



**Final Draft Revised Integrated Development Plan  
2005 / 2006**

**June 2005**

## EDEN VISION

**“Eden: A home and future for all“**

In line with the spirit of the Hemanus Declaration (Resolved at the Western Cape Province IDP Conference, March 2005) Eden’s IDP **mission** is to:

- Use the integrated development planning process to create a home for all in our towns, villages, and rural areas;
- Promote economic growth that is shared across and within communities;
- Provide political and administrative leadership in the IDP process;
- Ensure that we get the sustainable delivery of basic services right;
- Mainstream integrated planning in the operations of our municipalities;
- Focus on IDP as a means of building stronger communities and building bridges between communities;
- Build the IDP on the meaningful participation and ownership of communities and on partnerships with business, labor, and community organizations
- Work towards the alignment of IDP’s with the provincial spatial development framework, provincial growth and development strategy and the national spatial development perspective; and
- Promote the IDP as a performance plan for all municipalities.”

### Strategic Objectives

The following **strategic objectives** will form the basis of the review document and as such also influence the next IDP cycle:

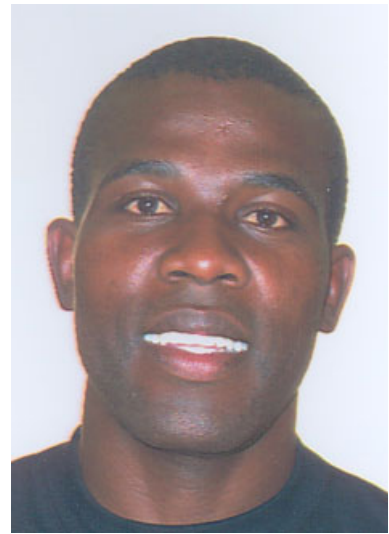
- Good governance through institutional transformation, intergovernmental cooperation and public consultation to ensure accountability;
- Develop appropriate regional economy that ensures shared prosperity and sustainability;
- Create an enabling social environment that ensures safe, healthy and vibrant communities that participate actively in Eden;
- Ensure an effective and affordable service and infrastructure delivery in Eden to meet the needs of the people;
- Develop human & social capital by investing in women and youth development, and
- Sustain Eden environment through resource conservation, good land use practices & people-centred planning.



## FOREWORD FROM THE EDEN DISTRICT EXECUTIVE MAYOR

Fellow citizens of the EDEN District

At the dawn of the Second Decade of Freedom and looking forward to our country's third miracle, i.e. Vision 2014 the importance of this document at this juncture in our history should not be underestimated. During this last review of the current Council's IDP, bold steps were taken by Council and the Administration to improve on our integrated development planning process. It started off with the appointment of a full time official in the office of the Municipal Manager to drive and manage the process. As you read and engage this document the fruits are already clear, because it bravely attempts to provide a strategic framework for democratic municipal governance in that it sets out a clear vision, strategic objectives, goals, strategies and priorities for development.



As the sphere of government closest to the community, local government has been tasked with facilitating the process of 'bringing people back in'. As Municipalities we are legally obliged to ensure the participation of communities and organisations in the formulation of municipal budgets and plans. This is largely done through the establishment of integrated development plans (IDP's) at district and local level.

It cannot be disputed that our recent IDP Review process generated the most public participation in municipal planning, in the history of EDEN. The people of EDEN have spoken, together we need to create and build "**EDEN A home and future for ALL!**" In order to achieve this we need to roll-up our sleeves across the EDEN district as Councilors, as officials and as communities to move towards achieving our vision. We can do this by: engaging in **good governance** through institutional transformation, intergovernmental cooperation and public consultation to ensure accountability; developing an appropriate **regional economy** that ensures shared growth, prosperity and sustainability; create an enabling social environment that ensures **safe, healthy and vibrant communities** that participate actively in Eden; ensuring an **effective and affordable service and infrastructure delivery** in Eden to meet the needs of the people; **developing human & social capital** by investing in women and youth development, and as custodians of this beautiful district by **sustaining the Eden environment** through resource conservation, good land use practices & people-centred planning.

By taking this fresh approach, called EDEN '06, we are mindful of the many challenges and pressures that confront us as a government and a nation. Mindful of the warnings in the writings of Gaventa and Robinson (1998) "Translating voice into influence requires more than ways of capturing what people want to say, it involves efforts 'from above' and 'from below'.", our new approach is about:

- Developing a shared approach and focus between Municipalities in EDEN and other spheres of government;



- Extending our recent vibrant public participation to structured and institutionalised social dialogue that promotes ownership of governance and development initiatives which help to deepen democracy and bring about sustainable development;
- Ensuring equity by engaging women, youth and the poor to influence the outputs and outcomes of local governance and development;
- To build IDP ownership and to strengthen capacity to deliver to communities and people across the district;
- This approach will make it easier for Councilors, officials and residents to interpret the EDEN IDP and the role they can play in giving effect to it.

As mentioned right at the start, this Review is the last in the current IDP cycle, as Mayor I am well aware of the fact that each new Council has to draw up its own IDP, however, mindful of the effort that so many people and role-players from across the EDEN district has put into compiling this vital road map, I trust that it will provide the next Council with a good, stable platform to draw up their own IDP.

Let me take this opportunity to express our sincere appreciation to all our residents, stakeholders from all sectors, officials from the whole government family, Councilors, Mayors and everyone for their unselfish contribution towards building a better life for all. A special word of thanks to our IDP Manager for the passionate way in which he was driving and managing this important process.

I thank you.

Alderman Lulama Lennox Mvimbi  
Executive Mayor



## INTRO BY MUNICIPAL MANAGER

The Local Government: Municipal Systems Act, 2000 requires from municipalities to engage in a structured process of strategic visioning in terms of the process of Integrated Development Planning. Five years ago, all municipalities were grappling with this notion of strategic planning and how to articulate the region's needs and priorities in such a way that the strategy becomes executable, practical and measurable. In reality, the different spheres of government were so pre-occupied with their own functional responsibilities and roles, that the ideal of integrated governance as envisaged by Chapter 3 of the Constitution of the Republic of South Africa, 1996, was not effectively achieved.



Looking back over the past five years, it is clear that Eden has now progressed on the route of developing its IDP as a dynamic tool to integrate government services and present district leadership. In my opinion we have succeeded to move away from merely complying with legislation to grappling with these issues which forms part of the national and provincial strategies and which impacts of the livelihood of everybody sharing this beautiful part of South Africa.

After engaging in robust debate and social dialogue with our many partners, it is not a coincidence that as Eden we have come forward with the vision of "A home and future for all". This region, with its abundance of natural resources, ironically also houses pockets of the highest socio-economic imbalances within the Western Cape Province. Eden District Municipality has the moral, legal and institutional responsibility to assume its obligations to the fullest extent in ensuring that we can indeed, make this Eden a home and future for all.

This last IDP review set the stage for an integrated district approach after the municipal elections. As such, Council approved an organizational renewal strategy, aptly named Eden'06 to prepare our organization and our district for the new set of challenges which will face the councilors in the next five years of office.

My greatest gratitude goes to the Councilors, Managers, all staff members and specifically our IDP Manager for preparing this document. I would also like to express my sincere appreciation to all our social partners and community members from across the EDEN district for their unselfish contributions to better the lives of all our people.



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## GLOSSARY

B -	Municipalities Local municipalities
BEE	Black Economic Empowerment
C -	Municipalities District municipalities
CDW	Community Development Worker
DMA	District Management Area
DPLG	Department of Provincial & Local Government
EDM	Eden District Municipality
ESCOM	Electricity Supply Commission
GRP	Gross Regional Production
HR	Human Resources
IDP	Integrated Development Plan(-ning)
IMATU	Independent Municipal Allied Trade Union
KPI	Key Performance Indicator
KPA	Key Performance Area
LED	Local Economic Development
MOU	Memorandum of Understanding
MSA	Municipal Systems Act
MSA	Municipal Structures Act
MFMA	Municipal Financial Management Act
NSDP	National Spatial Development Perspective
NGO	Non Governmental Organization
PAWC	Provincial Administration of the Western Cape
PMS	Performance Management System
SDF	Spatial Development Framework
SALGA	South African Local Government Association
SAMWU	South African Municipal Workers Union
SMME	Small Medium & Macro Enterprises
TB	Tuberculosis
VIP	Ventilated Improved Pit
WSDP	Water Services Development Plan





## EXECUTIVE SUMMARY

Integrated Development Planning represents a major shift from previous forms of planning performed by municipalities. This Third Revised Eden District Municipality IDP for 2005/06 is the last revision of the first cycle of IDP's and must be read against the background of the May 2002 IDP.

The intention of this IDP 2005/2006 to focus on the relevance of already identified key strategic development priorities that need attention within the district.

This IDP is a communication instrument of the municipality's strategic intentions and it is within this context that the EDEN District Municipality has opted for a more *interventionist approach* to review its Integrated Development Plan, a development process pragmatically called **EDEN '06**.

The status quo and challenges we face in terms of "our people", "our economy", "our environment" and "our government" within the Eden district is discussed in Part 2 of this document. Efforts to address past and current social inequalities **focused on people and not places**.

In order to address the challenges as mentioned here, it was necessary to contemplate the strategic direction in which the Eden district will be heading. After various Indaba's, summits and work shops where all local municipalities, other spheres of government and interested parties were represented, a new **Vision, Mission** and **Strategic Objectives** were developed for the Eden district municipality. (See Part 3 of this document)

The Strategic Objectives identified were refined into **Development Clusters** and **Focus Areas**, which in turn was again refined into **Strategic Initiatives** or **Programs** to be linked and aligned with the Eden budget for implementation purposes. (Part 4 of this document)

In order to implement the programs discussed here, it is necessary to have the required resources and "tools" available. How we will move forward in this regard is discussed in Part 5 of this document.

To best meet its development goals, and to ensure improved service delivery to its clients, the Eden district is putting in place a Performance Management system. This is discussed in Part 6 of this document.



# PART 1: INTRODUCTION

## 1.1 Purpose

*There are no great people in the world, only great challenges, which ordinary people rise to meet. (Thomas A. Edison)*

EDEN District Municipality, like all other municipalities, is compelled by legislation to undertake integrated development planning (IDP) through a prescribed and structured community participation process. Integrated development planning entails a completely new way of thinking and of doing municipal business. It provides a platform for identifying, discussing and resolving the real issues in the district municipal area. Through this process we continuously strive to achieve the objects of local government as stipulated in the SA Constitution (section 152(1)) and to give effect to our mandatory developmental duties within the administrative and financial capacity of the Municipality.

Integrated Development Planning represents a major shift from previous forms of planning. It combines four major interrelated characteristics to achieve poverty eradication and sustainable development over the long term. These are its **consultative** nature, which requires the meaningful involvement of a wide stakeholders; its **strategic** nature which requires a focused approach, and a systematic search for the most appropriate and effective solutions; its **integrated** approach which requires thinking and acting holistically across the conventional sector boundaries and across spheres of government; and its **orientation towards implementation**.

The IDP process also provides an opportunity for the municipality to debate and agree on a long term vision and strategy for a 20 – 25 year period that sets the context for the shorter five year objectives and strategies.

This Third Revised Eden District Municipality IDP for 2005/06 is the last revision of the first cycle of IDP's and must be read against the background of the May 2002 IDP that was approved by Council, as well as the First and Second Revised Eden DM IDP 2003/2004 and 2004/2005. The intention of this IDP 2005/2006 is not to repeat the general information in the mentioned IDP's, but to focus on the relevance of already identified key strategic development priorities that need attention within the district. This Revised Eden IDP 2005/2006 must also be read in collaboration with the Draft Eden Spatial Development Framework – October 2003. Valuable information is contained in the SDF that further supports the district development priorities.

This Third Revised Eden District Municipality IDP 2005/2006 will now be submitted to the public for comment from 30 June 2005 until 20 July 2005 and thereafter to Council for final approval during July 2005, including the comments from the public.

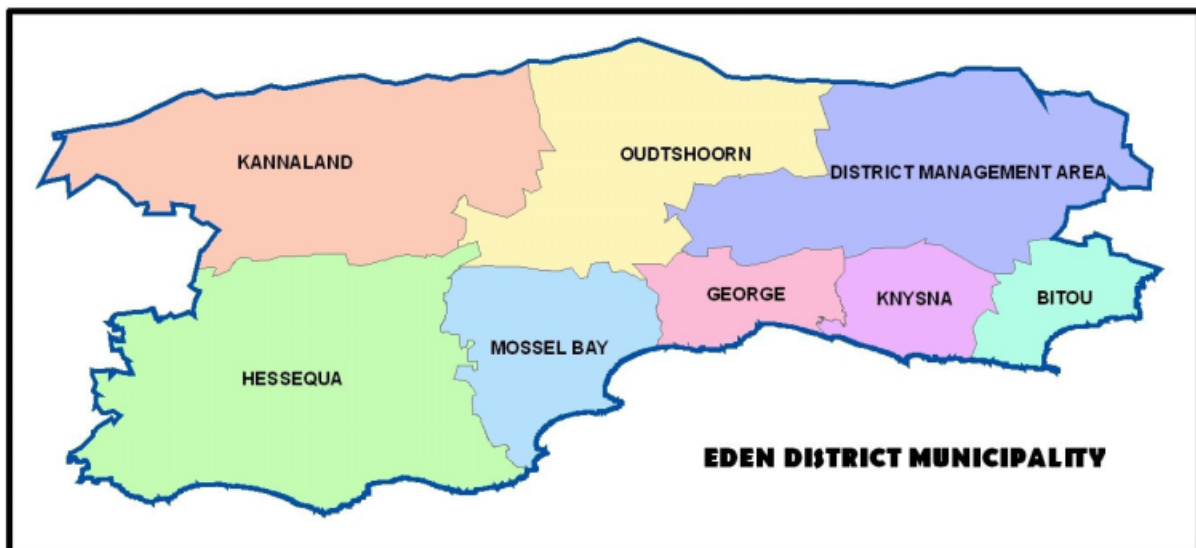
## 1.2 Background

### 1.2.1 A district of contrasts

Eden District Municipality (EDM) was established in terms of Notice No P.K. 497 of 22 September 2000 as a result of the amalgamation of the Klein Karoo District Council and the South Cape District Council. The Eden district consists of the following municipalities:

- Bitou Local Municipality
- Knysna Local Municipality
- George Local Municipality
- Langeberg Local Municipality
- Mossel Bay Local Municipality
- Kannaland Local Municipality
- Oudtshoorn Local Municipality, and
- District Management Area including Uniondale, Haarlem and Avontuur.

The following map indicates the boundaries of the local municipalities and district management area within the Eden district.



The EDM is located along the south-eastern coast of the Western Cape Province. It stretches roughly for 350 km along the Indian Ocean coast, from the Bloukrans River in the east, to Witsand at the Breede River Mouth in the west. The coastline of this vast area varies dramatically, from white sandy beaches to rocky cliffs. This region is often described as one of the most beautiful in South Africa, with the Garden Route as the centre of its tourism industry. The EDM is endowed with rich natural resources and landscapes, the most prominent of which are associated with the coastal zone, the indigenous forests on the coastal plateau and the dry Succulent Karoo environment of the Klein Karoo. The main access routes to the region are the national road (N2) via Swellendam in the west, and Coldstream in the Eastern

Province, as well as the regional road (R62). Various mountain passes provide access from the coastal areas to the Klein Karoo region in the north; beyond the Outeniqua mountain range (including the R323, R328, N12, N8 and R339).

The region is a study of contrasts in many aspects. Geographically, the Outeniqua mountain range creates a physical divide between the Klein Karoo and South Cape. This impact on very definite differences in respect of climate, economic activities, tourism, demographic tendencies, social patterns and service delivery of the municipalities.

## 1.2.2 Lessons learnt from current IDP cycle

### 1.2.2.1 An Eden Perspective

- *The Functional Debate and Integrative Planning*

For district municipalities the transition from being direct service providers -as was the case with the former regional services councils- to institutions of strategic, integrative and co-operative governance was not an easily accepted or understood concept. While the uncertainty in respect of functions, after the December 2000 elections, impacted negatively on the planning process; a secondary debate between the municipalities and the provincial administration in respect of services such as Primary Health Care, Libraries and other provincial functions, contributed further towards a strained relationship within the spheres of government. Mistrust between the role players contributed to a lack of integration and municipalities held the opinion that they were burdened with “unfunded mandates”. Uncertainty in respect of the functional responsibilities did impact on proper developmental and integrative planning in the initial phases of the present IDP cycle.

- *Passive vs. strategic approach*

Prior to the 2003/2004 cycle, the articulated viewpoint of the Eden District Municipality was that the District IDP should be the summation of the local municipalities, once the framework for the plans was accepted. To that end the District Municipality carried the cost of a single consultant to assist all the municipalities with their IDP processes. Although this assisted in aligning the different local IDP documents, the role of the District Municipality was not on a strategic level. Eden acted as the passive receiver of the relevant documentation. The fundamental paradigm shift to that of **strategic leadership** only occurred late in 2004 and specifically at a **Bosberaad** which were held between councilors and managers on **17 November 2004**. This process of strategic intervention put Eden on a **new development trajectory** which will be referred to later in the report.

- *Sectoral Alignment*

Provincial and local priorities were seldom aligned during the present IDP process, simply because planning and budget dates of the respective authorities were not synchronized. While attendance of provincial and national representatives at IDP events on district level was generally good; on local level municipalities indicated that participation of the other spheres of government was less than satisfactory. It also occurred that regional representatives often lacked the mandate to actively engage

on behalf of the mother department. Information in respect of provincial priorities was also lacking in some cases. A notable exception was that of the department of Social Welfare & Poverty Alleviation.

- *Community Participation*

On local level municipalities whom had implemented the wards system had a structured process of community participation. The rest of the local municipalities employed the structure of representative forums to facilitate participation of stakeholders, as did Eden. A decline in public interest in community participation meetings however prevailed and this was attributed to unsatisfied expectations and delays in service delivery. It is acknowledged that the option of IDP representative forums was not a big success.

For a district municipality, community participation outside of the DMA proved to be more complex. The possibility to have shared meetings with the local municipalities was believed at that stage to be unsuited for effective information sharing. The result was that advertisements were placed in newspapers for interested parties and bodies to register on a data base in order to be invited to IDP meetings, usually held during office hours.

As such, the attendance at the IDP meetings was non representative of the total spectrum of the regional interests. A different approach was utilized during the present IDP review in that a number of summits with specific sectoral themes were arranged to elicit role player with common interests. This will be explored later in the document.

- *Political support and commitment*

It was evident that political support and commitment was not always forthcoming during the present IDP process. The IDP was often referred to as a “compliance document”, especially in the early stages of the present cycle. The IDP process was often subservient to other matters on the political agenda.

The political dynamics within Eden, as well as the changes in the political control as a result of the walk-over clauses severely impacted on the IDP process. The perception was that relatively junior council members were deployed to attend IDP meetings, with the result that when draft IDP documents were submitted to Council, the plans were regarded with suspicion and often referred back for additional workshops and information sessions for councilors, without a clear commitment of finalizing IDP process. The experience in this current review was different. The process was actively led by the Executive Deputy Mayor, Members of the Mayoral Committee, while being supported by councilors.

- *Strategic Role of Management*

One of the most important lessons learnt from the present IDP process, is that the municipal management team must be in place very early in the IDP cycle. Ownership of the IDP process vests with these individuals and without committed officials, who are also held responsible for all the phases of the IDP cycle in terms of performance contracts related to their positions, the IDP process will eventually

suffer. It is a distinct advantage that the next IDP cycle will commence with municipal management teams in place at most of the municipalities in Eden.

It is imperative that the responsibility for the IDP vests with the Municipal Manager and that the locus of the IDP process be within the office of the Municipal Manager. With the exception for Knysna Municipality where the IDP is the functional responsibility of the Municipal Manager, and Eden where the IDP Manager reports to the Municipal Manager, the IDP process is localized within a functional department within all the other local municipalities.

- *Role of Consultants*

Eden District Municipality and the local municipalities were fortunate to have had access to excellent consultants delivering support services and assisting with the IDP process during the current cycle. The result however was the following:

- Firstly, different consultants had different perspectives on the IDP processes and developed IDP documents which were incompatible within a single district. To address that issue, Eden District Municipality funded a single consulting firm in 2002 to ensure that uniformity prevailed.
- Secondly, a tendency occurred where management divorced themselves from their intrinsic strategic roles in order to ensure operational requirements were addressed elsewhere in the organization. The role of the consultants was elevated to produce documents, which had to surpass governance, by compliance tests.
- Thirdly, skills transfers did not always take place, which left some municipalities' dependant on external capacity.

- *From Volume to Substance*

Unfortunately, municipalities succumbed to the notion of generating vast volumes of documents with a myriad of tables, statistics and information. These academic text books possibly satisfied the "compliance" requirement, but were not palatable for easy reading, public assimilation and performance evaluation.

Some municipalities attempted to popularize the IDP within their organization and produced concise information newsletters to staff and the general public. Knysna Municipality went further in succeeding to produce a summary of their IDP, which is concise, clear and understandable. It is clear that this document succeeds as a communication instrument of the municipality's strategic intentions.

- *Alignment of Budgets to IDP*

The alignment of municipal budgets to the IDP is not always as required by legislation. On district level the focus of priority allocations was initially aimed at infrastructure, whilst the current IDP Review has promoted a shift to issues of a more strategic nature. This is in line with the new role envisaged for district municipalities which is about refocusing our engagements to accelerate implementation in striving for common regional goals. This coordinating, integrative and strategic responsibility of the District Municipality was not reflected in the previous allocations. On a local level, the capital budgets of the municipalities were aimed at alleviating service backlogs primarily in the urban areas.

- *District co-operation and stakeholder participation*

Fortunately, the functional debate has now subsided and there is strong evidence towards integrated governance. It is believed, however, that institutionalized processes for integrative governance must be put into place. Good intentions and plans will not suffice if there are no specific strategies to govern co-operation and structured participation over the different spheres of government.

### **1.2.2.2 A Provincial and National Perspective**

#### **➤ *Positive findings of the 1<sup>st</sup> round IDP assessment***

- Municipalities discovered the value of the IDP in its ability to focus developmental energies to the benefit of all 3 spheres of government.
- Municipalities attempted the daunting task of public participation (or partnership building with a new larger community) notwithstanding significant time, capacity and information constraints.
- More structured and active involvement by key municipal role players occurred. External role players have been alerted to the strategic direction municipalities have taken and have started to revisit their own planning and support in each municipality.
- A core group of skills have developed around IDP in most municipalities.
- Innovative ideas on participation (area wide), prioritization and institutional management of IDP did occur in specific municipalities.
- Municipalities managed to follow a strategic approach to draft their IDP's – notwithstanding the absence of strategic debate on broader development issues in certain municipalities.
- Municipalities did develop key development areas or objectives (usually between 4 and 9) on which development should focus in their municipal area.
- Municipalities were able to link specific projects to key development objectives.
- IDP's did identify and confirm service back logs in specific areas.

#### **➤ *Negative findings of the 1<sup>st</sup> round IDP assessment***

- The dominating focus on infrastructure services prevented real strategic debate on broader strategic development issues.
- Municipalities did not comply with the minimum content of IDP in terms of the Municipal Systems Act, 32 of 2000.
- Ineffective linkages were made with municipal budgets – especially in the medium term.
- Poor project scoping seriously weakened implementation potential by not having identified and secured resources for projects and allowing wish lists to persist in specific municipalities.
- Slavish following of IDP Guide documentation created lengthy and complex processes that could have been simplified and more implementation focused.

- Participation gaps existed with the business community in specific areas.
- A lack of alternative development and service delivery partnerships reduced implementation options as well as the ability to maximise the use of available resources.
- A weak inter-governmental planning and budgeting link resulted in poor vertical alignment.
- Political instability at key phases during the process seriously hampered progress.
- Municipalities achieved limited success in addressing the rural reality in IDP's.
- The absence of critical linkages to other internal municipal systems weakened implementation potential and the ability to strategically guide the municipal business – e.g. performance management and budget processes.

### ➤ ***Inhibiting factors***

- Inaccurate information within government,
- Limited institutional support from the start of the process,
- Serious time limit within which to attempt the first round of IDP,
- Lack of capacity (human and financial) due to municipal restructuring and transformation reality impacted on availability of staff to support IDP process,
- Specific skills were not available in each and every municipality across the province – e.g. strategic thinking – “to prioritise and to use limited resources optimally”, Project management, Information/communication management and Performance Management,
- Non-alignment of provincial planning (e.g. service boundaries) and budgeting processes with the municipal IDP process, and
- Separate budget processes within and between spheres of government (e.g. budget formats).

The recently held National IDP hearings were aimed at assessing how the whole of government is prioritizing development, allocating resources and implementation in the district and metropolitan areas. It was therefore aimed not only at assessing the municipalities but also provincial and national input and support. The hearings also provided an opportunity to gear up for the next cycle of IDP's, which will start early in 2006 after the election of the new councilors. While it may be that the first cycle did not deliver on all the issues as desired because of *inter alia* a lack of institutional preparedness, lack of capacity, inadequate intergovernmental collaboration, etc., many of these constraining factors have now been attended to and the time is ripe to start making the developmental impact our communities deserve. A key component of making this happen in the district domain lies in the arena of putting in place the appropriate set of intergovernmental structures and measures by which the municipality can ensure that past mistakes will not be repeated and that there is progress.



### 1.2.3 District re-assessment

Given the lessons learnt, Eden arrived at a crossroad where it had to decide whether to continue on its current path or embark on a quest for a more strategic guiding and developmental role. In anticipation of this new role three vital questions emerged:

1. Who should the Eden District Municipality serve?
2. Are current strategies conducive to the new demands for intergovernmental alignment and integration?
3. Do we perform in terms of local, provincial and national expectations?

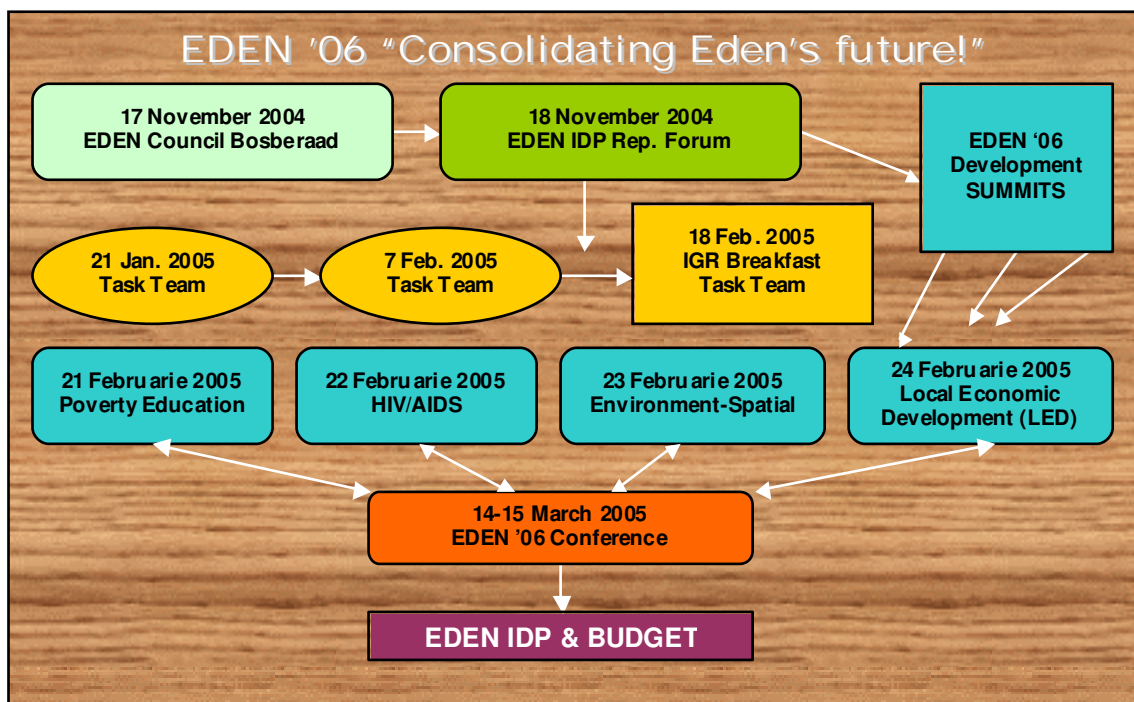
In addition, some of the key gaps identified included the need for:

- A clear strategic focus;
- SMART (specific, measurable, attainable, realistic, timeous) development objectives;
- A decisive turn-around program;
- A proper link to outcomes based budget;
- A platform for IGR & cooperative governance.

Council agreed that EDEN need to change the way it does its business, by:

- Forging developmental partnerships across the region
- Forming strong multi-disciplinary regional teams
- Sharing knowledge & experiential learning
- Establishing Good Practices across district
- Building community capacity to engage in governance
- Enable stakeholders on a regional scale to participate in municipal affairs

### 1.3 PLANNING PROCESS: AN INTERVENTIONIST APPROACH



It is within this dynamic context that the EDEN District Municipality has opted for a more *interventionist approach* to review its Integrated Development Plan, a development process pragmatically called **EDEN '06**. The concept was adopted by the EDEN Council at an **IDP Bosberaad** held on 17 November 2004. At this IDP Bosberaad EDEN decided to engage on a developmental route that lays the platform for the emergence of a post election strategy. EDEN '06 is based on the realism and pragmatism contained in the ten year review report and the dynamic challenge it pose to all spheres of government.

EDEN '06 therefore aims to contribute towards eradicating the development legacy of the past by providing a framework for maximised economic and social development across the EDEN District. In contrast to the role planning has played in the past, the EDEN District Municipality at this IDP Bosberaad committed itself to mainstream integrated development planning as a function of municipal management, as part of an integrated system of planning and delivery as part of giving visible effect to our developmental role.

As was the case during the previous EDEN IDP Review processes a range of public **Development Task Team** meetings were held in November 2004. See Annexure 1: Photographs Multi-disciplinary Task Teams. The meetings focused on the 21 development priorities contained in the EDEN IDP, including:

- sanitation management,
- waste disposal-
- integrated transport plan,
- road infrastructure,
- N2 national road,
- SDF,
- nature conservation,
- game farms,
- golf estates,
- rural development,
- agriculture, land reform,
- economic development and tourism,
- poverty eradication,
- disaster management,
- migration,
- HIV/AIDS.

The theme: “**From role-players to stakeholders, taking hands in shaping Eden’s future!** “ was the central thrust of the public participation process which was adopted. The Multi-disciplinary Task Teams planned and organized EDEN-wide **Development Summits** around the following themes: local economic development (LED), environmental management and spatial development planning, and lastly the nature and extent of poverty and HIV/AIDS in EDEN. See Annexure 2: Thematic comparison of the four development summits.



The main aims of the Development Summits were to:

- bring together a broad range of stakeholders and people of EDEN from economic, social and environmental sectors to deliberate on the future of EDEN;
- analyse the current development environment, in terms of challenges and opportunities;
- to identify areas for priority strategic development intervention;
- consider the impact of policy directives, as well as the need for integrated planning practices and developmental partnerships in order to facilitate sustainable service delivery;
- discuss a clear and innovative vision for EDEN District, one that provides a clear, easily understood image of a better future;
- developing a clear strategic focus and clear district developmental agenda, by condensing current 21 IDP development priorities into Strategic objectives;
- Identify possible Action oriented Programs and projects

The EDEN Development Summits was a major success, not just in terms of the number of people who participated, but also the quality of the inputs and the broad range of disciplines represented.

An **Intergovernmental Breakfast meeting** was also hosted by Eden and attended by a host of National and Provincial sector departments. It was emphasized that an Eden District Intergovernmental Forum needs to be established to give effect to the principles contained in the Intergovernmental Framework Bill (RSA, Government Gazette No. 27031 of 26 November 2004), and that such a forum be responsible to promote and facilitate relations between all spheres of government across the region.

The EDEN IDP Review public participation process culminated in a very historic two day **Development Conference** held in Hartenbos in March 2005. The theme of the event, in line with the resolutions adopted at the IDP Bosberaad, was “Consolidating Eden’s future!”

**“Consolidating Eden’s future”  
Some conference highlights :**

- Brought together more than 250 delegates from a broad range of stakeholders and people from government, private sector and community sector
- Prioritised a clear and easily understood vision for Eden district
- Developed a clear strategic focus and clear district developmental agenda by reprioritizing the strategic development objectives from the development summits
- The attendance and dynamic inputs from Hon. MEC Local Government and Housing, Marius Fransman, the Hon. MEC for Social Services and Poverty Eradication, Kholeka Mqulwana and numerous other vibrant and valuable speakers.
- The signing of a Memorandum of Understanding (MOU) between Eden and the Department of Social Services and Poverty Alleviation, which forms the basis for a partnership in the fight against poverty in the district.

During the months of April and May a post conference consultative process was embarked upon with the senior councilors and staff at Eden to emphasize and map out the crucial role that the entire Eden personnel plays in the successful implementation of all the resolutions that were agreed upon. This was done in co-operation with some government partners and other relevant regional stakeholders.

With the groundwork that was established at the structured participation events, it was clear that for the purposes of this review process, Eden needed a firm reality check in terms of the actual development indicators in the region.

## **PART 2: WHERE ARE WE NOW?**

### **2. SITUATIONAL ANALYSIS**

#### **2.1 Our people**

According to the Census 2001 (SA Stats) the population for Eden District Municipality was approximately 455 000 persons. When compared with the 1996 results, a **19.39%** increase is evident. The district is predominantly urban with increased urbanization having taken place between the 2 census periods. There has been an increase of **39%** in urban population in this period in Eden District as a whole, compared to an increase of 19% in rural population. All the local municipalities except Oudtshoorn have shown a greater increase in urban as opposed to rural population.

**Table 1: Population figures for Eden District**

Name	Population		Urban		Rural		Households	
	1996	2001	1996	2001	1996	2001	1996	2001
<b>Eden</b>	381041	454923	71588	99555	16516	19758	88104	119309
<b>Kannaland</b>	21105	23971	1889	3218	2981	2850	4870	6071
<b>Langeberg</b>	38395	44114	6505	8796	3255	3712	9760	12510
<b>Mossel Bay</b>	59542	71493	13074	17727	2349	2334	15423	20059
<b>George</b>	107723	135409	23232	32681	2488	2844	25720	35520
<b>Oudtshoorn</b>	78846	84692	12977	14896	2757	3229	15734	18125
<b>Bitou</b>	18354	29183	3905	7478	1180	1285	5085	8763
<b>Knysna</b>	42975	51468	10006	13221	1506	1513	11512	14734

*Source: Census 2001, SA Stats*

The migration of people to the Eden district, and in particular to the coastal towns of Bitou, Knysna, George and Mossel Bay contributed to a population growth of **19%** from 1996 to 2001. Bitou experienced a **35%** growth during this period. As a result, 46% of the district population growth of **19%** represents people migrating to Eden that were unemployed. This places an enormous burden on the municipalities in terms of the supply of free basic services, housing and developmental planning issues. The practical application is that the infrastructural commitments of coastal towns are growing at a quicker pace than what budget increments allow. Coupled to this reality, one must be mindful of other social problems which are commonplace where basic human needs are not met. Presently, three of the five towns in the Western Cape Province with the highest incidence of HIV/Aids are within the boundaries of the Eden district.

**Table 2: Population shifts for Eden District: 1996 - 2001**

Name	Population 1996 – 2001 (%)	Urban Population 1996 – 2001	Rural Population 1996 – 2001	Households 1996- 2001
Eden	19.39	39.07	19.63	35.42
Kannaland	13.58	70.35	-4.39	24.66
Langeberg	14.90	35.22	14.04	28.18
Mossel Bay	20.07	35.59	-0.64	30.06
George	25.70	40.67	14.31	38.10
Oudtshoorn	7.14	14.79	17.12	15.20
Bitou	59.00	91.50	8.90	72.33
Knysna	19.76	32.13	0.46	27.99

Source: Census 2001, SA Stats

If the population growth over the five years preceding 2001 is linearly projected to the next five years, the Eden district should then be home to about 543 000 people in 2006. Given the economic unprecedented growth in the district over the last two years, it is expected that this figure will be surpassed.

The following table gives an indication of the progress which was made with regards to the delivery of basic services according to the census figures. There are, on average, high levels of services within the Eden District. Although there are slight variations found within the local municipal areas, they are not significant. The accuracy of these figures are however questionable.

**Table3: Eden District Service levels for the core functions (percentage)**

Name	Water		Sanitation		Refuse removal		Electric	
	1996	2001	1996	2001	1996	2001	1996	2001
Eden	91.0	95.8	73.3	81.8	75.4	81.2	77.5	84.5
Bitou	88.8	95.9	69.5	84.8	81.8	86.8	74.7	81.3
Knysna	90.6	96.5	63.7	70.5	67.4	92.1	68.5	80.5
George	94.4	94.4	85.4	83.9	90.1	87.1	83.4	86.6
Mossel Bay	94.9	97.3	89.3	92.3	87.6	90.2	88.4	90.9
Langeberg	89.8	96.7	73.5	87.5	65.3	71.5	74.6	86.3
Kannaland	83.4	93.9	57.2	71.1	53.4	59.2	72.1	81.4
Oudtshoorn	94.9	95.6	74.8	82.2	82.3	81.8	81.1	84.8

Source: Census 2001, SA Stats

According to the 2001 Census (SA Stats) Eden has a population of 454 923 of which **16.5%** is unemployed and **38%** economically inactive. Almost a third of the population is not functionally literate and has less than 7 years of schooling. About **12%** is dependent on social grants, and this translates into an astounding figure of **63 689** people receiving a monthly payout of **R31, 775,120 per month**. This statistics clearly illustrates the dire needs that are prevalent in our communities, and begs the question of what is and should be done to not only reduce poverty levels but eradicate the social evils that accompany it.

## **2.2 Our economy**

During 2004 the Provincial Government of Local Government and Housing commissioned a study on the growth potential of towns within the Western Cape. This study was done as input for National and Provincial Spatial Development Plans. The aim of the study was the following: Non-metropolitan areas can be distinguished between a relatively small number of localities (towns) that have the economic potential to restructure and a significantly large number that are ultimately likely to decline, since they seem to possess limited resources to generate sustainable economic activity. It can be argued that spending by government is likely to be more effective and efficient if aligned with the primary social environmental and economic trends described in National Spatial Development Plan (NSDP).

The abovementioned argument is based on the understanding that economic growth is most likely to continue where it previously occurred, and therefore economic potential is highest in these localities. The approach of the NSDP seeks to focus the bulk of fixed investment of government on those areas with the potential for sustainable economic development. It can be shown that it is in these areas that the government's objectives of both promoting economic growth and alleviating poverty will be best.

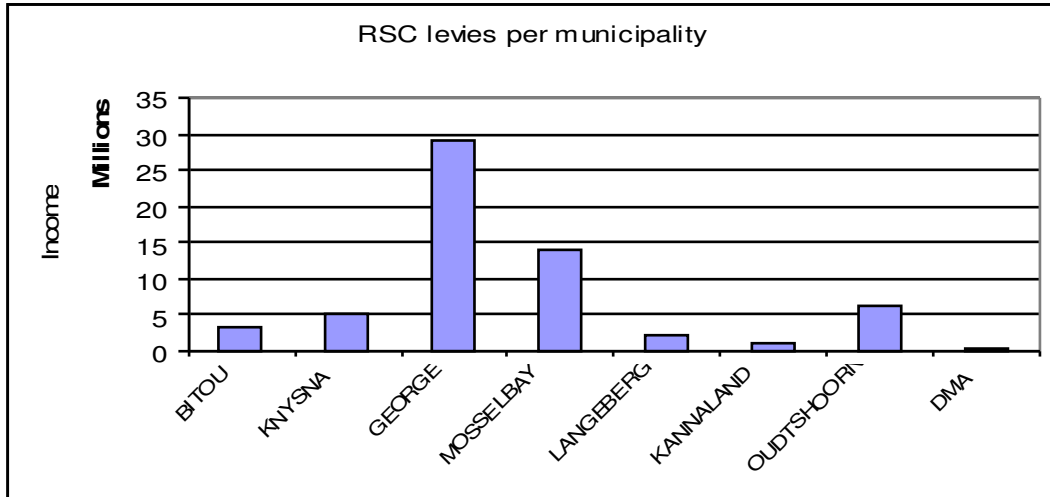
In areas of limited potential, it is recommended that, beyond a level of basic services to which all citizens are entitled, government should concentrate primarily on social investment.

The above is of particular significance for the Eden region because all the major towns within the region such as George, Mossel Bay, Knysna and Oudtshoorn were in the top ten of towns with the best growth potential in the Western Cape. This must be encouraging to the administrative and political leadership within the Eden region to work with the private sector and social partners to ensure that economic development is a central focus area of each municipality. It illustrates the need for the Eden District Municipality to build-up its capacity around LED to enhance, support, coordinate and guide B municipalities and private sector.

Economic activities in the Eden Region are clustered in an east to west axis through the George- and Mossel Bay municipal area's and on a north to south axis, through George and Oudtshoorn as the next graph, indicating levy income for the 2003/2004 year, shows. Together, George, Mossel Bay and Oudtshoorn contribute 80% of total

RSC levy income for the Eden District Municipality. Based on historical figures, it is clear that this tendency is growing.

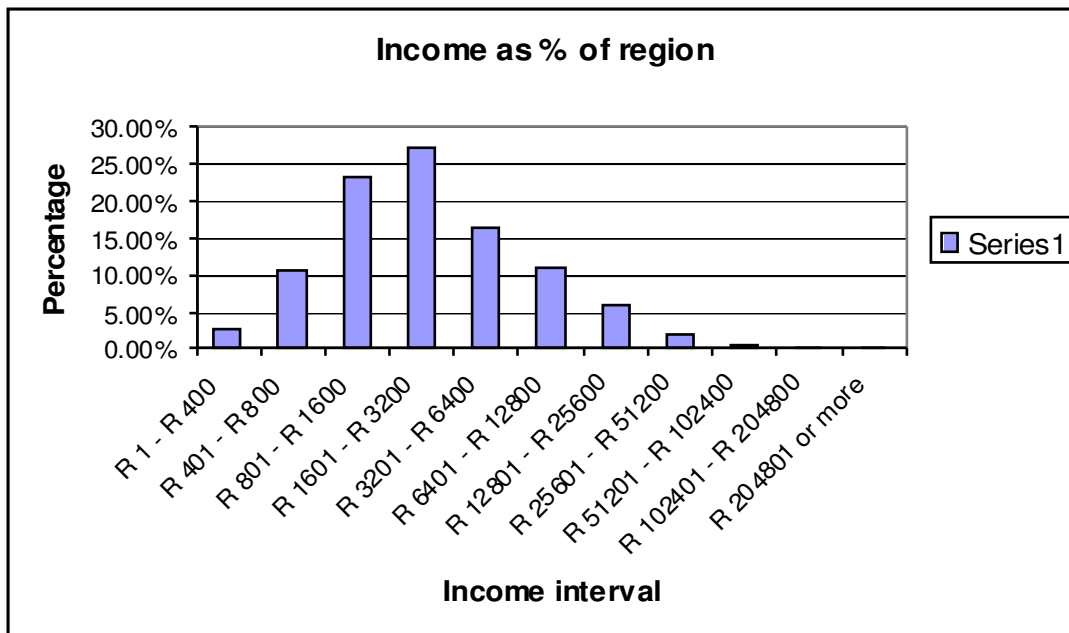
**Table 4: RSC levies per municipality**



Source: Census 2001, SA Stats

The district shows a massive disproportionate situation in respect of income as indicated below. The larger portion of the region's income domestic income falls within the R1600 to 3200 bracket.

**Table 5: income as percentage of the region**





➤ **Eden's Focus on First and Second economies :**

**The First Economy:**

"Our program for the coming year is premised on the broad objectives ...to increase investment in the economy, lower the cost of doing business, improve economic inclusion and provide the skills required by the economy."

**The Second Economy:**

"A critical element in assisting those in the Second Economy is provision of information, particularly regarding how they can access economic opportunities. In this regard, the targeted communication campaign on economic opportunities occupies a central place. We hope to partner the media, particularly the public broadcaster, to bring this information to many more people."

*~ Extracts of Address of the President of South Africa, Thabo Mbeki, at the Second Joint sitting of the Third Democratic Parliament, Cape Town, 11 February 2005*

During the recent LED Summit hosted by the Eden District Municipality extensive discussions were held regarding ways to address the disparities that exist between the first and second economy; the **First Economy** which is modern, integrated with the global economy and produces the bulk of the country's wealth and jobs; and the **Second Economy**, which constitutes the structural manifestation of poverty, underdevelopment and marginalization, not just in Eden but also the rest of the country. In light of the clear differences that exist between both these realities it was agreed that there is a need for integration and coordination between the two economies for following reasons:

- Transforming the Second Economy requires transfers from the first economy; and
- While the First Economy is unsustainable without the integration of the Second Economy, the First Economy must generate the resources that will make it possible to confront the challenges of the Second Economy

Some of the growth and development strategies (interventions) for the Second Economy below are ways that will ensure integration with the First Economy and include:

- Rural development and urban renewal
- Development of small and medium enterprises and co-operatives
- Black economic empowerment
- An expanded public works program
- Learnerships and internships for the unemployed
- Skills development programs
- Ensure the role-out of community development workers program.

The abovementioned is inline with national government thinking and the outcomes of the Local Economic Development (LED) summit where Eden District Municipality committed itself to strengthen the First Economy and along with the above-mentioned interventions ensure that the Second Economy benefits from its

expansion and in the process allow the marginalized section of the economy to become part of the main stream SA economy. Eden District municipality has shown clear and constructive leadership to ensure that the Second Economy remains part of its LED agenda.

### ➤ **Local Economic Development**

All over South Africa public awareness about the actual as well as potential of **local economic development** at municipal, district and broader regional levels is increasing, in direct reaction to grassroots challenges of job creation, poverty alleviation, black economic empowerment and the quest for greater social and economic justice and equity. The different urban and rural areas falling within the Eden District Municipality are no exception in this process of “awakening” to the challenges and opportunities of local economic development. The LED discussions in the afore mentioned development summit on which most of the findings in this section are focused, concentrated on five topical issues: Tourism, Agriculture, Infrastructure, Black Economic Empowerment and Small Business Development.

Eden region and its municipalities and communities have to grapple with serious development problems and concerns, including:

- relatively high levels of poverty and unemployment, in particular among the African communities,
- relatively slow progress with Black Economic Empowerment (BEE),
- the export-dampening impact of South Africa’s strengthened currency,
- escalating land prices which increase income and wealth inequalities and make supply of affordable housing more difficult,
- wide-spread discrepancies between the supply and demand of sector-specific labor skills and entrepreneurship,
- significant net immigration, combining an inflow of low-income African migrants from the Eastern Cape and high(er)-income retirement immigrants from the north.

*An Eden Business Prospects* conferences held in George (2002) and Knysna (2003) brought together some of the macro-statistics needed to place this region in provincial as well as national perspective. Unfortunately, this data as well as those contained in earlier Wesgro publications about the Eden Region are now dated. Rough estimates would suggest that the municipalities included in the EDM:

- have a total population of about 455 000 or 9,2 % of the Western Cape’s mid-2005 population of 4,9 million (or one per cent of South Africa’s population);
- had a joint Gross Regional Production (GRP) of about R14,1 billion in 2004, or 7,8 per cent of the Western Cape’s GRP of approx. R181 billion;
- currently (mid-2005) have a regional labor supply of about 186 000, of which about 145 000 are in formal or informal employment, and about 22 per cent or 41 000 are unemployed;
- over the 2004/05 year had an economic (GRP) growth of just above three per cent (real), which is slightly higher than the average for the Western Cape.

Looking at the structure of the Eden economy we note its broad sector base, the balanced spacing of larger as well as smaller towns across the region, its well developed transport and communications infrastructure (road, rail, air, sea, telecommunications), the strength of certain dynamic sectors (tourism, retirement settlements, agriculture, high-tech industry) and its strategic location along the coastal belt between the Western and Eastern Cape. In fact, the Eden is sometimes viewed as one of South Africa's most promising growth regions, with only a few parallels in the world.

### ➤ Sector challenges

As a reference framework for the summary of sector-specific recommendations from the break-away groups of the summit, *Table 6* presents an updated picture of the Eden's employment and value-added breakdown per sector, using conventional sector categories.

From the employment breakdown it is clear that agriculture and tourism are the two largest sectors (leaving aside the category "social, personal and community services", which includes a wide range of sub-sectors). The contribution of agriculture is even higher if we take into account that the processing of agricultural products (falling within manufacturing), the trade in agricultural commodities and even aspects like agri-tourism (falling within "tourism") can be linked to that sector. No wonder, therefore, that the relative share of agriculture-related economic activities in the Eden economy is often put as high as 25 per cent of value added and employment.

**Table 6: Economic sectors contribution to GRP & Employment**

Sectors	GRP %	Employment %
Agriculture, forestry, fishing	11.3	15.8
Mining, quarrying	0.2	0.1
Manufacturing	13.5	12.4
Construction, repairs	6.8	5.9
Electricity, water supply	2.6	0.9
Trade	10.5	13.6
Tourism (incl. catering & accommodation)	15.2	16.6
Transport, communications	8.2	6.5
Financial, property & business services	13.6	7.0
Social, personal and community services (incl. health, education, public administration)	18.1	21.2
	100.0	100.0
Aggregates for 2004	R14.1 billion 18.1	145000

*\* Informal sector activities included under the respective sectors. The breakdown by sectors is based on adjusted Wesgro estimates and should be regarded as preliminary "guesstimates" subject to more substantial research.*

## 2.2 Our environment

The environment, both naturally and human made, is widely accepted as one of the Eden region's most valuable assets, and many stakeholders – as it proved from the contentious debates during the Environmental Management and Spatial Planning summit- were concerned by the (seemingly) lack of integrated conservation and planning mechanisms to address and protect the environment for the benefit of all its inhabitants.

Some of the questions that came up were: What is the plan to utilize and protect *natural resources*, manage land resources and land development, and promote environmental protection for the long-term socio-economic development of communities in Eden? What is the *spatial development* logic in Eden? Do we acknowledge the poverty needs and development potential of the region? How do we *integrate our settlements* in post apartheid South Africa? What is the *strategic infrastructure* required in Eden? Are we clear on how the economic demands drive our infrastructure investment? What is the plan to extend basic infrastructure and services to all residents within Eden?

The studies that have been undertaken during the preparation of this document, as well as the Spatial Development Framework for Eden together with the IDP's of the Eden District Municipality (EDM) and the various local municipalities confirmed the following:

- a) The EDM comprises unique natural attributes that justify its status as a national asset.
- b) The natural environment and its resources of the EDM are sensitive and susceptible to over-exploitation or inappropriate use.
- c) The EDM supports viable economic sectors.
- d) The EDM comprises a significant cultural heritage.
- e) The EDM includes natural ecosystems and habitats that are of global importance.
- f) There is a substantial need for social upliftment and community development and empowerment.
- g) Priority should be given to issues such as rural development, land reform, environmental conservation, statistics, a regional dumping site, economic development, tourism, roads and infrastructure (N2), golf estates and the use of agricultural land for non-agricultural purposes. These aspects should be addressed on a district level.
- h) There is a general lack of co-ordination of development and land use on a bioregional level, which emphasises the need for an integrated planning framework, within which government, community, corporate, and other private interests, would share responsibility for co-ordinating land-use planning for both public and private.

To address these and many other environmental concerns the adoption and implementation of bioregional planning principles, sustainable development planning principles (in lieu of the impending adoption of a Sustainable Development Implementation Plan for the Western Cape) and Local Agenda 21 programs is and should be incorporated into our development strategies. This together with the

recommendations made by the Environmental task team & summit participants (in an attempt to review and refine the SDF) should be seen as the critical starting point in linking the IDP and the SDF. See Annexure 4: Application of bioregional planning in the preparation of IDP's and SDF's (Source: Bioregional Planning Manual, PGWC, 2003).

## **2.4 Our government**

The South African Constitution (RSA 1996), the first fully democratic local government elections in December 2000 and the evolving policy environment have ushered in a new municipal structure and system of allocation of powers and functions to national, provincial and local government. Emphasis is placed on local government for the coordinated implementation of state programs. National and provincial spheres "must support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions" (RSA 1996, 154(1)).

In a developmental state like South Africa local government is expected to be the coordinating and stimulating driver for local and regional development. With the current focus of the Presidency on strengthening performance of the State through greater harmonization and alignment of IDP's, Provincial Growth Development Strategies and the National Spatial Development Perspective, the latest IDP Review document of the EDEN District Municipality is one mechanism aimed at promoting intergovernmental relations and regional management. The aim is to lay the platform for improved coordinated planning and action across the spheres of government and alignment of local development functions with national and provincial legislation and policy, plans and programs. In pursuing the achievement of shared developmental objectives and cooperative governance, the national and provincial spheres will, in turn, be required to seriously consider district and local plans and programs, extend support and assistance to municipalities, and enable the involvement of local government in any plans and policies which affect municipalities across the EDEN district.

The current move by national government to create a unitary Public Service Sector, which is already underpinned by a draft Municipal Service Bill governing conditions of employment of municipal employees, could be implemented as soon as 2006. The sum total of this initiative is to govern the conditions of service of municipal employees, redeployment, conditions of service, capacity development, etc. The background to this dispensation is disparate employment conditions and uneven capacity levels within local government. This initiative could also lay the ground for a human resource section of a Metro municipality for the whole Eden District.

## **PART 3: WHERE ARE WE HEADING?**

### **3.1 Integrating guiding policies, programs and principles into Eden initiatives**

The implementation of the approach and methodology that was set out in the previous sections was guided by a number of National & Provincial policies, programs and principles. Ineffective IDP's, ineffective provincial and national strategies, and the lack of alignment between IDP's and these National and Provincial strategies results in irrational and unsustainable outcomes. There are compelling examples of how fragmentation is leading to unsustainable development and placing the burden on state resources. As said in the aforementioned paragraphs aligning and linking Eden's strategies to that of the other spheres of government promotes not only a seamless form of governance, but also the overall efficient management of the region.

### **3.2 Aligning National Policies, Programs and Principles**

The Vision of the National Government of South Africa:

**"We, the people of South Africa, believe that South Africa belongs to all who live in it, united in our diversity"**

is informed by The Freedom Charter, 1955; The ANC Manifesto, 2004; The Medium-Term Strategic Framework [hereafter referred to as the MTSF]; The National Spatial Development Perspective, 2000 [hereafter referred to as the NSDP, 2000]; The State of the Nation Address, 11 February, 2005. The State of the Nation Address, 11 February, 2005, is informed by the ANC Manifesto, 2004, the NSDP, 2000, and the MTSF; The Government Program of Action, 2005, is informed by the State of the Nation Address, 11 February, 2005, and the Cabinet Lekgotla.

#### **➤ The National Spatial Development Perspective [NSDP]**

The **NSDP**, 2000 is not a plan but a perspective that acts as a policy co-ordination and indicative planning tool for all spheres of government. The over arching purpose of the *National Spatial Development Perspective (NSDP)*, apart from guiding provincial, district and local spatial planning initiatives, is to contribute to the achievement of the common objectives and outcomes of the State with respect to economic growth and development by improving integration and alignment across the three spheres of government. It is emphasised in this policy document that the harmonisation and a shared understanding between National, Provincial, District and Metro plans are critical to avoid government institutions pursuing the same potentials leading to wastage of resources and hence no economies of scale.

It also focuses on the assumption that South Africa will become a nation in which investment in infrastructure and development programs support government's growth and development objectives by:

- Focusing economic growth and employment creation in areas where this is most effective and sustainable;
- Supporting restructuring, where feasible, to ensure greater competitiveness;
- Fostering development on the basis of local potential; and
- Ensuring that development institutions are able to provide basic needs throughout the country.

The basic principles of the NSDP underpinning this vision are:

- Economic growth is a prerequisite for the achievement of other policy objectives, key among which would be poverty alleviation.
- Government spending on fixed investment, beyond the constitutional obligation to provide basic services to all citizens (such as water, electricity as well as health and educational facilities), should therefore be focused on localities of economic growth and/or economic potential in order to attract Private-sector investment, stimulate sustainable economic activities and/or create long-term employment opportunities.
- Efforts to address past and current social inequalities should **focus on people not places**. In localities where there are both high levels of poverty and development potential, this could include fixed capital investment beyond basic services to exploit the potential of those localities. In localities with low development potential, government spending, beyond basic services, should focus on providing social transfers, human resource development and labor market intelligence. This will enable people to become more mobile and migrate, if they choose to, to localities that are more likely to provide sustainable employment or other economic opportunities.
- In order to overcome the spatial distortions of apartheid, future settlement and economic development opportunities should be channeled into activity corridors and nodes that are adjacent to or link the main growth centers.

### ➤ **The State of the Nation Address**

The ***State of the Nation Address, 11 February, 2005***, focused on:

- The further entrenchment of democracy in our country;
- Transforming our country into a genuinely non-racial society;
- Transforming our country into a genuinely non-sexist society;
- Eradicating poverty and underdevelopment, within the context of a thriving and growing first economy and the successful transformation of the second economy;
- Opening the vistas towards the spiritual and material fulfillment of each and every South African;
- Securing the safety and security of all our people;
- Building a strong and efficient democratic state that truly serves the interests of the people; and

- Contributing to the victory of the African Renaissance and the achievement of the goal of a better life for the peoples of Africa and the rest of the world

### ➤ **The Budget Speech**

The ***Budget Speech, 23 February, 2005***, focused on:

- **Growth development and equity:**
  - More rapid growth;
  - Broad-based development; and
  - Fighting poverty and inequality.
- **Accelerating economic growth**
  - Build a more efficient economic landscape;
  - Strengthen links between further education, training and workplace requirements;
  - Address barriers to small business development and job creation; and
  - Mobilise capacity to save.
- **Advancing social development**
  - Provide every child with education opportunities;
  - Transform townships and new housing settlements into sustainable and viable communities;
  - Address rural development challenges:
    - Establish agricultural support programme for emerging and resource-poor producers; and
    - Introduce new creditscheme for small-scale farmers.
  - Reduce crime and insecurity; and
  - Equity and re-distribution.

### ➤ **The Government Program Of Action**

The ***Government Program of Action, 2005***, focuses on:

- **Economic Cluster**
  - Broad economic stance;
  - Increased levels of investment in public infrastructure;
  - Increase levels of investment in the first economy;
  - Lower cost structure in the economy and enhanced levels of competition;
  - Key sector development strategies;
  - Enhance international economic relations;
  - Enhance economic inclusion;
  - A labor force with skills needed by the economy;
  - Increased research and development spending and the diffusion of new technologies;
  - More equitable geographic spread of economic activity; and



- Co-coordinated second economy interventions.
- **Social Cluster**
  - Comprehensive social security;
  - Promotion of national identity and social cohesion;
  - Comprehensive health care - addressing challenge of communicable and non-communicable diseases
  - Meeting the increasing challenge of housing and human settlement;
  - Food security and nutrition;
  - Second economy interventions: social aspects;
  - Education - broadening access and improving quality; and
  - Cross-cutting priorities.
- **Governance and Administration Cluster**
  - Capability needs for the developmental state;
  - Macro-organisation of the state; and
  - Planning, implementation and monitoring and evaluation.
- **Justice, Crime Prevention and Security Cluster**
  - Reducing levels of crime;
  - Organised crime syndicates;
  - Improving effectiveness of the criminal justice system;
  - Upholding national security;
  - Ongoing priorities; and
  - Big events.
- **International Relations, Peace and Security Cluster**
  - Consolidation of the African Agenda;
  - South-south co-operation;
  - Global governance: politics and security;
  - Global governance: socio-economic; and
  - Cross-cutting priorities

### 3.3 Aligning the Western Cape Provincial Policies, Programs and Principles

The **Vision** of the Provincial Government of the Western Cape:

**“A Home for All”**

**“iKapa elihlumayo”**, is the Xhosa name for a Growing Cape, and it is the Province’s strategy to effect the Vision.

Growing the Cape is the Province’s underlying theme for the 2004/05 Budget and beyond. Growth has two different meanings in Xhosa, namely *khula* and *hluma*. The first literally meaning growth, while the latter has a profound and more proverbial meaning, namely dignity, equity and prosperity.

*Elihlumayo* means growth for the Province in a holistic sense. It follows that harmonious growth should be perceived as growth in all sectors and regions, benefiting the poorest to the richest.

**“iKapa elihlumayo”** directs our efforts to a holistic approach where we all take up the challenge to see the Province grow, to the best benefit of its people, both individually, and collectively. **“iKapa”** is therefore the vision of Dignity, Equity and Prosperity for all the people of the Western Cape.

This vision has been translated into an eight point strategy that will guide government and its social partners over the next 10 years to 2014. These are also the eight strategies around which the Budget is organized.

*Ikapa’s Mission* is therefore: Working effectively with all stakeholders to serve the people of the Western Cape, through:

- Building Social Capital
- Building Human Capital, and
- Enhanced Economic Participation and Growth

This will be ensured by means of good, holistic, co-operative governance with sustainable use of resources and the environment.

The strategy comprises of the following:

- **“iKapa elihlumayo”** firstly combines **short and long-term strategies**. Through the payment of grants and the Extended Public Works Programme [EPWP], the Ikapa drive provides short-term relief to the poor and unemployed. Over the long term, structured human resource development, targeted and coordinated infrastructure spending and investment promotion should put in place key pillars of higher levels of sustained growth and employment;
- **“iKapa elihlumayo”** secondly **combines economic interventions with social interventions**. So while it pursues economic growth and higher levels of employment, it also puts in place programmes to regenerate social capital by supporting especially the youth and families;
- The SDF guides the appropriate geographical targeting of service delivery in the Province. In this way it ensures a common set of assumptions in the delivery of the other departments in terms of the spread of economic development, availability of employment, the occurrence of poverty, the spread of criminal activity, disease, etc.
- In the same way the **Strategic Infrastructure Plan**, apart from its own direct and indirect economic impacts, also has to support the Social Capital Formation and Micro-Economic Strategies in particular. The institutions that support and generate growth, jobs and social capital must be made accessible to the intended beneficiaries by the appropriate infrastructure.

- **Human resource development**

- Implementing a Human Resource Development Strategy with an emphasis on preparing the youth for employment through 10 000 new learnerships, and the alignment of Further Education and Training priorities with economic reality; and
- Focus on the effective functioning of SETA's and to participate proactively in a Provincial Skills Development Forum for the implementation of the HRD strategy.

- **Economic Growth**

- Accelerated export growth and increased investment in all priority economic sectors through supply-side support measures, coordinated marketing campaigns focused on key global markets and public-private investment in collaborative sector platforms and projects;
- Strengthening the Proudly South Africa campaign locally, in particular through our public and private procurement processes;
- Improving the investment environment by increasing capacities and efficiencies and by coordinating policies and processes across and between different spheres of government, with respect to safety and security, and the regulatory environment for planning and environmental impact;
- Work in partnership to attract new investment of R5 billion into the priority economic sectors by the year 2006;
- Reviewing the regulatory framework for informal trading in order to make it more conducive to developing micro and small traders;
- A comprehensive and broad-based empowerment strategy that encompasses access for historically marginalized groups to procurement opportunities in the public and private sectors;
- Identifying concrete opportunities for co-operatives to be nurtured and developed in the key economic sectors;
- Integrated system for service delivery to small business, and
- A pilot project to incubate and graduate 100 emerging entrepreneurs [30% of whom will be women] providing the full spectrum of services in a co-coordinated and integrated system.

- **Job creation and Social Capital Regeneration**

- Creating at least 120 000 net new jobs by 2008 within the priority economic sectors;
- Implementing an Expanded Public Works Program at all levels of government as short term amelioration for high unemployment of low skilled people and for critical economic and community requirements;
- Establishing a permanent provincial rapid response unit comprising the social partners to defend current investments and jobs, and
- HIV/Aids, TB and fetal alcohol syndrome prevention and treatment are prioritised.

- **Infrastructure Investment**

- Significantly increasing levels of investment in key economic and social infrastructure from the current 1.1% of GDP to 2.5% of the GDP by the year 2008 guided by a Provincial Strategic Infrastructure Plan and the integrated development planning process, aligned to the National Spatial Development Perspective.

### 3.4 Aligning the Eden District Municipality

In the spirit of co-operative governance, it is of critical importance for Eden to ensure that its Vision and Strategies are aligned with the Vision and Strategies of the other spheres of Government.

During the initial phases of the present IDP cycle the Eden vision was as follows:

**“We, the people of the Eden region, acknowledge that we are the custodians of the natural attributes of the region and collectively pledge to accept responsibility to address the imbalances of the past and to eradicate poverty, to achieve sustained prosperity, safety and equity for the whole region and all its citizens through the active promotion of clean industries and environmentally-friendly activities“**

The core values underlying the vision were:

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

During this last phase of the present IDP revision it was decided that the Eden vision should be condensed to be in harmony with the vision of the Western Cape Province of *“a home for all”*. Through robust discussion and debate the new proposed vision for Eden is as follows:

**“Eden: A home and future for all“**

In line with the spirit of the Hermanus Declaration (Resolved at the Western Cape Province IDP Conference, March 2005) Eden’s IDP **mission** is to:

- Use the integrated development planning process to create a home for all in our towns, villages, and rural areas ;
- Promote economic growth that is shared across and within communities ;

- Provide political and administrative leadership in the IDP process;
- Ensure that we get the sustainable delivery of basic services right;
- Mainstream integrated planning in the operations of our municipalities;
- Focus on IDP as a means of building stronger communities and building bridges between communities;
- Build the IDP on the meaningful participation and ownership of communities and on partnerships with business, labor, and community organizations
- Work towards the alignment of IDP's with the provincial spatial development framework, provincial growth and development strategy and the national spatial development perspective; and
- Promote the IDP as a performance plan for all municipalities.”

### 3.5 Strategic Objectives

In line with the challenge of provincial and national government to ensure a focused and delivery oriented institution of governance, we have condensed our 21 Development Priorities into 6 clear strategic objectives.

The strategic objectives are based on needs assessments done in the various municipalities within the Eden region, through structured public participation held with various role players. The District Municipality has furthermore embarked on a systematic process of aligning and linking these strategic objectives to provincial and national objectives, strategies and programs.

The following **strategic objectives** will form the basis of the review document and as such also influence the next IDP cycle:

- **Good governance through institutional transformation, intergovernmental cooperation and public consultation to ensure accountability;**
- **Develop appropriate regional economy that ensures shared prosperity and sustainability;**
- **Create an enabling social environment that ensures safe, healthy and vibrant communities that participate actively in Eden;**
- **Ensure an effective and affordable service and infrastructure delivery in Eden to meet the needs of the people;**
- **Develop human & social capital by investing in women and youth development, and**
- **Sustain Eden environment through resource conservation, good land use practices & people-centred planning.**



## **PART 4: WHICH DIRECTION ARE WE TAKING AND HOW DO WE GET THERE?**

### **4.1 Defining our developmental goals: from development priorities to development clusters: An interventionist approach**

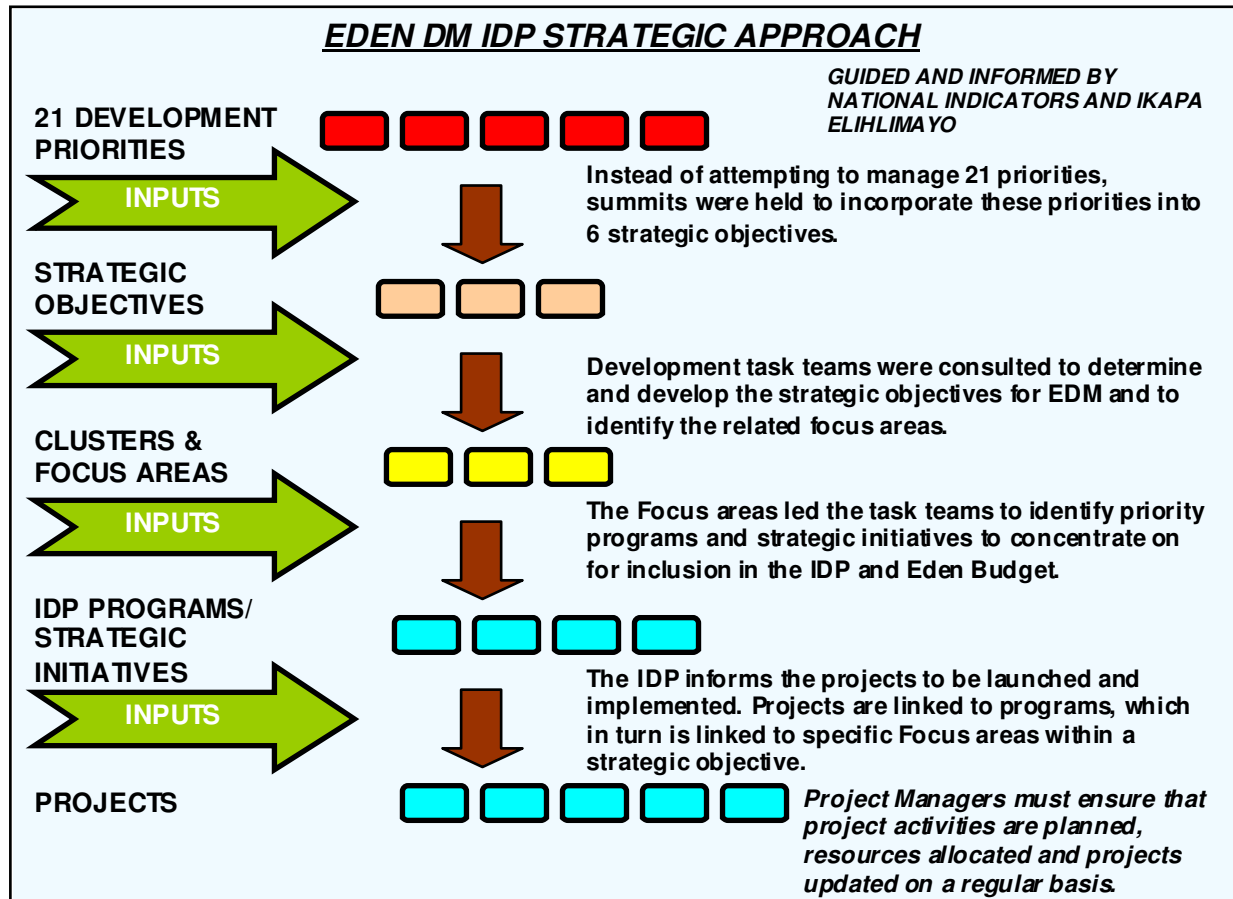
The overall strategy of EDM is twofold: to implement and realise the vision (“What we want to be”) while at the same time aligning our selves with the mission of the municipality (“Why we exist”). This last cycle of the current IDP is thus aimed at developing more specific strategies and objectives in order to inform Council’s future choices and decisions.

Given the challenging circumstances reflected on in the previous sections, it was clear that a revolutionary approach was needed to steer the region on a new integrated developmental path. The aim of Eden’s new approach is not to solve and address all challenges at once, in fact, the legal framework for the IDP’s never intended to resolve every planning issue in one review cycle. It is intended that the process will improve as we learn from implementation and delivery, given that we are on the threshold of a new cycle of IDP’s. One of the critical challenges set out right at the beginning, is the need to develop a clear strategic focus. In developing strategies for example, to be aware of the need to properly align it to the existing structures of Council. However, sector strategies which only address the departments that currently exist in Council are restrictive. In order to overcome this as well as the need to manage constraints such as lack of resources, expertise and capacity and to give effect to nation-wide priorities, **EDEN introduced the notion of clustering development themes which encompass the implementation of strategic programs with projects.**

*Our “Game Plan” of taking a programme approach to compliment our current efforts at improving project management, is based on the believe that strategy includes knowing what it is that you need to measure to ensure that you stay on the correct path. The rationale behind the Strategic Management approach is to develop a “Game Plan” that assists to translate the vision, mission, objectives etc. into actions and actions in turn into OUTCOMES. Our “Game Plan” is essentially about three things, (i) establishing a link between planning and implementation, which specifically refers to the nature and quality of the planning process and how it lays the foundation for effective prioritised delivery; (ii) institutional preparedness which includes putting in place key management and control systems, including financial, monitoring and evaluation systems as well as the forging of developmental partnerships with government and private role-players that will positively impact on our ability to deliver against IDP identified priorities; and (iii) at a more practical level this approach will create an environment of learning as well as sharing of good practise amongst programme coordinators, whilst developing much needed management tools to achieve good implementation of nation-wide priorities.*

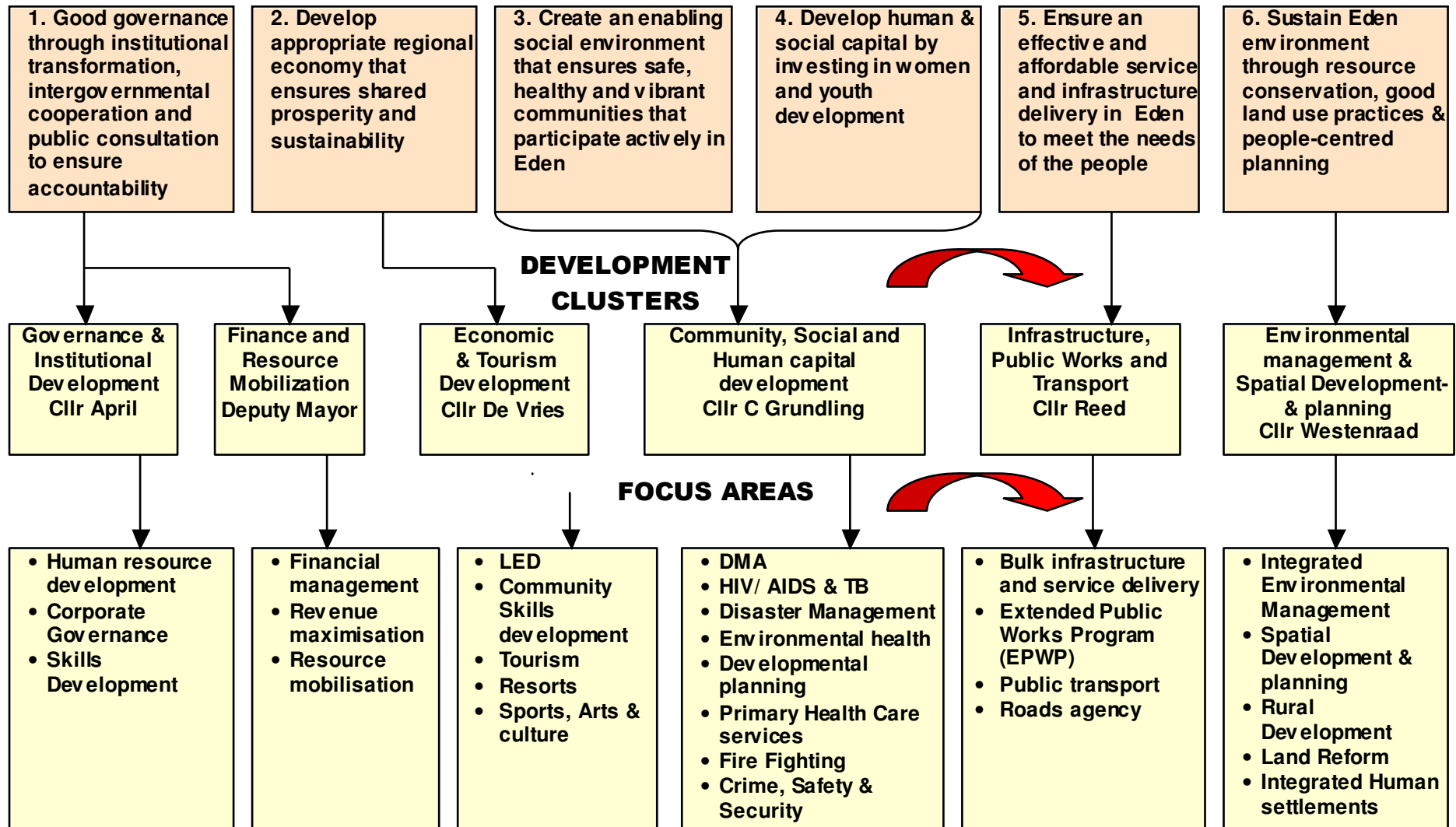
## 4.2 Summary of programs and projects

The Eden DM embarked on a course whereby the needs of the entire Eden community (including all spheres of government, NGO's, individuals and any other interested parties) were considered for inclusion in this IDP. As stated before, a strategic approach was followed to arrive at programs and projects for inclusion.





# STRATEGIC OBJECTIVES



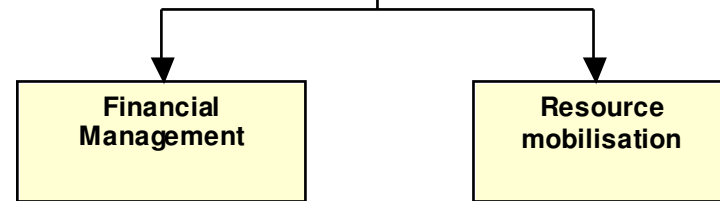
**Development Cluster 1: Governance & Institutional Development**  
**Development Cluster 2: Finance and Resource Mobilization**

**FOCUS AREAS**



Governance & Institutional Development

Finance and Resource Mobilization



**STRATEGIC INITIATIVES**



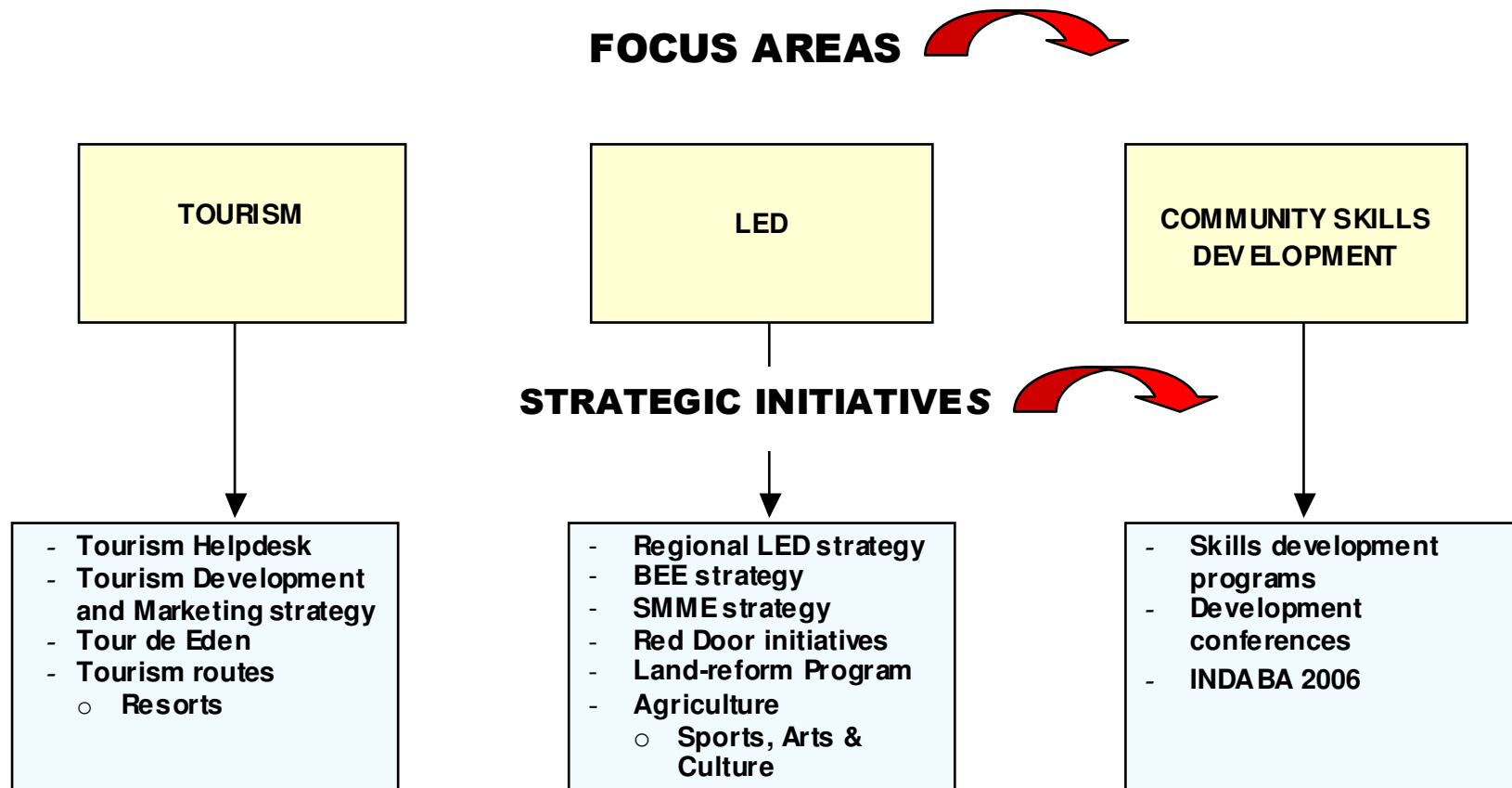
- Develop and implement of an Integrated Human Resources Strategy
- Institutionalise participation structures
- Skills Development

- Development and Implementation of an integrated Customer Care strategy.
- The improvement of the overall control and corporate governance environment.
- IDP review 2006/07
- Implement integrated Transformation Management Strategy.

- Develop Service Delivery and Budget Implementation plan
- GAMAP/ GRAP compliance
- Develop Budget and IDP alignment process
- 5 Year financial plan
- Develop MFMA policies
- Annual statements and financial reports

- Capacity Development Frameworks
- Regional projects
- Land asset system
- Integrated computer system
- Performance management system
- Implementation of Indigent policy
- Develop Credit control and Debt collection policies

## Development Cluster 3: Economic Development and Tourism



## Development Cluster 4: Community, Social and Human Capital Development

### FOCUS AREAS



HIV/ AIDS & TB

Social Development

Disaster  
Management

Environmental  
health

District Management  
Area

### STRATEGIC INITIATIVES



- Establish of a HIV/ Aids Forum
- HIV/AIDS/TB
- HIV/AIDS Strategy & Plan

- INTER GOVERNMENTAL POVERTY ERADICATION STRATEGY
- Develop Early Childhood Facilities
- Development of a literacy Program

- Disaster Management plan
- Risk and vulnerability study

- Environmental Health strategy and implementation plan
- Clean-up project
- Capacity development Program

- Health & Welfare
- Basic Services
- Housing & Infrastructure
- LED, Tourism Development & Sport

**Development Cluster 5: Infrastructure, Public Works and Transport**

**FOCUS AREAS**



Bulk infrastructure and service delivery planning

Extended Public Works Program (EPWP)

Public Transport

Roads Agency

**STRATEGIC INITIATIVES**



Integrated Infrastructure Plan  
Regional Bulk Infrastructure audit and plan

- Water Services development plan for Eden and Local municipalities
- Integrated Water supply assessment study
- Treatment of Storm water discharge

Infrastructure projects:

- Municipalities

VIP toilets on farms  
Upgrading of resorts  
Integrated Waste Management System

EPWP for Eden district  
Status quo analysis

Regional Integrated Transport plan

Maintenance of Roads planning

## Development Cluster 6: Environmental Management &

### FOCUS AREAS

Integrated Environmental Management

Spatial Development & Planning

Rural Development

Integrated Human settlements

Land Reform

### STRATEGIC INITIATIVES

- Eden wide conservation development framework
- Resource Conservation Programme
- Heritage Conservation Programme
- Integration of biodiversity corridor initiatives
  - Sustainable Agricultural Programme
  - Alien vegetation management plan
  - Regular cleaning-up campaigns
  - Appoint regional environmental coordinator to support municipal environmental officers & -planners
  - Recruitment and training of adequate environmental health officers
  - Integrated LED Programme focussing on the advantageous use of environmental opportunities for economic purposes
  - Regulate all conservation activities within municipal boundaries, for example enforcement of appropriate municipal bylaws.
  - Environmental Law enforcement sub-programme

- Spatial Planning & Land use Programme
- Urban Edge study
- Settlement Restructuring Programme
- EDEN District Land Audit
- Spatial Planning Land use Programme
- Growth Potential Study (linking with LED opportunity study)
- Eden GIS system
- Town planning: DMA
- EIA DMA Waste site
- Bio monitoring
- Spatial Development Framework
- Integrated Human Settlement Strategy

- Land Reform Strategy**
- Sustainable village sub-programme
  - Rural Development Strategy
  - Monitoring of land care practices
  - Formulate and implement urban greening plans for all towns
  - Policy on range of tenure options
  - Integrated Rural Regeneration/ Development Programme
  - A "citizen active" programme coordinated by local municipalities
  - Develop a succinct community investment programme, committing prioritised council funds or sourcing external fund
  - Integrated Rural Regeneration/ Development Programme
  - Develop and implement participatory training programs
  - Promote and engage in partnerships with training organisations and NGO's involved in similar projects

The approach entails establishing the EDEN IDP as the *primary strategic planning and management process of the Council*. As such, it will be strategically driven by the senior management and senior politicians within the Council. This implies a shift away from the identification of the IDP as another geographical planning tool to recognition of it as a central business planning and implementation process of the Municipality. The EDEN IDP will thus become the *strategic management tool* informing all council activities with regard to *allocation of resources*.

**Key aspects and advantages of this interventionist approach include :**

- **Establishing and strengthening leadership** on governors and administrators level by:
  - Improving information sharing
  - Building strong relations (rather than finding refuge in endless structures/forums)
  - Developing shared vision and –leadership across the district
  - Developing good practise (rather than focussing on best practise and competition)
  
- **Building institutional efficiency:**
  - To move past the excuse of lack of resources, towards harnessing and managing existing resources: to move towards application;
  - To let go of the need to control, rather to strive towards order: need for open systems approach, breaking down barriers between Departments, Municipalities, spheres of government, the private sector, civil society, etc. in order to achieve our development agenda;
  - To move away from structures towards the development of relationships: to address issues of leadership (our perceptions of leadership);
  - An integrated information management system: towards suitable information management in rural and urban centres;
  - Need for developing practitioners able to give effect to the development agenda and to manage processes.
  
- **Developing sound intergovernmental cooperation through:**
  - United inter-sectoral government action to channel existing resources towards enhancing the competitive advantage of the EDEN District as a whole
  - Forging developmental partnerships
  - Developing a district development agenda that impacts on government decisions, investment and spending
  - Decisive action on focussed multi year action programs through (district wide) project implementation
  - Integrated planning and implementation e.g. multi-disciplinary regional teams that assist in integrating planning cycles
  
- **Establishing platforms for social dialogue by:**
  - Putting in place mechanisms for IDP consultation and implementation as well as the monitoring of performance

- Ensuring buy-in from key stakeholders through institutionalised and structured involvement in planning and delivery processes: joint implementation of projects between municipalities, provinces, etc.
- **Engaging in targeted interventions :**
  - Developing District IDP with clear strategic focus that becomes guide for resource allocation
  - EDEN DM ensure structured engagement, developing agreement within district (amongst government and non-government role-players)
  - EDEN DM ensure structured engagement, developing agreement with neighbouring districts (amongst government and non-government role-players)

### 4.3 IDP Budget Link

In terms of section 34 of the Municipal Systems Act a municipal council –

“(a) *must review its integrated development plan-*  
 (i) *annually in accordance with an assessment of its performance measurements in terms of section 41; and*  
 (ii) *to the extent that changing circumstances so demand; and*  
 (b) *may amend its integrated development plan in accordance with a prescribed process.*”

The Eden IDP review- and budget process are now integrated according to guidelines from National Treasury and the Department of Provincial and Local Government (DPLG). This integrated process also complies with the prescriptions of the ***Municipal Finance Management Act, No. 56 of 2003***. The following process was followed:

A **Time Schedule** was compiled and approved on 28 October 2004. An appropriate IDP *Analysis* was done during which the communities’ needs and priorities were reviewed. During the Review of the IDP Eden DM did not have a formal ***Performance Management System in place***. The IDP Review process was specifically structured to include an assessment of the twenty one development priorities and the vision contained in the original IDP. These development priorities and strategies as well as the vision were reworked and through maximised public participation a set of clear Strategic Objectives, Strategies and A new EDEN Vision were proposed. These *reworked objectives and strategies will inform Departmental and District Scorecards*.

A proper ***financial analysis*** was also done as part of the IDP Review, in order to assess the financial position and capacity of the municipality. The Review Process also included a thorough ***Situational analysis***, during which the current realities were reviewed and the changing conditions examined by looking at the new information at hand. It further involved reviewing external mechanisms for possible changes to agreements impacting on the next budget. It also involved examining sectoral plans for gaps and priority issues. Inputs were also obtained from Councilors and Directors with regard to needs and priorities. ***Inputs from Government and***



*other bodies* were obtained during September to November 2004. In partnership with other Government bodies, local municipalities and our social partners' key IDP events was organised to refine our **Strategy**.

These events were forward looking and had clear outcomes for the future direction of the EDEN District Municipality. It provided clear future directions, strategy, focus areas and policies to guide budget allocations and IDP plans. The process provided the information needed to identify **Key Programs, projects and a preliminary capital budget**. This Review programs and projects provide for priorities and outputs desired for next 3 years with updated cost estimates. During the period November 2004 to February 2005 the EDEN District Municipality managed to finalise its strategic priorities and preliminary budget allocations. The IDP Review also had a direct impact on the **Operating budget**. The **approval of our draft revised IDP and draft annual budget** was done in March 2005. During April to May 2005 we engaged in a **Consultation and refinement process** aimed at: making public the annual budget and other required documents for public comments and submissions; submitting the annual budget to National and Provincial Treasury, prescribed national or provincial organs of state and to other municipalities affected by the budget; consulted the local municipalities in the EDEN District on the proposed revised IDP; published the proposed revised IDP for public comment and consulted the Ward Committees on the annual budget and revised IDP. Council approved the capital and operating budgets at the end of May 2005 and will soon approve the revised IDP document.

Recommendations made by stakeholders during the IDP Review process, new legislative requirements and government challenges at the dawn of the second decade of freedom have direct impact on the budget. New legislation requires from the district municipality to spend more on fire fighting, disaster management, environmental health and tourism. Section 83(3) of the Municipal Structures Act, requires from Council to build the capacity of local municipalities, to ensure integrated development planning and equitable resource distribution, across the district. From 1 July 2004 environmental health became a function of the district municipality; the district has thus taken over the rendering of this function from local municipalities. For the first time EDEN District Municipality conducted a thorough IDP public participation process. As a result the municipality was able to draw up a budget based on the needs of the people through inclusive participation.

### 4.3.1 Summary of Programs and Projects

STRATEGIC OBJECTIVE	PROGRAM/ PROJECT	AMOUNT
<i>Good governance through institutional transformation, intergovernmental cooperation and public consultation to ensure accountability</i>	5 Year Financial Plan	200,000.00
	MFMA Related policies	150,000.00
	Capacity Building(Ward Committees)	200,000.00
	IDP Review 2006/07	150,000.00
	Inter governmental relations(IGR) Unit (Com.Strat etc)	1,000,000.00
	Regional Projects(Archive & Workflow etc)	1,500,000.00
	Land asset management system	350,000.00
	Integrated Computerised System	600,000.00
	Performance Management System	200,000.00
	<b>R 4,350,000.00</b>	
<i>Develop appropriate regional economy that ensures shared prosperity and sustainability</i>	Tourism strategy	250,000.00
	LED Strategy	300,000.00
	Development Conferences(e.g. BEE)	150,000.00
	INDABA 2006	350,000.00
	Tour de Eden	400,000.00
	Tourism routes	250,000.00
	<b>R 1,700,000.00</b>	
<i>Create an enabling social environment that ensures safe, healthy and vibrant communities that participate actively in Eden</i>	Disaster Management Plan	250,000.00
	HIV/AIDS Plan	1,200,000.00
	Special Programs Unit	200,000.00
	CDW Program	50,000.00
	Risk and vulnerability study	500,000.00
	Clean-up project	500,000.00
	<b>R 2,700,000.00</b>	
<i>Develop human &amp; social capital by investing in women and youth development</i>	Regional municipal conference and training centre (Kleinkranz)	350,000.00
	Early childhood development (creches)	350,000.00
	Employee succession planning	250,000.00
	<b>R 950,000.00</b>	
<i>Ensure an effective and affordable service and infrastructure delivery in Eden to meet the needs of the people</i>	Strategic services and infrastructure Plan	400,000.00
	Water Services Development Plan	400,000.00
	Status quo analyses	300,000.00
	Prov. of VIP Toilets on farms	1,000,000.00
	District Development Profile(BSFEP)	300,000.00
	Calitzdorp Spa Water	160,000.00
	Upgrading of Resorts	700,000.00
	Infrastructural Projects:Municipalities	12,950,000.00
	<b>R 16,210,000.00</b>	
<i>Sustain Eden environment through resource conservation, good land use practices &amp; people-centred planning</i>	Environmental Management Plan	250,000.00
	State of the Environment Report	250,000.00
	Spatial Development Framework	250,000.00
	Environmental sust. Dev. Program	500,000.00
	Bio monitoring	150,000.00
	Eradication of alien vegetation on Council properties	150,000.00
	EIA DMA Waste site	171,000.00
	Town Planning:DMA	300,000.00
	<b>R 2,021,000.00</b>	
<b>TOTAL</b>		<b>R27,931,000.00</b>

#### 4.3.2 Eden DM 2005/06 Budget

EXPENDITURE		INCOME	
Salaries and Allowances	49 752 954	RSC Levies	60 832 315
General Expenditure	56 255 885	Property rates	1 645 990
Repairs and Maintenance	2 519 476	Electricity	2 694 220
Capital Charges	1 725 294	Water	1 306 415
Contribution to Funds	935 297	Sanitation	588 558
Contribution to Capital	1 363 463	Refuse removal	292 457
Sub-Total	112 552 369	Grants	9 281 000
Plus: Financial Management Grant	1 500 000	<i>Interest and Investment Income:</i>	
Municipal Systems Improvement Grant	1 000 000	External	2 070 360
Municipal Infrastructure Grant	3 430 000	Internal	
Sub-total	118 482 369	Other	7 622 879
Less: Admin Charges	17 585 636	Surplus Funds appropriated	14 695 075
<b>Total Nett Expenditure</b>	<b>100 896 732</b>	<b>Total</b>	<b>101 029 269</b>
		Surplus (Deficit)	132,537

## **PART 5: HOW DO WE MOVE FORWARD?**

### **5.1 Introduction to Strategic Management Tools**

The focus of implementation at local municipalities in Eden is mainly on eradicating backlogs with regards to basic services. Implementation is mainly hampered by insufficient funds, political inconsistencies and a lack of capacitated human resources.

A district municipality bears the responsibility of promoting the overall development of the district area (s 83(3)). In terms of this responsibility, it must -

- ensure integrated development planning for the district area as a whole;
- promote the bulk infrastructural development and the provision of bulk services for the area;
- where needed, build the capacity of local authorities in its area; and
- promote the even distribution of resources between the local municipalities in its area.

The Act continues with a list of specific functions and powers of a district municipality (s 84(1)). These include, among others, matters such as

- integrated development planning for the district area;
- bulk supply of water and electricity;
- bulk sewage purification works;
- waste disposal sites serving the district area;
- regulation of passenger transport services;
- municipal health services, fire fighting services and municipal airports, serving the district area;
- promotion of local tourism; and
- imposition and collection of taxes, levies and duties as related to these functions.

In order for the Eden district municipality to address these vital implementation mandates, the following issues will be addressed:

### **5.2 Institutional Arrangements**

In the past municipalities (and the other spheres) were characterized by operating within strong functional divisions or departments. It was inevitable that service delivery, career development and performance management developed within the context of functional isolation. However, the solutions to many or all of the socio-economic problems which face government require that it have to be dealt with in a multi disciplinary manner.

Based on the legislative frame work in which municipalities operate, as well as the directives from national and provincial government, Eden District Municipality concluded that it is obliged to reconsider its operational methodologies.

#### ***5.2.1 Strategic Management Unit (SMU)***

As a result of the new dynamics in Eden, an amended organizational diagram should be developed. The following disciplines, some of which were being performed by

functional line departments will henceforth form the strategic elements of the department of the Municipal Manager:

- IDP,
- Performance Management,
- Project Management, Project Consolidate and PMU,
- Inter Governmental Relations,
- PIMSS,
- Youth Gender and Human Rights,
- Employment Equity,
- LED,
- Communication

The Strategic Management Unit will be tasked to address strategic programs and projects, including the co-ordination of Inter Governmental Relations and rendering assistance with capacitating municipalities in the Eden district. The SMU will also:

- Identify areas of support required by local municipalities
- Develop a program of support
- Render support to local municipalities in accordance with the program of support

### ***5.2.2 Project Management Unit/ Project Teams***

The Eden District Municipal Council took a formal resolution that project management be adopted within the organization, and the point was reached where functional silos became subservient to the projects. Integrated governance requires a perpetuation of the matrix mindset across the different spheres of government. At present, it is believed that this will not happen without a concerted and properly managed effort of the Programmatic Approach.

In August 2003 Eden DM accepted and adopted the principle of Project Management which resulted in the establishment of a Project Management Unit which in turn has taken responsibility to manage projects across functional divides. The PMU will also:

- Consult and render support with the identification of generic project structures.
- Capture the generic plans on a computerised project management system.
- Support project leaders in the drafting of specified project plans.
- Update and maintain plans on a centralised database.
- Structure and manipulate planning data to support management views at all levels.
- Deliver informal training on project management principles and methodologies.
- Supply reports to project teams.
- Take minutes of project progress meetings.

## **5.3 Capacity Building**

Within the new dispensation of local government the role of district municipalities is likely to become much more strategic given the intergovernmental and coordinating

role it is tasked with according to the. District municipalities will play a major role in many of the daily affairs of local municipalities, given the need for the development of capacity at that level of municipal governance.

A **Capacity Development Framework** was developed for each local municipality comprising the entire region. This framework was completed with the inputs of all local stakeholders and the provincial government. A Provincial Capacity Development Framework was submitted to National Government, and incorporated in a National Capacity Development Framework. Each local municipality has a **skills development plan** per department wherein training needs are identified by all municipalities on a regular basis. The EDM aims to build on the existing capacity-building initiatives by adding value in the following ways:

- Building a database of existing capacity-building projects and support organisations.
- Identifying gaps and priorities for capacity-building and training and communicating these to stakeholders.
- Bringing people together around key issues or themes to promote networking and learning from each other.
- Highlighting best practices developed by municipalities and sharing these with local government more generally.
- Building a 'knowledge bank' of easy-to-use systems and learning from other projects for municipalities to use in developing their own structures and systems.

### **5.3.1 PIMSS Centre**

The **Eden PIMSS Centre** was established in March 2003 through a section-79 committee known as the Management Committee (MANCOM). The centre is the strategic **capacity building centre** for all the municipalities within the Eden district. It provides support in relation to **district and local level IDP's** (through providing information, data, knowledge requirements etc), establishing **links to other governmental or private business sectors**, and providing professional advice and guidance with clarification of roles and responsibilities between different role players.

### **5.3.2 E-government & management of information**

Certain regional programs for e.g. the Archiving and workflow programs including a Customer Care system will be implemented for the region as a whole. The development and implementation of a regional data bank (Management Information System) is planned to enable and assist municipalities in their planning and reporting activities.

### **5.3.3 Research and Development Unit**

The objective to establish a Research and Development Unit (RDU) at the Eden District Municipality is to develop operational effective business processes, to research and develop best practices, policies and strategies that will contribute to effectiveness of the organisation in its entirety.

The unit will analyze all the existing business processes of Eden and from there develop more operational effective (OE) processes & strategies to be documented in best practice operational manuals. Modern management tools and techniques for OE such as total quality management, benchmarking, and reengineering, partnering,

outsourcing and change management will be considered for application at a local authority.

#### **5.3.4 Intergovernmental relations (IGR)**

Intergovernmental relations and cooperative governance in the South African context are entrenched in the different spheres of government as defined in Chapter 3 of the Constitution. The Constitution emphasizes the principle of '*cooperative governance*', obliging the three spheres of government to cooperate and to negotiate political and budgeting issues between them.

The practice of intergovernmental relations (IGR) as it applied to the South African Local Government Association (SALGA) was examined and stock was taken of the impact the organisation had on inter-governmental processes both at national and provincial levels. They concluded that the process of consultation must be based on a common understanding of the following three issues;

- Firstly, the practice of consultation between the spheres of government should not be reliant upon the existence of legislative instruments regulating the matter.
- Secondly, there is a need for a more formal mechanism to involve provincial local government associations in the deliberations of the provincial legislatures, and
- Thirdly, the constitutional obligation on both national and provincial governments to support local government means, within an IGR context, that there is an obligation also to capacitate organised local government to perform its representative function.

In line with the establishment of a Premier's Intergovernmental Forum, the Eden District is considering the establishment of a District Intergovernmental Forum comprising of all the critical stakeholders in the Region and contributing to the presidents' call for a seamless and integrated form of governance that will speak to the harmonisation and alignment of all our strategies and objectives.

## **5.4 SOCIAL DIALOGUE STRUCTURES**

### **5.4.1 Ward Committees**

Ward Committees provide a mechanism for members of the public to become involved in the decisions that affect their neighborhoods. The main objective of the Ward Committees is to develop the capacity of local government stakeholders such as the community, the council and officials to engage with each other through effective measures and representative structures. Various communication structures exist on district level, whereby local municipalities and representatives of the community are involved.

The status in respect of the implementation of ward committees in the district can be summarised as follows:

- Functional ward committees
  - Bitou Municipality
  - Mossel Bay Municipality
  - Langeberg Municipality
  - Oudtshoorn Municipality

- Ward committees in process of being established
  - Knysna Municipality
  - George Municipality
  - Kannaland Municipality

Recently Eden approved a comprehensive Councilor training program for the region, which will include members of the Ward Committees.

- *One stop shop located at the Eden district municipality*

A “One stop shop” is envisaged to be established on regional level where inter-governmental services can be rendered under one roof.

- *Regional Liaison and Information Officer*

The appointment of a Regional Liaison and Information Officer is on the agenda of the Eden district municipality.

### **5.3.2 Community Development Workers (CDW'S)**

The Community Development Worker's Programme was announced by the President in his State of Nation Address in February 2003. He stated that:

*Government will create a public service echelon of multi-skilled community development workers(CDW's) who will maintain direct contact with the people where the masses live. We are determined to ensure that government goes to the people so that we sharply improve the quality of the outcomes of public expenditures intended to raise the standards of living of our people. It is wrong that government should oblige people to come to government even in circumstances in which people do not know what services the government offers and have no means to pay for the transport to reach government offices.*

The program was officially launched in Eden on 29 April 2005 in George. The Eden District has a total of 63 CDW Learners, which are dispersed as follows:

- Eden DM (DMA): 2
- George: 8
- Mossel Bay: 10
- Bitou: 8
- Knysna: 6
- Oudtshoorn: 10
- Kannaland: 11
- Langeberg: 8

CDW's in the district can be utilized for the following:

- Projects/programs identified in the District-, as well as local IDP's, i.e. youth development processes, sports development, HIV/AIDS etc.
- Collection and disbursement of data and information within the communities;
- Organizing of special events relating to community development;
- Do referrals with regard to Government services available;



- The enhancement and promotion of community involvement in Local Government issues.

### **5.3.3 Partnerships**

- Knowledge partnerships

Within the revised IDP Council will accept the principle of entering into a memorandum of understanding with the local Municipalities and the following Knowledge Partners:

- Nelson Mandela Metropolitan University in George,
- University of Stellenbosch Graduate School of Business and School of Public Management and Planning, and
- University of the Western Cape.

It is believed that within the Eden district adequate knowledge is available to make a substantial contribution towards improving the level of skills of our staff and communities.

# **PART 6: HOW DO WE EVALUATE OURSELVES?**

## **TOWARDS A PERFORMANCE MANAGEMENT SYSTEM FOR EDEN**

### **6.1 Introduction**

Modern citizens are also modern consumers, with far greater access to information and to sophisticated services. Consumers want to know how effective the public services are operating and the quality of services they are getting in return for their taxes. All over the world reporting on the performance of public services has been growing apace. Not every country employs performance measurements and some have adopted very different approaches than others. However, a clear international trend is being established: performance reporting in one form or another is here to stay.

In South Africa with our legacy of neglected communities, performance management can make a substantial contribution in shifting the emphasis to improved service delivery to poorer areas. Municipalities are responsible to attend to developmental local government based on the empowerment and development of all our communities. **Performance management is the monitoring and evaluation of an organisation (or individuals working for the organisation) against agreed criteria in order to reach goals and objectives. Measurement takes place in line with the organisation's vision, mission and strategic goals.**

Performance management ensures that organisations are doing their best to meet their developmental goals. Whether it is data about strategic, long-term, outcome based goals or short-term efficiency savings, knowing how we are doing is a critical ingredient in knowing how to do it better. Integrated Development Planning (IDP) was introduced as the strategic management tool to realise the developmental role of local government. Performance management is another management tool introduced to facilitate the implementation of the IDP and as such forms an integral part of the IDP.

The EDEN District acknowledge the fact that the needs of the communities that the municipality serves are growing proportionally larger than the available resources to fulfil those needs. It is thus necessary to make strategic decisions for the optimal use of those scarce and limited resources to ensure the maximum impact in addressing those needs. The current IDP Review was specifically structured to provide a framework for such strategic decision making; it lays the platform for putting in place an EDEN performance management system that ensures that the desired results are achieved during implementation.

### **6.2 Policy Overview and Legislative Requirements**

The Performance Management System is informed by the following policy and legislation:

- The Constitution of the Republic of South Africa (Act 108 of 1996).
- The White Paper on Transforming Public Service Delivery (Batho Pele, 1998).
- The White Paper on Local Government (1998).
- The Municipal Systems Act (Act 32 of 2000).

- Municipal Planning and Performance Management Regulations (24 August 2001).

The **Constitution**, in particular Chapter 7 (Local Government), provides for the establishment of the local sphere of government. The Constitution 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.

Section 152(1) of the Constitution sets out the goals and objectives of local government:

- to provide democratic and accountable government for local communities;
- to ensure the provision of services to local communities in a sustainable manner;
- to promote social and economic development;
- to promote a safe and healthy environment; and
- to encourage the involvement of communities and community organisations in the matters of local government.

The **Batho Pele White Paper** puts forward eight principles for good public service. This document acknowledges and ascribes to these principles. The **White Paper on Local Government** introduced the practise of performance management to local government as a tool to ensure developmental local government. Such practise further serves to increase the accountability of the municipality and the trust of the community towards such municipality. The **Municipal Systems Act** provides specifically for individual municipalities to develop their own performance management systems in the interest of efficient and effective management toward planning targets and the achievement and maintenance of quality and accountability in the delivery of projects and services to the communities within the municipality.

The Act requires all municipalities to:

- establish a performance management system;
- set key performance indicators (KPI's);
- set measurable performance targets;
- involve the local community in the development, implementation and review of the performance management system and in the setting of key performance indicators and performance targets;
- monitor and review performance based on indicators linked to the IDP;
- monitor the impact and effectiveness of any services, policies, programs or plans;
- take steps to improve performance;
- promote a culture of performance management among its political structures, political office bearers and councilors and in its administration;
- publish an annual report on performance for the councilors, staff, the public and other spheres of government; and
- audit the results of the performance measurement as part of internal auditing processes and annually by the Auditor General.

The **Municipal Planning and Performance Management Regulations** deal with provisions for the following aspects of the Performance Management System (PMS):

- the framework that describes and represents the municipality's cycle and processes for the PMS and other criteria and stipulations and the adoption of the PMS;
- the setting and review of Key Performance Indicators (KPI's);
- the general KPI's;
- the setting of performance targets;
- the monitoring, measurement and review of performance;
- internal auditing of performance measurements; and
- community participation in respect of performance management.

### **6.3 Elements of the Eden Performance Management System**

The performance management system will be specifically structured to integrate all those processes and systems required to operationalise the EDEN IDP. In this regard, the EDEN District Municipality commits itself to put a Performance Management System in place within the first quarter of the financial year 2005/06.

Some of the critical aspects to be included are to:

- Clarify performance expectations by setting standards and targets to be achieved for each of the indicators to be used in the assessment of performance.
- Monitor, measure, assess and evaluate performance.
- Link all jobs to the strategic priorities and objectives in the IDP and enable staff to understand how their jobs contribute to these.
- Ensure resources are directed and used in efficient, effective and strategic ways by each employee, department and hence the whole municipality.
- Include communities and other stakeholders in decision-making, monitoring and evaluation of what was achieved and whether it was adequate.
- Learn from experience and use it to continuously improve on delivery.
- Maintain transparency and accountability and promote good governance.

### **6.4 Levels of Performance Measurement**

Organisations are made up of individuals. Organisational performance thus cannot exist without concerted and aligned individual performance. Individual output measures must be closely linked to organisational outcomes.

Performance measurement for the municipality will be done on three separate, but interrelated levels of performance which is linked throughout this system:

- (a) Firstly performance measurement will measure success on the overall strategic and organisational level. The purpose is to measure the organisational success in achieving the strategic and organisational goals through the implementation of the EDEN IDP.
- (b) Secondly performance measurement will be done on the level of the municipal manager and directors. It will determine whether top management is doing the right things in the right manner to ensure the correct outputs and deliverables desired by the strategic and overall organisational performance.
- (c) Thirdly performance measurement will be done on the individual level of all the other employees.

## 6.5 The Development Challenge

The EDEN District Municipality is committed to develop a system that integrates the Integrated Development Planning process and the Performance Management process in terms of the requirements and provisions of Chapters 5 and 6 of the Municipal Systems Act, 2000 (Act 32 of 2000). Our IDP Review process was specifically structured to lay the basis for and act as planning stage for performance management. In this way the EDEN performance management will fulfil the implementation management, monitoring and evaluation of the EDEN IDP process". This also complies with the prescriptions in the Performance Management Guide for Municipalities, DPLG, 2001 (p16) that states that: *"The IDP process and Performance Management process should appear to be seamlessly integrate"*

### 6.5.1 What are we looking for in a performance management system for EDEN?

- Seamlessly integrated with the EDEN IDP and all its components;
- Developed around the specific circumstances of the municipality;
- Simple and easy to understand;
- Focused and balanced and measuring what it is suppose to measure;
- Realistic and progressive;
- Practical and easy to maintain; and
- Result orientated, i.e. measuring outputs and outcomes.

### 6.5.2 So how will we do it?

The aim is to develop a performance management system for EDEN that are strategically and theoretically sound; a system that will help to serve and deliver according to the needs of citizens. This forms part of the collective strategic management approach which integrates the IDP, financial management, programme- and project management and performance management into one system. In the current EDEN IDP Review process, the vibrant public and social partner interaction has challenged us to move away from a situation where the IDP-, budget- and performance management processes are separate actions run by different departments. The intention is to follow one integrated route marked by visible leadership from the Municipal Manager and the Directors, competently supported by the Strategic Management Unit. The current IDP Review has also indicated that strategic management is far too extensive to manage without a smart computerised database system. The development of a database that provides real practical solutions to municipal management is therefore a pronounced need.

A good performance management system should integrate easily with the goals and strategies of a Municipality. It must furthermore allow the Municipality to put its goals and strategies into action in order to provide quality service to its customers, as well as its employees. There should be measurable results. Following an assessment of the underlying principles of systems currently in practice worldwide, it became clear that a performance management system based on the principles of an approach called the *Balanced Scorecard* is the only one that will really work for EDEN Municipality –to *transform ideals and goals into tangible results*.

***The Balanced Scorecard is a worldwide-accepted strategic management tool that translates an organisation's strategy into terms that can be understood, communicated and acted upon. It provides the understanding, focus and***

***alignment that unlocks and focuses the strategic skills and knowledge of the organisation towards a shared vision. The Balanced Scorecard focuses primarily on strategic issues and will –***

- translate Eden's organisational strategy into tangible objectives and measures;
- use four perspectives to ensure a balanced approach, i.e.: Customer (Community) perspective, Financial perspective, Internal Processes, and Learning and Growth;
- provide a visual representation of the organisational game plan; and
- allow us to measure financial and customer (community) results, operations and organisational capacity.

### **6.5.3 Our Principles**

In line with the inputs made by the public and social partners during the IDP participation process, the performance management system must closely relate to the vision, mission and strategy of the Municipality. For this to happen, we base our system on some of the important principles, suggested by the social partners during the IDP Review process, including:

- The end purpose of the performance management system must be to improve municipal as well as individual performance.
- The system must be simple and easy to understand.
- Objectives, expectations and responsibilities must be clearly spelled out in order to achieve success.
- The performance management system must produce a reliable picture of municipal performance.
- Indicators must be easily measurable and provide early warning signs in case of underperformance.
- Performance results must be easy to communicate both internally within the organisation and externally to the community.
- The system must be flexible enough to accommodate new and changing priorities and challenges.
- The system must measure organisational as well as individual performance and must lead to guide-lines for better service delivery, career planning and personal development of employees.
- The system must adhere to the Municipal Systems Act No 32 of 2000.

## **6.6 Benefits to EDEN**

The *Balanced Scorecard* approach will benefit the municipality in several ways. It will:

- clarify the organisation's vision and mission;
- align this vision and mission with customer requirements and day-to-day work;
- help the organisation to become more strategic by narrowing its focus;
- provide strategic information to Council — information they can easily understand and use;
- integrate strategic planning and resource allocation;
- build organisational capacity;
- improve management effectiveness by providing appropriate information for directing change; and
- communicate progress to all the customers (communities) and employees.

The *Balanced Scorecard* approach will also:

- balance both internal and external stakeholder concerns, giving a much more comprehensive and balanced picture of how we are doing;
- consider all the important operational measures at the same time, letting us see whether improvement in one area is achieved at the expense of another;
- develop consensus and teamwork throughout the organisation;
- effectively communicate strategic intent, and track performance against established objectives; and
- translates strategy into a clear set of objectives, which are then further translated into a system of performance measurements that effectively communicates a powerful, forward-looking, strategic

## **PART 7: CLOSURE**

*“We are not being arrogant or complacent when we assert that our district, as a united region, has never in its entire history enjoyed such a confluence of encouraging possibilities. .... And sparing neither effort nor strength, we can and shall build an Eden that truly belongs to all who live in it, united in our diversity!” (President Mbeki: State of the Nation address 2005)*



**ANNEXURE 1:  
PHOTOGRAPHS: MULTI-DISCIPLINARY DEVELOPMENT TASK TEAMS**



Photo1: HIV/AIDS Development Task team



Photo 2: LED Task team



Photo 3: Poverty Task Team



Photo 4: Environmental management & spatial planning

**ANNEXURE 2:  
THEMATIC FOCUS OF SUMMITS**

SUMMITS	THEME	OBJECTIVES	OUTCOMES
<p style="text-align: center;"><b>Environmental &amp; Spatial Planning</b></p>	<p style="text-align: center;"><b>Creating a common and innovative spatial logic for Eden</b></p>	<p>To bring together all stakeholders and people of Eden; civil service officials &amp; practitioners with experts in the field of environmental and spatial planning to deliberate on the spatial &amp; environmental trends in Eden; to consider the impact of policy directives, as well as the need for integrated planning practices, in order to facilitate sustainable service delivery and create a clear and innovative spatial vision for EDEN District</p>	<p>To create a common &amp; innovative spatial vision for the EDEN District.            To establish alignment &amp; integration with National &amp; Provincial Spatial Perspectives.            To establish alignment and linkages between Local &amp; District SDF.            To understand, debate and establish innovative practices in dealing with the most critical developmental challenges experienced by Eden.            To establish a regional platform and create better networks in deliberating workable solutions and action programs that will address these key developmental challenges</p>
<p style="text-align: center;"><b>Poverty</b></p>	<p style="text-align: center;"><b>Pushing back the frontiers of poverty</b></p>	<p>To formulate an integrated poverty reduction strategy which enhances the Eden'06 process            To form interdepartmental and intergovernmental relationships, to align resources, human capacity and expertise to fight poverty            To link activities and programs to Ikapa Eihlumayo and social capital to strengthen the Provincial vision of a home for all            To mobilise civil society to active participation</p>	<p>A comprehensive and integrated poverty reduction strategy linked to Ikapa Eihlumayo            To establish a food security safety network for the poorest of poor            Monitoring the outcomes of the Memorandum of Understanding</p>

SUMMITS	THEME	OBJECTIVES	OUTCOMES
<p><b>HIV/AIDS</b></p>	<p><b>Let's work together to combat and reduce the personal and socio-economic impact of HIV/ AIDS in EDEN</b></p>	<p>To develop an integrated and standardised delivery of services and build capacity.            To deliver medical, social and educational services and link relevant facilities to community based structures.            To educate, care and support communities.            To accredit service providers and mentor service provision            To assist with the mobilisation of resources.            To evaluate and monitor progress</p>	<p>A master plan and District HIV &amp; AIDS network forum consisting of all relevant departments, municipalities, NGO's, CBO's, community and business organisations            Municipalities to spearhead process i.t.o communication, coordination, networking and partnerships.            A database of all relevant role players and stake holders on local &amp; district level            A roll out plan for rural areas            Evaluation and monitoring practices</p>
<p><b>Local Economic Development</b></p>	<p><b>EDEN: prosperity through partnerships ~ building a people-centred economy</b></p>	<p>Black Economic Empowerment            Employment creation            Skills development            Entrepreneurial development            Merge informal economy more with the formal economy            Build financial assets</p>	



### ANNEXURE 3: PHOTOGRAPHS: EDEN DEVELOPMENT SUMMITS



Photo 1: Summit organising team with Deputy Minister N. Hangana



Photo 2: Active participation





Photo 3: Inclusive participation



Photo 4: Visible leadership



Photo 5: Inter-governmental partnership





Photo 6: Hands-on leadership



Photo 6: Inclusive participation





**ANNEXURE 4:  
PHOTOGRAPHS: DEVELOPMENT CONFERENCE HARTENBOSCH**



Photo 1: Minister Fransman and Provincial HOD, S. Majiet with conference organizing team.



Photo 2: Minister Fransman with civil society delegates





Photo 3 & 4: Delegates speak out



Photo 5: Delegates in group discussions





Photo 6: Delegates engaged in robust debate



Photo 7: Deepening democracy





Photo 8: Participants from all walks of life



Photo 9: Inter-governmental partnership- IDP Manager and MPL Garth Strachan





Photo 10: Conference delegates



Photo 11: Vibrant social dialogue



## ANNEXURE 5: APPLICATION OF BIOREGIONAL PLANNING IN THE PREPARATION OF IDP'S AND SDF'S (FROM: BIOREGIONAL PLANNING MANUAL, PGWC, 2003).

