considered to have a negative impact on the appearance of the region in both high and low income development.

#### 2.5.5 Pedestrian safety and traffic conflict

The N2 cuts through all of these settlements. It is of particular concern that residential development is indicated on both sides of the N2 alignment in all cases. In Plettenberg Bay's situation, if the preferred alignment (Rooties Route) is followed to the north this issue will not occur. However, it will be a problem in the other centers. George, for example, has had to impose an 80km speed limit on the N2 where it passes through the town due to the pedestrian deaths that have occurred. This is neither efficient transport nor urban planning.

## 2. PHASE ONE : ANALYSIS

### 2.5.6 Scenic Routes

Scenic routes will be an important aspect of the tourism opportunities in the areas. Only one scenic route has been identified in the Mossel Bay town plan. Many more exist though.

### 2.5.7 Implications

The cumulative impact of the various urban planning proposals should be assessed. This review should also address those areas for which spatial development plans have not been completed.

It should also establish a set of parameters relating to urban indicators such as:

- ☐ Demarcating the urban edge
- ☐ Gross dwelling unit densities
- ☐ Average travel trip lengths

that can be used to benchmark all urban planning proposals.

**Note:**All figures and percentages in this section apply to former Southern Cape only.

## 2. PHASE ONE : ANALYSIS

### 2.6 EMPLOYMENT SECTORS

GRKK has decided that its economic analysis should be driven primarily by concerns about employment creation rather than gross regional product or revenue. This is in contrast to most economic analyses which are primarily concerned about shareholders' financial returns. Table 2.1 shows the various economic sectors by gross regional product and employment.

SECTOR	GROSS REGIONAL PRODUCT		EMPLOYMENT	
	R'000	%	No.	%
Agriculture, forestry, fishing	278 917	9.4	13 200	10.1
Mining	17 927	0.6	4 500	3.4
Manufacturing	397 271	13.4	18 560	14.2
Construction and repairs	269 539	9.2	20 000	15.3
Electricity and water	125 379	4.2	740	0.57
Trade	378 483	12.8	9 100	7.0
Tourism	254 481	8.7	11 200	8.6
Transport, communication	195 964	6.6	6 100	4.7
Financial and business services	458 453	15.5	7 600	5.8
Government and community services, social and personal services	578 277	19.6	22 800	17.5
Survival self-employment and unemployment	(14 773)		17 375	13.3
<b>Total GRP</b>	<b>2 954 691</b>	<b>100</b>	<b>131 175</b>	<b>100</b>

(source: Wesgro, 1998a)

**Table 2.1: Contribution per Economic Sector in terms of GGP and Employment for 1998**

It should be noted that this work has been completed for the former Southern Cape District Council which included a portion of Kannaland. This work should be updated and extended to include the remainder of the Klein Karoo.

If GRKK's population is growing by about 6400 people per annum (32000 / 5 years) approximately 2400 jobs per annum are required (assume 37% economically active). If existing unemployment is to be eradicated then an extra 5400 jobs should be added to this total, i.e. 7800 jobs per annum are required. This figure should be verified and could be used as a key performance indicator.

The following points summarise the main issues of the employment generation sectors.

#### 2.6.1 Agriculture

- ⊘ Susceptible to international agricultural commodity prices.
- ⊘ Vulnerable to changes in manufacturing sector, e.g. recent closing of 2 out of 3 canning factories in George drastically reduced demand for fruit supplies.
- ⊘ Major contributors:
  - Vegetables

- Crops
- Dairy
- Fruit
- Livestock and wool
- Other products
- ⊘ Provides 10.1% of employment in former Southern Cape.
- ⊘ Employment is likely to be declining at 10% per annum although Gross Regional Product (94%) is likely to increase, particularly in rand terms (pers comm. Uniondale Farmers).
- ⊘ Capital intensification in agriculture is a trend. For example, many of the packaging plants can be converted to run with very few staff.
- ⊘ Natural environment section revealed underlying resource base, soil fertility and availability, likely to be declining due to mono-cropping and erosion unless stopped.
- ⊘ Agricultural labourers appear least skilled and lowest paid therefore extremely vulnerable if laid off.
- ⊘ Similar trends are being experienced in forestry and fishing.

#### 2.6.2 Forestry

- ⊘ Important component of GRKK economy.
- ⊘ Demand for timber products growing and employment is increasing.
- ⊘ Restructuring of SAFCOL and transformation of industry will have implications for employment and manufacturing.
- ⊘ Important raw material for secondary timber and furniture manufacturing industries, e.g. in Uniondale as well as in George.
- ⊘ Introduction of economic cluster concept holds promising potential for the industry in the future.

#### 2.6.3 Fishing

- Important coastal employment provider.
- Current controversies around quotas bode ill for employment.
- Mossel Bay third largest fishing harbour in South Africa (CSIR, 1999).

#### 2.6.4 Mining

- Other than quarrying mining contributes very little to the region's economy.
- Albertinia and Heidelberg are important mining centers (no details given: CSIR, 1999).

#### 2.6.5 Construction

- 9,2% contribution to GRP (CSIR, 1999)
- 15.3% contribution to employment (largest contributor after government – no details given: CSIR, 1999).

## 2. PHASE TWO\_ STRATEGIES AND DEVELOPMENT PRIORITIES

## 2. PHASE ONE : ANALYSIS

### 2.6.6 Transport

- 6.6% contribution to GRP.
- 4.7% contribution to employment (no details given: CSIR, 1999).

### 2.6.7 Manufacturing

- third biggest contributor to employment – 14.2% (CSIR, 1999).
- contributes 13.4% of GRP
- concentrated in George, Mossel Bay and Knysna
- predominantly agri-processing
- employment is vulnerable as factories either downscale or close, e.g. Thesens timber in Knysna December 2001 laid off approximately 1000 workers.
- major industries include:
  - MOSSGAS and fishing processing – Mossel Bay
  - Vegetable processing – George
  - Dairy processing – Mossel Bay and George
- George is well diversified and also includes hops processing, timber, metal, clothing, electrical goods, meat and leather industries.

### 2.6.8 Trade and Retail

- Contributes 13% to GRP and 9% to the labour force (CSIR, 1999).
- Sector has grown rapidly since 1980 mainly by people relocating to sub-region and increase in tourism.
- Sector is strongest in Mossel Bay, George, Knysna and Plettenberg Bay.

### 2.6.9 Tourism

- Considered most important growth sector in regional economy.
- Currently contributing 8.7% of GRP and 8.6% of jobs, but these percentages are likely to continue growing rapidly.
- In 1997, 154 000 overseas visitors to South Cape – 25% increase over previous year.
- Knysna has benefitted the most. This is likely to be the result of a combination of:
  - Scenery
  - Surviving urban quality
  - Tourist orientated attitudes of people, staff and businesses

### 2.6.10 Finance and Services

Information awaited

### 2.6.11 Government

Information awaited

### 2.6.12 Informal Sector/ Local Economic Development

Information awaited

### 2.6.13 Implications

- The CSIR report 1999 provided a useful overview of the regional economy.
- Unfortunately this was confined to the boundaries of the former Southern Cape and omitted part of Kannaland, Oudtshoorn and Uniondale DMA.
- This also identified the following employment growth sectors:
  - tourism
  - trade and retail
  - financial services
  - informal sector
- In 1999 as part of their economic growth strategy Council identified the following growth sectors:
  - agriculture
  - forestry
  - manufacturing:
    - petro-chemical
    - hi-tech
  - tourism

By applying the cluster concept the declining trends in some of the sectors has been reversed. For example, there has been growth in both the forestry and manufacturing sectors through encouraging downstream industries such as furniture manufacture.

- An economic overview is required that completes the gaps in the Klein Karoo and identifies the appropriate support to the various economic sectors depending on their existing and future potential.
- Survival employment in the informal sector is steadily increasing. Public and private sector job creation and procurement policies could play an effective role by actively sourcing their procurement requirements from informal sector and local SMMEs as much as possible.

## 2. PHASE ONE : ANALYSIS

### 2.7 PUBLIC FINANCES

As soon as all the information is received from the Government Departments and Local Authorities the funding available for the region will be completed.

#### 2.7.1 District Municipality

Table 2.2 represents an attempt to summarise funding availability in the district. From the surplus of income over expenditure ± R14m will be available for spending on IDP projects. However, PA:WC may transfer its health services to the District Municipality. As there is a possibility that this mandate will be unfunded R7m may have to be removed from IDP funding.

The District Municipality will only be in a position to estimate its 5 year expenditure program when it has assessed the funding requirements of the 'B' municipalities.

#### 2.7.2 National and Provincial Government Departments

It is intended to meet with the national and provincial line departments and the parastatals to establish their funding in the region during the 2002 / 2003 period. These funds will then be integrated into the 2002 / 2003 IDP review.

- National
  - Department of Land Affairs
  - Department of Agriculture
  - South African National Parks
  - South African National Roads Agency
  - Department of Trade and Industry
- Provincial
  - Department of Education
  - Department of Economic Development (WESGRO)
  - Department of Transport (N Angel – DM)
  - Western Cape Nature Conservation Board
  - Department of Health
- Parastatals
  - Telkom
  - Eskom
  - Industrial Development Corporation

### BUDGET SUMMARY (EDEN) For 2003 Financial Year (July 2002 – June 2003)

	Income	Expenditure
Art 14		
(a) health, crime, LED	R4m	R6m
(b) levies	R36m	R12m
(c) rates	R8m	R16m
TOTAL	R48m	R34m
<b>SURPLUS</b>	+R14m	*
Roads (ex N2 + passes) PAWC	R42m	R42m
CMIP (R14m tot. bal 03/04)	R6.2m	
* May reduce by R7m if PAWC health transferred without funding		

Table 2.2: GRKK Funding Availability

**PHASE TWO :**  
**STRATEGIES AND**  
**DEVELOPMENT PRIORITIES**

### 3. PHASE TWO: STRATEGIES AND DEVELOPMENT PRIORITIES

#### 3.1 DEVELOPMENT PRIORITIES

##### 3.1.1 Vision

“We the people of the Garden Route Klein Karoo region acknowledge that we are the custodians of the natural attributes of the region and collectively pledge to achieve sustained prosperity, safety and equity for the whole region and all its citizens through the active promotion of clean industries and environmentally-friendly activities “

The core values underlying the Vision :

- A safe , secure and clean environment ;
- Natural beauty and habitat diversity ;
- Unique cultural diversity of the people ;
- Healthy natural and social climate ; and
- Recreation potential diversity.

##### 3.1.2 Strategic Framework for Policy Formulation

- To establish the Western Cape government as caring and representative, providing quality, equitable and accessible services to all its people.
- To orientate government toward the poor by ensuring basic services, an indigent policy, a safety net and a caring budget.
- To fight HIV/AIDS and other diseases in a co-ordinated and comprehensive manner which includes the provision of anti-retroviral drugs, lifestyle intervention and sustained action against poverty.
- To deracialise and integrate all state financed institutions in a responsible manner to maintain stability and good order.
- To develop the capacity of local government to ensure the rapid and comprehensive implementation of integrated development programmes (IDP) and free basic services.
- To stimulate economic growth – both in the traditional and emerging sectors – with appropriate infrastructural development, and to the benefit of all through, amongst others, procurement reform.
- To focus on agriculture and tourism towards rural development so that all inhabitants can live harmoniously and in safety.
- To promote policies which will maintain a healthy balance between protecting the environment and developing the economy.
- To contain and eradicate crime through good intergovernmental co-operation so that the Western Cape can be a safe and secure home, especially for its women and children.
- To nurture our diversity and promote our various cultures, religions and languages to become the source of our unity and strength.

##### 3.1.3 Key Performance Areas

- Balanced development in region
- Economic and local economic development / tourism
- Infrastructure : Roads and basic services
- Community safety
- Environmental management
- Human resource development, transformation and creation of career opportunities for women
- Health care and education
- Emergency services
- Development of an effective local government
- Effective and efficient financial and administrative support system
- Public transport system
- Rural development with special emphasis on agricultural development and housing

##### 3.1.4 Towards a Decisions Making Framework

- **Balanced development in region**
  - \* Densification of towns must be promoted and urban sprawl discouraged
  - \* Cooperation of all roleplayers is needed in order to formulate a settlement strategy for the region
  - \* Implementation of bio-regional principles need a joint approach between all role players concerned
  - \* Combined and shared management information is needed regarding informal settlements and living patterns on farms
- **Economic and local economic development / tourism**
  - \* Establishment of Article 21 company currently in process
  - \* Promotion and development of priority sectors must continue
  - \* Formulate economic and tourism strategy in collaboration with local governments, business, tourism and all other relevant role players

### 3. PHASE TWO: STRATEGIES AND DEVELOPMENT PRIORITIES

#### Article 21 Company

- \* Continuation of DM involvement with tourism and economic development
- \* Promotion of public private sector partnerships
- \* DM must be member of board of directors of Article 21
- \* Company apply for funding from DM as part of DM priority funding
- \* Finance and planning input currently from DM to set up Article 21 Company
- \* Structure of Board of Directors focus on organized structures and groups

#### Promotion and development of priority sectors

- \* Continued support to the following sectors: tourism; petrochemical; high level technology; agriculture and forestry
- \* Revision of above sectors can take place if and when needed
- \* Focus on (a) maintaining of existing businesses (b) relocation of businesses and (c) establishment of new businesses

#### Tourism and economic development strategy

- \* Article 21 company must formulate strategy in collaboration with all relevant role players concerned.
- \* Functions of Article 21 company could include trade promotion; facilitation; advice; creation of marketing channels etc.
- \* Function especially as investment promoting office
- \* Focus on development and marketing
- \* Focus on entrepreneur's development

#### • Infrastructure: roads and basic services

- \* Level of service must be affordable to clients and District Municipality
- \* Roads maintenance must be linked to job creation where possible
- \* Ring roads around towns needed for heavy vehicles. Investigation is needed regarding feasibility and impact
- \* Weighbridge needed to address problem of overloading on vehicles
- \* Alternative methods to finance road infrastructure needed
- \* Future developments regarding N2 need to be taken into consideration

#### • Community safety

- \* Pro active approached with link between development projects and crime prevention. Save environment link with job creation
- \* Establishment of management center as operational model

#### Job creation

- \* Provision of jobs to youth when they finish grade 12, on temporary basis
- \* Functions could include observing, communication and reporting
- \* Information service for tourists could be made available at same time
- \* Training programmes needed for youth to accumulate recognized credits to help them building a career
- \* Trial run in DMA is recommended
- \* Promotion and extension of model to other local authorities once it proof itself.

#### Management Center

- \* Crime analysis to the advantage of all involved in fighting crime
- \* Analysis is needed on issues such as types and causes of crimes, alternative solutions to crime fighting
- \* Recommendations regarding crime prevention
- \* Establishment of safety rules in communities
- \* Cooperation with SAPD and other role players
- \* Formulation of communication plan in order to inform all role-players

#### • Environmental management

- \* Joint strategy is needed between all relevant role players to protect, develop and managed the environment
- \* More emphasis is needed regarding water management
- \* Pollution must be prevented within the framework of a clear strategy

#### • Human resources development and transformation

- \* Accessibility to databases must be promoted that all local authorities can use
- \* Pro active identification and development of potential of staff
- \* Equal opportunity supported by policy and procedure
- \* Management of change must be done in pro-active way

### 3. PHASE TWO: STRATEGIES AND DEVELOPMENT PRIORITIES

- \* Development of organizational structure that can support IDP implementation
- \* Internal and external communication plan needed
- **Health care and education**
  - \* Subsidies not enough to cover costs of health care
  - \* Different alternatives must be considered to cover costs of health care
  - \* Basic approach to deliver primary health care at the lowest level close to the people as possible
  - \* Regional dumping site is needed backed by policy of re-use and re-cycling
  - \* Public private partnerships is needed in management of dumping site
- **Emergency services**
  - \* Disaster management center must be able to react pro- actively
  - \* Coordination needed between all role players in order to provide integrated service
  - \* Fire brigade must be supported by Fire Protection Associations
  - \* Establishment of self care units for emergencies
  - \* Analysis of community and municipality vulnerability
  - \* Extension of fire brigade service
- **Development of an effective local government**
  - \* Client service and public participation continued process
  - \* Capacity building and empowerment of Councilors
  - \* Utilization of Information Technology and Website
  - \* Information workshops for Councilors when needed
  - \* Partnership approach between Council and community
- **Effective and efficient financial and administrative support system**
  - \* Maximizing of taxes to ensure everybody liable do pay
  - \* Implementation of credit control policy
  - \* Effective structures and systems in place to support functioning of municipality
  - \* Clear procedures and policy to support functioning of municipality
  - \* Promotion of payment culture amongst clients
  - \* Promotion of system that allows for sharing of relevant financial information between local authorities
  - \* Impact of implementation of Gamap financial system must be taken into consideration

- **Public transport system**

- \* Infrastructure must support public transport system
- \* Implications and feasibility of DM becoming a transport authority must be investigated
- \* Roads must become part of transport authority functions with sufficient funding
- \* Services of current taxi service under utilized outside peak periods
- \* Strategy is needed to promote public transport
- \* Conflict between different role players involved in public transport

- **Rural development with special emphasis on agriculture development and housing**

- \* Housing in Uniondale linked to the availability of sufficient water sources
- \* Housing development must be supported by economic development
- \* Funding for ablution facilities and electricity on farms must be considered
- \* Funding for top infrastructure in order to use subsidy for better top structure
- \* Sustainable development of agriculture and forestry sectors
- \* Implementation of indigent / compassionate policy

- **Functioning of Region**

- \* Co operative government must be promoted between local authorities in region
- \* Principles of economy of scale must be implemented
- \* Structure and functioning of District Advice Forum must be reviewed
- \* Impact of other government departments need better coordination and integration
- \* Allocation of priority funding based on strategic priorities of region
- \* Evaluation and monitoring system based on project management system
- \* Principle of subsidiarity – keep self-help close to the community

### 3. PHASE TWO: STRATEGIES AND DEVELOPMENT PRIORITIES

#### 3.2 SPATIAL STRATEGIES

The previous section revealed a number of major issues facing the region. At the macro-level these can be summarized as:

- Urban-rural migration
- Unemployment
- Illiteracy

An unevenness is apparent with some parts of the region becoming increasingly better off than others. Although the larger centres appear to offer the greatest opportunities, within themselves there are increasing imbalances. For example, although levels of education appear to be higher in George and Knysna, there is also high levels of unemployment. This situation is worsening as manufacturing, formerly a major component of their local economies, continues to shed jobs. However, notwithstanding the growing unemployment these centres continue to attract migrants. The main reasons for this are:

- Urban incomes are much higher than rural incomes. Thus, even partial urban employment can yield a greater income than a full-time rural job. The greater the difference in urban rural incomes the higher unemployment levels can be in towns before potential migrants are put off.  
For example, if rural wages are R50/week on a farm and R50/day in the town, a person only has to work for 2 days a week to be twice as well off as he/she was in the rural area. (Obviously the costs of living are also higher in the urban areas but this difference is not sufficient to make migrants stay away.)
- Urban job creation in the 1970s (manufacturing) and in the 1980s-1990s (tourism, financial services, knowledge economy) creates expectations of jobs, particularly for rural people with improved education that does not equip them for opportunities in the rural areas, see below;
- “Modern” sector orientated education – i.e. training to work in an office rather than for self-employment or rural/agricultural/tourism development.

##### 3.2.1 Unbalanced Growth

Two spatial strategy options can be identified: the first, which describes the current situation, can be described as “Unbalanced Growth”.

For example, current global and national economic trends promote:

- ∃ Increasing economic growth as a priority before job creation;
- ∃ Widening access to the “modern” education system, which produces good office workers for those that can get this diminishing form of employment, but does not necessarily assist people to work in the rural, agricultural, tourism or self-employment sectors;

- ∃ Commercial/large scale approaches to business, agriculture, industry, construction, etc.
- ∃ An increase in a well-educated but unemployed/ underemployed/ unemployable work force.

Spatially this will result in the continuing trend of declining employment in the rural areas and demand for land, housing and jobs in the towns and villages, see Figure 3.1. If these demands are not met then increased crime, lawlessness and ill-health will continue to grow in the towns and villages. As the situational analysis has shown, see section 2, these trends are already well entrenched in the region.

It is these trends that have resulted in South Africa’s well known jobless growth and which is occurring in Eden as well.

Therefore, it can be assumed that the absence of a strategic change in direction could actually continue the unbalanced growth already being experienced.

A further problem is imbalance between regions. If the southern cape region successfully meets its demands ahead of adjoining regions then they will attract migrant populations on a temporary or a permanent basis. There is evidence that this is already happening from the eastern cape.

### 3. PHASE TWO: STRATEGIES AND DEVELOPMENT PRIORITIES

#### 3.2.2 Comprehensive Employment Spatial Strategy

It will be seen that this strategy is closely aligned with the components of the vision statement of the Representative Forum and Steering Committee, see Section 3.1.

##### ☐ **Create an appropriate urban/rural economic balance;**

This requires strengthening economic activities in the rural areas. It requires an integrated approach to rural development. For example, land resettlement schemes should be planned and designed in conjunction with supporting infrastructure, community and government facilities, public transport interchanges and retail and market infrastructure. If necessary some of these activities could be provided on a periodic or temporary basis. Spatially this requires that locations for small urban decentralized centres be identified. There are already a number of villages and hamlets in the region that could provide a nucleus for such service centers, see Figure 3.2.

The proposed employment support center in Uniondale is a good example of a project that strives to create this balance. (Uniondale IDP and SDF: in press) This project also addresses the following point.

##### ☐ **Spread small scale agriculture and industry in rural areas;**

This entails reinforcing existing and creating new SMMEs in the rural areas. There are already a number of these in the region but in some cases they lack managerial and entrepreneurial or marketing and advertising support. CASE STUDY : ROOIRIVIER

This can occur through the following:

- direct government investment and procurement – public works programs (e.g. rural road upgrading, land reform and restitution projects, purchasing uniforms and protective clothing from sewing groups.)
- incentives – e.g. discount rents in informal markets, offer rates rebates to entrepreneurs;
- income redistribution – B.I.G. stimulate demand of poor people – attracts more labour intensive, locally produced products than rich market

##### ☐ **Eliminate subsidies that distort urban/rural wage gap**

These include high minimum wage rates in industry, low wage rates in agriculture, relatively low capital costs (although depreciation in rand will dampen this effect) and capital depreciation allowances.

While these are beyond the District Municipality's direct control they have a major impact on the economic and spatial issues that "C" and "B" municipalities have to deal with at the local level. Council could lobby the relevant levels of government together with other powerful forums such as SALGA and Chambers of Commerce. Government may be sympathetic with regard to raising rural minimum wages – although this will also have a backlash on rural employment – and reducing capital depreciation allowances as this will raise more revenue. However, both these measures could negatively affect SA agriculture's international competitiveness if these measures are applied in export orientated agricultural sectors.

##### • **Prioritise labour intensive technologies**

Wherever possible labour intensive technologies should be chosen over the use of machinery and plant. This can occur in small scale labour intensive rural and urban enterprises such as:

- Agricultural projects;
- Food;
- Crafts;
- Clothes;
- Tourism
- Road making;
- Irrigation;
- Health; and
- Appropriate education

##### • **Modify link between education and unemployment.**

In particular this entails modifying education toward entrepreneurial and rural development needs. For example:

- labour intensive small scale agriculture (often shown to be more efficient than large scale commercial agriculture)
- tourism training;
- small scale industry
- information technology
- entrepreneurial development

Research elsewhere has shown that this approach to education can address problems such as excessive high school drop out rates even when education is free. This happens because the opportunity cost of remaining in school to be educated in a way that does not necessarily guarantee a job – the current situation in South Africa today for most school leavers – is too high for many poor families, even if education is provided free. Poor families either have to hire services to overcome the absence of the person in school or go without (Todaro:1984).

### 3. PHASE TWO: STRATEGIES AND DEVELOPMENT PRIORITIES

Education programs that local government could engage in include:

- family improvement education – family life skills – alcoholism, child and women abuse;
- community improvement education – institution building,- sports, worship – environment – health – savings - child welfare;
- occupational education – (literacy training – township MBA)

The District Municipality together with the “B” Municipalities could become directly involved in a number of these activities and lobby central government on others beyond its direct control.

#### ≡ Engage with surrounding regions

If the southern cape is not to become a victim of its own success by attracting migrants to the extent that it cannot keep up with its housing and employment backlogs then it will have to negotiate with its neighbouring regions and possibly national government to see how to spread development efforts into the Eastern Cape. This should only be done after a demographic study showing the origins of the Southern Cape's rapid growth has been completed.

### 3. PHASE TWO: STRATEGIES AND DEVELOPMENT PRIORITIES

#### 3.3 CONSERVATION STRATEGY

A macro-strategy which is considered a pre-requisite for successful development of Eden is conservation, primarily of the natural environment, but also of the built. This is fundamental to the future success of Eden as it transforms from an agricultural and manufacturing economy to tourism and services. Eden is fortunate in that it is so well endowed with tourism attributes.

There are three main elements to this strategy:

- **Mega parks and nature reserves**

The Western Cape Nature Conservation Board (WCNCB) and South African National Parks (SANP) have planned massive parks that, when implemented, will make a considerable contribution to the vision of Garden Route Klein Karoo as a Garden of Eden, see Figure 3.3.

These parks will be non-traditional in the sense that they will have large urban settlements within their boundaries. A key issue is that urban development within such parks must be subject to much greater constraints than it would be elsewhere. This would be in accordance with the majority of opinions of how development should be controlled in GRKK with regards to visual impact and attractiveness to tourism. They should enjoy the greatest level of support possible.

- **Core buffer and transitional zones**

The sub-regional spatial frameworks for Mossel Bay, George, Knysna and Plettenberg Bay incorporate elements of biosphere planning principles in their proposals. The proposed core and core transitional areas should be supported in principle although the conditions attached to them should be carefully scrutinized to avoid this policy being weakened. Their possible impact on the agricultural resource base should also be investigated.

- **Urban conservation, densification, restructuring and the urban edge**

The Sustainable Cities Program of HABITAT (ref....) recognizes that urban settlements create the greatest impact on the natural environment. Furthermore, inefficiencies in their layout and form can cause negative impacts on their inhabitants in terms of traveling distances, environmental health and the ability to earn a living.

Strict guidelines must govern the future development of the towns and villages within the region, particularly those that will fall within the proposed mega park boundaries

and the towns of Mossel Bay, George, Knysna and Plettenberg Bay located within the popular, scenic and fertile but narrow and congested coastal plain.

If the growth of these towns is not carefully controlled the area could easily merge into a continuous linear city of over a million people in 20 to 30 years time at their current growth rates.

The following areas require focused attention:

- urban conservation and building guidelines – particularly in areas of visual sensitivity;
- densification – most of the towns have been built to low densities with large plots and there is much vacant land within the built up areas;
- restructuring – hand in hand with densification is the need to restructure the layouts of the towns and villages to make them convenient for public transport, create markets for businesses, ensure support of community facilities and protect natural environment assets such as nature parks and river corridors;
- urban edges – strict limits to development must be put in place to encourage densification and prevent urban sprawl.

#### 3.4 PRIORITISATION FRAMEWORK

Although the development priorities provide a general idea of the issues considered most important by the public, officials and legislation they are not adequate for the prioritization necessary to decide which project should be chosen before another.

This is because of the complex web of interrelationships between different urban activities, see Figure 3.4.

A Prioritisation Framework is required that reflects Council's priorities as well as where public money can be most effectively used.

Figure 3.4 shows the traditional approach used in the past by organizations such as the Western Cape Provincial Administration when allocating funds for housing and infrastructure projects. It is based on Maslow's hierarchy of needs, see Figure 3.4.

### 3. PHASE TWO: STRATEGIES AND DEVELOPMENT PRIORITIES

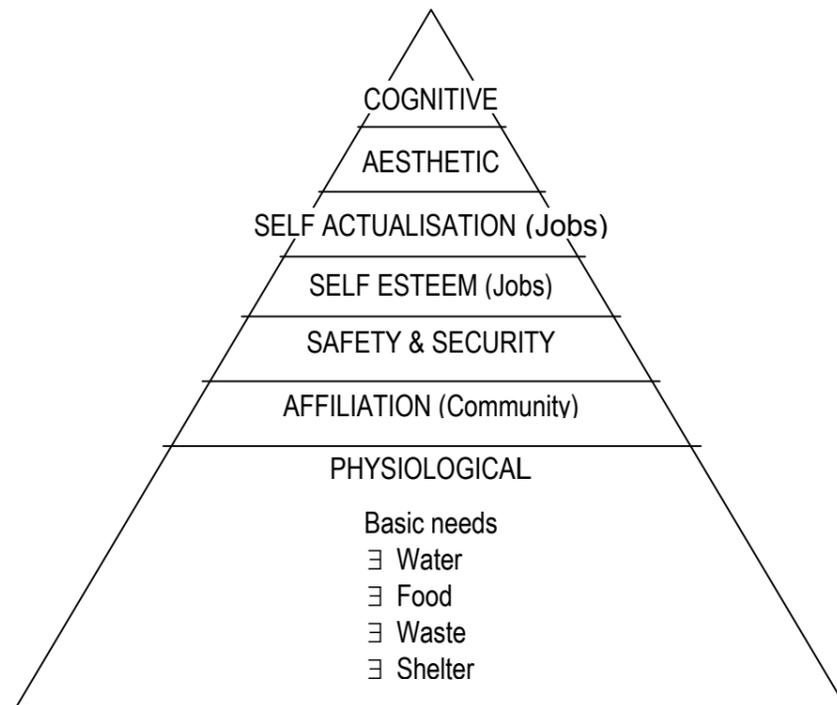


Figure 3.4: Maslow's Hierarchy of Needs

This approach prioritises basic needs such as the provision of infrastructure, housing and health facilities and to a lesser extent basic education. There has been little emphasis on employment creation and need for skills to participate in the changing economy. Nor did this approach integrate primary resource issues such as preservation of the environment, preservation of high quality scenic environments, prevention of urban sprawl, etc.

Figure 3.5 indicates a prioritization framework which places high importance on natural resource issues such as soil, water and scenic view conservation, as well as the support of those economic sectors which create jobs. This framework also attempts to show the relationship between the various economic sectors and the provision of support needs aimed at strengthening human resources, infrastructure and orderly urban development. In terms of this framework projects should be chosen that directly support the growth of employment generation in those sectors creating the most jobs in the GRKK region, namely, tourism, finance and services, trade and retail and the informal sector. Projects in other sectors should be chosen only to the extent to which they contribute to the major job creation sectors.

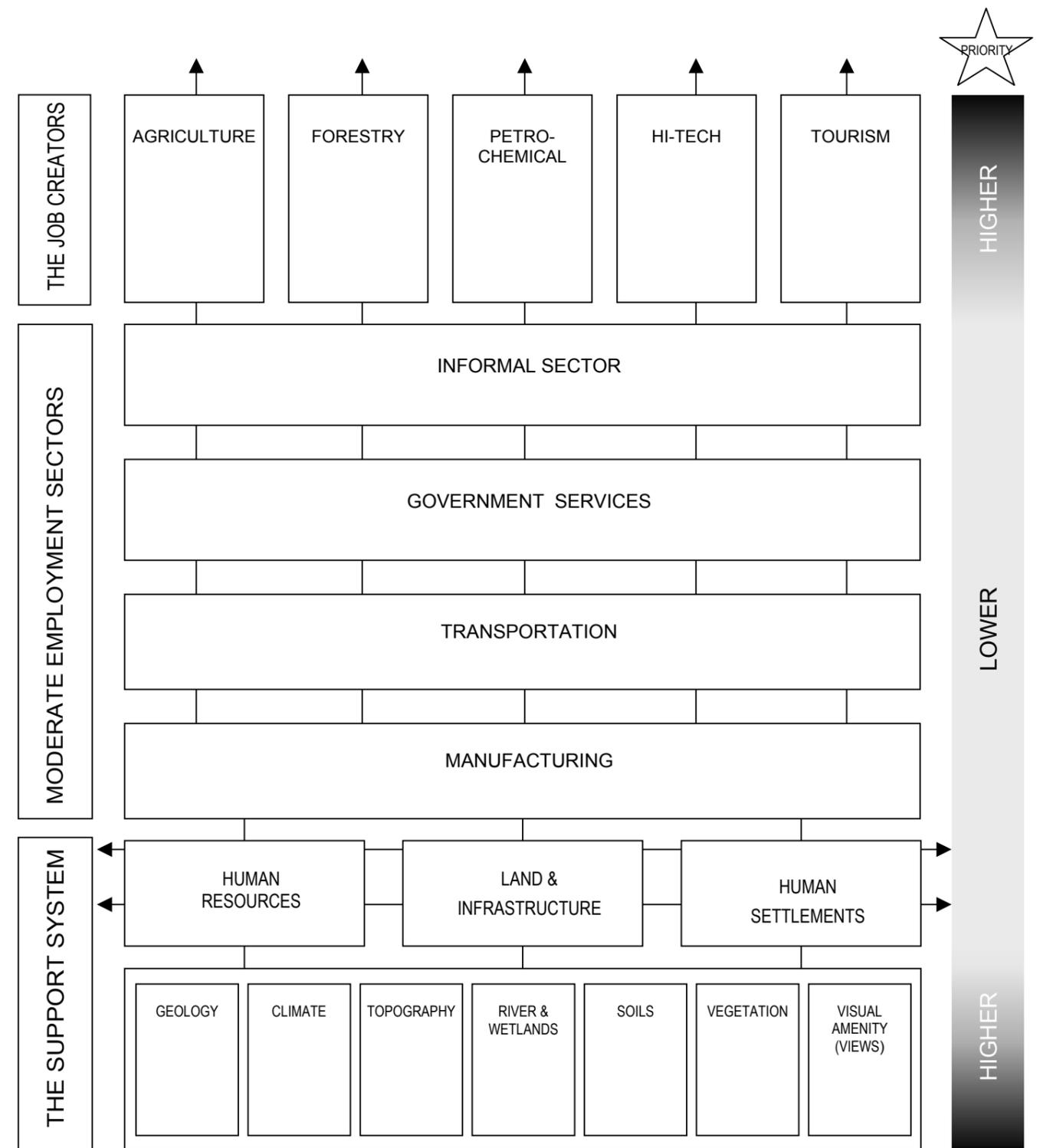


Figure 3.5: Prioritisation Framework

**PHASE THREE :**  
**PRELIMINARY PROJECT IDENTIFICATION**

#### 4. PHASE THREE : PRELIMINARY PROJECT IDENTIFICATION

In this section the **Preliminary Project Proposals** received from the District Municipality departmental heads and some of the government line departments are listed. Once the project requirements from the 'B' municipalities and the remainder of the government line departments are received a list of priority projects will be identified. They will also be mapped at that stage in line with the requirements of the IDP guide pack manual.

#### Garden Route / Klein Karoo District Municipality: IDP Preliminary Project Proposals

NATURAL ENVIRONMENT																
	REF.	PROJECT TITLE	SUBSECTOR	OBJECTIVE	INDICATORS	OUT PUTS	TARGETS/ TARGET GROUP	LOCATION	MAJOR ACTIVITIES	RESPONSIBLE AGENTS	TIMING	COSTS BUDGET ESTIMATES	NUMBER OF JOBS	SOURCES OF FINANCE	COMMENTS	
WCNB	WW1	Work for water	Water/vegetation	Increase waterflow, creation of jobs				Kamanassie River Great Brak River Brandwag River Lang Touw River Duivenhoks River Korente Vette River Moordkuils River Malgas River Goukamma River Knysna River Karatara River					10,300,000			
<b>SUB TOTAL</b>												<b>10,300,000</b>				

## 4. PHASE THREE : PRELIMINARY PROJECT IDENTIFICATION

HUMAN RESOURCES															
	REF.	PROJECT TITLE	SUBSECTOR	OBJECTIVE	INDICATORS	OUT PUTS	TARGETS/ TARGET GROUP	LOCATION	MAJOR ACTIVITIES	RESPONSIBLE AGENTS	TIMING	COSTS BUDGET ESTIMATES	NUMBER OF JOBS	SOURCES OF FINANCE	COMMENTS
KANNALAND	KS3	Sport facility upgrading	Sport & recreation					Zoar				320,000			"
	KS1	Multipurpose centre	Sport & recreation	Recreation			All residents	Ladismith				1,600,000			"
	KS2	Multipurpose centre	Sport & recreation	Recreation			Youth/ farmers	Calitzdorp				620,000		District Municipality	"
	KE1	Small Farmers Project	Entrepreneur development				Small Farmers	Ladismith				10,000		Dept. Land Affairs	"
	KH1	Housing project	Housing				All residents	Calitzdorp				10,000		District Mun./Housing Council	"
	KH2	Improvement of Health services	Health				All residents	Zoar				150,000			"
	HR1	Demographic Study	Population	Determine Population Growth Sources	-	-	-	GRKK							
<b>SUB TOTAL</b>												<b>2,710,000</b>			

#### 4. PHASE THREE : PRELIMINARY PROJECT IDENTIFICATION

TRANSPORT AND ROADS															
	REF.	PROJECT TITLE	SUBSECTOR	OBJECTIVE	INDICATORS	OUT PUTS	TARGETS/ TARGET GROUP	LOCATION	MAJOR ACTIVITIES	RESPONSIBLE AGENTS	TIMING	COSTS BUDGET ESTIMATES	NUMBER OF JOBS	SOURCES OF FINANCE	COMMENTS
PAWC (DEPT. ENG.SERVICE S)	R1	Upgrading of road- heavy maintanance km 3.9-45 @ R862500 km	Roads					Mainroad 348				517,500			Dept. Eng. Services Concept budget to PAWC dated 5/12/2001
	R2	Rebuilding of road km 9-10 @ R2070000 per km	Roads					Mainroad 348				2,070,000			"
	R3	Ralumac of cementsurface	Roads					Divisional road 1688				1,600,000			"
	R4	Restoration and yielding of two stormwater structures	Roads					Mainroad 286				287,500			"
	R5	Vlakteplaas - Building of a drift	Roads					Divisional road 1704				900,000			"
	R6	Rebuilding of road - 5 km @ R2070000 per km	Roads					Divisional road 1532				10,350,000			"
	R7	Armco rehabilitation - 9 strings @ R92000/string	Roads					Mainroad 363				828,000			"
	R8	Armco rehabilitation - 2 strings @ R92000/string	Roads					Mainroad 369				184,000			"
	R9	Restore of Armco's	Roads					Mainroad 342				805,000			"
	R10	Road to dog unit	Roads					Divisional road 1693				1,500,000			"
	R11	Building of 2km road	Roads					Divisional road 1631				3,400,000			"
	R12	Rooiloop - Building of a drift	Roads					Divisional road 1703				900,000			"
	R13	2.5 Rehabilitation and rebuilding @R1150000 per km	Roads					Divisional road 1603				2,875,000			"
	R14	Complete construction - addisional funds required (Council provide R1.1m)	Roads					Divisional road 1297				2,760,000			"
	R15	Upgrading: Subordinate roads						Roads dept				500,000			"
<b>SUB TOTAL</b>												<b>29,477,000</b>			

## 4. PHASE THREE : PRELIMINARY PROJECT IDENTIFICATION

TRANSPORT AND ROADS cont.															
	REF.	PROJECT TITLE	SUBSECTOR	OBJECTIVE	INDICATORS	OUT PUTS	TARGETS/ TARGET GROUP	LOCATION	MAJOR ACTIVITIES	RESPONSIBLE AGENTS	TIMING	COSTS BUDGET ESTIMATES	NUMBER OF JOBS	SOURCES OF FINANCE	COMMENTS
SANRA	T1	Socio-economic Evaluation and Planning of N2 alternative (Rootis Route)	Roads & Transport	Assess feasibility of N2 alternative	Lower environmental impact / higher economic benefit		Mossel Bay, George, Knysna, Plettenberg Bay	Mossel Bay to Keurboom River	Socio-economic planning evaluation	SANRA, DM	July 2002 June 2003	400,000		SANRA DM 'B' Municipalities	"
<b>SUB TOTAL</b>												<b>400,000</b>			
	P3	Regional Public Transport Study													
<b>SUB TOTAL</b>															
KANNALAND	KR1	Tar access road	Roads & Transport					Van Wyksdorp							"
<b>SUB TOTAL</b>															

#### 4. PHASE THREE : PRELIMINARY PROJECT IDENTIFICATION

INFRASTRUCTURE															
	REF.	PROJECT TITLE	SUBSECTOR	OBJECTIVE	INDICATORS	OUT PUTS	TARGETS/ TARGET GROUP	LOCATION	MAJOR ACTIVITIES	RESPONSIBLE AGENTS	TIMING	COSTS BUDGET ESTIMATES	NUMBER OF JOBS	SOURCES OF FINANCE	COMMENTS
<b>SCHEDULED PROJECTS 16/01/02</b>	SPW1	Thembaletu:Water	Water					George				1,140,000			
	SPW2	Bridgton (94 erven) Water	Water					Oudtshoon				105,200			
	SPW3	Thembaletu Sanitation	Water					George				315,000			
	SPW4	Borchards Rehab Sanitation	Water					George				239,400			
	SPS1	Flenters & Robololo Stormwater	Stormwater					Knysna				374,000			
	SPS2	Borchards Upgrade Stormwater	Stormwater					George				159,600			
	SPS3	Oudtshoon (total) Stormwater	Stormwater					Oudtshoon				650,000			
	SPRR1	Heidelberg:Refuse Removal	Refuse Removal					Heidelberg				484,500			
	SPRR2	Oudtshoon Mun Refuse Removal	Refuse Removal					Oudtshoon				682,000			
	SPRR3	Smutsville Refuse Removal	Refuse Removal					Sedgefield				287,550			
<b>SUB TOTAL</b>												<b>4,437,250</b>			
<b>KANNALAND</b>	KI1	Industrial plots	Infrastructure				All residents	Ladismith				150,000		Dept. Affairs	Land
	KI2	Quarry Projects	Infrastructure				All residents	Calitzdorp				0			"
	KI3	Water pipeline and provision invest.	Water					Zoar				0			"
<b>SUB TOTAL</b>												<b>150,000</b>			

## 4. PHASE THREE : PRELIMINARY PROJECT IDENTIFICATION

INFRASTRUCTURE cont.															
	REF.	PROJECT TITLE	SUBSECTOR	OBJECTIVE	INDICATORS	OUT PUTS	TARGETS/ TARGET GROUP	LOCATION	MAJOR ACTIVITIES	RESPONSIBLE AGENTS	TIMING	COSTS BUDGET ESTIMATES	NUMBER OF JOBS	SOURCES OF FINANCE	COMMENTS
PRIORITY ALLOCATIONS 2001/2002	PAW1	Upgrading of internal water network of Van Wyksdorp	Water					Van Wyksdorp				100,000			Exco approval 5/9/2001
	PAW2	Upgrading of water irrigation scheme of Zoar	Water					Zoar				300,000			"
	PAW3	Upgrading of water purification at Rheenendal	Water					Rheenendal (Knysna)				100,000			"
	PAW4	Upgrading of water network in the Oudt. Mun area	Water					Oudtshoon				500,000			"
	PAW5	Upgrading of water network: Bokkraal	Water					Bokkraal (Oudtshoon)				200,000			"
	PAW6	Providing of evaporation pans at water purification works: Riv.Mun	Water					Riversdal				80,000			"
	PAW7	Water connection in the Kwanokuthula residential area: Riv. Mun	Water					Kwanokuthula				55,500			"
	PAW8	Upgrading of underground extraction system with harring system	Water					Albertinia				375,000			"
	PAW9	Extension of water provision scheme: Heidelberg /Witsand/ Slangrivier /Vermaaklikheid	Water					Heidelberg Witsand Slangrivier Vermaaklikheid				250,000			"
	PAWSR1	Providing of civil services, water and refuse in Bongani residential area	Water Sanitation Refuse					Bongani (Knysna)				550,000			"
	PARR1	Extension of existing Refuse works at Rheenendal	Refuse Removal					Riversdal				170,000			"
<b>SUB TOTAL</b>												<b>2,680,500</b>			

## 4. PHASE THREE : PRELIMINARY PROJECT IDENTIFICATION

INFRASTRUCTURE cont.																
	REF.	PROJECT TITLE	SUBSECTOR	OBJECTIVE	INDICATORS	OUT PUTS	TARGETS/ TARGET GROUP	LOCATION	MAJOR ACTIVITIES	RESPONSIBLE AGENTS	TIMING	COSTS BUDGET ESTIMATES	NUMBER OF JOBS	SOURCES OF FINANCE	COMMENTS	
	PAW11	Upgrading of water providing system at Plett. Pumping of water out of the Keurbooms to the Rhoedfontein	Water					Plettenbergbay				750,000			"	
	PAW12	Providing of water to Uniondale from Haarlemdam:Phase 1	Water					Haarlem				2,000,000			"	
	PAW13	Further investigation: Matjiesrivier water providing by Kantey & Templer Consulting Ing.	Water					Matjiesfontein				43,000			"	
	PAWSR2	Providing of civil services, water and refuse to the Maraiscamp resident area	Water Sanitation Refuse					Maraiscamp George				1,000,000			"	
	PAWS1	Upgrading of oxidationdams: Haarlem	Sanitation					Haarlem				347,000			"	
<b>SUB TOTAL</b>												<b>4,140,000</b>				
<b>DWAF</b>	DW1	Algerynskraal	Water					Algerynskraal			2000/ 2003	155,000		District Municipality		
	DW2	Ladismith RWS	Water					Ladismith RWS			2002/ 2003	1,000,000		District Municipality		
	DW2	Ladismith RWS	Water					Ladismith RWS			2003/ 2004	2,042,000		District Municipality		
	DW3	Rural Schools Oudtshoorn	Water					Rural Schools Oudtshoorn			2000/ 2003	360,000		District Municipality		
	DW4	Haarlem-Avontuur-Uniondale	Water					Haarlem- Avontuur- Uniondale			2001/ 2000	968,000		District Municipality		
	DW5	Vermaaklikheid Water Supply	Water					Vermaaklikheid			2001/ 2002	199,000		District Municipality		
	DW6	Bartelsfontein	Water					Bartelsfontein			2001/ 2002	800,000		District Municipality		
	DW7	Water	Water									2,000,000				
	DS1	Garden Route/Klein Karoo Sanitation	Sanitation					Garden Route/ Klein Karoo Sanitation			2002/ 2003	1,975,000				
	DS2	Garden Route/Klein Karoo Sanitation	Sanitation					Garden Route/ Klein Karoo Sanitation			2003/ 2004	2,000,000				
DS3	Garden Route/Klein Karoo Sanitation	Sanitation					Garden Route/ Klein Karoo Sanitation			2004/ 2005	2,000,000					
<b>SUB TOTAL</b>												<b>13,499,000</b>				

## 4. PHASE THREE : PRELIMINARY PROJECT IDENTIFICATION

INFRASTRUCTURE cont.															
	REF.	PROJECT TITLE	SUBSECTOR	OBJECTIVE	INDICATORS	OUT PUTS	TARGETS/ TARGET GROUP	LOCATION	MAJOR ACTIVITIES	RESPONSIBLE AGENTS	TIMING	COSTS BUDGET ESTIMATES	NUMBER OF JOBS	SOURCES OF FINANCE	COMMENTS
<b>CMIP PROJECTS</b>	CW1	Thembaletu:3MI Reservoir	Water					George				2,148,950			Exco
	CW2	Haarlem:Upgrading of water network	Water					Haarlem				589,665			"
	CW3	Karatara:Bulk water supply pipeline	Water					Karatara				118,000			"
	CW4	Bridgton:Rehabilitation of water reticulation	Water					Oudtshoorn				480,000			"
	CW5	Riversdal:Bulk water supply line	Water					Riversdal				470,000			"
	CW6	Ladismith:Wards 10 &11	Water					Ladismith				2,747,000			"
	CW7	Albertinia:Develop water shores	Water					Albertinia				2,000,000			"
	CW8	De Rust:Rehabilitation of wate reticulation	Water					De Rust				80,000			"
	CW9	Riversdal:Water treatment works	Water					Riversdal				1,083,000			"
	CW10	Bartlesfontein and Dana Bay:Reservoir and pipeline	Water					Bartlesfontein/Dana bay				4,674,000			"
	CW11	Dysselsdorp:Rehabilitation of water reticulation	Water					Dysselsdorp				530,000			"
	CW12	Kurland:Reservoir	Water					Kurland				980,000			"
	CW13	Sedgefield:Water Treat:Sludge disposal system	Water					Sedgefield				700,000			"
	CW14	Ladismith: Upgrading water supply	Water					Ladismith				433,200			"
	CW15	Slangrivier:750kl reservoir,etc	Water					Slangrivier				1,398,042			"
	CW16	Stilbaai:Water treatment work	Water					Stilbaai				3,325,000			"
	CW17	Heidelberg East:Rehabilitation of water network	Water					Heidelberg				810,000			"
<b>SUB TOTAL</b>												<b>22,566,857</b>			
<b>TELKOM</b>	T1	Telecommunication network	Telecoms	Infra-structure develop-ment				Southern Cape				8,000,000			2001/2002 Expeniture amounted to R20.6 million
<b>SUB TOTAL</b>												<b>8,000,000</b>			

## 4. PHASE THREE : PRELIMINARY PROJECT IDENTIFICATION

LAND AND HUMAN SETTLEMENTS															
	REF.	PROJECT TITLE	SUBSECTOR	OBJECTIVE	INDICATORS	OUT PUTS	TARGETS/ TARGET GROUP	LOCATION	MAJOR ACTIVITIES	RESPONSIBLE AGENTS	TIMING	COSTS BUDGET ESTIMATES	NUMBER OF JOBS	SOURCES OF FINANCE	COMMENTS
		Land Reform Projects	Land & Human Settlements									60,000,000			Details required
<b>SUB TOTAL</b>												60,000,000			

## 4. PHASE THREE : PRELIMINARY PROJECT IDENTIFICATION

EMPLOYMENT GENERATORS															
	REF.	PROJECT TITLE	SUBSECTOR	OBJECTIVE	INDICATORS	OUT PUTS	TARGETS/ TARGET GROUP	LOCATION	MAJOR ACTIVITIES	RESPONSIBLE AGENTS	TIMING	COSTS BUDGET ESTIMATES	NUMBER OF JOBS	SOURCES OF FINANCE	COMMENTS
KANNALAND	KTA1	Employment creation	Tourism/ agriculture-fruit				All residents	Van Wyksdorp				30,000			"
	KTI	Create Tourism Visiting point	Tourism					Zoar				160,000			"
<b>SUB TOTAL</b>												190,000			
	EG1	Agriculture Strategy	Development												
<b>SUB TOTAL</b>															

# **PHASE FOUR : INTEGRATION**

## 5. INTEGRATION

Council intends that the Integration Phase will be completed over the next six months in close co-operation with the government and municipal departments in the 'B' municipalities, once their IDPs have been received and support requirements from the District Municipality understood.

### 5.1 5 YEAR FINANCIAL PLAN

To be completed.

### 5.2 5 YEAR CAPITAL INVESTMENT PROGRAM

To be completed.

### 5.3 ACTION PLAN

To be completed.

### 5.4 INTEGRATED MONITORING AND PERFORMANCE MANAGEMENT SYSTEM

To be completed.

### 5.5 INTEGRATED SPATIAL DEVELOPMENT FRAMEWORK (PRELIMINARY)

Figure 5.1 shows a preliminary Spatial Development Framework (SDF). It shows the broad planning categories that will be refined when the SDF's from the 'B' municipalities are received. At this point the Preliminary SDF indicates three main sets of proposals:

- ⊘ Biosphere Planning Categories
- ⊘ Human Settlement Planning
- ⊘ Transportation

The role of the District Municipality SDF is seen as follows:

- ⊘ Co-ordination:  
To ensure that there is a seamless integration of SDFs between the 'B' municipalities and the Uniondale DMA as well as the abutting regions.
- ⊘ Inter-municipal Projects:  
To take the lead in spatial proposals that affect a number of 'B' municipalities, for example, the realignment proposals of the N2 freeway through the municipalities of Mossel Bay, George, Knysna and Plettenberg Bay.
- ⊘ Implementation of Key Planning Principles:  
To review the extent to which 'B' municipal SDFs are effectively implementing national planning principles with respect to:

- restructuring – creating a system of nodes and corridors that promote business activities, public transport and use of community facilities in the towns and villages.
- integration - redressing the apartheid layout of towns and villages through infilling and other strategies.
- densification - increasing current densities from averages between 5 – 15 du/ha (gross) to between 25 – 40 du/ha (gross)
- urban edge - ensuring meaningful urban edges are demarcated that promote the first three principles as well as protecting valuable scenic, ecological and agricultural resources
- urban design - introducing high standards of design into the planning and construction of housing and commercial developments with particular emphasis on quality public spaces.

### 5.6 INTEGRATED POVERTY REDUCTION / GENDER EQUITY PROGRAMME

To be completed.

### 5.7 INTEGRATED ENVIRONMENTAL PROGRAMME

To be completed.

### 5.8 INTEGRATED LED PROGRAMME

To be completed.

### 5.9 INTEGRATED INSTITUTIONAL PROGRAMME

To be completed.

### 5.10 INTEGRATED HIV/AIDS PROGRAMME

To be completed.

### 5.11 DISASTER MANAGEMENT PLAN

To be completed.

### 5.12 NEXT STEPS

- ⊘ Integration with 'B's
- ⊘ Workshop on Issues
- ⊘ Gap Fillers
- ⊘ Negotiations with DLA, SANP, WCNCB

# **PHASE FIVE: APPROVALS**

## 6. INTRODUCTION TO PHASE FIVE: APPROVAL

### 6.1 CONCLUSION

Phase Five of the IDP process consists of the various steps required for approval. These include:

- Recommendation for approval by Council
- Advertising
- Forwarding Council's recommendations together with comments received from the Provincial Administration: Western Cape for approval.

As mentioned in the introduction the District Municipality intends finalizing Phases 3 and 4 over the coming months together with the "B" Municipalities, the DMA and the government line departments.

### 6.2 RECOMMENDATIONS

Accordingly it is recommended that Council:

6.2.1 Adopts this report as a consultative draft of work in progress.

6.2.2 Approves this report for advertising and comment as a work in progress report

6.2.3 Authorises the IDP team to meet with representatives of the "B" Municipalities and the government line departments to complete Phases 3, 4, and 5 of the IDP process.

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*DIMENSION-SPECIFIC AND CROSSCUTTING GUIDELINES – IDP  
APPLICABILITY*

**1. Natural environment**

Natural environment is a dimension that has to be taken into account throughout the IDP process. Understand the current state of the natural environment in the municipal area.

**2. Spatial dimension**

Spatial planning is a core component of the IDP process. Important concepts include spatial issues and trends, spatial strategies, localised spatial dimensions to development principles, form basis for land use management system.

**3. Economic development**

Municipalities are a key player in shaping the local economy. A local economic development plan is a required output of the IDP process. Municipalities have a direct and indirect involvement in the local economy.

**4. Institutional dimension**

Institutional capacity is a critical success factor for local developmental processes. The formulation of development strategies and projects and the compilation of the financial and institutional plans need to be founded on a firm and clear understanding of available institutional capacities for managing, implementing and monitoring the development related activities. The municipality should reflect upon its role in the development of the municipal area through (a) developing a clear understanding of the legal and institutional framework that should contribute to shaping the organisational design and structure of the municipality (b) conducting an audit of existing municipal institutional capacities and constraints (c) identifying municipal institutional constraints and potentials under consideration of the organisational structure, existing skills and employment equity considerations etc (d) preparing an inventory and preliminary strategic level assessment of the institutional capacity of other developmental role-players outside the municipality.

**5. Poverty alleviation**

A poverty focus means that each municipality must strive to ensure that the need of vulnerable and destitute households within its area of jurisdiction is adequately and sustainably addressed.

Developmental local government is, in many ways, about alleviating conditions of poverty at the local level. Poverty alleviation is a core area of focus of Integrated Development Planning.

**6. Gender**

Gender issues, like inter-generation issues, are not simply issues about or concerning women only, they are development issues that affect all the residents of a municipal area. Gender issues are about complex social, economic and political relationships that are not necessarily easily introduced into the IDP process. In addition to integrating gender issues as a crosscutting dimension through all the aspects of the IDP, focusing directly on gender issues, as a means to address poverty alleviation and equity will require the development of an integrated gender equity programme. This should be integrated into an Integrated Poverty Reduction / Gender Equity Programme which demonstrated the compliance of the municipal IDP with policy guidelines related to gender issues.

**7. HIV/AIDS**

HIV/AIDS is a priority issue for all spheres of government. The impact of AIDS and the requirements of households, affected by the epidemic, will in turn affect municipal services and economic activities. Drafting of a HIV/AIDS workplace policy is a requirement of the National HIV/AIDS and Sexually Transmitted Diseases Strategic Plan for all public institutions. HIV/AIDS impacts on all aspects of development; yet local authorities may find it difficult to introduce HIV/AIDS issues in the IDP process and outputs. To understand where and how the pandemic is progressing will enable the municipality to understand how its communities are likely to develop in future and what their development needs and requirements will be. Planning for the future development of the municipality means taking into account the future impacts of HIV/AIDS at the local and community levels. The Integrated HIV/AIDS Plan should spell out what actions the local municipality will take in respect of the management of the pandemic and its impacts at the local level.

**8. Urban and rural development**

A key responsibility of municipalities is to ensure integrated planning and management for efficient functioning of cities, towns and rural areas. The development needs of both rural and urban areas need to be addressed so that planning for delivery in urban areas does not happen at the detriment of rural development and vice versa.

## DEVELOPMENT SECTORS

Sectors are defined as fields of intervention aimed either at specific human needs or as specific ways of satisfying human needs. Each of these sectors has a national (and in some cases provincial) department with policy and programmes that can be taken into consideration in the course of the local planning process. Local circumstances differ from municipal area to municipal area, therefore, in each local context; planning decisions relating to sectoral contributions should be directly informed by the specific local context. The challenge for municipalities is to strike a balance between legal requirements for planning and ensuring that municipal planning is led by local priorities. A sector is relevant if it has a place in the municipal priorities identified during the Analysis and the Projects phase. Municipalities need to decide themselves whether a sector is relevant to their priorities.

### 1. Health

Health is a sector where all three spheres of government, NGOs and the private sector play a role. There is no separate legal requirement of municipalities for health planning or for a specific health plan as a separate output for the IDP process. It should thus only be addressed directly as part of the IDP process if health-related issues emerge as part of or as local priorities. In the case of a District Municipality (which are District Health Authorities) an audit of health care resources and a district-based service plan are required by the Department of Health. This audit may not necessarily be undertaken as part of the IDP process but can be conducted as parallel processes by district health departments.

### 2. Education

In terms of the Constitution, education is a national and provincial function. It should only form part of the IDP process, where it is identified as a local priority issue or part thereof. Otherwise the role of local government would not extend beyond a supportive role. This information would be submitted to the education department of provincial government for consideration and alignment with national and provincial priorities / principles.

### 3. Tourism

Generally, municipalities merely support specific provincial tourism functions although local tourism is specifically mentioned as a local government competency in the Constitution. If there are specific tourism resources in an area, municipalities have a responsibility to play an active role in specific tourism – related activities and functions including planning for the provision and maintenance of tourist services, sites and attractions. There is no separate IDP output or sector-planning requirement for tourism. However, where tourism promotion is identified as a strategy for

addressing local priority issues, it should be dealt with as part of the IDP process.

For alignment to be achieved, national and provincial policy guidelines together with the local context would need to inform the formulation of a local tourism strategy.

### 4. Safety and security

Safety and security issues can have a significant impact on the levels of development in a specific municipality. These issues range from policing and combating crime to fire fighting, traffic policing and environmental health. There is no separate IDP output or sector-planning requirement for policing and crime prevention related, safety and security issues. They should only be dealt with in the course of the IDP if they form part of the priority issues identified during the analysis phase. The Systems Act, on the other hand, provides for the formulation of a Disaster Management Plan as part of the IDP process.

### 5. Land reform

In terms of the 1997 White Paper on Land Policy, most land reform activities tend to exclude local government in favour of the provincial and national spheres of government. The policy on Land Redistribution for Agricultural Development (2000) on the other hand makes explicit provisions for the district municipalities to play a key role, and the involvement of local role-players to assist in the application process. The planning for land reform should occur in close co-operation with district and local municipalities ' role-players. There is no specified separate IDP output or sector-planning requirement for land reform. However, where the issues of landlessness, inequitable access to land and a historical predisposition to land claims have been identified as priority issues, or part thereof, in a municipal area, land reform would need to be addressed in the course of the IDP.

### 6. Energy

Although the Energy White Paper acknowledges that municipalities have a limited role in energy management, it argues that they are responsible for economic and physical planning and, as such, are concerned with the supply and use of energy. The White Paper provides that electricity should be linked into the municipality's infrastructure investment plan. It also states that at the local level, the Integrated Energy Plan should form a component of the IDP.

## **7. Transport**

The Department of Transport has enacted numerous pieces of legislation and policy, three of which have particular significance for integrated development planning. These are the National Land Transport Transition Bill, the White Paper on Transport and the Moving South Africa Strategy and Action Plan. Transport is intimately related to spatial development issues, which fall within the ambit of local government functions.

The Transport Bill provides that Transport Planning Authorities, including qualifying municipalities, are responsible for legal transport planning requirements. Where the municipality is a Transport Planning Authority, it is responsible for producing and Integrated Transport Plan.

## **8. Housing**

Local government powers in the Constitution and the Housing Act (1997) include the power to administer matters such as housing and all related matters like building regulations, municipal planning and service provision. Local government must also create an enabling environment for housing development in its area of jurisdiction. Specifically, according to the Housing Act, municipalities must work within national and provincial policy and must, as part of the integrated planning process, ensure the progressive access of local inhabitants to adequate housing. Establishing a housing strategy and targets would need to feature as part of the IDP output, where housing has been identified as a priority issue or part thereof. Developing a housing strategy needs to be an iterative process giving consideration both to national and provincial policy principles and the local analysis and priority identification.

## **9. Water and sanitation**

The lack of basic services such as water supply and sanitation is a key symptom of poverty and under-development. Local government is responsible for the provision of water supply and sanitation services. The compilation of Water Services Plans, by Water Services Authorities is a planning requirement of the Department of Water Affairs.

## **10. Municipal infrastructure**

Planning decisions about infrastructure, coupled to planning for investment in infrastructure, need to take into account all the elements of municipal infrastructure as opposed to concentrating on a specific element of infrastructure. Local government is responsible for the provision of household infrastructure and services, including infrastructure such as water, sanitation, local roads, storm water drainage and electricity. The provision of infrastructure as one of the major functions of municipalities has been legislated. A 5-year Capital Investment Plan is a required output

of the IDP process. The formulation of this plan needs to be based in part on infrastructure investment planning that is directly related to the municipal priority issues identified in the IDP process. It is important to consider the long-term viability of infrastructure investment decisions.



## SECTORAL / DIMENSIONAL STRATEGIES

<b><u>SECTORAL STRATEGIES</u></b>	<b><u>CROSS-CUTTING DEV DIMENSIONS</u></b>
<p>Sectors, as fields of intervention, are frequently related to specific planning and implementation agencies, heading up such interventions.</p> <p>Each of these Sectors has a National [ in some cases Provincial] Department with policy and programmes that can be taken into consideration in the course of the local planning process.</p> <p>In respect of Municipal functions such as water and environment, Sector Planning should be dealt with as part of the IDP process, where they are relevant to the local priority issues</p> <p>Additional aspects of sector planning requirements not fully covered in the IDP process would then require a parallel planning process to the IDP</p> <p>Although this dealt with Sector Planning / Plans, the importance of a multi-sectoral, integrated approach to address local priority issues, had to be emphasised</p>	<p>“ Dimensions” are simply aspects of development, including social, economic, institutional and environmental aspects. In addition to these, in South Africa, there are also certain issues that cut across and influence all development processes, such as HIV/AIDS.</p> <p>These crosscutting issues are part and parcel of the development dimensions affecting local development.</p> <p>It is also important not to confuse the concept of crosscutting issues with priority issues: the latter are the specific local issues each municipality will identify in its local area that need to be addressed in the planning process</p>
<p>Sector Planning Requirements vary in nature and status. The following categorisation assist in differentiating between the various kinds of requirements:-</p> <ul style="list-style-type: none"> <li>•Legal Requirements for the formulation of a Sector Plan</li> <li>•Legal compliance requirement</li> <li>•Planning requirement to be undertaken as a component of, or part of the IDP,</li> <li>•and Recommendation, which is deemed to add value to the Municipal Planning Process and Product</li> </ul>	<p>The successful appliance of Cross Cutting Development Dimensions had to be measured within a two- / double dimensional approach - because ‘cross cutting’ , implies a twofold target, which is:-</p> <ul style="list-style-type: none"> <li>•Firstly, Sustainability, which is both a principle that has to be taken into account and a goal or development outcome of the planning process</li> <li>•Secondly, to meet the needs, as indicated by the present generations in such a way as to ensure that the needs of future generations can also be met, regarding specific dimensions</li> </ul>
<ul style="list-style-type: none"> <li>• <b><u>SECTORAL PLANS</u></b> <i>Legal Requirement for separate Plan</i></li> <li>•</li> <li>•1 Water Services Development Plan DWAf</li> <li>•2 Integrated Transport Plan DoT</li> <li>•3 Spatial Plan/ Land Development Objectives DPLG / DLA</li> <li>•</li> <li>• <b><u>SUB SECTORAL PLANS</u></b> <i>Legal Preference for separate Plan</i></li> <li>•</li> <li>•4 Integrated Waste Management Plan DEAT</li> <li>•5 Integrated Energy Planning DMEA</li> <li>•6 National Environmental Management Act [NEMA] DEAT</li> <li>•7 Disaster Management Plan PAWC</li> <li>•</li> <li>• <b><u>SECTOR COMPONENTS</u></b> <i>Prescriptive elements of IDP</i></li> <li>•</li> <li>•8 Housing strategies &amp; Targets DoH</li> <li>•9 Coastal Management Issues DEAT</li> <li>•10 Local Economic Development DPLG</li> <li>•11 Integrated Infrastructure Planning DPLG</li> <li>•12 Tourism Development Strategy DEAT</li> <li>•13 Safety &amp; Security Strategy</li> <li>•</li> <li>• <b><u>NORMATIVE FRAMEWORK</u></b> <i>Complementary to the IDP</i></li> <li>•</li> <li>•14 Financial Plan</li> <li>•15 Capital Investment Plan</li> <li>•16 Planning Budget Link</li> <li>•17 Performance Management System</li> </ul>	<p><b><u>CROSS CUTTING DEVELOPMENT DIMENSIONS</u></b></p> <ol style="list-style-type: none"> <li>1 Natural Environment</li> <li>2 Spatial Dimension</li> <li>3 Economic Dimension</li> <li>4 Institutional Dimension</li> <li>5 Poverty Alleviation</li> <li>6 Gender Equity</li> <li>7 HIV/AIDS</li> <li>8 Rural &amp; Urban Development</li> </ol>

