

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.

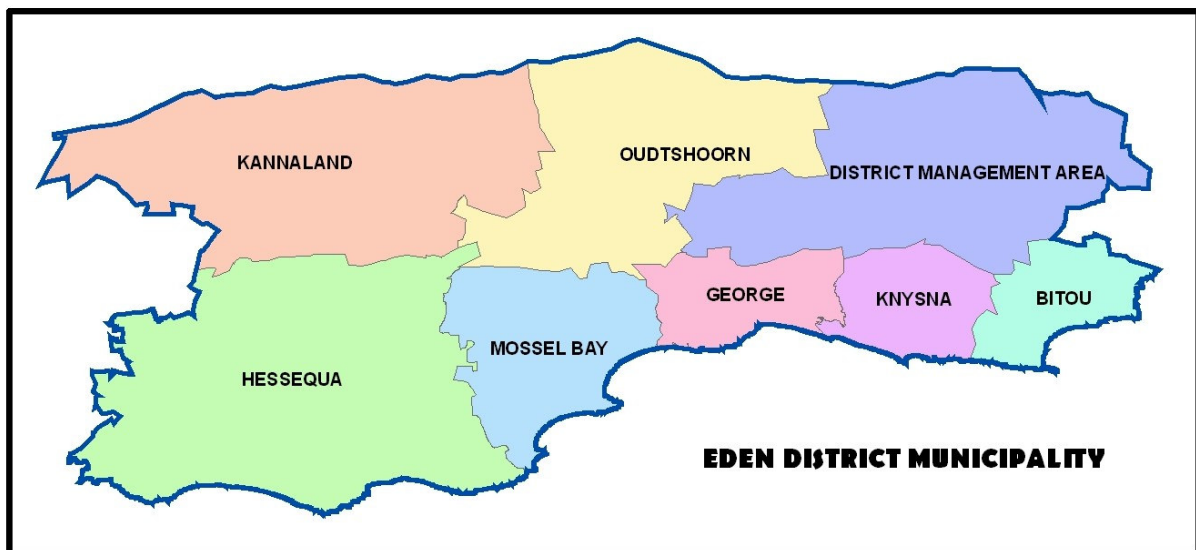
1.2 Background

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 1st 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 1st 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?

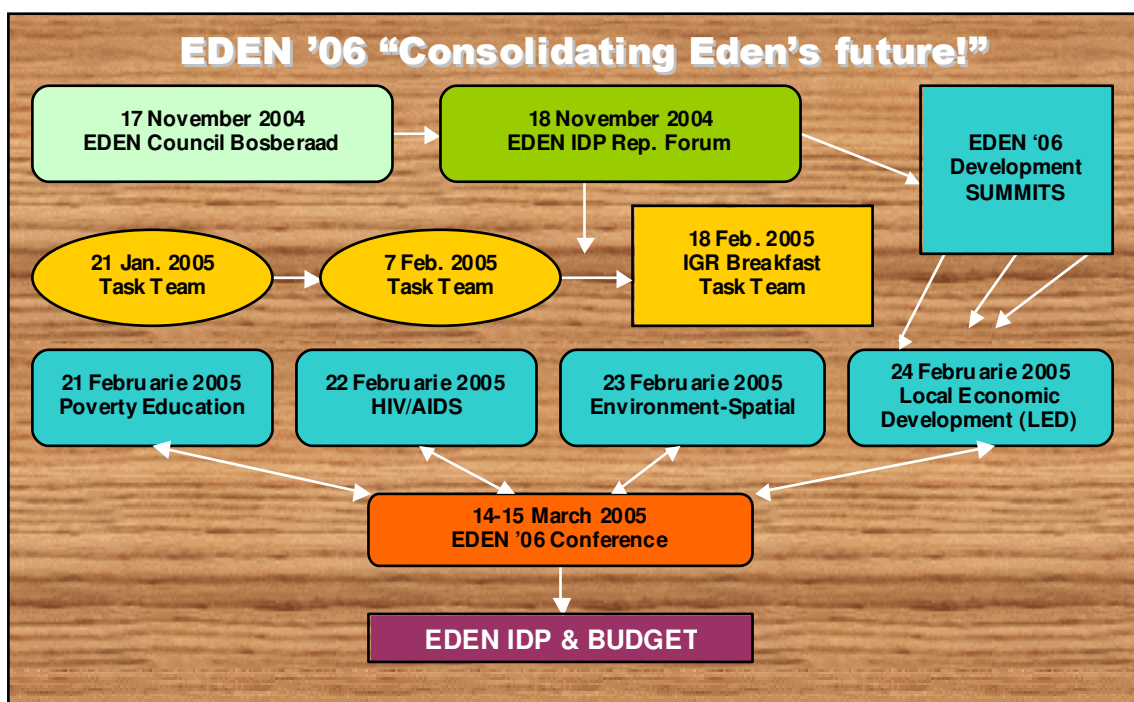
In addition, some of the key gaps identified included the need for:

- 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.