

# **GEORGE MUNICIPALITY**

## **INTEGRATED DEVELOPMENT PLAN**



**PREPARED BY  
OCTAGONAL DEVELOPMENT**

**MAY 2002**

## PREFACE

This document contains the first draft for the preparation of an integrated development plan. It is for discussion and comments only. Although the Municipal Council considered some policy issues such as the seven key development areas, this document must still be submitted to and considered by the Municipal Council. This will only take place after the period for public comments have lapsed, probably towards the end of May 2002.

Comments can be forwarded to Me T Bester at one of the following addresses:

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People who can not read or write may approach Me T Bester personally on the first floor of the Civic Centre to submit comments verbally, or contact her at (044) 801 9106.

The staff and consultants, who prepared this report, and who have been interacting with thousands of residents at workshops, public meetings and on personal level in the last two years, were impressed, not only by the number of people who were willing to participate, but also by the quality of inputs. It was a positive learning experience.

GEORGE  
2 April 2002

## VOORWOORD

Hierdie dokument bevat die eerste konsep vir die voorbereiding van 'n Geïntegreerde Ontwikkelingsplan (GOP). Dit is vir bespreking en kommentaar alleenlik. Alhoewel die Munisipale Raad sekere beleidsaspekte soos die sewe sleutel ontwikkelings areas oorweeg het, moet hierdie dokument nog aan genoemde Raad voorgelê en oorweeg word. Dit sal eers plaasvind nadat die tydperk vir openbare kommentaar verstryk het, waarskynlik teen die einde van Mei May 2002.

Kommentaar kan aan Me T Bester by een van die volgende adresse gestuur word:

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Persone wat nie kan lees of skryf nie mag Me T Bester persoonlik op die eerste vloer van die Burgersentrum kontak om hul kommentaar mondelings in te dien, of haar kontak by: (044) 801 9106.

Die personeel en konsultante wat hierdie dokument saamgestel het, het letterlik met duisende inwoners tydens werksinkels en vergaderings en persoonlik kontak gemaak gedurende die afgelope twee jaar. Hulle was beïndruk, nie net deur die aantal mense wat deelgeneem het nie, maar ook deur die kwaliteit van insette. Dit was 'n positiewe leerervaring.

GEORGE  
2 April 2002

## CONTENTS

### 1. INTRODUCTION

#### THE IDP PROCESS

#### ANALYSIS OF CURRENT SITUATION

##### 3.1. DEMOGRAPHIC

##### 3.2. DEVELOPMENT AREA ANALYSIS

##### 3.2.1 KEY DEVELOPMENT AREA 1 INFRASTRUCTURE AND SERVICE DELIVERY

##### 3.2.2 KEY DEVELOPMENT AREA 2 ECONOMIC DEVELOPMENT

##### 3.2.3 KEY DEVELOPMENT AREA 3 TOURISM, RECREATION & SPORT

##### 3.2.4 KEY DEVELOPMENT AREA 4 SOCIAL DEVELOPMENT, HEALTH & EDUCATION

##### 3.2.5 KEY DEVELOPMENT AREA 5 SAFETY & SECURITY

##### 3.2.6 KEY DEVELOPMENT AREA 6 GOVERNANCE & SUPPORT SERVICES

##### 3.2.7 KEY DEVELOPMENT AREA 7 HUMAN RESOURCES AND ORGANISATIONAL TRANSFORMATION

##### 3.3. COMMUNITY AND STAKEHOLDER PRIORITY ISSUES

##### 3.4. MUNICIPAL SERVICES

##### 3.5. THE SPATIAL IMPLICATIONS OF THE IDP

#### VISION, DEVELOPMENT PRIORITIES, - OBJECTIVES AND MUNICIPAL PROJECTS

##### 4.1 VISION

##### 4.2 DEVELOPMENT PRIORITIES, - OBJECTIVES AND MUNICIPAL PROJECTS

**4.2.1 INFRASTRUCTURE AND SERVICE DELIVERY**

**4.2.2 ECONOMIC DEVELOPMENT**

**4.2.3 TOURISM, RECREATION & SPORT**

**4.2.4 SOCIAL DEVELOPMENT, HEALTH & EDUCATION**

**4.2.5 SAFETY & SECURITY**

**4.2.6 GOVERNANCE & SUPPORT SERVICES** (Administration and Finance)

**4.2.7 HUMAN RESOURCES AND ORGANISATIONAL TRANSFORMATION**

PROJECT PLANS

## CHAPTER 1

### INTRODUCTION

#### 1.1\_ HISTORICAL BACKGROUND OF GEORGE

The descendants of the San people were hunter-gatherers of the late stone age who had lived in Southern Africa some 30 000 years ago. About 2 000 years ago the Khoikhoi moved south to the Cape with their sheep and cattle into the regions originally occupied by the San people. The Khoikhoi were the first herders in Southern Africa. The earliest residents of Outeniqualand were tribes of the Khoi-group, namely the Gouriqua and Attaquas. Today, Pacaltsdorp stands in the vicinity of the last Khoi leader's kraal, Captain Dikkop. The name " Outeniqua " refers to a place where people carried bags of honey. The name still applies to the region.

In 1771 Outeniqualand was incorporated into the Cape Colony. The area became part of the greater Swellendam District. In 1777 the government started utilising the indigenous forests in the area and established a houtkapperpost (foresters post) where George is today. The post consisted of a post holder, a wagon maker, a blacksmith and several forestry workers. A number of colonial farmers also settled in the area surrounding the post. The region developed slowly because of its remoteness to the main market in Cape Town.

In 1811 George was declared a separate Drostdy. The new town was named George Town after the then ruling King of England, George III.

In 1813 the missionary Carolus Pacalt of the London Missionary Society established a missionary station at the main kraal of the Outeniqua people on request of their leader Captain Dikkop. A settlement grew around the missionary station where each inhabitant was allowed to build a house on a piece of land provided that the land was put to good use. In 1818 the settlement was renamed Pacaltsdorp in memory of the missionary. In 1888 Pacaltsdorp was granted a village management board. Pacaltsdorp only achieved municipal status in 1975. Twenty years later, in 1995, Pacaltsdorp was incorporated into the George Municipality.

In 1837 the inhabitants of George Town elected the first municipal council.

The Montagu Pass was completed over the Outeniqua Mountains in 1847. The Montagu Pass reduced the passage over the mountains via the difficult Cradock Pass from three days to three hours on horseback and hence opened trade with the hinterland of the Langkloof. In 1907 the railroad from Cape Town to George was completed.

Blanco was a separate local authority until 1974, when it was incorporated into the Municipality of George.

With the most important transport problems being solved by the railroad to Cape Town (1907); the extension of the railroad to Oudtshoorn (1913) and to Knysna (1928), agriculture in George Town began to flourish. The first industrial activities originated out of the rich variety of wood in the area and consisted of timber processing businesses. Leather related

trades such as a tannery and harness-makers also rendered a service to travellers through the region. These trades were later converted into shoe factories, which became one of the traditional trades of the town. In the early 1920s the town thus experienced the establishment of a tannery, sawmills, furniture and shoe factories. The improved transport system also promoted tourism to the region.

During the 20<sup>th</sup> century the timber industry expanded considerably. The State sawmill and preservation installation were established as important providers of work.

When a number of shoe factories had to close down in the late 1950's the towns economy was seriously undermined.

In 1953 the Outeniqua Experimental Farm was established at George. The farms experiments led to improvements in soil quality. An agricultural show for the area was also reinstated. A greater feeling of optimism seemed to have developed among farmers of the area during this period.

In 1968 George's output was slightly lower than Oudsthoorn. This situation reversed between 1968 and 1975. This tendency can partially be ascribed to the opening of the Table Top factory in George in 1965.

An important factor that enforced and sustained the growth process mentioned above, was the increased functioning of George as regional service centre resulting from the settlement of regional offices of government in George, the establishment of a large hospital; an increase in the number of schools etc. In 1977 the George regional airport was opened a factor that further strengthened the economy, e.g. by opening the export opportunities of flowers.

In the mid-1980s George experienced a second boom with the building of medical clinics (e.g. Lamprecht, Geneva), additional government buildings and the establishment of more specialised financial regional offices like SANLAM, Old Mutual and Liberty Life.

In contrast with the general trend over time, the manufacturing sector also experienced a positive situation that could have implied stronger growth in industrial output from 1982 to 1990. Two main factors contributed to a more positive climate for this sector:

- 1 George qualified for special industrial decentralisation advantages when it became a decentralisation point together in the context of the regional industrial decentralisation policy of the then-ruling government
- 2 The Mossgas project also lured some manufacturing concerns to the recently established Tamsui Dustria in the late 1980's.

The early 1990s characterised another growth spurt that enhanced George as regional service centre. Especially since 1994 retail parks were built in and around the fringes of the central town, sport facilities upgraded and luxury accommodation established. Since 1995 the growth of George stabilised and there are indications of a slight decline in economic activities from 1997 to 1998 evidenced by the closing of one large factory and the closing down of

operational activities (with the exception of the marketing divisions) of large insurance companies present in the area.

After the 1994 election, negotiations were started to amalgamate the separate adjoining towns of George, Pacaltsdorp and Thembalethu. In 1995, the mentioned municipalities were incorporated into the Municipality of George. Municipal services now had to be provided to a much larger area of jurisdiction including Herolds Bay, Pacaltsdorp and Thembalethu while the income base of the Municipality did not grow proportionally. Poverty and non-payment of accounts have proved to be two new challenges facing the Municipality.

The new Constitution (Act 108 of 1996) and the local government legislation flowing from it furthermore established a complete new operational framework for municipalities. There is increased pressure on the fiscal resources of municipalities with new goals such as the promotion of social and economic development and equity; the promotion of a safe and healthy environment and the encouragement of local community participation in the formulation of policies, programmes and budgets.

Under the Municipal Demarcation Act no 27 of 1998, George Municipal Area (WC044) consists of areas previously under the jurisdiction of the Municipalities of George and Wilderness as well as areas previously under jurisdiction of the Outeniqua and Bo-Langkloof Rural Councils.

This document contains the first endeavour to compile a strategic management tool for the new council elected on 5 December 2000.

## CHAPTER 2

### THE IDP PROCESS

The public participation process was followed as described in the process plan approved by Council on 15 Augustus 2001. The process was further guided and/or informed by:

- The IDP framework of the District Municipality;
- The guide lines in terms of the applicable legislation;
- The "Public Participation Report" compiled by Octagonal Development dated October 2000 containing the results of a series of public participation workshops held between March and August 2000 and attended by 1 122 residents of George;
- The Interim Integrated Development Plan adopted by the Municipal Council on 1 March 2001.

The process and all meetings and events were widely published, depending on the activity or community in question, in the municipal news letter (George Focus), the local newspapers and/or radio station as well as by means of posters, handbills in post boxes and by broadcasting public meetings by means of loudspeakers in the streets.

A Steering Committee was formed to drive the process. Resource persons were appointed from nominations made by different organisations from different sectors in September 2001 to serve on the IDP Forum. In addition to the resource persons, ward representatives nominated by ward councillors and persons appointed at the public participation workshops also served on the IDP Forum.

On 23 October 2001 the first meeting of the IDP Forum was held in the Banqueting Hall of the George Civic Centre. It was attended by 116 representatives. The following were tabled and/or explained and opportunity was given for discussion and comments:

- The process and structures established by the Council in terms of the IDP Process Plan;
- The report prepared by Octagonal Development titled "**Public Participation Report: Towards an Integrated Development Framework / Plan**" dated October 2000;
- The Interim Integrated Development Plan adopted by the Municipal Council on 1 March 2001;

- The progress with the Spatial Plan. (It was pointed out that a series of 12 workshops, attended by 291 persons were held from 19 March to 10 May 2001 to obtain public comments regarding the future spatial development of George.);
- A report of inputs received from the public on spatial issues;
- All present were given the opportunity to ask questions and make further inputs.

No amendments to the proposed vision and mission were proposed. Provisional suggestions were made by informal groups which were referred to the work groups for further discussion.

The following work groups were established with chairpersons as indicated:

- |    |   |                        |
|----|---|------------------------|
| 1. | Culture, Natural Environment, Tourism and Sport : | Cllr Ian Hadley        |
| 2. | Spatial:  | Mr Willem de Kock      |
| 3. | Economy:  | Mr Johan Venter        |
| 4. | Social Services, Health, Education:               | Cllr Chris April       |
| 5. | Service Delivery and Housing                      | Mr Jan du Preez        |
| 6. | Safety and Security:                              | Mr Jan Nel             |
| 7. | Rural and Agriculture:                            | Mr Jack Rubin          |
| 8. | Disability:                                       | Prof. Phillip Hattingh |

The above work groups met during November and December 2001.

On 28 February 2002 the council considered a report of a meeting of the IDP Forum held on 26 February 2002. In terms of this report approximately 30 development priorities were identified and the following Key Development Areas were adopted:

1. Infrastructure and Services;
2. Social Development;
3. Economic Development;
4. Tourism;
5. Institutional Transformation;
6. Safety and Security;
7. Democracy, Governance and Financial Management

During the week of 4 - 8 March 2002 the IDP Steering Committee and representatives of the IDP Forum identified the activities of each department and coupled these activities to the development priorities and key development areas mentioned above. Provisional performance indicators were identified and all activities were coupled to the operating budget by means of a specially developed matrix..

It is clear from the above that the process was widely announced in the press and by other means and discussed at various levels including public meetings and at the IDP Forum. The basic principles contained in the relevant legislation and guide lines have been complied with. It was however not possible to properly co-ordinate principles and plans on regional level, because the district IDP process started too late. For the same reason it was not possible to

fully integrate on that level or to align properly with all district stake holders or government departments.

Development 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 the municipality took into consideration in the course of the local planning process. Because local circumstances differ from municipalities, planning decisions relating to sectoral contributions should be directly informed by the specific local context. The challenge is to strike a balance between legal requirements for planning and ensuring that municipal planning is led by local priorities.

With above said in mind the following matters will have to be worked upon further in the first revision cycle of the IDP:

- 1.9\_ Local economic development is an objective of local government and not a function. Section B of the White Paper on Local Government, 1998 states in paragraph 1.1 that "...local government is not directly responsible for creating jobs." The municipal council however identified economic development and job creation as a development priority and already started to embark on labour intensive projects, such as the construction of the Blanco Boulevard and using local unemployed for a clean-up campaign. Local economic policy is however not fully developed as yet and will receive further attention in the process to revise this IDP;
- 1.10\_ Disaster Management is a field of concurrent national and provincial competence in terms of Part A of Schedule 4 of the Constitution of the Republic of south Africa, 1996 (Act 108 of 1996). No agreement has been entered into between the said spheres of government and any local authority in the Western Cape as yet. Training of core staff in disaster management has taken place, but this matter must be finalised in conjunction with the District Municipality and the Provincial Administration.
- 1.11\_ Development of Performance Management System. As part of the project planning phase a start has been made to identify key performance areas, performance indicators and targets. Training in performance management for local government officials was only concluded by the Department of Provincial and Local Government at the time when this report was drafted. A performance management system must still be developed and this will be part of the process to revise this IDP.
- 1.12\_ 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 the 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 aspects of the IDP, focussing directly on gender issue as a means to address poverty alleviation and equity will require the development of an integrated gender equity programme. This would be integrated into an Integrated Poverty Reduction / Gender Equity Programme which demonstrated the compliance of the IDP with policy guidelines related to gender issues.

- 1.13\_ HIV/Aids is a priority issue for all spheres of government. The impact of HIV/AIDS and the requirements of households, affected by the epidemic, will in turn affect municipal services and economic activities. HIV/AIDS impacts on all aspects of development, and understanding is needed how communities are likely to develop in future and what their development needs and requirements will be. Future planning in the municipality will take into account the future impacts of HIV/AIDS at the local and community levels. A plan is foreseen that will spell out what actions the municipality will take in respect of the management of the pandemic and its impacts at the local level.
- 1.14\_ Developing a housing strategy. The focus of the municipality is to create an enabling environment for housing development in the area. As part of the integrated planning process, cognisance is taken of the need of local inhabitants to adequate housing. More attention will be given to the development of a clear housing strategy giving consideration both to national and provincial policy principles and the local analysis and priority identification.

## CHAPTER 3

### ANALYSIS OF CURRENT SITUATION

#### 3.1. DEMOGRAPHICS AND ECONOMIC OUTPUT

##### 3.1.1 Population

George is situated in the Western Cape Province, which consists of one metropolitan area and smaller cities and towns. The largest cities and towns in the Western Cape are illustrated in table 1 below:

TABLE 1: THE LARGER TOWNS OF THE WESTERN CAPE: POPULATION, 1996

City/Town	Population ('000)	Region
Cape Metropolitan Area	2 557	Cape Metropolitan Area
Paarl	161	Winelands
George	113	South Cape
Stellenbosch	83	Winelands
Worcester	77	Breede River
Oudtshoorn	67	Klein Karoo
Mossel Bay	65	South Cape
Knysna	52	South Cape
Malmesbury	50	West Coast
Vredenburg	47	West Coast
Wellington	35	Winelands
Beaufort West	35	Central Karoo
Caledon	22	Overberg

Source: STATS SA(5)

In 1996, George was the second largest town in the Western Cape, after Paarl.

While population growth rates have decreased for South Africa as a whole since 1991, the Western Cape experienced an increase in population growth rates for the period 1991 to 1996. The Southern Cape (**especially George**), experienced an even higher population growth rate. The intensification of growth rates in the Western Cape correlates with the relative decline of population growth rates in the Eastern Cape, Central Karoo and West Coast. This trend confirms three main sources of in-migration to the Western Cape as from the areas mentioned above.

According to table 2 below, George, unlike the other growth regions on the eastern coastal strip of the Western Cape, experienced above-average population growth rates since the 1980's. It was also the only major town in the South Cape to experience increased population growth rates from 1991 to 1996.

TABLE 2: POPULATION GROWTH RATES PER REGION, 1980-1996

Regions/Sub-regions	Average annual growth rates (%)		
	1980-1991	1991-1996	1980-1996
Total South Africa	2.3	1.4	2.0
Total Eastern Cape	2.0	0.4	0.7
<b>Total Western Cape:</b>	<b>2.4</b>	<b>3.0</b>	<b>2.1</b>
Klein Karoo	0.8	-4.7	2.6
West Coast	2.7	-3.4	-0.9
Breede River	1.4	2.5	1.7
Winelands	1.6	3.1	2.1
CMA	2.6	4.0	3.1
Overberg	2.5	6.6	3.8
<b>Southern Cape:</b>	<b>3.5</b>	<b>2.1</b>	<b>3.1</b>
Heidelberg/Riverdale	1.6	0.2	1.2
Knysna	3.0	1.1	2.4
Mosselbay	4.7	1.8	3.8
George	4.0	3.4	3.8

Source: DBSA(1&2); STATS SA (5)

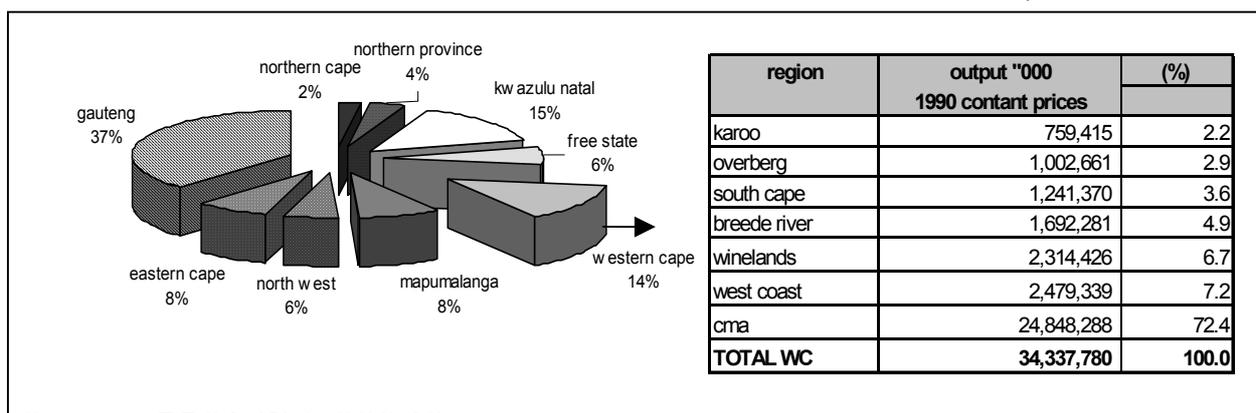
Population numbers (000)

Although in-migration from the Eastern Cape has already altered the ethnic composition of George, the percentage of Blacks is still considerably higher in the Eastern Cape than in George. Assuming that Black in-migration would eventually bring George still closer to the average distributions in the Eastern Cape and surrounding areas, it could be expected that Black in-migration rates will remain relatively high for George for the next decade.

### 3.1.2 Output

The national and regional distribution of output is illustrated in the graph below:

GRAPH 1: REGIONAL AND NATIONAL DISTRIBUTION OF OUTPUT, 1994



Sources: DBSA (2) & CSS (4)

The Western Cape contributed almost 10% to the total population in South Africa in 1996. In terms of output, the Western Province's contribution was a significantly 14% higher than the total national output. The reverse is the case with neighbouring province to George, i.e. the Eastern Cape.

The Southern Cape was not as favourably positioned in the region in terms of output as in terms of population. When provincial and regional output levels are directly related to population, per capita output levels could be summarised as follows:

TABLE 3: PROVINCIAL AND REGIONAL PER CAPITA INCOME LEVELS, 1994

PROVINCE OF RSA	GGP nominal/capita 1994 ( R )	REGION OF WESTERN CAPE	GGP nominal/capita 1994 ( R )
Northern Province	3 000	Southern Cape	7 400
Eastern Cape	4 500	Karoo	8 600
North West	6 300	Overberg	8 700
Kwazulu Natal	6 800	Breede River	9 800
Free State	8 800	West Coast	13 000
Mapumalanga	10 000	Winelands	13 800
Northern Cape	10 100	CMA	17 000
Western Cape	14 400		
Gauteng	20 600		
<b>Total RSA</b>	<b>9 500</b>		

Sources: DBSA (2); CSS (4); STATS SA (5)

According to table 3, the Western Cape had the second highest per capita income levels of the provinces<sup>1</sup> after Gauteng, i.e. per capita income levels almost 50% higher than the national average. **Within the Western Cape, however, the Southern Cape recorded the lowest per capita income levels – more than 20% lower than the national average.** The per capita incomes of the Eastern Cape (the main source region of migrants into the Southern Cape) were well below Southern Cape averages with the second lowest per capita income levels in the country.

The list of larger towns in the Western Cape, in terms of output, correlates largely with the large towns in terms of population. The Southern Cape towns on average made larger contributions to population than to output whereas the reverse was true in the case of the West Coast and Overberg towns. George in specific is only the fifth largest town in the Western Cape in terms of output (excluding the Cape Metropolitan Area) as opposed to the second largest town in terms of population.

TABLE 4: THE LARGER TOWNS OF THE WESTERN CAPE: OUTPUT, 1996

City/Town	GGP (constant 1990 prices) 1994 (Rm)	Region
Cape Metropolitan Area	24 848	Cape Metropolitan Area
Malmesbury	1 397	West Coast
Paarl	1 355	Winelands

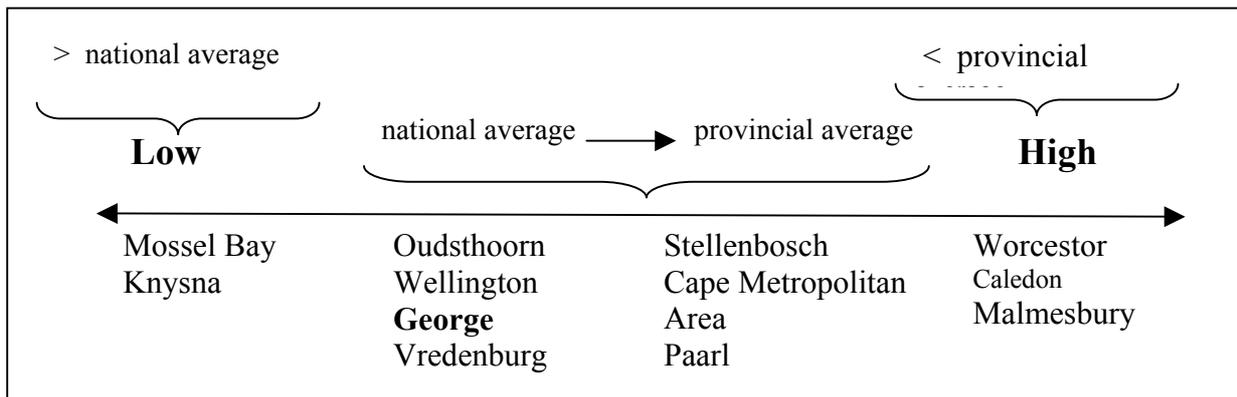
<sup>1</sup> Per capita income = regional output/total population. This is a fairly crude measurement of wealth since the distribution of income is not taken into account.

Worcester	1 083	Breede River
Stellenbosch	748	Winelands
George	618	South Cape
Caledon	583	Overberg
Oudsthoorn	410	Karoo
Vredenburg	326	West Coast
Knysna/Pletteberg Bay	241	South Cape
Mossel Bay	230	South Cape
Beaufort West	224	Karoo
Wellington	210	Winelands

Source: STATS SA(5)

The ratio between population distribution and output distribution in the Western Cape is illustrated in figure 1 below. George could be considered as one of the “richer” Southern Cape towns with Mossel Bay and Knysna on the lowest end of the per capita income scale for the Western Cape. In 1994, average per capita incomes in both these towns were below national averages - in the vicinity of averages for the Eastern Cape. This situation makes George’s situation relatively attractive for immigration into the Southern Cape and could explain the high population growth rates of George relative to other towns in the vicinity since the 1980’s.

FIGURE 1: RANGE OF PER CAPITA INCOMES OF SELECTED TOWNS IN THE WESTERN CAPE



Source: Based on information from DBSA (1); STATS SA (5); CSS (1)

A more comprehensive indicator of quality of life, the human development indices (HDI) of the towns discussed above, is indicated in table 5 below. From this table it is apparent that:

1. The quality of life of the White population groups are much higher than the other dominant ethnic groups in the region;
2. the quality of life of the Coloured population was considerably lower than that of the White population group and slightly higher than for the Black population group. In 1995 the quality of life of the Coloured population in George was average compared to other towns in the Western Cape and relatively high compared to towns in its vicinity, i.e. Knysna and Oudsthoorn with the exception of Mossel Bay;
3. The quality of life of Blacks in George, however, was recorded to be the highest (together with Malmesbury and Mossel Bay) of all Blacks living in major towns in the Western Cape.

TABLE 5: HUMAN DEVELOPMENT INDEX FOR SELECTED TOWNS, 1995

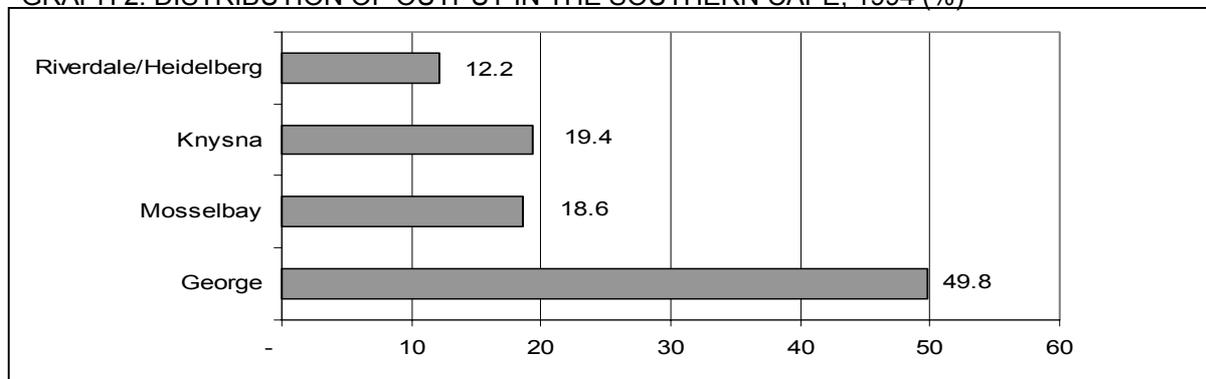
Magisterial District (ranked from high to low according to per capita incomes)	Human Development Index •		
	Blacks	Coloured	White
Worcester	0.40	0.50	0.94
Caledon	0.35	0.48	0.94
Malmesbury	0.51	0.56	0.95
Stellenbosch	0.44	0.56	0.94
Cape Metropolitan Area	0.43	0.63	0.95
Paarl	0.44	0.55	0.95
Oudsthoorn	0.46	0.50	0.92
Wellington	-	0.53	0.94
George	0.49	0.52	0.94
Vredenburg	0.34	0.53	0.93
Mossel Bay	0.49	0.57	0.91
Knysna/Plettenberg Bay	0.42	0.50	0.94

Source: DBSA (1)

- Measures quality of life by taking various factors into account, e.g. average life expectancy, infant mortality rates, access to primary health and education etc. A value closer to 1 indicates a high quality of living.

In terms of output, George dominated the South Cape even more than with regard to population. In 1994, George produced almost 50% of the region's output compared to the 43% contribution to population in 1996.

GRAPH 2: DISTRIBUTION OF OUTPUT IN THE SOUTHERN CAPE, 1994 (%)



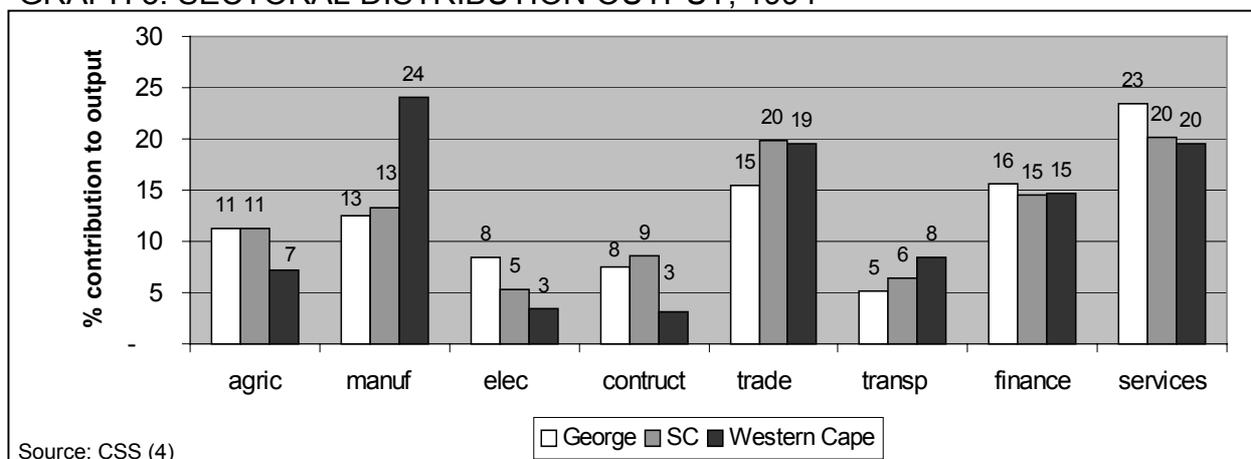
Source: CSS (4)

The following observations can be made regarding the sectoral composition of the George economy:

- The agricultural sector still plays a relatively large part in the economy of George;
- The industrial (manufacturing) sector plays a relatively smaller role in the town's economy compared to national and provincial contributions of this sector;
- The larger contributors to the George economy are the service (including public services) and finance sectors. The trade sector, on the other hand, plays a relatively smaller role, compared to its role in the more tourist-orientated towns in

the region. This reaffirms George's role as a service centre (as opposed to a trade centre) for the region.

GRAPH 3: SECTORAL DISTRIBUTION OUTPUT, 1994



With regard to output and population growth in the Western and Southern Cape, the more rural regions of the Western Cape, namely the Overberg, West Coast and Breede River, experienced output growth well above population growth resulting in rising per capita income levels since the 1980's. This situation contrasts starkly to what had happened on a national level as well as elsewhere in the Western Province. In the Southern Cape, the gap between population and output growth indicated a decline in per capita levels. George is the only town in the Southern Cape that experienced an exceptionally high output growth rate to accommodate an equally high growth in population, resulting in a slight increase in per capita incomes since 1980.

TABLE 6: OUTPUT AND POPULATION GROWTH IN THE WESTERN CAPE, 1980-1996

Province/Region	Average annual population growth 1980-1996	Average annual real output growth 1980-1994	Change in per capita incomes Increase (+)/Decrease (-)
<b>Western Cape:</b>	2.0	1.6	-
CMA	3.1	1.5	-
West Coast	0.7	2.8	+
Overberg	3.8	3.1	+
Breede River	1.7	2.3	+
Winelands	2.1	0.7	-
Central Karoo	-0.9	1.1	+
<b>Southern Cape:</b>	3.1	2.0	-
Heidelberg/Riverdale	1.2	-0.2	-
Mosselbay	3.8	-0.2	-
Knysna	2.4	1.6	-
George	3.8	4.1	+

Source: DBSA (1&2); STATS SA(5)

Growth levels in George remained high from 1993 to 1995. **Since 1995, though, the real growth in turnover in George lagged behind national averages and even became negative from 1997 to 1998.**

### 3.1.3. GEORGE DEMOGRAPHY

*Ethnic classification of George, as used in the text, merely serves as a functional tool to evaluate the progress being made with regards to policies aiming to redress political injustices of the past.*

### 3.1.3.1. Ethnic distribution

The ethnic distribution and growth of the population of George magisterial district for the different census years is summarised in table 8 below:

TABLE 7: ETHNIC DISTRIBUTION AND GROWTH OF GEORGE, 1921-1996

Year	POPULATION (NUMBERS)				
	Black	Asian	Coloured	White	TOTAL
1921	851	18	7,959	9,549	18,377
1936	1,197	17	12,215	13,347	26,776
1946	1,874	16	15,712	14,441	32,043
1951	1,846	12	18,735	15,407	36,000
1960	2,893	10	21,806	13,967	38,676
1970	3,148	1	32,402	14,944	50,495
1980	3,320	40	41,800	17,100	62,260
1985	5,231	40	46,538	20,997	72,806
1991	18,606	85	49,341	27,564	95,592
1996	23,359	245	59,776	29,847*	113,227
Growth period	AVERAGE ANNUAL GROWTH (%)				
	Black	Asian	Coloured	White	TOTAL
1921-1946	3.2	-0.5	2.8	1.7	2.2
1946-1960	3.2	-3.3	2.4	-0.2	1.4
1960-1970	0.8	-20.6	4.0	0.7	2.7
1970-1980	0.5	44.6	2.6	1.4	2.1
1980-1991	17.0	7.1	1.5	4.4	4.0
1991-1996	4.7	23.6	3.9	1.6	3.4

- Note that the White population could possibly be underestimated for 1996. The population recorded for the dominantly "white" North Eastern Town appeared to be too low compared to the number of erven (see table 20 below).

Sources: McCarthy (1996); DBSA(1); STATS SA (5)

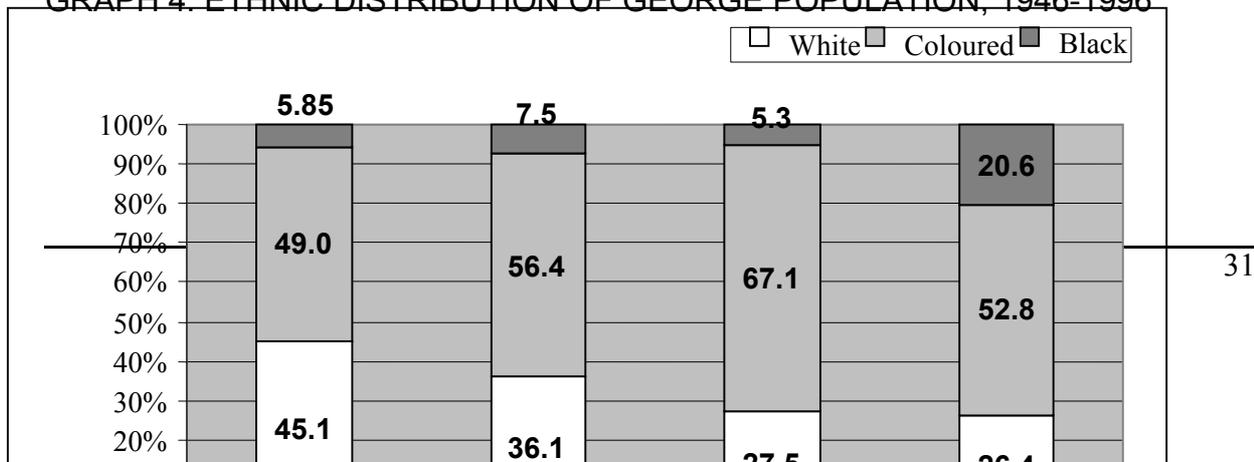
From 1921 to 1960, growth in the town's population fluctuated before the steady high growth rates from 1960 onwards. Sustained high population growth gained momentum in the period after 1960.

The first population boom occurred in the period 1960 and 1970 due to the exceptionally high growth in the Coloured population. This altered the population structure of George significantly. The Coloured population's share in the total population of George increased from 49% in 1946 to 67% in 1980.

The second population boom occurred from 1980 to 1996 with the strong influx of Black migrants originating mostly from the Eastern Cape. In the second boom, the population structure of George, once again, underwent structural changes. The Black population's share increased dramatically from a mere 5% in 1980 to 21% in 1996. For the period 1991 to 1996 population growth rates still remained high albeit slightly lower than for 1980 to 1991. The high growth in the Black population had strong implications for the provision of social services and housing.

The average growth in the White population was higher than national growth levels since 1980 and indicate a degree of in-migration from this ethnic group into the area. sharp increases in fixed property prices with effect from 1970 to 1980 (McCarthy, 1984:12) and from 1980 to 1991 were experienced.

GRAPH 4: ETHNIC DISTRIBUTION OF GEORGE POPULATION, 1946-1996



Source: STATS SA (5)

### 3.1.3.2 FUTURE POPULATION SCENARIO

A scenario developed by Prof S Bekker, as contained in the George Development Profile is reproduced in table 9 below:

TABLE 8: HIGH IN-MIGRATION SCENARIO: POPULATION ESTIMATES, 2005 AND 2010

Year	Total <sup>^</sup>	Coloured	Black	White
1999	135 100	67 046	36 419	31 302
2005	184 108	89 355	54 932	39 379
2010	239 089	113 475	77 369	47 681

<sup>^</sup> A total of 442 (2005) and 564 (2010) residents of Asian identity has been included

### 3.1.3. SUMMARY

George experienced an above average population growth rate since 1960. The population increased from 38,676 to approximately 140,000 in the year 2002. This implies an increase of 101,324 people or of 262%.

Taking into consideration the scenario of Simon Bekker it is clear that plans of the Municipality must provide for a population of approximately 239,000 in the year 2010 or an additional  $\pm$  100,000 future residents.

This scenario has specific implications in respect of:

- 1 Housing and basic services and the ability of the Municipality to provide such services;
- 2 The ability of the economy to support the additional people and to provide jobs, especially to those with limited skills migrating from specifically the Eastern Cape;
- 3 The spatial needs for such population in respect of housing and infrastructure (eg schools, sport facilities, work opportunities, etc.) and the environment;
- 4 The demand to ensure that development is sustainable from a social, economic and environmental point of view.

From a policy point of view the Municipality will have to ensure that development, which can create the required work opportunities, is promoted. Developers in the private sector need to be sure of their

rights relating to the development of fixed property and policies should be in place to ensure an effective planning control system without unnecessary delays.

### **3.2. ANALYSIS OF CURRENT SITUATION.**

#### **3.2.1. KEY DEVELOPMENT AREA 1 : INFRASTRUCTURE AND SERVICE DELIVERY**

##### **Road transport**

The George area has a good road infrastructure that links the town with Cape Town and Port Elizabeth via the N2 main road, by-passing the central town in the south. The scenic and upgraded Outeniqua Pass also links the town with Oudtshoorn and the interior of South Africa.

All the bus services in George are run by private companies.

Private vehicle registration was close to 40 000 in 1998 which, using a rough calculation, could imply a very low average of 3,4 members of the population per registered vehicle. This low ratio could be indicative of a relatively large percentage of the population of George making use of private transport with an associated high pressure on the town's road system; for shorter to medium distances taxis (minibuses) play an important role in the transport of people especially in Thembalthu, Pacaltsdorp and the South Eastern town. Especially in Thembalthu, taxis are the dominant form of transport with an approximate third (rough estimate) of households in the area possessing a motor vehicle.

George Airport not only serves the George area, but also is the only major airport in the South Cape. Since 1995 the number of passengers on scheduled flights to and from George increased by 37% from 76 530 in 1995 to 105 000 in 1998. The airport also handles goods freight to the above-mentioned destinations from areas all over the South Cape.

There exists sufficient capacity at the airport to accommodate the expected growth in passengers and goods freight (SCDC).

##### **Water & Sewerage**

The water consumption in George has increased dramatically at an average annual rate of almost 7% per year from 1980 to 1999.

In terms of water supply, George is not considered to be situated in a water deficient area as defined by the Department of Water Affairs and Forestry (SCDC). The main source of potable water is the Garden Route Dam in the Swart River. In the near future the upgrading of the unpurified water storage capacity of the municipality needs to be extended. This is currently under investigation by the municipality. The

current capacity of the water purification system, on the other hand, is considered to be more than adequate.

Capacity problems in terms of water supply are also related to the water distribution network with, for instance, pipes that need to be upgraded and an additional reservoir that needs to be built.

In conclusion, future priority water and sewerage projects include the upgrading of the unpurified water storage capacity of the municipality as well as the main water distribution network, an additional reservoir (within the next two years) and the upgrading of at least one of the four sewerage purification plants.

Currently George Municipality has almost R10m worth of water and sewerage projects in the proverbial pipeline, including large projects in Pacaltsdorp and Thembaletu. An updated Water Service Plan is also currently under review by the George Municipality.

As is the case with electricity and refuse removal, local authorities provide service connections at cost for subsidised housing projects in order to ensure the viability of these projects.

### **Roads and Stormwater Maintenance**

There is approximately 440km of road in George that is largely tarred (350km) with a remaining 90km (20%) of gravel roads situated in Thembaletu, Pacaltsdorp and Le Vallia. The higher maintenance cost of gravel roads makes the upgrading of these roads a priority issue. Road repairs in George in general needs attention. The development of the road infrastructure does not seem to have kept pace with town developments with implications for the upgrading of main roads such as York, Courteney and George Streets. New roundabouts and slip lanes, in York Street especially, need mentioning. In a count by the traffic department of George municipality, 22 000 vehicles were counted over a 24 hour period in York Street in 1998 compared to 4 500 vehicles in 1987. This stark increase can be ascribed to the high growth in the residential population; an increase in economic activities as well as an increase in the number of outside visitors to the town.

### **Electricity**

Electricity is generated by ESKOM and distributed by the municipality. The municipality is legally obliged to respond to all requests for the provision of electricity. This electricity department was the first electricity utility to acquire a Quality Management listing in South Africa.

The Electricity Department is responsible for the distribution of electricity to households, light and heavy industries and the agricultural sector as well as for the provision of streetlights in George as well as Wilderness. The Department is

furthermore responsible for the installation of equipment such as high/low voltage cables, electricity metres, the replacement of traffic and streetlights and the maintenance of equipment. As is the case with other trading services, local authorities provide service connections for electricity at cost for subsidised housing projects.

Since 1980, electricity consumption in George has increased at an average annual rate of almost 9%. From 1991 to 1998 the annual rate of electricity consumption in George has increased at a high, albeit slightly lower level of approximately 6% compared to a national average of almost 3% per annum for that period.

### **3.2.2. KEY DEVELOPMENT AREA 2 : ECONOMIC DEVELOPMENT**

Although the level of real output remained relatively high since 1980, high population growth, combined with a low labour absorption of the economy resulted in rising levels of unemployment in the George labour force. Since 1980, formal employment declined from 88% to 64% of the labour force with a resultant increase in unemployment from 8% in 1980 to 18% in 1996. An increasing number of people have also found some form of employment in the low-wage informal sector since 1980. It was estimated that approximately 8 800 people were occupied in viable informal activities, many of which were in retail activities situated along the main roads.

Despite the sharp increase in unemployment levels to 18% in 1996, the unemployment level in George is still well below the national average – as is the case within the Western Cape Province in general. In 1996 the national unemployment rate was an estimated 33% of the labour force whereas the Cape Metropolitan Area recorded an unemployment rate of 22% (CMC, 1998).

The unemployment incidence in George shows a pattern similar to the national situation. The level of unemployment amongst Black people was much higher than among any of the other ethnic groups. White people were much less affected by unemployment with a relatively low unemployment rate of 5%. Unemployment levels among females were on average much higher than it was for men.

The employment pattern of George largely reflects the output pattern, with the services, finance and trade sectors employing almost 50% of the total labour force in 1998.

Sectors that contributed more to employment than to output include the agriculture, construction, manufacturing and services sectors. The greater labour intensities of the agricultural sector in general and that of the manufacturing sector of George specifically, are largely due to relatively lower wages and does imply proportionally larger numbers of employees. It should be noted that the agricultural sector was the third largest employer in George in 1996 which is an exceptionally high contribution for an urban economy.

The electricity, transport and finance sectors are in general more capital-intensive sectors using relatively fewer (higher skilled) workers at higher wages.

Output growth in George might have been slightly higher than population growth since 1980, but the economy nevertheless did not manage to absorb labour at an equally high rate. This can mostly be ascribed to the general trend of capital intensification in South Africa since 1980.

The inability of the formal economy of George to provide jobs for a fast expanding labour force led to an increase in unemployment from an estimated 13% in 1991 to an estimated 24% in 1998. Although this unemployment rate is not high if compared to the national averages of more than 30%, it is a relatively high rate for the Western Cape – compared with the situation in the Cape Metropolitan Area in 1998.

In addition to the sharp rise in unemployment, low-wage informal activities in George also expanded from approximately 8 000 in 1991 to an estimated 11 000 in 1998. These activities include casual farm labour and hawkers operating in the trade sector.

George does not perform strongly with regard to international trade. In terms of exports, the major trading partners since 1996 were the United Kingdom, the United States, Germany and Ireland. Trade with Africa also plays a major role in the region with relatively large exports to Zimbabwe and Zambia.

Since 1996, furniture exports dominated exports from George, contributing 85% of total exports in 1998. The main furniture exports were to the United Kingdom and the United States. Other exports involved relatively small amounts and were largely from agriculture and forestry, i.e. edible vegetables (11%) and trees and/or flowers and live animals (2%).

Approximately 80% of all overseas imports to George originate from Europe and North America. Between 1996 and 1998 there was a significant shift away from Europe to North America. Precision tools and machinery for the manufacturing sector dominated imports, contributing almost 71% of total imports in 1998. Wood products, possibly also as input for the manufacturing sector (including the furniture industry) contributed almost 20% to imports in 1998.

The agriculture and forestry sector is considered a “medium sized ” sector that contributed 11% to output and employed an estimated 4 500 people (16% of total formal employment) in 1998.

The sector furthermore supplies work for a large number of seasonal and informal workers.

It is argued that many of the seasonal workers are migrants from the Eastern Cape staying behind when the season is over. This situation creates an oversupply of lowly skilled agricultural workers that impacts on the already low wage levels in this sector. The Outeniqua Experimental Farm is also involved in skills development among these small farmers as well as in experimentation with appropriate products for small farmers of the area. Major challenges, however, still persist with regard to

the expansion of land ownership; reducing the dominance of large farming units, improving inaccessibility to financial resources and investment capital for small farmers as well as developing adequate skills.

The production of animal products dominated the George magisterial district, with milk production being the second most important agricultural activity after vegetable production, generating almost 18% of gross farm income in 1993. Milk production in the George magisterial district is largely concentrated in the Geelhoutboom and Hoekwil areas. It could be noted that ostrich production in the magisterial district largely takes place in the more arid areas north of the Outeniqua Mountains.

In 1998 the manufacturing sector, like the agriculture and forestry sector, was a medium sized sector in George producing approximately 13% of total output and providing almost 5300 jobs.

Given the qualifications listed above, the main manufacturing sectors (in order of importance) in George can be identified as:

- food processing (mainly dairy and vegetable processing)
- wood
- non-metallic minerals (including ceramics and plaster)
- furniture
- fabricated metals
- printing and publishing

Other manufacturing sectors include electrical machinery, transport equipment, leather products, clothing and beverages.

In summary it could be stated that the profile of the manufacturing sector in George is very favourable. The positive characteristics of this sector can be summarised as follows:

- It is a relatively labour intensive (albeit low wage) sector;
- Historic information as well as recent trends suggest strong backward linkages (local content) in manufacturing output that links this sector to the local primary sectors (agriculture and forestry) as well as local intermediary input manufacturers;
- A large percentage of the final manufacturing output is exported to national regions outside George or (recently) overseas;
- The manufacturing sector imports far less than it exports thus creating a positive trade balance of almost R 9 million in 1998. It should however be noted that export levels are still exceptionally low and almost entirely reliant on furniture exports.

Although the construction sector is considered a relatively small sector contributing only 8%

of total output in 1998, the sector is relatively large in George compared to its national and provincial shares of 3% and 4% respectively. This sector is also fairly labour intensive employing 3 500 people in 1998 as well as a number of casual labourers.

In 1998 the service sector was the largest single sector, producing 23% of the total output and employing almost 8 000 people in George. It was estimated that 94% of the services sector's output was represented by the public sector whereas the remaining 6% was represented by community services (non-government organisations such as Rotary and government-based organisations) and personal services (e.g. medical practitioners, dentists, beauty parlours, etc.)

The economic objectives for George should not only focus on accelerated growth, but also on satisfying the socio-economic needs of the residents of George. To achieve this, the George economy should have a dual focus, namely to be market-driven and competitive on the one hand and creating job opportunities on the other.

The question now raised is, what is a healthy, dynamic and sustainable economy? Simply put, the answer is an economy which:

- \* Job opportunities are created and not reduced
- \* Maximum real growth is accomplished
- \* Opportunities are created for the relief of poverty, reduction of unemployment and the elimination of disparities, and
- \* All residents have a fundamental interest (ownership) in the economy and benefits thereof.

### **ECONOMIC INPUTS ON THE CBD**

A survey was conducted during December 2000 by personal visits to all businesses in the CBD during which a short questionnaire was completed. Findings are graphically illustrated and discussed in the report of URBAN-ECON.

A) The following are the strengths, weaknesses, opportunities and threats for the CBD, interpreted from the trends found in the survey:

#### Strengths

- High capital injections especially in the tourism industry (this may be attributed to high insecurities (recent acts of terrorism) within the neighbouring cities such as Cape Town;
- Positive growth in the tertiary sectors of the economy;
- New retail development on the edge of the CBD (Game centre and Pick 'n Pay/George Square node);
- Regional accessibility of the CBD (easy access to the main airport, main road and the sea);
- Effective hawker management;
- Stable rentals;
- Competitive rentals in relation to the decentralised nodes.

#### Weaknesses

George has a relatively decentralised CBD manifesting the following characteristics:

- Weak city core;
- Growth is mainly confined on the periphery (George Square, Pick 'n Pay and the Game centre);
- Continued decentralisations of small office functions from the CBD to the new nodes;
- Declining consumer threshold - (buying power is drawn away from the CBD to the new nodes, bringing about a loss in turn over, rental losses and declining property values;
- the decentralisation may increase municipal service costs in the near future;
- Lack of entertainment facilities with the exception of the George Square node;
- Lack of public facilities such as toilets;
- Inadequate maintenance of infrastructure;
- Outdated building designs (unattractive to consumers);
- Inadequate parking facilities and;
- High vacancy rates.

### Opportunities

- Historic value of the CBD especially the Museum and the Cathedral;
- Well linked to the national, local and international movement routes;
- Centrally located between two large cities - Cape Town and Port Elizabeth;
- A relatively peaceful town as compared to its neighbours (Cape Town and Port Elizabeth);
- Loyal business community (the majority of the businesses are reluctant to relocate outside the study area);
- Relatively stable socio-economic climate as compared to its neighbouring cities (Cape Town and Port Elizabeth).

### Threats

- Proliferation of the office market outside the CBD, mainly in the form of converted dwelling units;
- Lack of quality service offered by the businesses;
- Decentralised nodes with their one stop convenient shopping centres attract more clients;
- CBD office and retail building architecture is relatively old and visually unappealing;
- Crime;
- Financial sectors closing and relocating some of their activities (Sanlam and Standard Bank).

## B) Synthesis

The traditional role of the CBD as a centre that provides the largest amount of retail space and the widest variety of retail facilities to middle and higher income groups is set to change for ever.

The shopper profile of the CBD will increasingly shift to lower and middle income groups and therefore the following guidelines should be noted:

- George needs a strong city core. The CBD should remain the core where all major tertiary sector activities are concentrated.
- Urban renewal should be encouraged;
- Align revitalisation initiatives with changing customer profile;
- Investigate the viability of establishing a CBD business improvement District (BID);
- Improve the quality of business environment;
- Policies should be flexible to accommodate investment in revitalisation programs
- Retaining dominant office functions in the CBD will stabilise the CBD market; and
- Office and retail vacancy will decrease, land value will appreciate and;
- Municipal services will be affordable since infrastructure use is optimised.

The local authorities should slow down in the approval of the construction of new regional centres. The provision of further regional centres in the study area has almost reached saturation point for the time being, with only a few development opportunities remaining possibly in disenfranchised township location such as Thembalethu.

- Expansion of existing regional centres must build on previous success based on critical mass, image and the fact that everything is under one roof (examples include the new Game Centre).
- Entertainment centres must be well planned to provide for the needs of the areas market profile. It should take into account market sizes, as George CBD may not warrant an exclusive entertainment centre.
- Physical improvements like landscaping and provision parking facilities in George has the potential to attract customers.

### **3.2.3. KEY DEVELOPMENT AREA 3 : TOURISM, RECREATION and SPORT**

George is situated in an area of great natural beauty in an area where the quality of the environment can rightly be regarded as its greatest asset. Environmental issues have been neglected in the past with little done to protect the rugged coastline and the mountain.

According to the George Development Profile (July 2000), the tourism sector plays a considerable role in the economy of George, both as a tourist destination in its own right and as a service center to tourists traveling in the South Cape.

The total number of tourists to the Garden Route was approximately 44 000 people in 1998. Approximately 51% of the tourists were domestic tourists and 49% foreign tourists; the majority coming from the United Kingdom and Germany. Although the number of domestic tourists is still slightly higher than the number of foreign tourists, foreign tourists on average spend almost ten times more than domestic tourists (Wesgro ). Using a simple (and provisional) estimate, the total amount spent by foreign tourists in George would be close to R100 million in 1998 compared to R10 million spent by domestic tourists.

Applying this percentage to the George economy (and assuming that the percentage contribution to employment would at least be in the vicinity of 7%) the people directly employed by the tourism industry in George would be close to 2 000 people in 1998. This number includes travel agents, car hire agents and people working in the accommodation sector directly benefitting from the tourism industry.

In the past George largely functioned as the *tourist service center* for other regions in the South Cape and was not regarded as a tourist destination in its own right. Currently the strong support role that George plays as the commercial center for tourists to the region is important to the extent that it keeps pressure off the rest of the rural areas which, in turn, is conducive to tourism for the region as a whole. George is still used by many tourists as a base while exploring the Garden Route during day trips.

The challenges to improve service levels in George include :

- 1.15\_ Improved facilities for wheelchairs
- 1.16\_ A central booking system for events in town and further afield
- 1.17\_ More public toilet facilities
- 1.18\_ Longer hours for shops
- 1.19\_ Improved social and recreational facilities
  - The development of a safe and aesthetically pleasing long distance bus terminus

Recent trends indicate that George is no longer satisfied with being the support base of tourist industries is steadily becoming a tourist destination in its own right. Excursions on the Outeniqua Choo Tjoo increased from 45 000 in 1992 to 112 000 people in 1998. This number compares favourably with top tourist attractions like the Highgate Ostrich farm near Oudsthoorn and the Cango Caves.

Attractions were divided into six main categories namely: historical/cultural attractions; railway related activities; sports activities/events; the natural environment; commercial activities and business tourism.

The expansion of the tourism industry in the South Cape has not been without problems, risks and frustrations. Environmentalists are concerned about the sustainability of the high quality of the tourism environment; rural community leaders feel that benefits of the tourism growth have largely bypassed their communities and several local councils in the region struggle to accommodate seasonal infrastructure demands.

The following underlying issues were raised by several stakeholders who attended the public workshop sessions in George during 2000 :

- \* Seasonal influx;
- \* Eco-tourism development;
- \* Effective management of tourism;

- \* Improved service delivery
- \* Lack of enough tourism facilities – especially in the eastern parts of South Cape;
- \* Undeveloped recreational/tourism/eco-tourism potential;
- \* Co-ordinated tourism development;
- \* The lack of a sufficient tourism transport infrastructure;
- \* The need to increase tourism awareness / benefits;
- \* The need to link the advantages of South Cape’s tourism industry to neighbouring regions; and
- \* The need for a co-ordinated tourism management strategy for the whole region.

The municipality is responsible for parks and gardens, the maintenance of public open spaces and cemeteries, as well as beaches and associated Caravan Parks.

There are a wide variety of sport activities in George – fairly evenly spread across the town. Sport plays an important role in George with many “sport tourists” visiting the town for national and provincial sporting events such as the SWD Eagles Currie Cup Games, Primary Schools Craven Week and several golf tournaments. Tourists are also attracted to in-town sport facilities like the Fancourt Hotel and Golf course complex as well as out-of-town activities such as canoeing and sailing in Wilderness.

#### **3.2.4. KEY DEVELOPMENT AREA 4 : SOCIAL DEVELOPMENT, HEALTH AND EDUCATION**

As is the case with South Africa in general, old age pensions and pensions for the handicapped make the largest contribution to total pension payments in George.

Compared to the number of old age homes, there were relatively few organisations aimed at youth development and adult illiteracy. The Multi-Purpose Community Centre in Themabalethu largely concentrate on youth development and hence address the previous neglect in this area to some extent. Another area of concern includes the general lack of social field workers. The increase in homeless “bosslapers” also places an extra burden on local authority functions such as health, cleansing services and could be an inhibiting factor in the expansion of the tourism industry in the area.

#### **Education**

There were approximately 60 daycare centres/crèches in George in 1999 . Most of them are situated in Central and South Eastern Town as well as Themabalethu.

Public education in George falls under the Western Cape Provincial Administration Education Department (PAWC). In 2000 there were 34 primary

schools with a combined pupil number close to 18 500. Primary schools in George face challenges with regard to personnel as indicated by relatively high average pupil : teacher ratios. Higher than average ratios of teachers are indicated at the schools that are mostly situated in Blanco, the South Eastern Town, Pacaltsdorp and Thembaletu.

In contrast to primary schools, there were only 7 secondary schools. The secondary schools were on average much larger than the primary schools and jointly recorded more than 9 000 pupils in 2000.

In 2000 the average pupil : teacher ratios for secondary schools were much lower than for primary schools, indicating relatively less challenges with regard to personnel. York High School, Parkdene and Imizamo Yethu High School in Thembaletu indicated higher than average teacher : pupil ratios.

George also provides limited tertiary *education*. The South Cape College provides courses in business studies such as financial management and business management as well as secretarial services. The College has three campuses in George, i.e. at the grounds of the previous George College, South Cape Training Centre and South Cape Technical Institute. The South Cape Training Centre trains people in Thembaletu in various trades such as electrical wiring, carpentry, welding, brick laying etc. In 1999 total student enrolment of the college approximated 500 students.

The George satellite campus of the Port Elizabeth Technikon at Saasveld is well known for its courses in forestry. Currently the campus presents four main study directions including Forestry, Agriculture, Nature Conservation and Wood Technology. Recently new study fields in Marketing, Tourism and Information Technology were introduced. Further new courses entail Wood Technology, Furniture Production and Sport Administration. The Technikon is continuously expanding course options at the campus and, in doing so, appears to be in touch with the current realities in George. A second campus was recently opened at Hurteria in the CBD.

## **Libraries**

The municipal libraries in George are relatively popular with a total membership of approximately 31 000 persons, i.e. almost 23% of the population. There are five municipal libraries in George including the main library in Caledon Street and four smaller branch libraries in Blanco, Conville, Pacaltsdorp and Thembaletu.

The main library is the largest municipal library with approximately 21 000 members and 550 000 books circulated per year. The branch libraries have a total membership of approximately 10 000 people and 170 000 book loans per year.

## **Community Halls**

Four separate civic centres (George; Pacaltsdorp, Themba lethu and Conville) and the Market Theatre provide George with a total number of six community halls. Three of the community halls are situated in the central business district (York Street) in George Civic Centre and the Market Theatre whereas the other three halls are situated in Pacaltsdorp, Themba lethu and Conville respectively. The number of community halls is considered adequate in these areas. There is a seventh community hall in Tousranten. Blanco is in need of a community hall.

## **Emergency and Ambulance services**

Emergency services in George are operated by George Municipality and include the prevention of fires, fire control and the control room for emergency calls. Ambulance services are funded and operated by the Provincial Administration Western Cape. For the financial year 1998/1999 ambulance services received more than 10 000 calls. The number of emergency calls for the ambulance services remained relatively constant if compared to the 9 000 calls received in the financial year of 1992/1993. Almost 12% of the calls to the ambulance services originated from areas outside George and are indicative of the regional nature of the George service.

## **Street Cleaning**

Cleansing services as a subdivision of public health involves refuse removal, the provision and maintenance of a dumping terrain, street cleaning, a night refuse removal system and the maintenance of public toilets. Services are provided by the health department of the municipality

## **Personal Health Services**

The municipality operates eight community health centres throughout George, i.e. the Blanco, Parkdene, Rosemoor and Lawa aikamp clinics and the Community Health Care Centres at Conville, George Civic Centre, Pacaltsdorp and Themba lethu.

Primary health services provided by municipalities involve *preventative care* (e.g. immunisations and health care information) as well as *curative care* (e.g. the treatment of basic illnesses like colds). Present national health policy has led to an increase in the relatively more expensive curative treatments vis-à-vis preventative care. The scaling down in the distribution of health care information especially prevailed in recent years.

Main problems with regard to health services in George include personnel shortages and insufficient in-house facilities for patients such as children with HIV/AIDS and tuberculosis (TB) patients. The number of TB patients per 100 000 of the population increased from 925 in 1997 to 1167 in 1998. Similarly the

number of HIV/AIDS cases have increased from 124 per 100 000 of the population in 1997 to 246 in 1998.

### **Public Health**

The municipality employs 5 health inspectors for a population of approximately 136 000, i.e. a ratio of approximately 1 inspector per 27 000 persons of the population. If this ratio is compared to the national standard of 1: 10000, the shortage in health inspectors becomes apparent. New, stricter health legislation furthermore increases the workload of this section. The District municipality renders health services in the rural areas.

### **3.2.5. KEY DEVELOPMENT AREA 5 : SAFETY AND SECURITY**

Three police stations (George central, Pacaltsdorp and Conville); a correctional service centre and private firms maintain safety and security in George. Conville police station also operates a satellite police station in Thembaletu. Special police units in George include a dog unit, narcotics bureau, radio-technical division, psychological services, one social worker, a motor theft unit, the detective division and criminal records.

A Community Safety Centre exists in Thembaletu. This centre accommodates a police station as well as a trauma centre for victims of violence.

### **3.2.6. KEY DEVELOPMENT AREA 6 : GOVERNANCE AND SUPPORT SERVICES (ADMINISTRATION AND FINANCES)**

The Provincial Government of the Western Cape has set the following primary and secondary objectives for the Province :

Primary Objective : The insurance of effective and efficient sustainable government.

Secondary Objectives for the Province are set as follows :

Secondary Objective : (1) Improved service provision by specific management practices and techniques.

Secondary Objective : (2) To function within an effective and co-ordinated system of two-way communication.

Secondary Objective : (3) Develop a comprehensive information system.

Secondary Objective : (4) Ensure effective and efficient civil and inter-governmental relationships and integrated development planning.

Secondary Objective : (5) Apply Batho Pele

Secondary Objective : (6) The active enforcement of a value driven transformation process.

Secondary Objective : (7) Ensure continuous capacity building

Secondary Objective : (8) Expansion of the Province's income base through specific strategies to mobilise resources.

The current Provincial Cabinet has set the following strategic framework for policy formulation :

In the Western Cape, we committed ourselves to forming a new democratic political order that delivers services to all the people of the Western Cape. Every citizen in this province deserves a quality of life and an equal place within the boundaries of our newly established local authorities. Our commitment is in line with the ten policy objectives as determined and accepted by the provincial government.

Strategic Framework for policy formulation by the Western Cape Government.

1. To establish the Western Cape government as caring and representative, providing quality, equitable and accessible services to all its people.
2. To orientate government toward the poor by ensuring basic services, an indigent policy, a safety net and a caring budget.
3. 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.
4. To deracialise and integrate all state financed institutions in a responsible manner to maintain stability and good order.
5. To develop the capacity of local government to ensure the rapid and comprehensive implementation of integrated development programmes (IDP) and free basic services.
6. 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.
7. To focus on agriculture and tourism towards rural development so that all inhabitants can live harmoniously and in safety.
8. To promote policies which will maintain a healthy balance between protecting the environment and developing the economy.

9. 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.
10. To nurture our diversity and promote our various cultures, religions and languages to become the source of our unity and strength.

### **3.2.7. KEY DEVELOPMENT AREA 7 : HUMAN RESOURCE AND ORGANISATIONAL TRANSFORMATION**

**As part of the process to compile a development profile of George in May 1999, a work session was held with officials of George Municipality as well as the district and provincial officials located in George. The following factors were regarded as amongst the most important challenges facing George municipality in implementing a successful Integrated Development Plan (IDP):**

- Lack of public interest
- Lack of personnel capacity
- Lack of management of the process
- Lack of political and administrative commitment
- Lack of co-operation between different authorities
- Lack of finances

#### **Lack of public interest**

**This was, at the time, not regarded to be directly related to the internal capacity of the municipality. It could also refer to a general lack of co-ordination and liaison between local government, business and community organisations.**

**The public, contrary to the perceived problem, participated very well in the process, compared to the process in other towns of the same size. More than one thousand residents participated in the first three rounds of public workshops (1122 people). In the IDP process a need for a structured public relations programme and for more communication between councilors and residents was however identified.**

**Capacity for pro-active public relations and communication is therefore a specific area which should receive attention. In a new organisation structure.**

#### **Lack of personnel capacity, management and administrative commitment**

The perceived lack of personnel capacity, the lack of management of the process as well as the lack of administrative commitment to the IDP process was grouped together as capacity problems in terms of personnel. Regarding the IDP process itself, the concerns were overcome due to the commitment of staff members who managed and participated in the process, and the appointment of consultants to supplement capacity which was lacking (eg the public participation process).

One of the objectives identified in terms of the IDP process itself is to ensure a properly trained and motivated effective work force. Specific attention should be given to this aspect in the design of the new organisation structure.

#### **Lack of co-operation between different authorities**

**Most of the regional offices of national and provincial government departments in the Southern Cape as well as the Klein Karoo/ Garden Route District Municipality's head office are situated in George. This situation with the associated proximity of technical expertise, placed George Municipality at an advantage concerning the development of a sound integrated development plan for the municipal area. The integrated Development Planning Process provides an opportunity for improved liaison between local government and all other spheres government who have offices in George. Alignment with government departments is however, in terms of the**

Unfortunately, delays in the regional IDP process did not allow ample time for the required alignment and further attention should be given to this aspect in the forthcoming revision of the IDP on district level.

## **Lack of finance**

With the incorporation of Pacaltsdorp and Themba lethu into the municipality in 1995, the municipality inherited:

approximately R25million of accumulated debt;

a much larger area of jurisdiction without the proportional increase in income base and

a pattern of non-payment of municipal accounts not experienced before.

Despite the large amount of accumulated debt, George municipality managed to successfully convert the accumulated deficit of more than R11million for the financial year of June 1995/96 to a surplus of R10million for the financial year of June 1997/98. The results of the municipality's credit control policy that includes the disconnection of services and the handing over of arrear accounts to private debt collectors still needs to be enhanced.

Since the above:

- 1 The accumulated surplus increased to R73.8million as at 30 June 2001. Unfortunately outstanding debtors rose to ± R146million as at the same date. Therefore, although the financial statement shows a very good surplus, the cash received does not match that figure;
- 2 Wilderness and the rural areas around George were incorporated, which brought additional burdens in the form of a backlog in housing and infrastructure without the corresponding finances.

One of the priority issues identified in the IDP process is for a properly enforced credit control policy. This must be kept in mind in designing a new structure.

## **2 PRESENT STRUCTURE AND TRANSFORMATION PROCESS**

The present organisational structure consist of a recently appointed Municipal Manager (Mr T I Lötter), six Departments and a vacant Deputy to the Town Clerk post The six Departments are:

- 1.20\_ Administration (Head of Department: Mr A J Smith);
- 1.21\_ City Electrical Engineer (Head of Department: Mr K Grunewald);
- 1.22\_ City Engineer (Head of Department: Mr B Steyn);
- 1.23\_ City Treasurer (Head of Department: Mr M K Botha);
- 1.24\_ Community Services (Head of Department: Mr P Nyuka);
- 1.25\_ Health (Head of Department: Me J Stephensen);

In terms of section 66 of the Local Government Municipal Systems Act, 2000 (Act 32 of 2000) the Municipal Manager must, within a framework determined by the municipal council, approve a staff establishment for the municipality. Such staff establishment must be determined subject to all relevant legislation and must give effect to the execution of the IDP. This process is not part of the IDP, but will be informed by it.

### 3.3. Community and Stakeholder Priority Issues

#### 3.3.1. Infrastructure and Service Delivery

Development Priority	Key challenges identified through public participation
<b>(a). Alien vegetation.</b>	<ul style="list-style-type: none"> <li>* Municipality should fully “buy into” the Working for Water project.</li> <li>* Support to farmers regarding removal of alien vegetation.</li> <li>* Residential properties must be clean of alien plants.</li> <li>* Holistic and co-ordinated approach needed to eradicate alien vegetation.</li> </ul>
<b>(b). Water, sanitation and electricity.</b>	<ul style="list-style-type: none"> <li>* Proper sanitation and sewage management is needed to prevent surface contamination of catchment areas and pollution of rivers and streams after rain.</li> <li>* Die Gwaing sewerage purification works final water product not on standard requirement - places additional burden on the Gwaingriver. DWAF-WC 12/11/2001</li> <li>* The positioning of sewerage pump stations too close to water sources and pollution into the water sources holds danger for the health of people. DWAF-WC 12/11/2001</li> <li>* Water use in urban areas could impact negatively on agricultural activities - Rural working group -12/11/2001</li> <li>* Public toilets for locals and tourists / visitors to George.</li> </ul>
<b>(c). Stormwater, refuse removal, cemeteries.</b>	<ul style="list-style-type: none"> <li>* Prevent spread of refuse and litter.</li> <li>* George dumping site health risk for people and pollution danger for the Gwaingriver DWAF - WC 12/11/2001</li> </ul>
<b>(d). Special facilities.</b>	<ul style="list-style-type: none"> <li>* Need and upgrading of shelters for the elderly, battered women, children - places of custody, night shelters etc.</li> </ul>
<b>(e). Streets and pavements.</b>	<ul style="list-style-type: none"> <li>* Rural roads need urgent attention.</li> <li>* Upgrading of existing streets and pavements and tar of gravel roads.</li> </ul>

<b>(f). Housing</b>	<ul style="list-style-type: none"> <li>* Informal housing major priority and concern.</li> <li>* Housing is needed for the most vulnerable groups.</li> <li>* Housing strategy must be supported by strong job creation strategy.</li> <li>* Communities must be actively involved in self building schemes, production of doors, bricks, window frames, etc.</li> <li>* Education is needed regarding the responsibilities of house ownership.</li> <li>* More attention to the creative design of houses that make provision for extensions and expansion.</li> <li>* Investigate indigenous building methods and materials</li> <li>* Utilisation of empty Safcol houses.</li> <li>* Increase of housing subsidy needed.</li> <li>* Shortage of housing for middle income groups.</li> <li>* Prioritising of areas for housing projects.</li> <li>* Suitable land must be identified and acquired for housing.</li> <li>* Clear housing policy needed.</li> <li>* Clear policy regarding houses on farms.</li> <li>* Subsidy houses need to be adapted for the disabled person.</li> <li>* Need of farm workers for own houses require further investigation.</li> </ul>
<b>(g). Effective spatial planning, development and management</b>	<ul style="list-style-type: none"> <li>* Sustainable land use : protection of resources : soil, water, plants, animals</li> <li>* Land reform</li> <li>* N2 - future</li> <li>* Land use rights for every property including regulations for each use.</li> <li>* Clear policy and guidelines needed regarding small holdings - clear identification of existing small holdings.</li> <li>* Protection of good quality agricultural land is needed.</li> <li>* Future development in agricultural areas closely link to availability of water.</li> </ul>
<b>(h). Public transport.</b>	<ul style="list-style-type: none"> <li>* Proper traffic, speed and parking control.</li> <li>* Traffic impact study.</li> <li>* Public transport system must make provision for disabled people.</li> <li>* Terminals for buses .</li> <li>* Transport of school children from rural areas needs attention and also bus shelters at pick up points.</li> </ul>

### 3.3.2. Economic Development

Development Priority	Key challenges identified through public participation
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<b>(a). Work opportunities.</b>	<ul style="list-style-type: none"> <li>* Promote labour intensive methods.</li> <li>* Agriculture has the potential to create more job opportunities in the future.</li> <li>* Development and cultivation of new agriculture products must be enhanced, for example strawberries and flowers.</li> <li>* Loss of job opportunities due to regional offices of state departments that have closed down.</li> <li>* Local residents must get preference for employment in the area.</li> <li>* Promote local tenders for job creation.</li> <li>* Mobilisation of available human resources including volunteers.</li> <li>* Marketing of potential tenderers.</li> <li>* Special attention to unemployed youth.</li> <li>* Support of existing women's organisations e.g. Lukhanyiso with job creation.</li> <li>* Establish form for unemployed people.</li> </ul>
<b>(b). Economic development.</b>	<ul style="list-style-type: none"> <li>* Inclusive of all business sectors.</li> <li>* Involve all relevant role-players in the formulation of a economic development strategy for George.</li> <li>* Incentives needed to attract industry and business - create conducive atmosphere through delivery of basic services and infrastructure - municipality.</li> <li>* Informal sector needs development with a balance between the different sectors of development.</li> <li>* Creation of economic nodes.</li> <li>* Utilization of sport as economic stimulus in collaboration with initiative such as Bus Pro Act, Tourism Bureaus and other.</li> <li>* Promote the establishment of economic fora.</li> <li>* Municipalities future role in local economic development must be spelled out very clearly.</li> <li>* Importance of the role of agriculture in the economy of George must be taken into consideration at all times.</li> <li>* Role of forestry and the wood industry in the future is unclear and creates uncertainty.</li> <li>* More focus on export of produce and for this purpose the airport needs to be available for exports.</li> <li>* Investment conference is needed for George.</li> <li>* The influence of the disable person on the economy must be taken into consideration.</li> <li>* Policy changes on national and provincial level influence the economy of George.</li> <li>* Deterioration of CBD area needs attention within a plan for urban revitalization.</li> <li>* Economic advice centre (bureau) is needed to be involved in economic growth and development.</li> <li>* Focus must be placed on utilisation, expansion and growth of existing businesses.</li> <li>* Industry limit to towns and not in rural areas.</li> </ul>

<b>Development Priority</b>	<b>Key challenges identified through public participation</b>
	<ul style="list-style-type: none"> <li>* Workshops on product creation and marketing.</li> <li>* Erection of road-stalls that sell local products /arts and craft.</li> <li>* Recycling.</li> <li>* Support for the establishment of small businesses - SMME's</li> </ul>

### 3.3.3. Tourism , recreation and sport

Development Priority	Key challenges identified through public participation
<b>(a). Cultural and historical assets</b>	<ul style="list-style-type: none"> <li>* Create data base of historically significant buildings in George area and develop web-site to promote these buildings.</li> <li>* Develop strategies for protecting identified buildings and features in collaboration with all relevant role-players.</li> <li>* The municipality should be instrumental in co-ordinating a strategic planning exercise and getting all the role-players together to address the issues.</li> <li>* Negotiate with land owners with respect to conservation policy.</li> <li>* "Cultural assets" must be seen in the widest, inclusive sense, i.e. including the official and indigenous languages of the Western Cape. The Western Cape Language Policy is the most effective way to protect and develop this facet of culture and the policy's adoption by the Council is therefore a priority. - South Cape English Language and Cultural Association : 28/2/2002.</li> </ul>
<b>(b). Environment.</b>	<ul style="list-style-type: none"> <li>* Environmental management strategies for natural areas, especially beaches and marine conservation areas but also general sensitive environments.</li> <li>* Environmental "corridors" are important and links between natural areas must be planned for. The banks of rivers are particularly important and must be rehabilitated and managed.</li> <li>* Protection of "core areas".</li> </ul>
<b>(c). Open spaces, green belts and hiking trails.</b>	<ul style="list-style-type: none"> <li>* Using indigenous plants</li> <li>* Green corridor (Botanical - Van Riebeeck Gardens - Kat River)</li> <li>* Bird hides developed</li> </ul>
<b>(d). Cleanliness of towns and outlying areas.</b>	<ul style="list-style-type: none"> <li>* Stations ; railway reserve ; Garden Route Dam ; Public toilets and amenities at bus and tourist centres ; bus station.</li> </ul>
<b>(e). Recreation facilities.</b>	<ul style="list-style-type: none"> <li>* Development of Garden Route Dam as a peaceful and safe haven for natural flora and fauna and recreational purposes.</li> <li>* Facilities needed for recreation of the youth.</li> </ul>
<b>(f). Sport facilities and development.</b>	<ul style="list-style-type: none"> <li>* Host Sport Indaba.</li> <li>* Database on all sport clubs / societies available at George Tourism Bureau.</li> <li>* Emergency / medical services - make available medical kits where possible.</li> <li>* A sport clinic or academy needs to be established.</li> <li>* Determining priorities for the development and upgrading of sporting facilities.</li> <li>* Sporting facilities must be disabled friendly.</li> <li>* Vandalism must be fought to protect facilities.</li> </ul>
<b>(g). Tourism.</b>	<ul style="list-style-type: none"> <li>* Integrated tourism plan needed for George</li> <li>* Tourism to townships, local community areas and rural communities must be developed.</li> <li>* Signage (Street and place signs for tourists)</li> <li>* Ensure quality of indirect tourist aspects of what George has to offer and then re-work the natural tourist attractions. (Medical ; legal ; finance ; conferencing ; leisure ; golf ; hiking trails ; art route ; historical tours ; botanical gardens etc.</li> <li>* Market George as accessible to the disabled tourist.</li> </ul>

### 3.3.4. Social development, health and education

Development Priority	Key challenges identified through public participation
(a). Informal settlements.	* Land invasion must be controlled and prevented.
(b). Life skills and skills training / ABET	* Technical skill very important. * ABET - specifically languages and computers. * Database of existing skills (amongst community) and need for skills training in community and in industry. * Co-operation with other role-players to equip / train people.
(c). Education.	* Establish and market George as centre for Tertiary Education and training and as development area for technology. * Set up a database on all the primary and secondary schools in George.
(d). Youth development.	* Develop youth programmes for development.
(e). Homeless people and children living on the streets.	* Night shelters * Children living on the streets need urgent attention.
(f). HIV/AIDS	* Establishment of forum needed.
(g). Disability.	* George must be physically friendly to all disabled people. * Awareness of the needs of disabled people in all aspects of life. * More employment of disabled people is needed. * Marketing of expertise of disabled people. * Promote George Access Campaign. * Spatial visualisation of all places that make special provision for the disabled person. * Establish information centre/database with information regarding what disabled people need to know to function properly in the community. * Special care for the needs of the aged.
(h). Health care.	* More emphasis on preventative and promotion of primary health care. * Co-ordinated approach between all role-players.

### 3.3.5. Safety and security

Development Priority	Key challenges identified through public participation
(a). Fires.	* Especially in the mountain around George. * Fire protection associations needed in rural areas. * Fire service must be extended to include the whole George area. Currently only fire taps in Wilderness. * Fires in informal settlements need special attention.

<b>(b). Taverns</b>	<ul style="list-style-type: none"> <li>* Stricter tavern rules / regulations - working closer with SAPD and Dept. of Social Services.</li> </ul>
<b>(c). Safety and security.</b>	<ul style="list-style-type: none"> <li>* Promotion of effective community policing system linked and co-operating with police forums.</li> <li>* Extend neighbourhood and farm watch systems.</li> <li>* Promote greater tolerance among residents in order to achieve better co-operation in law enforcement and compliance to traffic regulations.</li> <li>* Establishment of mobile police stations where necessary - currently none, except for small vehicle to report cases to.</li> <li>* Establish municipal police system.</li> <li>* Weighbrige needed.</li> <li>* Volunteers must be encourage to join up as police reservists.</li> <li>* Research sustainability of camera system to monitor safety on streets.</li> </ul>
<b>(d). Animals.</b>	<ul style="list-style-type: none"> <li>* Applicable animal control and responsible animal ownership should be promoted.</li> <li>* Ordinances of municipality must be re-written especially regarding the incorporation of farms in the municipal area.</li> <li>* Pound for bigger animals is needed.</li> <li>* Sectoral operational co-ordinating committee to work with army towards the safety of rural areas.</li> <li>* Safety of roads, especially the N2 against animals.</li> <li>* Business against crime - possible Article 21 company.</li> <li>* Provision must be made for grazing of livestock outside residential area.</li> </ul>
<b>(e). Disasters.</b>	<ul style="list-style-type: none"> <li>* Emergency / first aid services</li> <li>* Disaster Management Plan needed for George</li> </ul>

### 3.3.6. Governance and support services (Administration and Finance)

<b>Development Priority</b>	<b>Key challenges identified through public participation</b>
<b>(a). Communication.</b>	<ul style="list-style-type: none"> <li>* Continuous communication between Council and community regarding important issues.</li> <li>* Regular newsletter to community.</li> </ul>
<b>(b). Credit.</b>	<ul style="list-style-type: none"> <li>* Credit control policy implemented.</li> </ul>
<b>(c). Administration and finances.</b>	<ul style="list-style-type: none"> <li>* Systems must be put into place to ensure proper administrative and financial management</li> </ul>

### 3.3.7. Human Resources and Organisational Transformation.

Development Priority	Key challenges identified through public participation
(a). Skills.	* Use municipality to promote human resources development
(b). Transformation and Service Delivery.	* Administration should continue with transformation to reflect the composition of the population, taking gender, disability and effective service provision into account.

## 3.5. THE SPATIAL IMPLICATIONS OF THE IDP

### 3.5.1. APPROACH

The discussions that follow and the spatial proposals made on the Spatial Plan accompanying this report, form the base and the first phase of a comprehensive planning study that is in the process of being compiled.

### 3.5.2.. PARTICIPATION

Public inputs comprising of the spatial needs of the various communities, problems experienced, concerns, ideas about the future, etc. were obtained during the first half of 2001, spilling over into the second half, because of a lack of interest in certain areas and because of certain issues that were highlighted and which required further workshops.

The inputs from the various communities as well as interest groups were obtained in the following ways during 2001:

- (1) two written invitations in the media
- (b) workshops with certain interest groups, i.e. the business sector, environmental groups, local professions (architects, town planners, engineers and land surveyors), Heritage Trust, Taxi Association
8. workshops with various geographical community groups, e.g. Central George, Blanco, Pacaltsdorp, Conville, Rosemoore and Protea Park, Parkdene, Lawaaikamp, Thembalethu, Kraaibosch and Herolds Bay. Geelhoutboom and Sinksbrug, Wilderness, Wilderness Heights and Kleinkrantz, Touwsranten and Hoekwil, Heroldt and Waboonskraal - held during July and August 2001.

The workshops consisted of the participants formulating written ideas about their areas and George as a whole. The categories into which the inputs were divided were mainly environment, conservation and recreation, traffic, their own geographical area and the town as a whole. In the rural areas, aspects such as agriculture, subdivisions and housing for labourers were also specifically addressed.

A large number of spatial issues were raised at each workshop, comprising a wide variety of needs and suggestions. The written inputs from organizations and individuals were very informative and are also documented.

Economic inputs on the Central Business District (CBD) were obtained from a survey done by URBAN ECON during December 2000. It is documented in a separate report by them with the conclusions summarized in par 4 hereunder.

Furthermore, the planning, environmental and traffic consultants, appointed for the Spatial Development Framework, contributed from their professional perspective, based on their knowledge and research of the area.

Documentation consists of the following:

- \* **Volume 1**, dated October 2001, contains all the inputs received during the first round of public participation in the Spatial Plan for George, including the results from the workshops and written contributions.
- \* **Economic inputs on the CBD** - a report by Urban-Econ

### **3.5.3. SUMMARY OF MAIN ISSUES RECEIVED BY INPUTS FROM THE PUBLIC**

In a report titled **Interim Progress Report on Public Inputs Received** submitted to the Council on 23 October 2001, the inputs received were discussed.

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The **key issues** which came to the fore out of this discussion, are the following:

- 1.26\_ The future viability of the CBD
- 1.27\_ Urban conservation
- 1.28\_ Upgrading of the disadvantaged neighbourhoods (Conville, Rosemoor, Parkdene, Lawaaikamp, Protea Park, Thembaletu, Pacaltsdorp, Touwsranten)
- 1.29\_ Future form of the town: activity nodes, activity axes, airport node and urban expansion, future urban/edge
- 1.30\_ Provision of adequate low cost housing
- 1.31\_ Future traffic routes
- 1.32\_ Wilderness Heights housing
- 1.33\_ Kleinkrantz housing and land uses
- 1.34\_ N2 route
- 1.35\_ Agrivillages (or not) especially at Geelhoutboom and Waboomskraal
- 1.36\_ Facilities for labourers at Sinksabrug, Geelhoutboom and Waboomskraal
- 1.37\_ Guidelines for rural activity areas
- 1.38\_ Guidelines for subdivisions in rural areas
- 1.39\_ Environmental conservation and management in the broader context of a biosphere approach for the South Cape

### **3.5.4. TRAFFIC INPUTS**

VKE provided the following analysis of the traffic situation in the area:

#### **3.5.4.1. Road Classification - Deficiencies**

A number of sources have identified high traffic congestion levels in York Street, with resultant long delays and a low level of service at the intersections of this street, as the most pressing traffic problem in the George area. Parking problems and pedestrian congestion and safety problems are occurring on and along the streets of the central business area.

There are no retail and business areas to serve the communities of Conville and Thembaletu.

Street name signs are absent or illegible throughout the area. There is a need for traffic calming measures in selected areas. There is a need for cycle tracks and routes as part of the road network in specific areas. Long distance bus coaches and tourist operators cause congestion and busses are parked haphazardly throughout the area.

The roads in the industrial area are in a shocking condition.

#### 3.5.4.2. New Road Projects

The biggest single problem associated with the George road network is the serious traffic capacity problem associated with the York - Courtenay Streets axes. Most of the road link proposals are therefore aimed at circumventing the congestion problems associated with York and Courtenay Streets.

The second underlying philosophy is to simplify traffic movements inside the CBD area. This can be achieved by the introduction of a series of one-way streets.

The final road planning philosophy, which figured into the definition of the future road projects, is that of opening up near areas for residential and / or other developments and linking these areas to the primary road network

#### 3.5.4.3. Public Transport

The following general observations are also applicable to minibus-taxi operations in George:

- Not all the abovementioned areas can be identified as official ranks, some are at this stage merely defined as important pick-up points.
- There are higher passenger departure volumes from the ranks than arrival volumes. This is explained by the fact that many passengers walk to their pick-up points from where they are then transported.
- In the morning peak period, many passengers are also transported directly to their destinations and not via the two main ranks in George.
- On Saturdays a large portion of passengers use transport for casual reasons (shopping and recreation).

Workshop inputs

- The community of Geelhoutboom has requested access to minibus-taxi services to George throughout the day, instead of only the peak hours which is currently the case.
- Learner bus services are requested for Van der Hoven Primary School in Geelhoutboom.
- Transport to the place of work has been requested for the workers of Touwsranten.
- Community members of Thembaletu have expressed their concern on the aspect of unsafe taxis on the road.

### **3.5.5. ENVIRONMENTAL, CONSERVATION AND MANAGEMENT INPUTS**

CODEV contributed the following after analysing the results from the workshops, combined with their own research:

#### George Central

The river banks are assets which should be rehabilitated and managed. The Municipality should take the responsibility for it but residents should 'adopt' those parks and open spaces near to them and use local initiatives. Open space systems with hiking trails from "mountain to sea" are seen as a possibility.

The conservation of the historical core of the town is important.

#### Blanco

The historical core should also be conserved and the rehabilitation of river streams and development of hiking trails along the rivers should be considered.

#### Pacaltsdorp

A local initiative has identified the potential of the natural environment in their area and the conservation thereof. The eradication of aliens and the development of hiking trails are proposed.

Parks and open space systems within the built environment should be considered and the historical core must be conserved.

#### Herolds Bay, Victoria Bay and Kraaibosch

The importance of the conservation of the coast is emphasized. The rural and natural character of the Kraaibosch area should be preserved in new development proposals.

#### Wilderness, Wilderness Heights, Hoekwil and Kleinkrantz

The stipulations in the Wilderness Heights and Hoekwil Structure Plans are supported. Invasion by alien plants should be controlled urgently. Open spaces should be rehabilitated and managed as assets, with the potential for hiking trails.

#### Herold

It is considered as an unique historical valley with high tourism potential. The historical character and environment should be preserved. The restoration of the Montagu Pass is important in this context. There is great potential for horse, hiking and mountain bike trials.

In general the natural environment is an asset for all the residents and their quality of life and it is also very important in the sustainable development of the tourist industry.

### 3.5.6. DEVELOPMENT GOALS AND OBJECTIVES

From the inputs received and explained above, the spatial needs of the community could be identified and incorporated in a spatial development framework. Such a framework should comprise of a comprehensive multi-disciplinary planning study (such as has been instructed by the Council), but for the purposes of the IDP only the key goals and objectives are expressive in a spatial (graphic) manner.

The needs of the community could be captured in the following categories:

- **spatial needs**, i.e. the reservation of land for the utilization thereof in accordance with the needs of the particular community.
- **environmentally sustainable land development practices and processes**.
- **transport solutions** for transport, traveling and parking needs.
- **aesthetical and cultural values**, i.e. preservation of historical environments and buildings, design guidelines for major buildings, heights of buildings
- **development guidelines** for orderly, acceptable low impact development in various areas.
- **locational and spatial guidelines** that may influence the **local economy**.

The **key goals and objectives** for each of these categories are as follows:

Goal	Objective
<b>S p a t i a l   n e e d s</b>	
Create an efficient urban development pattern	<ul style="list-style-type: none"> <li>• Earmark land for the future expansion of George and smaller nodes within a specific spatial policy and set time span</li> <li>• Define an urban edge for the town and nodes</li> </ul>
Establish guidelines for the effective low-compact development of the rural activity areas	<ul style="list-style-type: none"> <li>• List land uses that may be considered acceptable in the rural activity areas</li> <li>• Establish guidelines for each land use permitted in the rural activity areas</li> </ul>
Create an efficient growth pattern for the CBD	<ul style="list-style-type: none"> <li>• Show directions for the future expansion of the CBD.</li> <li>• Integrate the directions of expansion with the objectives for traffic patterns and conservation in the CBD.</li> </ul>
Create an effective spatial development pattern for major land use needs	<ul style="list-style-type: none"> <li>• Show areas and sites for major space consuming land uses, i.e. tertiary education, schools, cemeteries, business nodes, industrial</li> </ul>

	and commercial uses.
Protect areas of high agriculture potential	<ul style="list-style-type: none"> <li>Define agricultural areas spatially in conjunction with the urban edge and rural nodes.</li> </ul>
Provide, in the spatial needs, for community facilities in the disadvantaged neighbourhoods	<ul style="list-style-type: none"> <li>Identify sites for land uses comprising community facilities in disadvantaged areas</li> <li>Plan and provide these sites in an integrated manner (not in isolation).</li> </ul>
Establish a framework for the sustainable development of the forestry settlements	<ul style="list-style-type: none"> <li>Develop an integrated development strategy by means of land reform projects and/or sectoral plans for Collinshoek and Bergplaas</li> </ul>

### E n v i r o n m e n t a l

Goal	Objective
<p>Conserve the natural environment</p> <p>Beautification of George</p>	<ul style="list-style-type: none"> <li>Protect sensitive areas by means of designations of land in terms of the biosphere categories.</li> <li>Establish environmental management strategies for natural areas.</li> <li>Determine impacts of informal and low cost housing developments.</li> <li>Rehabilitate and manage open spaces, green belts and hiking trails.</li> <li>Establish alien vegetation control policies and strategies.</li> <li>Promote proactive actions with respect to preservation of conservation areas, such as nature and botanical gardens.</li> <li>Ensure sufficient provision and management of water in all development projects.</li> <li>Effective management of fire hazards in the catchment areas.</li> <li>Establishment of environmental corridors, as linkages between natural areas.</li> <li>Conserve natural areas such as water courses within the town.</li> <li>Develop the natural valleys in the town as public open spaces in a manner which contributes to both the environment and needs of the community.</li> <li>Tree planting programmes and landscaping of streets and parks.</li> </ul>

### T r a n s p o r t

Goal	Objective
<p>Ensure a new N2 route with the optimum environmental and socio-economic benefits.</p> <p>Ensure an effective</p>	<ul style="list-style-type: none"> <li>Evaluate the pros and cons of the various options in terms of their impacts on agriculture, environment, socio economic aspects and cost-effectiveness.</li> <li>Provide a new by-pass road system around George.</li> <li>Provide a new traffic movement system in the CBD.</li> </ul>

transportation network in and around George.	<ul style="list-style-type: none"> <li>• Ensure adequate parking space in the CBD.</li> <li>• Upgrade all roads in the disadvantaged and industrial areas.</li> <li>• Promote and provide more effective public transport from neighbourhoods to the CBD.</li> <li>• Provide bus and/or taxi transport from areas to the east and west of George into town.</li> </ul>
Improve public transport between the rural areas and George	

### A e s t h e t i c a l   a n d   c u l t u r a l   v a l u e s

Goal	Objective
Preserve historical buildings and environments	<ul style="list-style-type: none"> <li>• Define historical cores for the CBD, Pacaltsdorp and Herold with special conservation guidelines</li> <li>• Identify historical buildings and preserve them by means of adequate measurements.</li> </ul>
Ensure sensitive design, aesthetics of buildings and structures	<ul style="list-style-type: none"> <li>• Identify areas for aesthetical guidelines.</li> <li>• Prepare design guidelines for prominent areas in the CBD and elsewhere.</li> </ul>
Establish development control measurements in visually sensitive areas	<ul style="list-style-type: none"> <li>• Identify visually sensitive contours, skylines and vistas.</li> <li>• Prescribe design and development guidelines for visually sensitive areas, i.e. heights of buildings, limits on building on contour lines, etc</li> </ul>

### D e v e l o p m e n t   G u i d e l i n e s

Establish development guidelines for certain land use categories	<ul style="list-style-type: none"> <li>• Prescribe density in terms of number of units per ha for resorts and rural occupation.</li> <li>• Distinguish between hotels, guesthouses and bed and breakfast's in terms of number of rooms.</li> <li>• Describe a policy for the densification of the centre of the town in terms of number of units per erf, minimum size subdivision, etc.</li> <li>• Determine minimum sizes of subdivisions of small holdings in areas identified as nodes for subdivision.</li> </ul>
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### L o c a l   E c o n o m y

Goal	Objective

<p>Establish spatial patterns that can promote the local economy</p>	<ul style="list-style-type: none"> <li>• Indicate a suitable spatial development pattern that will cater for the needs of each economical sector in town, i.e. business, commercial, industry, tourism, etc.</li> <li>• Provide for land uses that could encourage more sustainable economic activity in the CBD.</li> <li>• Provide an activity node for tourists in the CBD, i.e. bus terminus, information, etc.</li> <li>• Provide for land uses in the rural nodes that promote tourism.</li> <li>• Establish clear guidelines for land uses in town that attract tourists.</li> <li>• Establish opportunities for mix uses and activity nodes that promote employment and economical opportunities.</li> <li>• Promote a policy of welcoming and accommodating activities and land uses that are innovative (not thought of and provided for previously) in statutory planning.</li> <li>• Integrate all other development objectives to focus on the promotion of the local economy.</li> </ul>
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### 3.5.7. SPATIAL PROPOSALS

#### 3.5.7.1 Introduction

The above objectives all have spatial implications which are captured in broad terms in the **Spatial Plan (SP)**. As mentioned, these spatial proposals form the first phase of the comprehensive **Spatial Development Framework (SDF)** which deals in detail with the planning and environmental approach behind the proposals as well as guidelines for management and implementation. Further detailed development plans will also be compiled for specific areas, i.e., the CBD and previously disadvantaged areas.

It follows that, for the purposes of the IDP, the planning philosophies and motivation for each of the proposals are not explained here, but will form part of the comprehensive study.

#### 3.5.7.2 Underlying principles

The following principles underline the proposals made hereunder:

- The Outeniqua SDF forms a spatial plan on a higher level that is taken into account as guide for the SP.
- The Outeniqua SDF is based on the biosphere principle which gave form to a broad regional pattern of land utilization. In the George SP this pattern is refined into more detail taking specific natural features of the area into account.
- The projected population figures for George - an increase of about 100 000 people from 1999 to 2010 (see par 1.2.3.2) - is taken into account as a reality that has to be accommodated.
- The conservation of the natural environment is particularly important especially in recreational / resort areas, not only as a contributor to the quality of life for residents, but also because this is the mainstay of the economically vital tourism industry.
- Similarly, the conservation of high potential agricultural land is taken into account as

- is the preservation of the rural character of certain areas.
- The development goals and objectives formulated for each of the needs of the community are expressed in a spatial form on the SP, where possible.
  
- The contents of the SP go beyond the contents of the IDP as far as a 5-year budget program is concerned, because the principles and realities mentioned above necessitate a longer time span and wider consideration of issues raised.

### 3.5.7.3 Natural Environment

Recognizing the constraints and opportunities offered by the natural environment, it forms the underlying basis for the spatial pattern that is proposed. The Biosphere Conservation Principle is applied in the identification of core, transitional and buffer areas, and there is an attempt to recognise ecological corridors linking the mountains to the sea.

### 3.5.7.4 Spatial development

The projected future population of George as explained in par 1.2.4 necessitates the identification of land for the future expansion of the town.

The Spatial Plan indicates that George could expand in various directions, but is limited in the northward, eastward and southward directions due to environmental considerations. More developable land is available to the west although it is realized that expansion in that direction would mean intrusion in the agriculture area.

However, the future urban growth of the area needs to make provision for at least an additional 18 000 families, related infrastructure and facilities up to 2010 (derived from Table 8 in par 1.2.3.2). At a gross density of five families per ha, about 3 000 ha is needed to accommodate it all. A realistic approach to the balanced development of the town is achieved by the spatial expansion proposals.

An urban edge is drawn around the areas for expansion indicating a definite urbanization policy up to a point, i.e., an edge or boundary beyond which no similar urban uses would be considered. Development beyond the urban edge in certain rural areas would have to be different in nature, with far less impact on the environment. These are discussed in par 8.7 hereunder. A semi-urban edge is drawn around those rural areas and serves as the dividing line between rural areas and nature and agricultural areas.

### 3.5.7.5 The George Town

a) **THE CBD**

The CBD should gradually expand 'inward' (see the arrows on the plan) whilst applying the recommendations of URBAN-ECON (see par 3). An aggressive marketing approach to encourage innovative new undertakings in the CBD is necessary.

A sectoral plan showing the detail of future expansion and traffic solutions for the CBD will be produced as part of the detailed study.

B) **PREVIOUSLY DISADVANTAGED NEIGHBOURHOODS**

The Spatial Plan indicates these areas which are in dire need of upgrading, e.g. Rosemoor, Conville, Borchards, Parkdene, Ballots View, Lawaai kamp, Thembaletu and Touwsrante. As far as the spatial implications are concerned, a development plan needs to be drawn up for each area indicating land for each facility (land use) that is needed.

c) **Multi-purpose sites**

Certain sites within and outside the town are earmarked for those land uses that require large areas. In some cases an 'open' approach is followed which implies that a piece of land in a strategic position may be used for more than one purpose, provided that the EIA and planning considerations in connection with a particular proposal is undertaken and positively considered.

3.5.7.6. Other Urban areas

a) **Forestry settlements**

The forestry settlements of Collinshoek and Bergplaas need detailed planning to ensure a sustainable existence in the future.

b) **Wilderness and Kleinkrantz**

**Wilderness**

The existing Structure Plan should be entrenched. The preservation of the village green (commonage) is important.

**Kleinkrantz**

A variety of community facilities are urgently needed. Specific sites have been reserved for such uses in the original planning of the town and need to be reconfirmed in a detail development plan and later as a zoning plan for the town.

c) Herolds Bay

Herolds Bay will continue to have an important function as a holiday resort and recreation area for George, but the Oubaii development puts it in a new light. More low density development amidst natural open space as opposed to conventional township subdivisions, on surrounding properties is the optimum scenario for limited and sensitive development here. An urban edge based on characteristics such as topography, natural features and the availability of infrastructure should be defined.

3.5.7.7 Rural activity areas

Several settlements or non-agricultural development patterns exist in the rural areas which have some semi-urban activity but could not be considered as urbanized. Each of these areas has a unique character that should be preserved and in which future change should be carefully guided. These are briefly mentioned below (detailed guidelines for each area would follow in the further studies).

a) Hansmoeskraal

A semi-agricultural area in which small holdings and tourist facilities should be the main activities.

b) Kraaibosch / Victoria Bay

A semi-urban area in which the rural character should be maintained. Tourist facilities, holiday accommodation and rural residential areas (a new land use concept that will be motivated more fully in the detail study) could be permitted. Certain special multi-purpose sites may be considered. The important guideline is that the area should never be fully urbanized, but remain 'rural/semi-urban.'

c) Waboonskraal

This area should retain its present agricultural area to a minimum and only in subdivision cases where the agriculture potential is not effected. Eco-tourism should be promoted on farms and in the mountain areas. Provision for housing for labourers, a taxi rank and a post office need to be further investigated.

d) Wilderness Heights

The present policy for subdivisions (3 ha minimum) and specified land uses according to the existing Structure Plan is retained. The request for a minimum of 1 ha subdivision in certain areas has some merit and needs to be further investigated in the detail study.

The lack of adequate housing for squatters on erf 329 is a serious problem that needs urgent attention.

e) Hoekwil

Similarly the existing Structure Plan for Hoekwil that permits subdivisions up to sizes of 3 ha and 2 ha in certain areas respectively as well as specified land uses, serves as the input into the Spatial Plan.

f) Langvlei Dunes

A policy re land use management, eg. in connection with guest houses is needed. No further subdivision should be permitted.

g) Pine Dew

The status quo of this area, i.e., smallholdings with a minimum size of 3 ha is retained.

h) Duiwerivier

Both small settlements along Bo-Langvlei are retained in their present form with limited possibility of subdivision in relation to the existing subdivision pattern.

i) Hoogekraal Smallholdings

The area should not be enlarged, but a policy re subdivision into smaller units may be considered.

1.40\_ Dieprivier

This existing smallholding area could be extended in a limited way to include adjacent properties of a similar smaller size. Another nearby area, known as the Schuinskraal farms consisting of small sized properties, could also be considered for smallholdings up to 3 ha minimum.

1.41\_ Geelhoutboom

The desirability of housing for farm labourers needs to be urgently examined. Certain basic community facilities are needed for the farm labourers.

1.42\_ Sinksabrug

Facilities such as a clinic and creche are needed for the farm labourers.

3.5.7.8. New development node

The need for tourist facilities, complimented by transport services, around the airport has come to the fore as the number of visitors to George has increased through the years. To accommodate this need, a limited development node with specified land uses such as tourist accommodation, tourist facilities, recreation and filling stations, is proposed. Transport services such as car hire and courier services should locate within the airport premises.

**3.5.8. TRANSPORT**

The development objectives for the transport system in and around George are shown spatially on the SP as well as on Plan 1.

**3.5.9. IMPLEMENTATION**

The development goals that comprise the spatial needs, environmental considerations and transport are shown graphically on the SP. These, as well as the other

development goals i.e. aesthetical and cultural values, development guidelines and the local economy will be addressed in the further comprehensive study for the SDF.

In this SDF matters such as design and management guidelines and suggestions for scheme regulations will be dealt with.

The SDF strives to achieve a harmonious co-existence of the man-made and natural environments and its intent need to be understood and applied in future change.

## CHAPTER 4

### VISION, DEVELOPMENT PRIORITIES, OBJECTIVES AND MUNICIPAL PROJECTS

#### 4.1. Vision

Our vision is to establish George as the leading city in the region attracting people to it by means of its success in creating an environment which is conducive for the improvement of the well-being of all our people.

#### 4.2. Development Priorities, Objectives and Municipal Projects

##### 4.2.1. Infrastructure and Service Delivery

Development Priority	Development Objective	Capital Projects of Municipality
4.2.1.1. Alien vegetation.	Alien vegetation control policy and strategy in place and operational.	

<p><b>4.2.1.2. Water, sanitation and electricity.</b></p>	<p>Water, sanitation and electricity infrastructure managed and maintained properly in order to provide adequate and efficient services to customers.</p>	<p>R1 117 000 : Project(SI 1-4) - Water purification.  R3 405 000 : Project (SI 5-10)-  Water provision and reticulation  R3 500 000 : Project (SI 18) -  Water pollution control .  R4 000 000 : Project (SI 11-17) -  Sewerage  R1 913 000 : Project (SI:E1-3)-  Electricity Distribution  R1 891 000 : Project (SI:E4-12) -  Electricity upgrading  R120 000 :Project (SI:E13-17)-  Electricity buildings and equipment  R230 000 : Project (SI:F</p>
<p><b>4.2.1.3. Stormwater, refuse removal and cemeteries</b></p>	<p>Reliable stormwater, refuse removal system and cemeteries in place and maintained.</p>	
<p><b>4.2.1.4. Special facilities.</b></p>	<p>Special facilities such as old age homes, places of safety, creches etc. established where and when needed for vulnerable groups.</p>	<p>R75 000 : Project (GMD 30) -  Upgrading of creche (Phase 1)</p>
<p><b>4.2.1.5. Streets and pavements.</b></p>	<p>Proper maintenance of existing street and pavement infrastructure and upgrading of gravel streets to tar streets.</p>	<p>R3 850 000 : Project (SI 19-26) -  Streets and pavements  R30 000 : Project (GMD 13) -  Pedestrian crossings  R100 000 : Project (GMD 14) -  Street name signs (Phase 2)  R70 000 : Project (GMD 18) -</p>

		Speed bumps
<b>4.2.1.6. Housing</b>	Housing need of people living in informal circumstances and settlements addressed.	R15 964 242 : Project (GMD 20-29) - Housing - provision of services Maraiskamp; Invul-erwe ; Thembaletu ; Golden Valley ; Borchers ; Conville ; Pacaltsdorp.
<b>4.2.1.7. Effective spatial planning, development and management</b>	Zoning scheme drawn up for George based on proper spatial development and planning principles.	
<b>4.2.1.8. Public transport.</b>	Public transport strategy in place and operational.	R350 000 : Project (GMD 16-17) - Building and upgrade of taxi terminus

#### 4.2.2. Economic Development

<b>Development Priority</b>	<b>Development Objective</b>	<b>Capital Projects of Municipality</b>
<b>4.2.2.1. Work opportunities.</b>	Create enough work opportunities to cope with growing demand.	R200 000 : Project (GMD 9) - Building of central hawker stalls
<b>4.2.2.2. Economic development.</b>	Formulate economic development strategy and mobilise network of role players support for implementation.	

#### 4.2.3. Tourism, recreation and sport

<b>Development Priority</b>	<b>Development Objective</b>	<b>Capital Projects of Municipality</b>
<b>4.2.3.1. Cultural and</b>	Protect ,develop and	

<b>historical assets</b>	manage cultural and historical assets.	
<b>4.2.3.2. Environment.</b>	Formulate and implement environmental management strategy in order to ensure the development, utilization and preservice of a social and natural environment.	
<b>4.2.3.3. Open spaces, green belts and hiking trails.</b>	Identify open spaces, green belts and hiking trails that need rehabilitation and implement plan of action.	
<b>4.2.3.4. Cleanliness of towns and outlying areas.</b>	Towns and outlying areas properly cleaned up and beautified in order to create pride and attraction for visitors.	R100 000 : Project (GES 12) - Bulk rubbish containers R40 000 : Project (GES 13) - Rehabilitation of old dumping site R1 220 000 :Project (GES 14)- New dumping site R950 000 : Project (GES 15) - Replacement of old rubbish removal vehicle
<b>4.2.3.5. Recreation facilities.</b>	Proper analysis done and creation / upgrading of recreation facilities to address needs of the youth and other groups.	R12 000 : Project (ADM 1-2) - Pacaltsdorp Hall : Tables and lights R19 000 : Project (ADM 3-4) - Conville Hall : Tables and toilets. R8 000 : Project (ADM 12) - Thembaletu Hall : Tables R20 000 : Project (GMD 6) - Step at Heroldsbaai

		R100 000 : Project (GMD 32) - Building of community hall :Blanco
<b>4.2.3.6. Sport facilities and development.</b>	Evaluation / assessment of all sport facilities with the setting of priorities for upgrading / maintenance against the background of sport development.	R100 000 : Project (GMD 3) - Upgrading of Rosemoore sport facilities. R100 000 : Project (GMD 4) - Upgrading of Pacaltsdorp sport facilities R50 000 : Project (GMD 5) - Upgrading of other sport facilities.
<b>4.2.3.7. Tourism.</b>	Promote George as tourism destination year around.	

#### 4.2.4. Social development, health and education

<b>Development Priority</b>	<b>Development Objective</b>	<b>Capital Projects of Municipality</b>
<b>4.2.4.1. Informal settlements.</b>	Strategy formulated to address environmental impact of informal housing settlements.	
<b>4.2.4.2. Life skills and skills training / ABET</b>	Promote life skills and skills training / ABET in all communities that are in need of such training.	
<b>4.2.4.3. Education.</b>	Put marketing plan for George in place to market George as centre of learning.	
<b>4.2.4.4. Youth development.</b>	Develop programmes that will enhance youth development.	

<b>4.2.4.5. Homeless people and children living on the streets.</b>	Homeless people and children living on the street strategy in place and operational.	
<b>4.2.4.6. HIV/AIDS</b>	HIV/AIDS forum established and operational.	
<b>4.2.4.7. Disability.</b>	Ensure that George is disabled friendly with knowledge of the special needs of the disabled person.	
<b>4.2.4.8. Health care.</b>	Effective and efficient health care service and policy in place.	R225 000 : Project (GES 1-4) - Upgrading of Conville C.H.C. R20 000 : Project (GES 5) - Upgrading of Pacaltsdorp C.H.C. R300 000 : Project (GES 6) - Upgrading of Thembaletu C.H.C. R10 000 : Project (GES 7) - Land for Blanco clinic R180 000 : Project (GES 8) - Extension of building - Rosemoor Clinic R10 000 : Project (GES 9) - Equipment - Lawaai kamp Clinic. R110 000 : Project (GES 10-11) - Equipment and upgrading of building- Parkdene Clinic

#### **4.2.5. Safety and security**

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<b>Development Priority</b>	<b>Development Objective</b>	<b>Capital Projects of Municipality</b>
4.2.5.1. Fires.	Fires properly managed based on clear formulated strategy.	R25 000 : Project (GMD 1) - Fire taps to Wildernis.
4.2.5.2. Taverns	Adoption and enforcement of tavern regulations.	
<b>4.2.5.3. Safety and security.</b>	Ensure safe and secure environment for all people living or visiting George with emphasis on high level of community involvement.	R35 000 : Project (GMD 2) - Cemeteries : upgrade of roads R100 000 : Project (GMD 15) - Replacement and upgrading of traffic lights R48 000 : Project (GMD 10-12) - Radios, speed measure equipment and rely station R60 000 : Project (GMD 19) - Safety entrance
<b>4.2.5.4. Animals.</b>	Animal control system in place and enforced.	R150 000 : Project (GMD 7) - Pound for large animals R200 000 : Project (GMD 8) - Completion of pound
<b>4.2.5.5. Disasters.</b>	Disaster management plan in place.	

#### **4.2.6. Governance and support services (Administration and Finance)**

<b>Development Priority</b>	<b>Development Objective</b>	<b>Capital Projects of Municipality</b>
<b>4.2.6.1. Communication.</b>	Effective communication structures and systems in place to foster good communication between council, administration	R30 000 : Project (ADM 14) - Multi language information signage

	and community.	
<b>4.2.6.2. Credit.</b>	Credit control policy in place and implemented with results.	
<b>4.2.6.3. Administration and finances.</b>	Effective and efficient administrative and financial support system in place.	R120 000 : Project (ADM 5-8) - Equipment and electronic systems. R200 000 : Project (ST 1-2) - Safe and mainframe computer R3 190 000 : Project (ADM 9-11) - Chairs and extension of civic centre building

#### **4.2.7. Human Resources and Organisational Transformation.**

<b>Development Priority</b>	<b>Development Objective</b>	<b>Capital Projects of Municipality</b>
<b>4.2.7.1. Skills.</b>	Skills development strategy formulated and in place in order to develop and empower the staff of the municipality.	R30 000 : Project (ADM 13) - Furniture for training purpose
<b>4.2.7.2. Transformation.</b>	Pro-active transformation of the administration to ensure employment equity and gender sensitivity.	

## 5. CROSS-CUTTING SECTORAL ISSUES

The following cross-cutting sectoral issues need further attention in the years to come. The purpose of this input is purely to stimulate further debate regarding these very important issues.

### 5.1. HIV/AIDS

During the last two decades, the HIV pandemic has entered our consciousness as an incomprehensible calamity. HIV/AIDS has already taken a terrible human toll, laying claim to millions of lives, inflicting pain and grief, causing fear and uncertainty and threatening economic devastation.

Recent estimates suggest that of all people living with HIV in the world, 6 out of every 10 men, 8 out of every 10 women, and 9 out of every 10 children are in Sub-Saharan Africa. The figures provide sufficient evidence to make HIV/AIDS both a regional and national priority.

The following principles for HIV/AIDS and STD prevention, treatment and care efforts for South Africa have previously been adopted in the National AIDS Plan for South Africa, 1994 – 1995, and the Department of Health White Paper for the Transformation of the Health System in South Africa, 1997, and are reaffirmed.

- People with HIV and AIDS shall be involved in all prevention, intervention and care strategies;
- People with HIV and AIDS, their partners, families and friends shall not suffer from any form of discrimination;
- The vulnerable position of women in society shall be addressed to ensure that they do not suffer discrimination, nor remain unable to take effective measures to prevent infection;
- Confidentiality and informed consent with regard to HIV testing and test results shall be protected;
- Education, counselling and health care shall be sensitive to the culture, language and social circumstances of all people at all times;
- The government has a crucial responsibility with regard to the provision of education, care and welfare of all people of South Africa.
- Full community participation in prevention and care shall be developed and fostered;
- All intervention and care strategies shall be subject to critical evaluation and assessment;
- All sectors of government and other stakeholders in civil society shall be involved in the fight against HIV/AIDS.
- A holistic approach to education and care shall be developed and sustained.
- Capacity building will be emphasised to accelerate HIV/AIDS prevention and control measures; and
- STD prevention and control are central elements in the response to HIV/AIDS.

#### Priorities:

- To reduce the number of new HIV infections (especially among the youth) and;
- Reduce the impact of HIV/AIDS on individuals, families and communities.

Implementing the HIV/AIDS & STD Strategic Plan is essential to ensure the achievement of the national goals. Broad principles for implementation include the requirement that activities and practices are appropriate and cost effective for South Africa. Activities should be based on known evidence based practices.

## **5.2. WATER SERVICE MANAGEMENT**

In the context of the reform of the water law, the right to equality requires equitable access for all South Africans to and benefit from the nation's water resources, and an end to discrimination with regard to access to water on the basis of race, class or gender.

The Constitution provides that every person has a right to life and guarantees the "inherent dignity" of all persons and the "right to have their dignity respected and protected" and places a duty on the state to make sure that this right is respected, amongst other things, through access to water.

### **The Right of Access to Sufficient Water**

Government is instructed to "take reasonable legislative and other measures within its available resources to achieve the progressive realisation" of these rights. The reform of the water law must, therefore, put in place arrangements to ensure, among other things, that all South Africans gain access to sufficient water to meet basic domestic needs.

The relocation of existing water uses – to improve the optimum and equitable use of water is therefore, constitutionally valid.

### **Co-operative Government**

The management of water is, constitutionally, a national function and the role of public trustee of our water resources is, ultimately, a duty imposed on national Government.

Chapter 3 of the Constitution describes Government in South Africa as consisting of National, Provincial and Municipal spheres which are not only distinctive but also interdependent and interrelated.

### **Best Practices:**

Under the new system, existing water users will have to apply for registration of their water use, within a set time period. These applications will be examined and, where justified and possible, converted into a licence under the new law. (Once this period is over, all applications will be treated as new applications)

Between the application for registration and the granting of a licence (if any) there will be a transitional period during which existing use of water, which was legal under the Water Act 54 of 1956, will be allowed to continue. If no application is made for the registration of an existing water-use, it will be assumed that use has been abandoned and the water will be considered to be available for allocation.

Licences to use water will be granted for a period of time appropriate to the particular use. Long-term crops or industrial uses that involve substantial infrastructure investments with long time horizons will be given longer-term licenses. To facilitate the process of allocation and review, licenses will be granted on a five-year cycle with a maximum length of forty years.

Holders of licenses will be able to apply for a licence renewal during the period that the licence is valid. New application will be considered at the same time as application for renewal. Where new

applications compete with existing uses, the criteria, which will guide the granting of renewals or new allocations, will include the Reserve, equity and the optimum use of water.

Licensed users (including those who have applied for licences for existing uses) will have both privileges of use and responsibilities and will be subject to various charges, including a catchment management charge, which will assist in funding the allocation system.

### **5.3. TOURISM**

According to the White Paper on Sustainable Tourism Development and Promotion in the Western Cape (March 2001), tourism in the Western Cape has not been managed and developed in accordance with a clear, collective policy and strategy. Therefore various components of industry are largely unco-ordinated and inwardly focused. The paper also provides the policy foundations and a competitive strategy for the Western Cape.

The policy is informed by the goals of reconstruction and development – to meet basic needs, to develop human resources, to build the economy and to democratise the state and society.

The policy emphasises the value of tourism and the importance of facilitating sustainable tourism development. It is important that tourism is seen as a system that very heavily relies on partnerships and co-operation that promotes learning from experience.

According to the Communities Through Tourism document, compiled by the Kansas State University, development of a tourism program has to be part of the overall development of a community, district or province. All communities have potential for developing and attracting tourists or visitors. Some communities may have to work harder to find their niche.

Five areas need to be considered by the community:

1. An attraction or several attractions to attract visitors.
2. A directional program (literature, advertising, promotion, signage, etc.)
3. Service and facilities to sell to tourists.
4. Well-trained service people.
5. Environmental quality.

Planning is of utmost importance. The time, energy and effort devoted to the planning, organisation and promotion cannot be over emphasised. An informed community will get the largest share of the tourism capital.

### **5.4. RURAL DEVELOPMENT**

The reform of municipal government places organs of local government in a central role in integrating programs to achieve synergistic rural development. Many will need assistance and guidance to develop capacity, but their role and responsibilities are clearly established. They are required to clearly identify local development needs and opportunities and to plan a response to these. They must align their budgets to achieve their planned objectives. They satisfy the core lessons of

Draft Integrated Development Plan : George Municipality - May 2002  
Octagonal Development cc

international experience as decentralized and accountable entities managing participatory planning and implementation processes. Provincial governments which will co-ordinate, integrate and align planning outputs will support them. Provincial governments will also be key agents in the co-ordination and alignment of development inputs from public and other sources.

The vision of the Integrated Sustainable Rural Development Strategy (ISRDS) is to attain socially cohesive and stable communities with viable institutions, sustainable economies and universal access to social amenities, able to attract skilled and knowledgeable people, equipped to contribute to their own and the nation's growth and development. The strategic intent of the ISRDS is to transform rural South Africa into an economically viable, socially stable and harmonious sector that makes a significant contribution to the nation's GDP. The strategy will benefit the rural poor generally, but particular efforts will be made to target women, youths and the disabled. A successful strategy to achieve integrated sustainable rural development will reflect each of its three key elements: integrated, sustainable and rural development.

Rural development is understood to be multi-dimensional, encompassing improved provision of services, enhanced opportunities for income generation and local economic development, improved physical infrastructure, social cohesion and physical security within rural communities, active representation in local political processes and effective provision for the vulnerable. Rural development in this context is thus much broader than poverty alleviation through social programs and transfers. The concept places emphasis on facilitating change in rural environments to enable poor people to earn more, invest in themselves and their communities, contribute toward maintenance of the infrastructure key to their livelihoods in short, to identify opportunities and to act on them. A successful strategy will thus make people less poor, rather than more comfortable in their poverty. This emphasis is complemented by specific measures to assist the vulnerable and relieve the burdens of poverty.

The strategy will be sustainable to the extent that it contributes to increased local growth, that rural people care about its success, and are able to access the resources to keep it going. Thus, sustainability implies effective participation to assure that the projects and activities undertaken respond to articulated priorities at the local level. Although initially much of the financing for the strategy may come through line departments and special programs, sustainability over time will increasingly depend on budgets of local governments. A sustainable strategy will thus have to enhance the revenue base of local government over time (although initially the contribution will be small).

It will, moreover, have to define a major role for local government in co-ordinating the participatory decision-making and in mobilizing available resources. With the upcoming local elections and the creation of the municipal councils in their newly demarcated boundaries, the integrated rural development strategy will provide a framework in which they can become functioning developmental local governments. The Institutionalization of rural development grounded in processes that are the daily work of local governments accountable to their constituents will serve over time to insulate the interventions from becoming overly politicized.

Social sustainability is an important dimension of a successful strategy. Rural communities hold a wealth of social capital in the form of extended networks of mutual solidarity, shared beliefs and traditions and commitments to retain long-standing practices of daily life. Development projects when defined through sound participatory processes can reinforce and sustain social capital. Conversely, incremental resources brought into rural communities, can be divisive and destructive if various groups compete for access through a process that is not generally accepted and understood. One need not idealize the degree of social cohesion within villages. Rural society is not homogeneous and widespread poverty creates tensions.

Integration has been a goal of rural development programs for many decades. Most of these failed to achieve the desired synergy because they failed to design a mechanism for integration. Rural development is difficult to integrate because it cuts across traditional sectors and involves all levels of government. An effective mechanism for integration will specify what happens at the various levels,

who does what, and how the integration will be accomplished. In the South African context, as spelled out in greater detail later, each sphere of government plays a important role, but the primary focus of integration is at the municipal level through the IDP process. Implementation of decisions arrived at through the IDP process is achieved by drawing on an amalgamated resource envelope comprised of the municipal budget, the commitments of the line departments, and other sources.

A successful strategy incorporating the key elements described above will thus include:

- A vision of the growth process in rural areas;
- A mechanism for integrating existing programs;
- Design for new programs if needed;
- A defined focus of decision making;
- A meaningful role for local government.
- Clarification of financial flows and channels.
- Key performance indicators or a process for generating them internally to the strategy;
- Procedures to monitor the indicators;
- Sequencing of actions that should take place in the short, medium, and long term.

## 5.5. ENVIRONMENT

### Guidelines:

1. Maintenance of extensive unmodified areas retaining their primeval character and biodiversity. The resources for nature conservation of a group of farms that form an extensive continuous tract of conserved land.
2. Maintenance of the primordial quality of the mountains and hills that contribute to the character and sense of place of districts.
3. Conservation of natural habitats and life supporting natural processes. In response to this objective, property owners of a particular district could collaborate with one another to establish corridors of conserved land, e.g. along a river.
4. Maintenance of the potential of the soils to sustain agriculture.
5. Protection of the visual quality and ambience of rural areas. A problem cited in this regard is the sub-urbanisation of rural areas through scattered development.
6. Maintenance of significant features of the rural landscape. Members of a particular district could collaborate in protecting and maintaining important heritage features of their district, e.g. lanes of trees along access routes.
7. Ensuring that communities have access to a full range of community facilities that support their development, health and welfare.
8. Expanding the range of tourist facilities and recreational opportunities. (Hiking/mountain biking trails).

## 5.6. DISASTER MANAGEMENT

Disaster management encompasses a continuous, integrated, multi-sectoral and multi-disciplinary process of planning and implementation measures incorporating strategies for pre-disaster risk reduction as well as post-disaster recovery aimed at:

- Preventing or reducing the risk of disasters
- Mitigating the severity or consequences of disaster
- Emergency preparedness
- Rapid and effective response to disasters
- Post-disaster recovery and rehabilitation

These measures should not be regarded as a sequence of separate phases or states but as a continuous and integrated process with the emphasis shifting according to the relationship between hazards and vulnerabilities, with development as the continuous thread woven into the fabric of this management concept.

**This disaster management plan should therefore focus on and address the following issues:**

- Anticipate the likely types of disaster that might occur in the municipal area and their possible effects
- Identify the community at risk
- Provide for appropriate prevention and mitigation strategies,
- Identify and address weaknesses in capacity to deal with possible disasters,
- Facilitate maximum emergency preparedness,
- Establish a disaster management organization that will be utilized any significant emergency preparedness,
- Establish a disaster management organization that will be utilized to lessen any significant emergency or disaster situation threatening the area,
- Contain contingency plans and emergency procedures for any disaster threat,
- Define the procedures for the recovery process

## 5.7. GENDER

Gender inequalities are played out in civil society, and it is in the community that fundamental change will occur. Organisations and groups in civil society, formal and informal, national and international, provide focal points for debate and advocacy. They support activities and programmes, which can promote greater gender equality. They can lobby governments and the private sector to ensure that policy commitments are delivered and, where necessary, appropriate changes to policies and laws are made. Organisations in civil society can also assist and empower citizens to call governments to account for their commitment, or otherwise, to gender equality goals.

1. To promote greater equality in rights for women and men through national policy reform.
  - Development and implementation of equal opportunity policies
  - Gender awareness approaches to agreements and regulations
  - Development of new tools for analysis and national policy making, including better statistics
2. To secure greater livelihood security, access to productive assets and economic opportunities for women as well as men.
  - Improved access to credit for women

- Improved access for women to affordable energy, water, transport and other productive services
  - Reforms to land and inheritance laws
  - Improved information flows, particularly for women farmers and entrepreneurs
  - Adherence to core labour standards
  - Development of “family friendly” employment practices
3. To further close gender gaps in human development, particularly education and health.
    - Development of policies to remove gender barriers in education
    - Programmes to support achievement of development targets for maternal mortality and access to reproductive health services.
    - Improvements to national statistical systems to provide sex-disaggregated data access to all key social indicators.
  4. To promote the more equal participation of women in decision-making and leadership roles at all levels.
    - Capacity-building and other support for women’s organisations
    - Public awareness campaigns to challenge gender stereotypes.
  5. To increase women’s personal security and reduce gender-based violence
    - Awareness raising of women’s rights among police and judiciary
    - Public information campaigns
    - Support to women’s organisations
    - Improved knowledge and statistics
  6. To strengthen institutional mechanisms and national machineries for the advancement of women in civil society.
    - Civil Service and public spending reforms
    - Strengthening of role of civil society organisations in advancing gender equality
    - Public awareness campaigns.
  7. To promote greater equality for women under the law and non-discrimination in access to justice.
    - Reform and strengthening of criminal and civil law
    - Support to legal literacy programmes
    - Training and capacity building for police, judiciary and organisations in civil society.
    - Public information campaigns
  8. To reduce gender stereotyping and bring about changes in social attitudes in favour of women.
    - Support media projects and campaigns, including gender training for journalists and programme makers
    - Support to women’s organisations
    - Awareness raising among policy makers and political leaders
  9. To help develop gender awareness approaches to the management of the environment and the safeguarding of natural resources.
    - Gender awareness planning and women’s participation in the development of national Strategies of Sustainable Development
    - Strengthen tenure and common property rights in line with gender equity
    - Ensure that local planning and access to natural resources is gender aware
    - Improved data and research
  10. To ensure that progress is made in upholding the rights of girls as well as boys, within the framework of the Convention on the Rights of the Child.
    - Implementation of the Convention on the Rights of the Child
    - Improved data, research and statistics

- Support to child labour programmes

## 5.8. POVERTY

What does poverty do? Poverty inhibits sustainable economic growth and democratic consolidation, therefore nullifying many great achievements by our National, Provincial, and Local Governments. Decentralisation of decisions from Provincial to Local level governments will greatly improve local involvement in the eradication of poverty. **It is therefore important to ensure that reduction of poverty is a priority and key performance area of local government.**

The five broad steps used in the Cape Metropolitan Council poverty reduction framework as follows:

1. Understand the rationale for the local authorities working to reduce poverty.
2. Agree to a definition of poverty.
3. Conduct a poverty audit.
4. Set poverty reduction targets.
5. Mainstream poverty reduction activities within the local authorities.

A study has been done concerning the reasons for the failure of governance at local level. This study was done in nine developing countries around the world. The findings of the study was that it all boiled down to two factors causing the process to fail:

1. The reluctance of politicians and bureaucrats at the higher levels of governance to relinquish power to lower levels.
2. The elite domination of traditional power structures, and reluctance of the poor to make their voices heard.

The suggestion to combat these problems is to organise the poor, so that their collective voice can be heard, and also to improve the economic security of the poor.

## 5.9. ECONOMIC DEVELOPMENT

Local Government's constitutional obligations to promote global competitiveness and reduce poverty in the next 5-10 years, can be defined within the following key areas of economic development:

- Retaining Existing Businesses and Jobs
- Assisting Start ups and Expansion of Small, Medium and Micro-enterprises
- Attracting New Business and Investment
- Developing the environment for Business

Implications for local government regarding future economic development service delivery is:

- Future local government budgets will need to make provision for the full range of economic development services.
- Play a leadership role in the further development of an economic development strategy.
- Local government requires legislative framework if it is to be empowered to fully implement its economic development role and activities.
- Horizontal and vertical co-ordination between government departments needs to be strengthened and, where appropriate, formalized through working agreements based on business plans and clear targets.
- Local government to perform routine functions in efficient and accountable manner.

- A wide range of institutional vehicles is available for the delivery of economic development services. It is essential that the most appropriate model be implemented for each service to ensure required stakeholder involvement, strategy implementation and resourcing.
- Local government needs to establish partnerships through a number of special purpose vehicles. Appropriate and sufficient resources, technical and professional support must be provided.

#### Best Practices

Different cultural, political and economic environments will require different delivery systems to best meet the demands of a given region.

To achieve any of these objectives the economic development services provided must stimulate and support a broad range of functions, which include:

- Small business development
- Business retention
- Workforce training and education
- Investment promotion
- Export development
- Sector support
- Research
- Strategy creation and implementation
- Promotion of productive business environment

