

delivering the open
opportunity society for all

THE WESTERN CAPE'S DRAFT STRATEGIC PLAN



Published by:

Provincial Government of the Western Cape
Department of the Premier
4 Dorp Street
Cape Town

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ISBN: 978-0-620-48906-5

Production:

Production management: Page Arts cc

Print: Mega Digital, Cape Town

Photographs ©: Cape Argus (page 19); Cape Argus/Jeffrey Abrahams (page 33); Craig Urquhart/Project 2010/African Media Online (pages 8,10); emiller@iafrica.com (pages 14, 16, 17, 27, 28, 31, 46, 52, 53, 58, 68, 70, 71, 73); Lulekwa Mbadamane/Isolezwe Project (page 26); Mandla Mnyakama/Isolezwe Project (page 43); Mbuyisi Sithole/Isolezwe Project (page 40); Nomandla Yoyo (page 57); Thobile Nompunga/Isolezwe Project (page 62); Warren Nelson/Isolezwe Project (pages 9, 41, 42, 55, 59, 65); www.redimages.co.za (page 58)

Printed on Sappi Triple Green paper, whose primary source of pulp is waste sugar-cane fibre.

The paper's wood fibre comes from sustainable forests and its bleaching process is free from elemental chlorine.



foreword

We are charting a brand new course in the Western Cape. This is the roadmap we will use as we navigate our way towards our destination, what we call the ‘open opportunity society for all’.

What do we mean by this?

By “open” we mean a society based on the principles of transparency and the rule of law, where individuals are guaranteed rights and where independent institutions protect these rights, and limit and disperse political power. This may sound theoretical but it has profound implications for every person. It provides the essential framework for our fight against poverty because corruption and power abuse make poor people poorer.

By “opportunity” we mean a society where every person is given the chance and the wherewithal to improve their own circumstances, whatever their circumstances may be. We recognise that the state’s duty is to do for people what they cannot be expected to do for themselves.

By “for all” we mean a society in which all South Africans enjoy the same rights and have access to the opportunities they need to improve their lives, irrespective of the circumstances of their birth.

The open opportunity society for all is the society that the drafters of our Constitution envisaged. It does not regard people as “permanent victims” but as active parties in development. Our job, in partnership with each and every citizen, with civil society, with business and with other institutions and spheres of government, is to make that vision a living reality.

These strategic objectives, taken together, will take us closer to that goal.

When we came into office in May 2009 we discovered a tendency for departments to work in “silos” – with little coordination between them. This was compounded by a lack of policy coherence across government. Very often, departments were not on the “same page”.

These objectives herald a new approach to government. You will notice that they cut across the traditional line functions of government departments, although some are – to adopt the jargon – more “transversal” than others. Each objective is the responsibility of a designated lead minister – even if some elements of the plan to achieve them do not fit squarely into that minister’s assigned portfolio.

Most importantly, each objective is backed by a coherent action plan and measurable targets. They are the basis upon which our performance in government will be assessed. If we achieve them, everybody in the Western Cape will feel the difference.

Helen Zille
Premier of the Western Cape



foreword

Any large organisation knows that it is mandatory to plan for success – fail to plan and you plan to fail. Its leaders need to know where they currently are, where they intend to be and then plan accordingly. In order to achieve this, we have set out on a process since May 2009, of developing overarching strategic objectives for the PGWC, with clear outcomes that we want to achieve in the medium term. These objectives seek to achieve *positive change* in the lives of the people who reside in the Western Cape and on how we conduct our day-to-day business.

We have set ourselves stretch targets in order to deliver against all 12 of these objectives. All of them are important and will require effort to realize, but the one objective that I will be concentrating on is SO 12 which states the PGWC will be “the best run regional government in the world”. This strategic objective deals mainly with how we conduct our daily business (governance) and interaction with our clients.

There is widespread recognition that governments are operating in more challenging strategic environments in which policy challenges require more flexible, innovative, integrated and networked approaches. Characteristics of a best-run regional government include:

- innovation, particularly the need for innovative policy solutions to address complex policy challenges
- citizen centric philosophy, enabling citizens access to government, improving consultation and providing a citizen-centred approach to service delivery

- a whole-of-society approach, recognising the increasing need to work across traditional boundaries to deliver results and the importance of embedding a unified ethos across the public service
- transparency and accountability, including making more government data and information available to the public and a commitment to greater openness
- fiscal responsibility, acknowledging that in tight fiscal environments governments must ensure they achieve value for money as well as results.

In my role as Director-General, I am committed to ensuring that these strategic priorities and targets are achieved. These objectives reflect the needs and priorities of this government and will be used to drive integrated and improved performance across the public sector in the Western Cape. We have put in place project management and performance management systems for this very purpose.

We now seek your input and comments on this plan so that we can work in partnership with you to build the best region in the world.

Brent Gerber
Director General
Department of the Premier

contents

- vi ■ introduction
- 1 ■ provincial overview
- 7 ■ creating opportunities for growth and jobs
- 13 ■ improving education outcomes
- 19 ■ increasing access to safe and efficient transport
- 25 ■ increasing wellness
- 33 ■ increasing safety
- 39 ■ developing integrated and sustainable human settlements
- 45 ■ mainstreaming sustainability and optimising resource-use efficiency
- 51 ■ increasing social cohesion
- 57 ■ reducing poverty
- 61 ■ integrating service delivery for maximum impact
- 67 ■ creating opportunities for growth and development in rural areas
- 73 ■ building the best-run regional government in the world



introduction

Our purpose in government is to realise our vision of an open, opportunity society for all in the Western Cape, so that the people of our province are able to live lives they value.

Our task is therefore to translate the political philosophy that underpins our vision into an actionable policy agenda designed to achieve quantifiable outcomes, and then execute that agenda effectively, measuring progress towards our objectives as we go.

We have set about this task by implementing a three-step process:

1. Determining a series of quantifiable objectives that, taken together, give expression to our vision of an open opportunity society for all
2. Determining the policy direction and key interventions required to achieve our objectives
3. Designing a management model that allows us to execute our policy agenda effectively and measure progress

The contents of *Building an Open Opportunity Society for All* in the Western Cape are a summary of the 11 “strategic case” documents that determine the policy direction and key interventions required to achieve our objectives. The 12th objective, “Building the best-run regional government in the world”, seeks to ensure that the organisation and its people are able effectively to deliver on the other objectives.

Each of our policies reflects our core values and is informed by an evidence-based analysis of the circumstances of the Western Cape. They take into account our powers and functions as a provincial government as well as the resources at our disposal.

A theme that runs through them, and which requires further development in the years ahead, is the idea of a whole-of-society approach to governing, because no government in South Africa is able to succeed without mobilising the ideas, energy and resources of citizens, organised civil society and the private sector. Strategic partnerships with other spheres of government and with non-state actors are therefore central to our approach.

It needs to be emphasised that the development and execution of this strategic agenda is a work in progress. Some of our objectives require more detailed quantification, some of our strategic case documents require further development and we have yet to begin using the newly approved transversal management system to drive the process forward.

Our purpose in publishing this document is therefore to generate debate and elicit feedback in an effort to ensure that our approach is informed by the best ideas available. It is my hope that we will be in a position to publish a second edition a year from now. We should then also be able to report on progress to date, and critically review our targets as a result.

Ryan Coetzee
Strategic Adviser to the Premier

provincial overview



provincial overview

This chapter focuses on the most pressing socio-economic problems facing the Western Cape, which are also some of the issues that the Provincial Strategic Plan is attempting to resolve and/or improve upon. These issues include: economic growth and job creation; education; public transport; health; crime and personal security; social cohesion; and poverty.

Economic growth and job creation

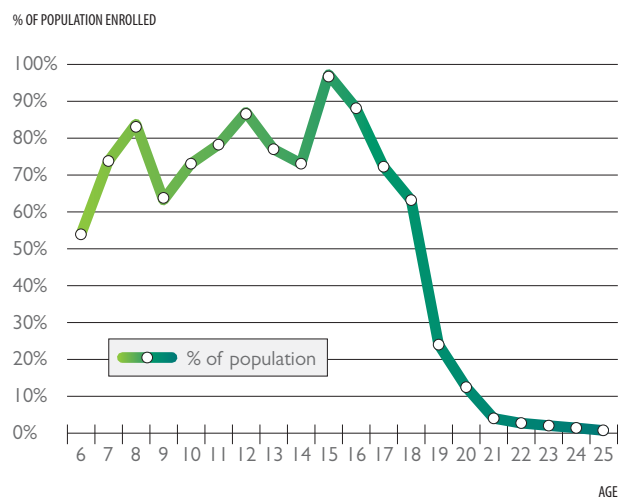
In order to create jobs for the people of the Western Cape, it is important that sustainable economic growth is secured. Between 2001 and 2006, the total GDP for the Western Cape grew from R144 billion to R253 billion with the dominating industries being manufacturing and finance and business.

However, the Western Cape is struggling with a high unemployment rate. According to Statistics South Africa (Stats SA), during the second quarter of 2010, the unemployment rate for the Western Cape was estimated at 23.62%; that is, around 579 683 people were unemployed. Of the total unemployed, the majority are Coloured (272 852) and African (219 777) people.

Education

According to the Community Survey 2007 by Stats SA, 24% of people in the Western Cape aged 20 years and older have less than nine years of schooling. Also, 40% of the labour force in the province earns no income at all. There is thus a clear correlation between the number of years that people attend school and the level of income they earn. It is for this reason that illiterate people, especially, struggle to earn a decent income, and this makes it difficult for them to escape poverty. Those caught in this cycle will most likely remain poor throughout their lives, and, in many cases, this will continue through future generations. And in almost all these cases, it is the children who are the biggest victims of this cross-generational poverty.

Figure 1: Education enrolment for 2009



It is the ideal of the PGWC that all children should start school at the right age and move on to the next grades at the ages that are appropriate for those grades. Figure 1 above shows the percentage of children who are at the right age in the right grade. The figure also shows that only 73% of children aged seven years are registered at primary schools. This means that 27% of children in this province were either starting school late or not attending school at all. Starting school late often contributes to high dropout rates and this is especially true in the rural areas.

Throughput rates

Research has shown that learners who started Grade 1 in 1998 had a 44.01% chance of reaching Grade 12 without failing any grade, a 31.70% chance of passing their matric exam and a 14% chance of passing their matric exam with matriculation exemption, thus allowing them to attend university.

Dropout

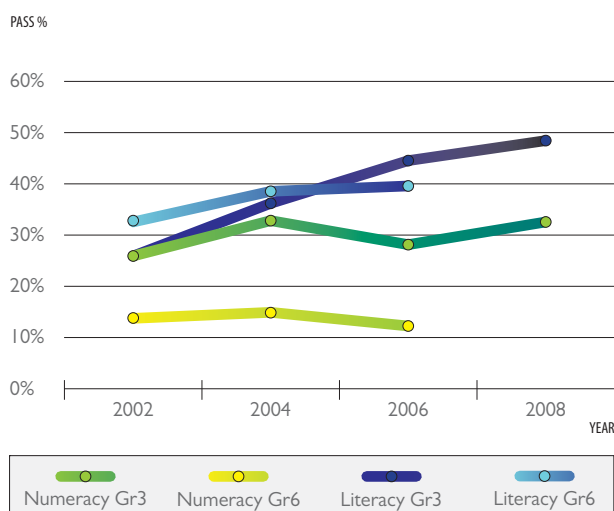
In 2008, 62 524 learners from Western Cape public ordinary schools between Grades 8 and 12 dropped out. School dropout rates show a dramatic increase once learners reach the age of 15, when schooling is no longer compulsory.

Grades 3 and 6 numeracy and literacy rates

Although more people have access to education, evidence suggests that the quality of education is still not up to standard. In this regard, the numeracy and literacy rates for Grades 3 and 6 have been identified as key indicators in measuring the quality of education.

Figure 2 shows that less than 20% of Grade 6 learners passed the numeracy competency test and there is also a downward trend in the passing rate for Grade 6 learners taking the numeracy assessment test. The figure below also highlights the slow progress made in correcting the competencies of learners in Grades 3 and 6.

Figure 2: Grades 3 and 6 numeracy and literacy rates



Matriculants

The matric pass rate has dropped significantly over the last five years. Between 2005 and 2009, the matric pass rate for the province dropped from 84.45% to 75.8%. As for Maths Literacy, the pass rate has decreased from 91% in 2008 to 89% in 2009. The pass rate for Physical Science also decreased significantly from 71.2% in 2008 to 52.9% in 2009.

Learner pregnancies

About 1 163 learners fell pregnant in 2009. The majority, that is 89.08% or 1036 of these pregnant learners were between Grades 9 and 12. The data for 2009 also shows that learners get involved in sexual activity from as early as Grade 4.

Access to public transport

According to the 2003 National Transport Survey, of those who used public transport, 87.4% said that the maximum walking time to the nearest transport facility was between one and 15 minutes. Just more than 56.3% of respondents said that they walk to their education institution.

Health

The Western Cape population suffers from a rapidly growing burden of disease. More and more people in the province are getting HIV/AIDS and tuberculosis (TB).

Table 1: The burden of disease in the Western Cape (2007–2008)

BOD	2007	2008
VCT, HIV test +	53 439	61 724
U5 testing +	551	638
New TB cases	25 232	24 564

The composition of the Western Cape population is changing because of the higher number of people with TB and HIV/AIDS. The result is that more and more adults are dying at an earlier age. This leads to a smaller number of people that children in especially the rural and informal communities can depend on to care and provide for them. The burden of disease affects the poor more because they are the hardest hit by the suffering, illness and death caused by disease. Also, the burden of disease often forces poor families into even more poverty because they normally do not have the money to care for the sick. They also lose the income of the family member who is sick or dies.

Crime and personal security

Crime is of increasing concern to the residents of the Western Cape and its government. The high rate of crime is recognised as one of the reasons why investors do not want to invest in a province, and this has a negative impact on the poor. Unfortunately, crime also offers poor people an opportunity to get material goods through illegal ways. For poorer people the opportunities or money that they can get through crime far outweigh the risk of criminal prosecution.

Table 2: Western cape crime statistics (2008–2010)

Crime	2008/2009	2009/2010
Murder	2 346	2 274
Sexual offences	8 772	9 678
Attempted murder	1 766	1 707
Driving (alcohol/drugs)	12 741	15 644
Drug crimes	52 781	60 409
Residential burglary	42 920	43 300

Table 2 illustrates that between 2008 and 2010, there were slightly fewer murders and attempted murders. However, the number of cases of people driving while under the influence, sexual offences and drug-related crimes continued to increase between 2008 and 2010.

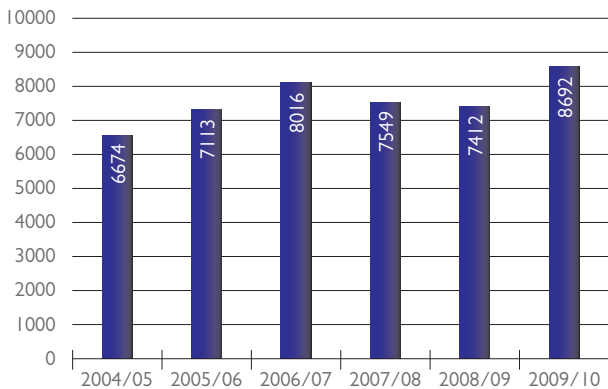
Social cohesion

Social cohesion refers to “the extent to which a society is coherent, united and functional, providing an environment within which its citizens can flourish”.

Causes of social cohesion breakdown

Poorer communities in the Western Cape are continuously being put under strain because of the negative impacts of crime, gender inequality, teenage pregnancy and substance abuse. These threats make it difficult for the individual and/or household to succeed and they also have a negative effect on how communities work together to reach common goals. By disrupting the social fabric through which communities are linked with their neighbours, these factors inevitably reduce social interaction and restrict community activities.

Figure 3: Teenage pregnancy



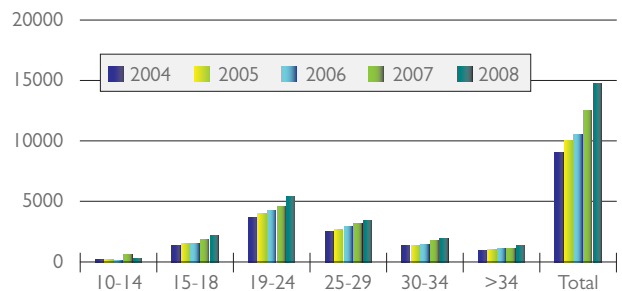
The Western Cape is experiencing a steady increase in the number of teenagers falling pregnant. The effects of teen pregnancies are of concern given the fact that having a child as a teenager has serious educational, social, economic and even psychological consequences for teenage mothers. Teenage pregnancy is directly linked to the social and economic backgrounds of teenage mothers. This means that teenagers coming from a disadvantaged background have a greater chance of falling pregnant at a young age as opposed to teenagers coming from a wealthier background.

Terminations

According to the Department of Health, in 2008 around 14 782 mothers decided to end their pregnancies at public health care institutions in the Western Cape. Of these mothers, 16% or 2349 were aged between 10 and 18 years.

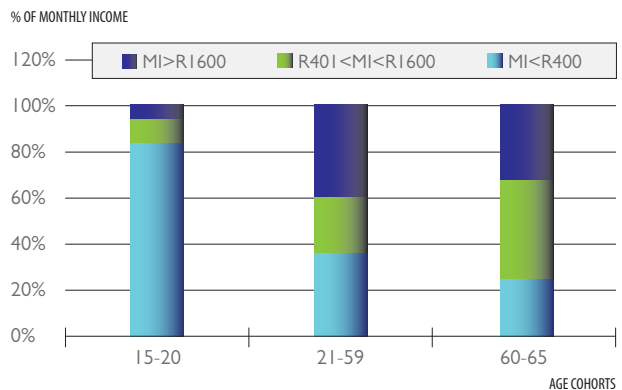
Figure 4 demonstrates the ever-increasing number of pregnancy terminations

Figure 4: Pregnancy terminations



Poverty

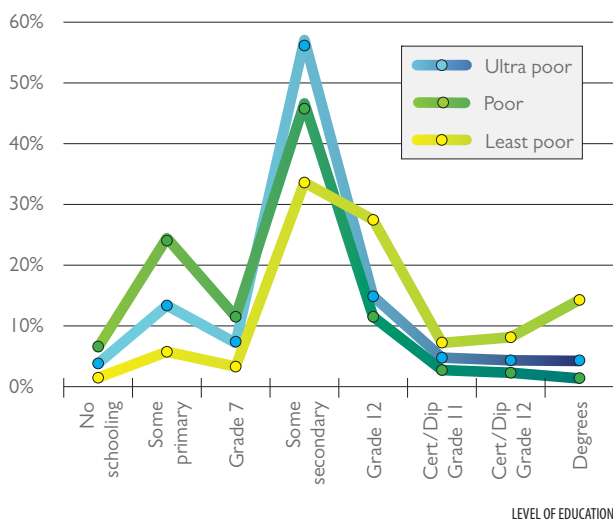
Figure 5: Poverty rates and shares by age cohorts (15 to 65 years)



Source: Community Survey 2007
MI is an abbreviation for monthly income. MI < R400, R401 < MI < R1600 and MI > R1600 are all poverty line proxies used to define ultra poor, poor, and least poor.

The labour force population (defined as those between the ages of 15 and 65 years) of the Western Cape is composed of about 3.6 million people. This breaks down into 583 820 youths (those from 15 to 20 years of age), 2 854 088 adults (those aged between 21 and 59 years) and 178 023 elderly persons (60 to 65 years). Of the three groups, it is the youths who are most likely to be ultra poor. Adults experience much lower poverty and ultra poor rates, even though more than half of all adults in the Western Cape are poor. A smaller percentage of elderly people experience ultra poor rates compared to the other age groups because they normally receive a social grant like a monthly state pension.

Figure 6: Poverty rates by levels of education for adults



Source: Statistics South Africa 2007 Community Survey (own calculations)

It is clear from the above figure that a relationship exists between poverty and the levels of education of individuals aged between 21 and 60 years. More than 40% of adults with some secondary education are classified as being ultra poor, while 28% are classified as being poor. These numbers differ significantly as levels of education rise. This means that the more education people have, the less poor they are. The figure also demonstrates that fewer people are classified as ultra poor if they finish matric.

Environment

Table 3: Carbon footprint for Western Cape energy use by fuel (2004)

Sector	Thousand tons of CO ₂ /year	% of total
Industry	15 956	47.3%
Mining and quarrying	751	2.2%
Transport	7 529	22.3%
Agriculture	2 045	6.1%
Residential	5 224	15.5%
Commerce and public service	2 259	6.7%
Total	33 764	100%

Source: 2004 Western Cape Energy profile

Most of the carbon dioxide released from energy use within the province comes from electricity production, followed by petrol and diesel use. Industry is the largest user of electricity in the province, followed by transport, the residential sector and then commerce and government.

Table 4: Emissions within the Western Cape (2004)

District municipality	CO	NO ₂	SO ₂
Cape Winelands	834	892	4 860
Central Karoo	0	0	2
Eden	2 815	225	775
Overberg	20	25	132
West Coast	114	184	955
Total	3 784	1 327	8 052

Source: Monitoring Campaigns and Emission Inventories – The Western Cape Cooperative Governance Experience

The above table shows the types of chemical emissions emitted into the ozone. According to the table, Eden district municipality emits 74% of total emissions of carbon-dioxide (CO₂) in the Western Cape.

Water quality

Marine ecosystems are affected by turbidity, suspended solids, temperature, pH, salinity, concentrations of dissolved ions, nutrients, oxygen, biocides and trace metals. Changes due to pollution and hydrological factors can have damaging effects on water organisms.

In the 2007 Western Cape State of Biodiversity report, water quality results from 114 surveyed sites were assessed. Of these sites, 41 sites were surveyed in rivers in the Greater Cape Town area, of which 17% of sites were natural, 24% were good, 37% were fair and 22% were in a poor condition. Approximately 38 sites were surveyed in the Olifants/Doorn catchment, of which 13% were natural, 52% were good, 33% were fair and 2% were in a poor condition.

From the 11 sites surveyed on rivers in the Goukou/Duiwenhoks catchments, 18% were natural, 45% were good, 9% were fair and 28% were in a poor condition. Of the 24 sites surveyed in rivers of the Berg River catchment, 29% were natural, 17% were good, 37% were fair and 17% were in a poor condition. According to the water quality results, a high proportion of sites with poor water quality were in the Greater Cape Town area.

creating opportunities for
growth and jobs



creating opportunities for growth and jobs

1. Strategic objective

The Provincial Government of the Western Cape (PGWC) believes that:

- Economic growth is the foundation of all successful development.
- Growth is driven primarily by private sector business operating in a market environment.
- The role of the state is (a) to create and maintain an enabling environment for business and (b) to provide demand-led, private-sector-driven support for growth sectors, industries and businesses.

2. Economic environment

The twin pillars of our approach to economic development are therefore (a) the creation and maintenance of an enabling environment for business, and (b) demand-led, private-sector-driven government support for growth sectors, industries and businesses.

With 10% of the national population and a GDP share of 14%, the Western Cape is one of South Africa's most developed provinces. The provincial economy has a number of distinctive characteristics that point to its comparative advantages:

- A significantly higher degree of knowledge intensity (reflected in adult literacy rates, for example) and access to computers, telecommunications hardware and internet capabilities far above the national norm
- A significantly better-educated population than any other province in South Africa: 21% of the population are matriculants compared to 14% in Gauteng and KwaZulu-Natal
- A well-developed infrastructure and a very strong concentration of knowledge institutions, which offset the relative absence of mineral resources in the province



- A significantly larger and faster-growing services sector than the country as a whole, concentrated especially in business and financial services, with other strong growth sectors including information and communication technologies (ICT) and oil and gas
- A thriving international tourism industry with strong links to the creative and cultural sectors
- A well-developed export-oriented agricultural sector, especially strong in viticulture, deciduous fruit, table grapes, citrus, grains and ostriches
- Few large companies and a much higher proportion of established small and medium enterprises
- An excellent international location as a region with two ports located between major international trade routes

The PGWC's growth strategy will be based on the province's comparative advantages. This involves a combination of knowledge intensity, cultural activity, multi-dimensional tourism, lifestyle attractiveness and location.

The province's comparative advantages are not unadulterated blessings: growth, being based on the province's superior intellectual capital, will be (and has been) less labour-intensive than the national average, which means that the regional economy has to grow proportionally faster than the rest of the country to create the same number of new jobs.

3. Plan to achieve outcomes

To ensure we create an investor- and growth-friendly environment, we will focus on the following:

3.1 The development of a provincial vision and brand

Successful regional economies have a defined identity that attracts specific types of investment and skills. To this end, the Premier will lead a *Future Cape Initiative* to develop an economic brand for the Cape. We will ensure that all role-players are invited to participate so that what is produced is owned by all the people of the Western Cape.

3.2 The development of a corruption-free, efficient public sector

Growth is only possible if the private and public sector trust that the government is clean and efficient. We will promote transparency and cost-effectiveness in procurement processes; increase our forensic investigation capacity; introduce legislation that outlaws our employees from doing business with the state; and act against any official or politician who breaks the law.

We will ensure that citizens of this province have access to basic services, safe public transport, an effective health service, access to e-governance, and



safe locations in which to live and work. We will do this in a manner that takes our environment into account. Collectively, the other provincial strategic objectives will create an environment that makes investment possible.

3.3 A regulatory environment that is efficient

Red tape threatens investment and growth. Through careful research into the existing regulatory environment and consequent reforms, we will reduce red tape that deters businesses from investing in our province.

3.4 Infrastructure and asset development strategy

In order to make investment possible, we will:

- Develop an integrated infrastructure plan for the Western Cape
- Drive to completion several existing infrastructure projects, such as the Cape Town Regeneration Project and the Development of the Port Precinct (see below)
- Sweat underperforming state-owned assets in order to create investment and employment opportunities, the Cape Town Regeneration Project being a prime example

The Cape Town Regeneration Project

In order to unlock and create wealth, the PGWC has identified that the regeneration of the Cape Town CBD is of the utmost importance – given the location of valuable property assets in the city centre.

Through the Cape Town Regeneration Project, existing underutilised properties of the PGWC, integrated and managed as a single asset, and combined with those of the City of Cape Town, Transnet, the national Department of Public Works and Intersite, will be made available for development. The mechanism to make such land available will be characterised by transparent, arms-length adjudication processes undertaken by engaging independent third parties in the decision-making process.

The principles and practices of the regeneration project will also be modified where necessary and implemented in other parts of the city and province.



The development of the port precinct

The development of the port precinct in Cape Town, and the realisation of economic multipliers that this will bring, is currently being held back by a lack of influence and input on the part of the key local players. This is hampering especially the future development of the oil and gas sector, the boat-building sector, improvements to the port's logistical capacities and performance, including back-of-port transport matters, and other local initiatives.

The PGWC and the City of Cape Town will, in conjunction with a coalition of interested local players, formulate a master plan for the development of the port precinct to provide a basis for engagement with the national players who are the critical to development in this area.

To achieve the second pillar – demand-led, private-sector-driven government support for growth sectors, industries and businesses – we will:

1) Establish a Western Cape Economic Development Agency

International precedent shows that economic development strategy is best implemented by an agency and people who have real business expertise. It is also essential to ensure value for money in our spending on economic development and proper integration between the various role-players in executing economic development strategy.

For this reason we will establish a Western Cape Economic Development Agency. It is envisaged that the Agency will have a mandate to manage the following:

- Coordination of destination marketing for tourism and major events
- Investment and trade promotion
- Enterprise development
- Local economic development
- Skills development, as a participant in the Provincial Skills Development Forum
- Growth sector support informed by Micro-Economic Development Strategy (MEDS) research and including support for the tourism and agriculture sectors
- Asset development



The PGWC will therefore collapse the existing public entities and relevant sector development agencies into the Western Cape Economic Development Agency. A task team will be appointed by the Minister of Economic Development and Tourism to do the following:

- Investigate best practice examples of such agencies
- Recommend the mandate of the Agency
- Recommend the most appropriate legal vehicle for the Agency
- Recommend an institutional design for the Agency

We will ensure that the establishment of the Agency is done as quickly as possible and that all the role-players are fully consulted and involved. Success will require teamwork and a shared commitment to the future of the Western Cape economy. We are confident of success.

improving education outcomes



improving education outcomes

1. Strategic objective

The PGWC will improve the life chances of all its children through the provision of quality education. To this end all children will remain in school for as long as possible and achieve optimal results.

In particular, the focus from 2010 to 2019 will be on improving the reading, writing and calculating abilities of learners. The period 2010–2014 will lay the foundations for these improvements. In the period 2014–2019 the province's children will reap the fruits of a system that has been designed and managed to deliver on the targets set.

The main indicators for measuring the progress made by the Western Cape Education Department (WCED) in providing quality education are:

1. Improving literacy and numeracy in Grades 1–6
2. Increasing the numbers passing in Grade 12 including an increase in numbers passing with matric exemption and mathematics and science



2. Problem statement

The majority of children in the Western Cape are not achieving their academic potential. This is largely due to:

1. Inadequate time and attention paid to reading, writing and counting in the first three grades of school
2. Poor levels of accountability for performance from education officials and educators
3. Weak school management and leadership
4. The slow rate of response and support from the education department
5. The low morale of teachers
6. Inadequate quality textbooks and other learning materials
7. Social ills such as poverty and crime
8. The declining quality in school infrastructure
9. A legacy of underinvestment in a number of areas in the Western Cape
10. The pressure posed by inward migration to the Western Cape

The combination of these factors has led to poor learner performance:

- The matric pass rate is dropping. In 2004 we achieved an 85% pass rate, but this continuously dropped over the next five years to 78.6% in 2008.
- Our literacy and numeracy results as measured by Grades 3 and 6 are also particularly disturbing.

- Too many of our learners move through the system, despite being unable to master literacy and numeracy at the appropriate grade. Unable to cope at higher levels, many of these learners drop out of school or fail to pass Grade 12.
- Of the 94 784 learners who enrolled in public schools in the Western Cape in 1997, only 43 470 reached Grade 12. Of those learners who remained in school, only 33% qualified for a matric exemption.
- The number of underperforming schools (schools with less than a 60% matric pass rate) in the Western Cape has consistently increased, from 36 in 2006 to 74 at the end of 2008.



3. Plan to achieve outcomes

3.1 Literacy and numeracy

We will improve literacy and numeracy outcomes by directing maximum resources (both human and financial) to the first three years of schooling. This will be coupled with universal and compulsory testing of learners from Grades 1 to 6 from 2010. Benchmarks and targets will be set at each school.

3.2 Accountability

All officials and principals will sign performance contracts with targets for improving learner performance. These contracts will be monitored on a quarterly basis. There will also be far greater attention given to the management of schools at the district level, with officials and teachers held to account for their role in improving individual school performance.

3.3 Faster response times and support

We will improve the responsiveness and efficiency of the WCED through a focus on changing

the organisational culture and improving the Department's business processes and systems. The head office and district offices of the WCED will be structured, designed and equipped to provide a rapid response service and support to schools and teachers.

3.4 Teacher morale

We will reduce the administrative workload of teachers to provide more time for teaching. Teachers will be provided with texts on time. Teachers will also be provided with opportunities for ongoing professional development and training. Officials will provide administrative and academic support to teachers and schools on demand.

3.5 Quality texts and materials

The WCED will, over the next three years, ensure that every classroom is text-rich with reading books for each Grade 1–6 classroom and for each subject in Grades 4–12. Incentives for textbook recovery and use will be provided. We will also make greater use of technology to deliver a quality curriculum into the classroom.



3.6 Poverty and crime

Poverty and crime impact severely on learning. The WCED, in collaboration with other government departments and civil society organisations, will provide food and other poverty-alleviation measures to address the needs of poor learners. We will strive to make schools safer through physical safety measures, greater cooperation with the SAPS and Metro Police (using schemes such as rent-a-cop) and actively promoting community involvement in protecting schools. In addition, the WCED, with other government departments and the SAPS, will conduct random inspections and tests at schools for drugs and weapons.

3.7 School maintenance

The WCED will develop a list of priorities for infrastructure maintenance and will adopt the most cost-effective and efficient means of maintaining schools, including public-private partnerships.

3.8 Redress

The WCED will direct its human and financial resources to those districts and schools that have historically experienced underinvestment.

3.9 Migration and new schools

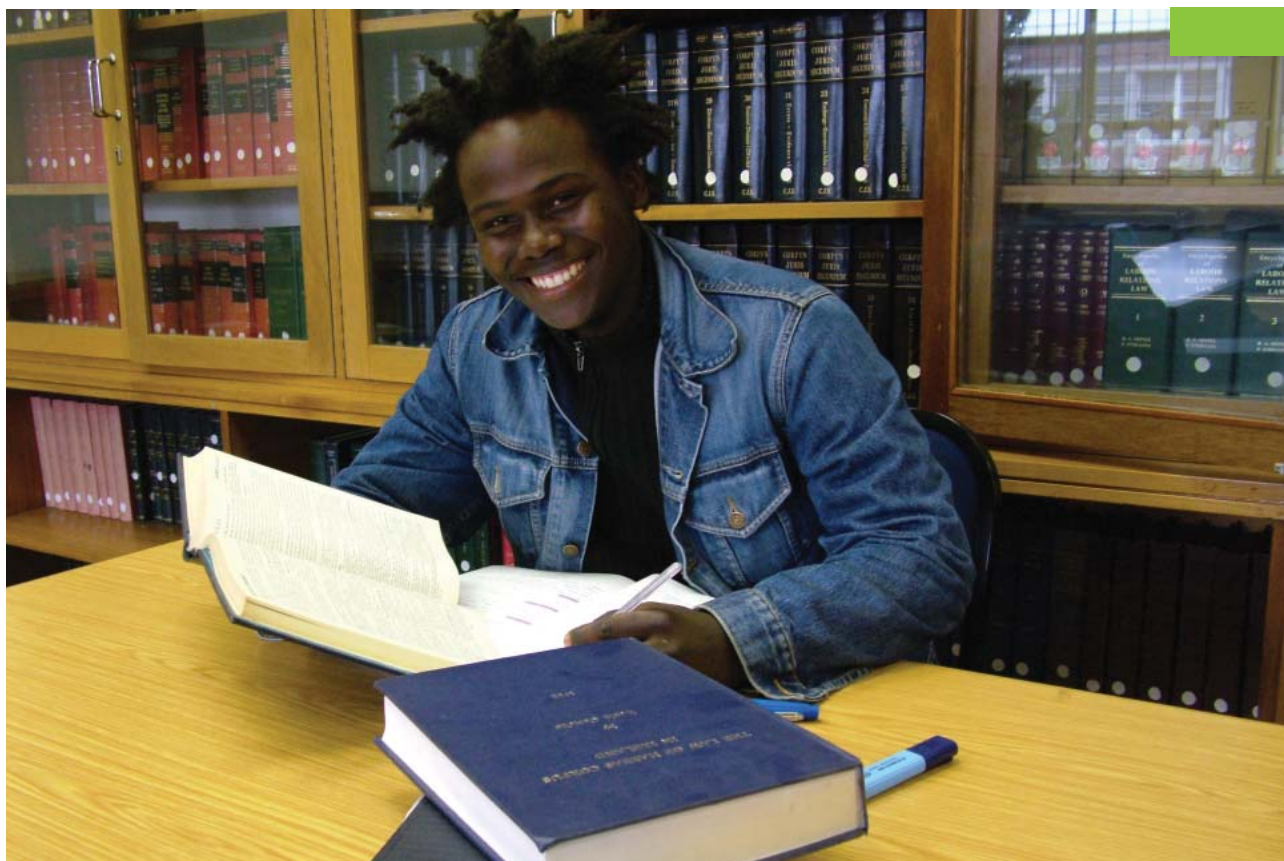
The Western Cape government will use the best available research to plan for in-migration to the Western Cape and use research trends to ensure that schools and teachers are available to provide quality education to the children who enter the province. Innovative means will be sought to address current backlogs in infrastructure provision.

3.10 School management and leadership

The WCED will provide targeted management training and in-school support to all members of school management and school governing bodies.

Every decision taken in relation to education in the Western Cape will be informed by the need to attain the learner achievement outcomes stated below. A diversified curriculum will be offered after primary school to ensure that learners are provided with appropriate opportunities to develop their skills and knowledge.

There is no quick fix when it comes to improving the quality of education provided by the Western Cape. It is only through a sustained, focused and systematic approach that we will achieve the stated targets.



4. Targets

POLICY PRIORITY	PERFORMANCE AREA	CURRENT PERFORMANCE LEVELS	TARGETS			
			2010	2012	2014	2019
Improved academic performance in literacy and numeracy in Grades 3, 6 & 9 by testing the full cohort	Literacy Grade 3	53.5%	55%	65%	75%	90%
	Numeracy Grade 3	35%	40%	50%	60%	80%
	Literacy Grade 6	44%	45%	55%	65%	90%
	Numeracy Grade 6	14%	15%	25%	50%	80%
	Literacy Grade 9	40%	45%	55%	65%	90%
	Numeracy Grade 9	35%	40%	45%	55%	80%
Improved National Senior Certificate	Matric pass rate	75.7%	80%	82%	84%	87%
	Matric pass numbers	34 577	36 000	39 000	43 000	50 000
	University admission rates	33.04%	34%	35%	37%	45%
	Exemption numbers	14 522	15 000	16 500	18 500	25 000
	Maths numbers	13 003	13 500	15 000	17 000	22 000
	Physical Science passes	9 690	10 000	11 500	13 500	16 000
Reduction in number of underperforming high schools	No of schools with <60% pass rate	74	55	20	0	0

increasing access to
safe and efficient
transport



increasing access to safe and efficient transport

1. Strategic objective

Transportation, both public and private, shapes and connects the built environment. Transportation must be functionally integrated with the built environment and it must be able to move people and goods safely.

The PGWC has identified increasing access to safe and efficient integrated transport as a strategic priority in order to achieve the goal of creating an opportunity society for all. Infrastructure for transportation remains the largest single investment in the Western Cape.

For the purposes of this strategic objective, all modes are considered, i.e. road, rail, aviation and maritime in respect of the movement of goods and people, as well as non-motorised transport.

Not all elements of the transport system are within the direct control of the provincial government. In fact, few are directly controlled by the Province, and thus the local and national spheres have a very large role to play in assisting the PGWC to achieve its vision.

The focus in the period from 2010 to 2014 will be on improving public transport services in both the urban and rural areas of the Western Cape; promoting the use of appropriate modes for the movement of freight; increasing investment in transport infrastructure and reducing maintenance backlogs; improving transport safety; and developing the required institutional capacity in the necessary sphere of government to deliver on the various transport mandates, while creating and strengthening partnerships with all crucial stakeholders and role-players.

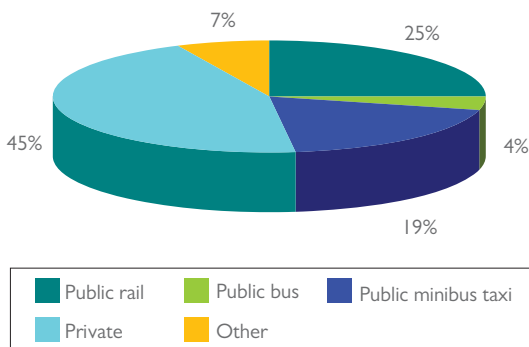


2. Problem statement

Important economic and social trends have shaped the face of transportation, namely:

- A significant shift from rail freight to road freight, due to a decline in rail service efficiency and challenges with intermodal changes associated with rail
- A growth in exports over the last decade, due to globalisation and political transformation in South Africa, which have opened new markets
- An increase from 5% to 20% in manufacturing exports
- Government's policy aimed at ensuring economic opportunity for all citizens, coupled with its policy to provide basic personal mobility for all, which has increased the demand for public transport.

Motorised transport model split for the City of Cape Town, 2005



Current transport inefficiencies have significant negative impacts on the economy, society and the environment:

- Congestion, particularly through increasing private car usage in Cape Town, causes a loss of millions of rands to the provincial economy.
- Congestion contributes over 50% of the atmospheric emissions in cities – the highest source of pollution.
- High accident rates involving pedestrians and high numbers of fatalities increase the burden on hospitals and on medical and social services and decrease economic productivity.
- The high cost of transport disempowers marginalised communities (both urban and rural) due to travelling distances and the lack of an adequate and integrated transport system.
- Safety and security problems deter people from using public and private transport.
- Limited access for persons with special needs to transport and the associated infrastructure further isolates already vulnerable individuals in communities.
- Increasing backlogs in maintenance of transport infrastructure hamper economic activity.
- The lack of formalised institutional arrangements to assist in coordination and delivery on an integrated transport mandate includes a fragmentation of functions relating to transport safety.



3. Plan to achieve outcomes

3.1 Alignment to national interventions

- Roads Infrastructure Strategic Framework of South Africa (RISFSA) – reclassification of the road network. The PGWC will ensure that roads in the Western Cape are appropriately classified in order to ensure that the network is designed and maintained in an integrated manner.
- National and regional rail plan. The PGWC will support the implementation of the national and regional rail plans in order to raise the profile of rail and improve passenger rail services in the Western Cape.
- National Land Transport Act, 2009. The PGWC will support the assignment of transport functions to the lowest competent sphere of government.
- Integrated Rapid Transport (IRT) system. Through supporting the City of Cape Town’s IRT rollout, the PGWC will phase the current subsidised public transport system into an integrated system where modes complement one another rather than compete with each other.

3.2 Focusing on provincial priority areas

- Rural transport. The PGWC will work with district and local municipalities to implement contracted public transport which, where appropriate, will link with freight transport in order to increase efficiencies.
- Rural passenger rail. The PGWC will explore investment in rural rail services in cooperation with the Passenger Rail Agency of South Africa in order to increase communities’ options for access and mobility.
- Promoting investment in public transport over private roads. The PGWC will provide the necessary business cases to national and local government to redirect funds from the construction of new roads which support private vehicle travel in the main, into the public transport system.
- Shift in freight from road to rail. In order to safeguard the province’s road network, the PGWC will advocate interventions which promote a shift in freight haulage from road to rail modes. This will be explored in partnership with Transnet, with a focus on linkages to Saldanha Bay, as well as Belcon in Bellville.



- Reducing fatalities on roads through, among other things, the Safely Home Programme. The PGWC will introduce new law enforcement technology on key stretches of the provincial road network to reduce the speed of motor vehicles. Continuous enforcement programmes will be implemented with all traffic law enforcement authorities.
- Improved and coordinated law enforcement programmes. Overloading control will be increased, vehicle emission testing will be undertaken to support sustainable resource management, impoundment facilities will be constructed throughout the Western Cape.

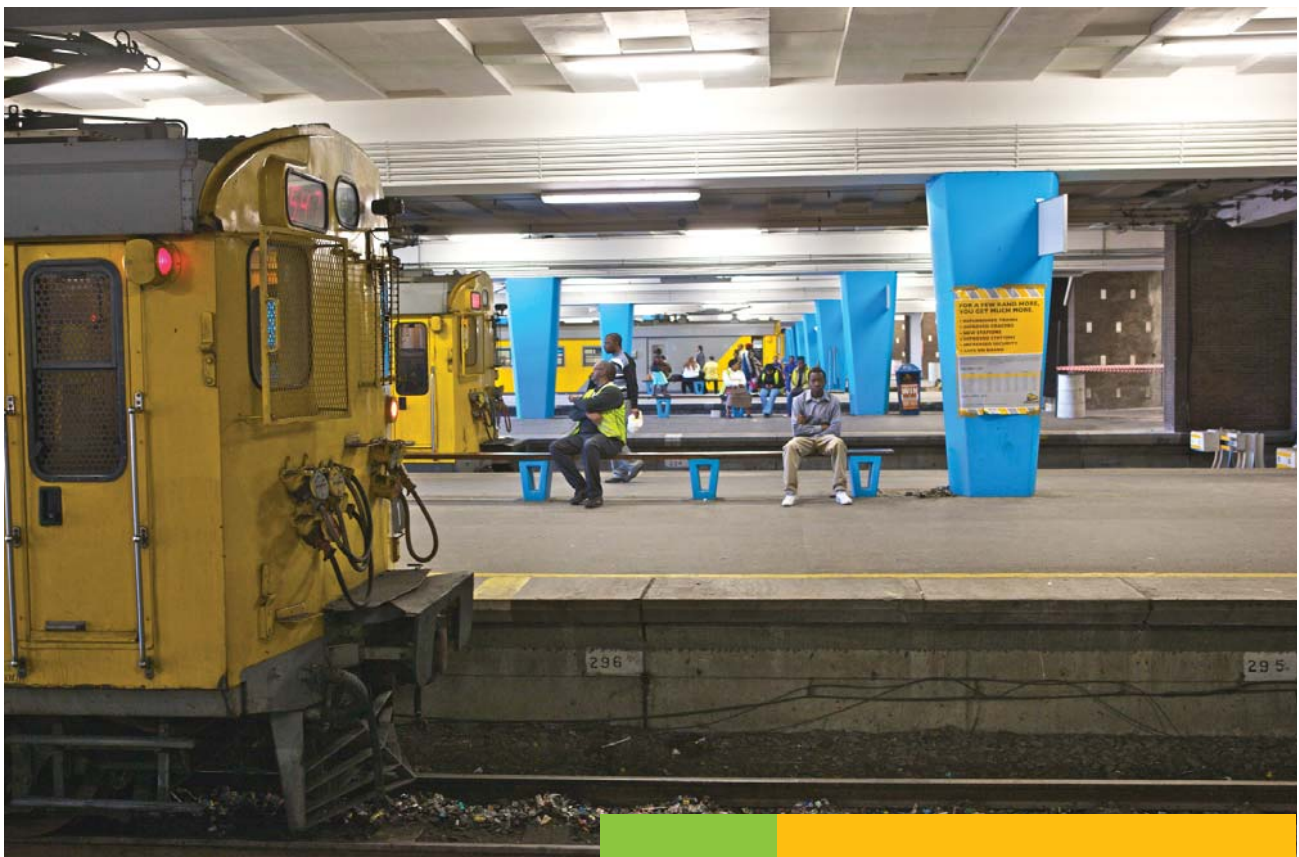
3.3 Ensuring alignment between municipal integrated transport plans and integrated development plans

- The ministers responsible for transport and development planning will together ensure that transport is duly considered in the relevant planning documentation insofar as it impacts on spatial integration, modal integration, sustainable resource management and use, safety, social cohesion, rural development, and economic and employment growth, prior to approval of the integrated transport plans and integrated development plans.

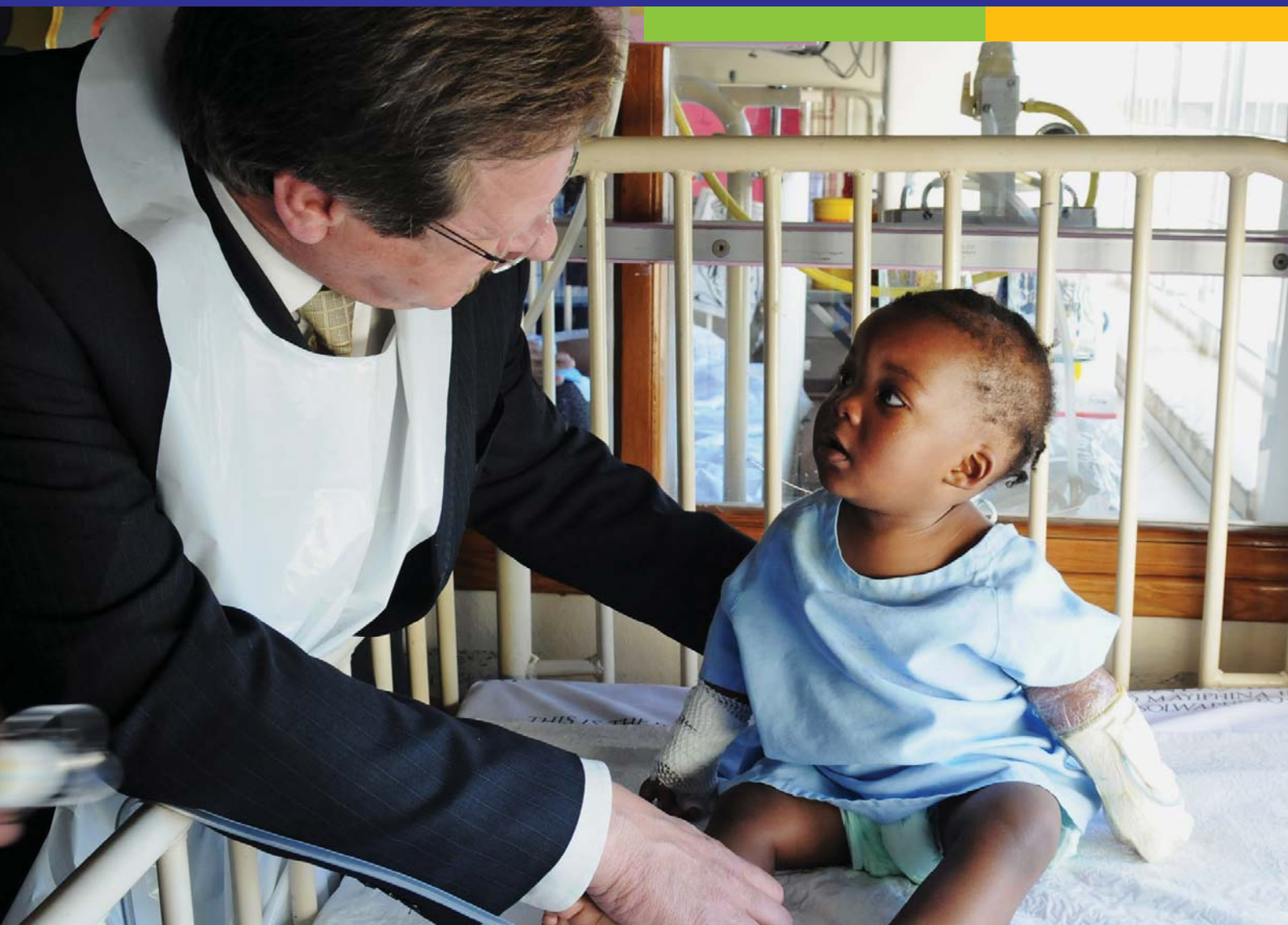
4. Targets

The main targets for increasing access to safe and efficient transport in the Western Cape are:

- Achieving a 13% modal shift from private to public transport by 2014 (meaning a 60:40 private:public transport split into the City of Cape Town CBD), through the promotion of improved rail transport; support to integrated transport networks including the provision of rapid trunk routes for existing public transport services; and formalising the minibus taxi industry
- Shifting contestable freight haulage from road to rail by 10% by 2014
- Reducing the number of fatalities on the Western Cape Roads by 50% by 2014
- Reducing transport infrastructure maintenance backlogs by 16% by 2014



increasing
wellness



increasing wellness

1. Strategic objective

The PGWC is committed to increasing the wellness of the people of the province. This will be achieved by addressing the factors that contribute to the burden of disease and by providing comprehensive quality health care services, from primary health care to highly specialised services.

The key indicators of wellness are:

- Life expectancy
- Maternal mortality
- Child mortality
- HIV incidence
- TB incidence
- Patient experience of the health service

The challenge for the public health service is to deliver excellent, value-for-money care that results in the prevention of disease, a successful return to health and wellness, or the successful management of illness.

The Western Cape Department of Health cannot be solely responsible for increasing wellness. Indeed, even collaborative action across all of government is not enough. What is needed is a whole-of-society approach that mobilises the resources, knowledge, creativity and concern of all role-players – including all three spheres of government, civil society, business and individual citizens.



2. Problem statement

Ill health has two components. The first concerns the “upstream causes” of ill health. These drive what is known as “the burden of disease”. The second concerns the quality of care provided by the public health service and how efficiently it is provided; in other words, the quality, efficiency and effectiveness of the state’s response to managing the burden of disease.

2.1 The burden of disease

Understanding the nature and causes of mortality and morbidity (the “burden of disease”) underpins our strategy to increase wellness in the Western Cape.

The burden of disease in the Western Cape primarily consists of:

HIV/Aids

In 2008, HIV prevalence amongst 15–49-year-old antenatal women in the Western Cape was 16.1% (the national average was 29%.) There was a steady increase in prevalence between 1990 and 2008. There are significant variations in prevalence within the province.

Apart from mother-to-child transmission, the risk of acquiring HIV primarily involves unsafe sex. The more sexual partners a person has at any one time, the higher that person’s chances are of being infected with HIV. Other contributing causes to HIV infection include poor levels of education, coercive sex and transactional sex. HIV spreads faster in communities with high levels of poverty, unemployment and overcrowding.

Tuberculosis

The biggest risk factor for tuberculosis is concurrent HIV infection. TB is described as a social disease as it is closely linked to poverty, unemployment and overcrowding.

The Western Cape’s incidence of TB is 909 cases per 100 000. This gives the Western Cape the second highest incidence of TB in South Africa after KwaZulu-Natal. We are, however, making significant progress in addressing the epidemic through the implementation of the Enhanced TB Response Strategy. The programme achieved a new smear-positive TB cure rate of 79.4% last year – the highest TB cure rate in South Africa. The TB defaulter rate has decreased slowly over the past few years with the implementation of various interventions and now stands at 8.2%. More effort will be required to reach the national and global 2011 target of a defaulter rate of below 5%, and various partners, as

well as the community-based services, are working towards achieving that goal. Reducing the defaulter rate not only reduces the size of the infectious pool in the community but prevents the generation of drug-resistant TB, which requires longer stays in hospital, is much more costly to treat, and has a very poor prognosis.

Injuries

The injury burden, which includes intentional injuries such as homicide and suicides, and unintentional injuries, such as road traffic injuries and fire-related injury, accounts for approximately 23.9% of the burden of disease in the province. In comparison to the rest of the world, violence is a particular problem in the Western Cape, where the injury-related mortality rate for men is ten times the global average, while for women it is seven times that average. Substance abuse, particularly alcohol abuse, is one of the most important drivers of the burden of disease in the Western Cape as it fuels both violence and road traffic injuries.

Non-communicable diseases

Non-communicable diseases consist mainly of cardiovascular diseases, cancers, respiratory diseases and diabetes. Diabetes mortality rates are very high in the Western Cape in comparison to developed countries.



Cardiovascular disease includes high blood pressure, heart attacks and strokes. The causes of cardiovascular disease, while partly genetic, are primarily environmental factors, specifically an unhealthy lifestyle. The most important risk factors are a lack of regular physical exercise, long-term use of tobacco products and the consumption of an unhealthy diet characterised by a high intake of fat, salt and sugar, and a low intake of fibre, fruit and vegetables. An unhealthy lifestyle may lead to obesity, hypertension and diabetes.

Compared with the rest of the country, non-communicable or chronic diseases account for a much larger proportion of deaths in the Western Cape (58%) than nationally (38%) and are the third leading cause of premature years of life lost in the province. The Western Cape has the highest prevalence of smoking of all provinces – 44.7% of men and 27% of women are smokers.

Mental illness

The abuse of substances, especially drugs such as tik, has reached epidemic proportions and makes the burden of mental ill health on the public health service much worse.

Childhood illnesses

Childhood illnesses include malnutrition, diarrhoeal diseases, respiratory illnesses and perinatal/neonatal conditions. Acutely ill children often present with co-morbidity that involves multiple conditions. This makes their illness more severe and they often have to be admitted to hospitals.

Diarrhoeal disease is a seasonal phenomenon which peaks between February and May each year. It creates enormous pressure on the health services. The critical causative “upstream” factor is a lack of clean water and sanitation in informal settlements.

2.2 Quality of health care

While the Western Cape Department of Health prides itself on being one of the better performing departments in the country, the health services operate under immense pressure on a daily basis. Symptoms of this include the high bed occupancies in our hospitals, the frequent need to divert ambulances between hospitals, an inability to secure intensive care beds for critically ill patients on time, the long waiting times at our clinics and the long waiting lists for surgical procedures.



While the Department continues to strive for efficiencies on a daily basis, commits to operating within its budget allocation and delivers a service in line with the legal auditable requirements, the need to expand and strengthen the health service platform with the increasing burden described above must be recognised.

Given this, the key challenges faced by the Department of Health are:

- Quality of care
- Measuring health outcomes and structuring the service effectively to address them
- Limited funding
- Cost control
- The need for additional infrastructure
- The recruitment, development and retention of health care workers
- The need for improved information management systems to support strategy and operations
- The need to acquire modern technology (medical equipment and ICT systems) to achieve strategic objectives

3. Plan to achieve outcomes

3.1 Healthcare 2020

The Department of Health provides a comprehensive package of health services, including the promotion of health, prevention of disease, curative care and rehabilitation, and training and education, delivered across all levels of care. In order to deliver on its mandate, the Department will develop a compelling vision for 2020 and an effective strategy to deliver on that vision by 1 August 2011.

The following key elements of the strategy to deliver on Healthcare 2020 have been identified:

- **Patient-centredness:** The quality of care, with a focus on patient experience, will lie at the heart of Healthcare 2020. This means that excellence in the clinical quality of care and the need for superior patient experience must inform every effort and endeavour of the public health sector in the Western Cape.
- **A move towards an outcomes-based approach:** The department will gear itself to focus on improving the health outcomes of patients and the broader population. This will include improving life expectancy and reducing maternal and child mortality. Targets will be guided by the Millennium

Development Goals. A strong culture and system of monitoring and evaluation will be embedded at all levels of the organisation to ensure we deliver on these targets.

- **The retention of a primary health care philosophy:** The PHC philosophy means providing a comprehensive service that includes preventive, promotive, curative and rehabilitative care. The primary care services are points of first contact for the patient. These services are supported and strengthened by all levels of care including acute and specialised referral hospitals and an efficient patient transport service.
- **Strengthening the district health services model:** The DHS model gives a district manager and his or her team responsibility for achieving the health outcomes targeted for a specific geographical area. All health services (public and private) provided within the area are coordinated by the district health management team. The district manager is accountable and also plays a stewardship role in securing and accessing the support of other levels of the service.

The Department has begun to take early steps in this direction over the recent years. Health is delivered within well defined subdistrict and district boundaries in the province. PHC services and provincially aided district hospitals in the rural districts have been provincialised. This means that all public sector health services in the rural districts are provided by a single authority – the provincial government. District management structures and offices have been created. This consolidation will result in better coordination and improved efficiencies. The district model must be further strengthened to ensure the health outcomes necessary for delivery on Healthcare 2020.



- **Building strategic partnerships:** Neither the Western Cape Department of Health nor the government as a whole can achieve increased wellness working alone. It is therefore essential that the provincial government seeks out and builds creative partnerships with actors in the private sector, in civil society, in other spheres of government and internationally. This approach is also consistent with the government's vision of an open opportunity society for all in the Western Cape.

3.2 Immediate action

The Department of Health will not stop improving its service while developing a 2020 vision and strategy. The immediate strategic goals are to:

- Manage the burden of disease (which includes improving quality of care)
- Ensure a sustainable income for the public health service
- Develop and maintain a capacitated workforce
- Ensure strategic management capacity
- Provide and maintain appropriate health technology and infrastructure

Key service delivery priorities include:

- Focusing on quality of care initiatives
- Commissioning the Khayelitsha District Hospital, scheduled for completion in January 2012
- Commissioning the Mitchells Plain District Hospital, scheduled for completion in October 2012
- Implementing a saving-mothers-and-children plan
- Implementing the integrated TB/HIV plan contained in the provincial HCT strategy
- Rolling out key community-based prevention strategies with relevant stakeholders
- Strengthening general specialist service and training

3.3 Premier's summit on reducing the burden of disease

During the course of 2011 the Premier will host a summit on reducing the burden of disease. The purpose of the summit will be (1) to review the latest available data on the burden of disease, (2) to review the overall response to the burden of disease by all levels of government and by role-players outside of government in the private sector and civil society, and (3) to identify an action agenda for implementation

designed to advance the collective effort of all role-players to reduce the burden of disease.

3.4 Decreasing the incidence of infectious diseases (HIV and TB)

In order to address the greatest contributor to the burden of disease in the Western Cape, the government has endorsed a provincial HIV counselling and testing plan. It contains the following targets for 2010/11 (to be adjusted annually):

- Test 1.2 million people for HIV.
- Provide anti-retroviral therapy (ART) to 31 000 new clients.
- Keep 96 000 HIV patients in care.
- Screen 1.1 million patients for TB.
- Distribute 122 million male condoms and 1 million female condoms.

These steps will be supplemented by ongoing campaigns to encourage the practice of safe sex and provide information about TB.

The HCT campaign uses the same opportunity to screen for diabetes and high blood pressure. This is a partnership between all role-players, including the private sector, and requires the mobilisation of communities.

The socio-economic contributory factors – like poverty, unemployment, housing and education – that underlie TB, HIV and many other diseases are addressed through other provincial government strategic objectives.

3.5 Decreasing the incidence of injury

There are two primary drivers of the burden injury places on the health system: road accidents and violence relating to substance abuse, especially the abuse of alcohol.

To address these, two main strategies are being developed and implemented: first, a strategy to increase road safety with the aim of halving fatalities caused by road accidents; second, a strategy to reduce the incidence and harmful effects of substance abuse, including alcohol abuse.

3.6 Decreasing the incidence of non-communicable diseases

The primary cause of non-communicable diseases is unhealthy lifestyles, and in particular, (1) the excessive

consumption of salt, unhealthy fats and sugar, (2) a lack of adequate exercise and (3) the long-term use of tobacco products.

In order to impact on lifestyles, a task team appointed by the Premier and including role-players from outside of government will investigate the creation of a Western Cape healthy lifestyles campaign, drawing on successful and well-documented examples of such campaigns elsewhere in the world.

3.7 Decreasing the incidence of childhood illness

The underlying driver of childhood illness and mortality is poverty and its consequences: unhealthy environments, inadequate access to quality health care and low levels of female education, particularly in respect of childhood health needs.

To address these, the PGWC will target both the environment and the health care response to the problem. Interventions include:

- An integrated human settlements strategy (Strategic Objective 6) designed to maximise the number of citizens with access to basic services, in particular clean water, sanitation, refuse removal and electricity
- A key element of this strategy is the shift of resources from building top structures to providing properly serviced sites. The target is to provide a total of 143 000 new housing opportunities (all of which include access to sufficient basic services) between 2010 and 2015.
- The accelerated rollout of the Department of Health's immunisation programme
 - The accelerated rollout of the Department of Health's programme to prevent the transmission of HIV from mothers to their children
 - On-going implementation of the Department of Health's strategy to prevent deaths caused by diarrhoeal dehydration

4. Targets

	BASELINE ESTIMATE	TARGET 2014
Maternal mortality ratio [MMR]		
Western Cape	98/ 100 000 live births : 2004	90/ 100 000 live births
South Africa	140–160/ 100 000 live births	100 or less/ 100 000 live births
Child mortality rate [under 5 years old mortality]		
Western Cape	38.8/ 1 000 live births [2007]	30 per 1 000 live births
South Africa	69 deaths per 1 000 live births	45 deaths or less per 1 000 live births
TB cure rate		
Western Cape	79.4% in 2009/10	80% is the target for 2012/13
South Africa	65%	85%
HIV and AIDS: Decrease the HIV prevalence in the age group 15–24 years to 8% in 2015		
Western Cape	15% in 2004	8%

increasing
safety



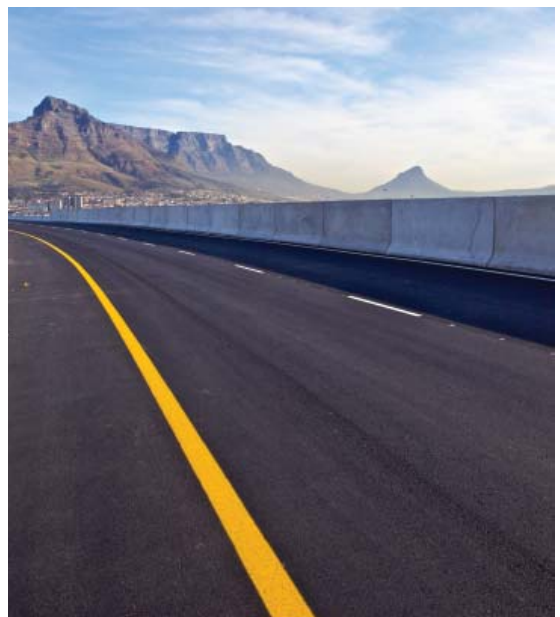
increasing safety

1. Strategic objective

The PGWC wants to make every community in the province a safe place in which to live, work, learn, relax and move about.

The PGWC will achieve this objective by radically broadening the way we think about and manage safety. In the past, the major focus of security policy has been on *reacting* to crime, or the potential for crime, by enforcing the law through state institutions. Policymakers in all spheres of government have recognised the limitations of this “law enforcement model”. They have taken important steps to place greater emphasis on *preventing* crime, for example through increased visible policing, urban upgrade, and encouraging an active role for civil society formations such as neighbourhood watches.

Building on these steps, but going further, the PGWC’s safety strategy over the next decade will be based on a whole-of-society model. Although the PGWC will continue to do all in its power to increase the effectiveness of the South African Police Service (SAPS) and other law enforcement agencies, its broader strategy will be aimed at “making safety everyone’s responsibility”. This strategy will mobilise the resources, knowledge, creativity and concern of all role-players – including all spheres of government, civil society, business, and individual citizens – to build safe communities on a partnership basis.



To achieve this outcome, the PGWC will take a leading role in designing and implementing the institutions and approaches needed to create and sustain effective security partnerships. This design work will build on examples of the most successful existing institutions and approaches in South Africa and internationally.

The main focus of the strategy, and of the network of safety partnerships, will be on creating safe environments and communities in which crime is less likely to happen in the first place. This is very much what communities in many parts of South Africa achieved during the 2010 FIFA World Cup.

There are three “horizons” along which this strategy will operate (Figure 7):

- Removing opportunities to commit crime
- Decreasing the motivation of offenders to commit crime
- Removing the longer-term root causes of crime

Removing opportunities to commit crime, for example by improving street lighting, creating attractive public spaces and introducing effective surveillance, is generally the quickest and simplest way to increase safety and is the logical initial focus area for many community safety initiatives. Longer-term, often more complex interventions are required at

both a local and a provincial level to tackle the next two horizons. The strategy gives effect to the PGWC’s vision of creating an open opportunity society for all in the Western Cape. It recognises that the state must provide the necessary institutions and infrastructure to uphold the law and deliver basic services, but understands that a successful society depends on active citizens constantly striving and coming up with new ideas to improve their lives – including their safety and that of their communities. The PGWC recognises that its role is to enable such citizen action to flourish – not to dictate or control it.

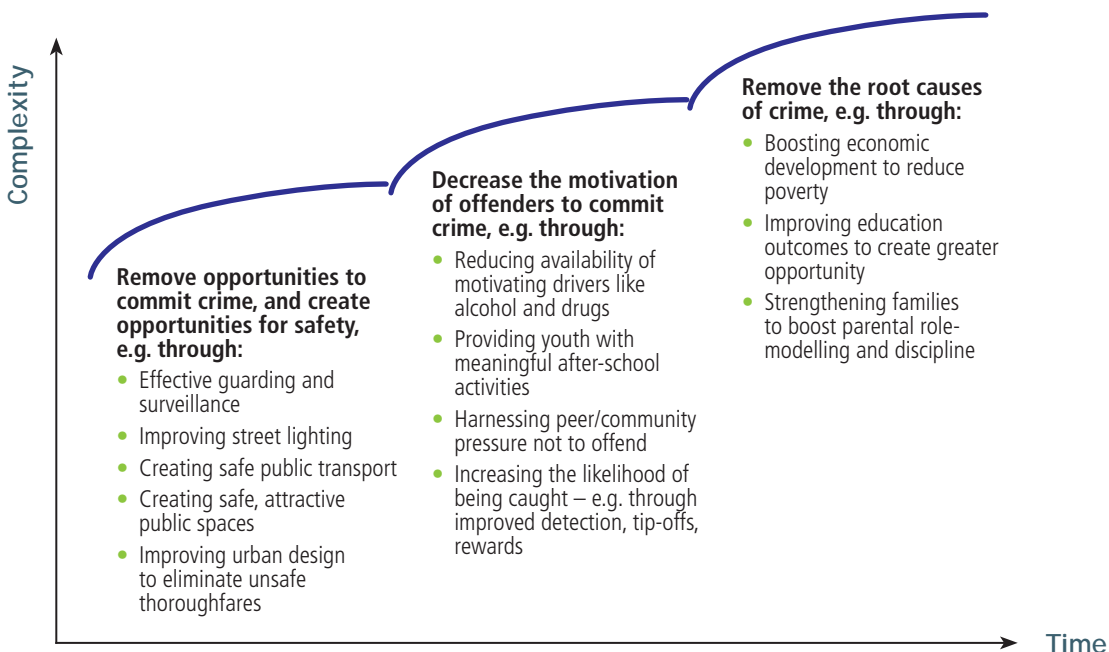
The PGWC’s new, broader safety strategy will encompass the three historic policy priorities of the Department of Community Safety:

- Security services for the PGWC’s assets, personnel and visitors
- Civilian oversight of the SAPS and other law enforcement agencies
- Road safety (including traffic law enforcement)

In the 2011/12 financial year, these areas will continue to be the main focus of the Department, and the PGWC will drive important advances in all three of them.

Also in 2011/12, however, a major investigation and design effort will be undertaken to implement the broader safety strategy outlined above. This effort will

Figure 7: The strategy focuses on increasing safety, along three time horizons



include workstreams to realign and strengthen each of the three existing focus areas, as well as a workstream on a fourth focus area: designing institutions and approaches for security partnerships. From 2012/13 onwards, wide-scale implementation of the new strategy will get under-way across all four of these focus areas in a fully integrated way.

2. Problem statement

South Africa's crime and insecurity problem is well documented: we have one of the world's highest murder rates, but one of the lowest conviction rates. A recent survey in the Cape Town metropolitan area highlighted the extent of the problem within the Western Cape:¹

- 94% of respondents said crime was a big or very big problem in South Africa.
- 62% said crime was a big or very big problem in the area where they lived.
- 59% said their neighbourhood had become less safe over the past year.
- 37% reported that they or a member of their household had been a victim of crime over the past year.

There is a great deal of evidence that security provides the foundation for urban regeneration, economic development, education and much else – and that current, unacceptably high levels of insecurity eat away at this foundation.

South Africa's insecurity problem cannot be attributed to insufficient resources. There is one police officer for every 316 people in South Africa, compared to one officer per 500 people in Denmark, for example, and one per 1040 in India² – societies with much lower levels of crime than ours. Even greater resources, some R50bn a year, are spent on private security. Rather, our problem is that we do a poor job of channelling these resources effectively into doing things that really help to increase safety – like removing opportunities to commit crime, decreasing the motivation of offenders to commit crime and removing the longer-term root causes of crime.

Security policy in South Africa has historically been highly centralised, resulting in one-size-fits-all solutions, a lack of responsiveness to citizens' needs

and considerable inefficiency. Indeed, the SAPS is the world's largest centralised police force. One consequence of this centralisation is that South Africa's current security approaches rely heavily on the law enforcement model, which has some key limitations:

- Its definition of – and strategies for – crime prevention are too narrow.
- It does not draw sufficiently on the capacities, knowledge and resources of non-state actors.
- It does not pay enough attention to the longer-term root causes of crime, such as poverty and inequality, unemployment, social disintegration and poor education.
- It reinforces the crime cycle with its focus on sending offenders to prison, because incarceration fuels crime.

3. Plan to achieve outcomes

Phases for achieving the outcomes described above will be as follows:

- **2011/12 – “Design year”.** New approaches will be designed to embed a whole-of-society approach to safety for each of the existing focus areas and the new focus area of creating effective security partnerships. Pre-design may begin in the remainder of 2010/11.
- **2012/13 – “Pilot year”.** The new approaches and institutions will be piloted in selected communities and PGWC sites. The PGWC will document what it learns. The impact of the whole-of-society model will be carefully evaluated through regular safety audits in the pilot communities and facilities.
- **2013/14 – “Learnings and rollout year”.** The learnings will be applied and new approaches and institutions implemented much more broadly across communities and PGWC departments. Again, the impact of the whole-of-society model will be systematically evaluated across the areas where it is rolled out.

By the end of 2013/14, the strategy will deliver tangible improvements in measured safety and crime levels across many communities in the Western Cape. The successes and lessons of the 2011–2014

¹ Institute for Liberal Democracy, survey of 1,212 adult Capetonians, February–March 2010.

² www.bit.ly/8YReTf.

period will attract the demand, resources and citizen mobilisation required to put in place a whole-of-society approach to security right across the province by 2019. As a result, the Western Cape in 2019 could be one of the safest places in the world.

In 2011/2012 (with pre-work beginning in the remainder of 2010/11), workgroups will be put in place to conduct thorough investigations and undertake detailed design work to give effect to the PGWC's strategy, for each of its four safety focus areas:

1. Designing and establishing the institutions and approaches required to "make safety everyone's responsibility"

The strategy of "making safety everyone's responsibility" will require new institutions and approaches to be established. For example, a public-private Western Cape security partnership might be launched, with a mandate and budget to identify, mobilise and integrate the resources, knowledge and capacities of government, the private sector and civil society to create safe communities. In turn, such a partnership would help mobilise a network of effective regional and local safety partnerships – also with clear mandates and safety budgets – potentially building on the existing network of improvement districts, neighbourhood watches and other initiatives. In doing so, the partnership would not only share knowledge and capability, but could offer a range of financial and other incentives to effective community safety partnerships.

During 2011/12, a dedicated team of PGWC officials and external experts will be appointed to investigate the design and establishment of these new institutions. The team will be required to propose in detail:

- The legal nature, structure, composition, organisation and governance of the proposed new institution(s), including identifying existing institutions that could serve as potential models
- The objectives and mandate of the institution(s)
- The issues and opportunities affecting safety in the Western Cape that the institution(s) should address as priorities
- The major thrusts of activity of the institution(s), including research/analytical activities, communication, capacity building/training, and funding and incentivising the safety initiatives of other organisations
- How the institution(s) will align and coordinate with the government's mandates of security services for its own assets and people, civilian oversight and road safety
- A performance management approach to ensure that any such institution delivers on its objectives, including how progress against those objectives will be measured
- Enabling legislation required for the establishment and functioning of the institution(s)
- Budgets and funding sources of the institution(s)



2. Optimising security services for the government's assets, personnel and visitors

This workstream will investigate how best to focus PGWC resources, facilities and staff (across all departments) on increasing safety, both within and around PGWC property. Based on this investigation, and giving effect to the whole-of-society safety model discussed above, the workstream will design an approach that:

- Coordinates and optimises all direct security spend by the PGWC (including the security budgets of individual departments) to maximise safety and minimise opportunities for crime within all PGWC properties and activities
- Drives a coordinated, targeted approach by all PGWC departments and entities to play an effective part in maximising safety and minimising opportunities for crime in their surrounding neighbourhoods and communities
- Drives a coordinated, targeted approach by all relevant PGWC departments and entities to contributing to demotivating offenders and addressing the root causes of crime

3. Optimising civilian oversight

Building on existing work in this focus area, this workgroup will investigate how best the PGWC can use its legislative powers to monitor and exercise oversight over SAPS and other state law enforcement agencies, in a way that aligns with the whole-of-society approach to safety. Work on this is already well under way and will be driven to completion in 2011.

4. Optimising road safety

Building on existing work to improve road safety, this workgroup will consider how best to bring the resources and skills of the whole of society into the objective of increasing road safety, and will consider how best to integrate the Western Cape's road safety resources – including all municipalities – into a broad province-wide road safety strategy.

developing integrated and sustainable human settlements



developing integrated and sustainable human settlements

1. Strategic objective

The PGWC's vision of an open opportunity society for all includes the development of integrated and sustainable human settlements with access to social and economic opportunities for all the province's citizens. The PGWC aims to accelerate the provision of housing opportunities, including prioritising the on-site upgrading of informal settlements and the provision of serviced sites, in order to assist greater numbers of people and help more of those who are most in need – with limited or no access to basic services.

Both government and citizens play a crucial role in an opportunity society. If the human settlements we build are to be sustainable, then housing beneficiaries must take personal responsibility for their role. A key objective of the PGWC is to promote a sense of ownership among housing beneficiaries and to increase awareness and acceptance of their rights and responsibilities.

The PGWC faces a number of constraints in the provision of housing opportunities. These include limited finance and a shortage of well-located land. This means that the selection of housing beneficiaries must not only be fair, but also seen to be fair, and, that we must make optimal use of the available resources to maximise the value we extract from every rand spent and every hectare developed.

We also have a responsibility to use our natural resources as efficiently as possible by building sustainably. This means mitigating both our impact on climate change and the effect of extreme weather conditions (e.g. flooding) on our communities.

At state level, the PGWC is only one role-player in human settlement development. Local governments are the primary implementers of human settlement development. The national government, too, influences what can be achieved through the funding it allocates to human settlements and bulk infrastructure in the Western Cape, as well as the policies it prescribes in terms of which that funding can be spent. We need a coordinated approach across all three spheres of government to integrated development planning and, in particular, human settlement planning.

Planning also requires coordination across numerous national and provincial departments and state-owned entities to ensure easy access to amenities such as schools, clinics, libraries and sporting facilities, as well as economic opportunities.



Given the state's constraints, the private sector also has a role to play in accelerating the provision of housing opportunities, through the financing and development of private rental stock and employee assistance schemes, among other initiatives. We need to build relationships with private sector stakeholders to encourage this investment and involvement.

It is the PGWC's intention to achieve the following three outcomes in order to realise its vision of sustainable and integrated human settlements:

1. Accelerated delivery of housing opportunities
2. A sense of ownership, rights and responsibilities amongst beneficiaries, owners and tenants
3. Optimal and sustainable use of resources

The main indicators for measuring the progress made in achieving these goals include:

1. Increasing the number of households assisted with unrestricted access to basic services and security of tenure by 2014 (by influencing municipalities to prioritise the provision of

serviced sites and the upgrading of existing informal settlements over building houses in their human settlement plans)

2. Locating new human settlement developments closer to major transport nodes and corridors, economic opportunities and social amenities
3. Increasing the densities of new human settlement developments in land-scarce municipalities
4. Increasing the development of housing in the gap market by developing partnerships with the private sector and encouraging greater investment in social housing projects and integrated housing and mixed used developments¹
5. Influencing municipalities and developers to explore and make greater use of alternative, energy-efficient materials, methods, technologies, layouts and topographies in order to reduce the carbon footprint of new housing developments

2. Problem statement

There are several key constraints to housing delivery in the Western Cape:

- Demand is greater than supply. At current rates of delivery – combined with household growth fuelled in large part by in-migration from other provinces and urbanisation – the number of households with inadequate shelter is likely to nearly double, from between 400 000 and 500 000 currently to



¹ An integrated housing development is one in which a private developer services a broad range of the housing market, including the gap market (household income of R3500 to R12 800).

over 800 000 over the next 30 years. This means that we will not be able to meet the Millennium Development Goals with respect to access to basic services over the next five years.

- Well-located land is in short supply, and new housing developments are often located close to the urban edge, far away from economic opportunities and social amenities, with inadequate integration into towns and cities. This results in urban sprawl and fuels social problems associated with skewed apartheid spatial planning. Once land is secured, the statutory requirements to gain planning approval to develop human settlements on that land are long and complex.
- Accelerating the provision of basic services puts added pressure on municipal bulk infrastructure.
- There is currently a gap in the property market, with numerous families whose household income exceeds the upper limit for subsidised housing, but is not high enough to access mortgage finance from the private sector (R3500–R9000).
- A number of beneficiaries rent out or even sell their state-funded houses, generally informally and at a fraction of the value of the asset, and move back into shacks in informal settlements. This situation is further complicated by the backlog in transferring title deeds to beneficiaries.
- Collection rates of rentals from tenants in state-subsidised rental units are low – for example, the City of Cape Town has a collection rate of 36% for its community rental units. There is also a lack of commitment among many home owners and tenants to maintain their homes.
- The greatest source of dissatisfaction with government’s delivery of housing opportunities

is the perception of being left behind – that some people are benefiting at the expense of others. This is partly a result of the fact that we can only afford to house about 16 000 families under the existing delivery model. The perception is reinforced by a beneficiary selection process that is sometimes inconsistent and difficult to understand, and which varies from municipality to municipality, as do the quality, integrity and accuracy of the housing demand data.

- The development of integrated human settlements is currently hampered by inadequate coordination between the different spheres of government and among provincial government departments, especially when it comes to aligning bulk infrastructure spending and plans for the provision of amenities such as schools, clinics, libraries and other community facilities.

3. Plan to achieve outcomes

3.1 Accelerated delivery of housing opportunities

With the current approach and available funding, we can only assist about 16 000 households per annum with a house on a serviced site, while the province’s backlog is approaching 500 000 households. We must increase the number of families we assist to enhance their living conditions every year by increasing the provision of serviced sites – through both on-site upgrading of informal settlements and the development of serviced sites on green fields projects.

To this end, we aim to increase the provision of serviced sites from the target of 18 000 this year to 31 000 in 2014/15.



To do this, we must remove one of the major constraints to human settlement development, namely the delivery of bulk infrastructure such as sewerage plants, power stations and water treatment works. Forging strong partnerships with national government and municipalities is therefore a critical component of the plan. So too is procuring additional professional capacity to support municipalities in the planning and packaging of projects for approval. We will also work with the Housing Development Agency to free up well-located, but under-utilised, state land for housing.

This outcome is also supported by the PGWC's programme to ensure a fair allocation of housing opportunities through improved housing demand data collection and management, as well as universal application by municipalities of an objective, transparent and well-communicated housing allocation policy.

To support both Outcome 1 and Outcome 3, we will introduce a more coordinated approach to human settlement planning. Initiatives include assisting high potential municipalities to become accredited, strengthening support to municipalities to produce credible human settlement plans and establishing an interdepartmental planning forum in the province.

3.2 A sense of ownership, rights and responsibilities amongst beneficiaries, owners and tenants

Housing beneficiaries cannot simply be passive recipients of state assistance who then sell their houses and move back to informal settlements, or fail to maintain their houses or pay for services.

Key to achieving this outcome is the active involvement of beneficiaries in the design and building of their neighbourhoods and homes.

We will address legislative, policy, institutional and resource weaknesses in overseeing the development of houses under the self-help People's Housing Process programme. We will then increase the proportion of state-funded houses built under this programme, from a target of 25% this year, to 50% in 2014/15.

We will also work with municipalities to improve stakeholder engagement at project level and expand our consumer education programme for municipalities, as well as undertaking our own community outreach initiatives, to make beneficiaries aware of their rights and responsibilities – both as home owners and as tenants. In addition, we will promote security of tenure through more efficient transfer of properties, and embark on a sustained drive to eliminate the title deeds backlog.

3.3 Optimal and sustainable use of resources

This outcome is closely aligned to Strategic Objective 7: Mainstreaming Sustainability and Optimising Resource-Use Efficiency. The PGWC will encourage sustainable resource use by exploring and encouraging the use of alternative technologies, designs, layouts and topography to achieve the most energy-efficient, water-wise and cost-effective development. We will work with other spheres of government and non-governmental organisations to fund and provide green technologies such as solar water heaters, grey water recycling, and solar and energy-efficient lighting to past and current low-cost human settlement projects.



To this end, we intend to increase the percentage of new projects meeting our integration and sustainability criteria from 40% this year to 90% in 2014/15, as well as increase the proportion of units incorporating one or more of the above-mentioned resource-use efficiency methods from a conservative 10% this year to 40% by 2014/15.

We will also develop clear guidelines to increase densities of new human settlement developments in land-scarce municipalities, and particularly on well-located land within such municipalities.

As such, we intend to increase the mean gross density of new human settlement projects in land-scarce municipalities from 35 units/ha this year to 50 units/ha by 2013/14.

We will seek to partner with the private sector, the national Department of Human Settlements and the Treasury to close the gap in the property market. We will encourage the development of integrated housing and mixed use developments by making well-located land available for such developments. In addition, we will seek to raise non-state funding to increase the supply of rental stock to service this market through partnerships with social housing institutions and private developers.

4. Targets

POLICY PRIORITY AREA	PERFORMANCE INDICATOR	TARGETS				
		2010/11	2011/12	2012/13	2013/14	2014/15
Accelerated delivery of housing opportunities	No. of serviced sites provided p.a.	18 000	26 000	30 000	30 000	31 000
	Percentage reduction of title deeds backlog	0	15%	25%	30%	30%
Optimal use of resources	Mean gross density of new human settlement developments in land-scarce municipalities	35 u/ha	40 u/ha	45 u/ha	50 u/ha	50 u/ha
	% of new projects that meet the integration and sustainability criteria	40%	50%	70%	80%	90%
	Percentage of units built using energy efficient method/ materials	10 %	15 %	25 %	30 %	40%
Inculcating a sense of ownership	Provincial government rental collection rate	15 %	17 %	25 %	40 %	45%
	Proportion of houses built under self-help People's Housing Process programme	25 %	35 %	40 %	45 %	50%
Fair allocation of housing opportunities	No. of municipalities with an accurate, up-to-date housing demand database that is synchronised with central Housing Subsidy System	0	5	15	20	25
	No. of municipalities which comply with standardised selection criteria and process	0	5	15	20	25
Coordinated approach to human settlement development	No. of municipalities with credible human settlement plans	9	12	15	20	25
	No. of municipalities with level 1 accreditation	1	0	3	0	2
	No. of municipalities with level 2 accreditation	1	0	1	0	2
	No. of municipalities with level 3 accreditation	0	0	1	0	1

mainstreaming
sustainability and optimising
resource-use efficiency



mainstreaming sustainability and optimising resource-use efficiency



1. Strategic objective

The PGWC must include sustainability and resource-use efficiency in all the activities of all the provincial departments. Sustainability requires a different approach because it is not just about “doing things right” but also about “doing the right things”.

Climate change is one of the biggest challenges facing communities locally and internationally. Its effect on the province’s natural resources, namely land, water, air, soil and biodiversity, as well as ecosystem goods and services, will have a major impact on vulnerable economic sectors such as agriculture and communities (especially the poor communities) within the province.

2. Problem statement

The rapid development of the Western Cape is leading to widespread environmental degradation, biodiversity loss and a decrease in agricultural production. This is made worse by general water, energy, pollution and waste, and transport and other resource-use inefficiencies. All of these factors have a negative impact on economic and social conditions.

Particular problem areas include:

1. **Climate change mitigation:** About 95% of the energy use in the province is generated by the burning of fossil fuels (coal and oil). This situation is totally unsustainable in the medium to long term due to the fact that fossil fuels are non-renewable resources.
2. **Water management:** Already scarce water supplies are further strained by climate change (drying conditions), the negative impact of extreme weather on agricultural production and population growth.
3. **Pollution and waste management:** The province is faced with a high level of waste and air, land and water pollution because of an increase in the demand for, and production of, goods. This situation is made worse by overfilled landfills and inappropriate management of waste, as well as lack of available land, long licence approval time-frames and increased waste transport costs.
4. **Biodiversity management:** The biodiversity resources of the province are under threat due to the fast pace of urban and agricultural development as well as climate change.
5. **Land-use management and agriculture:** Threats to the land, water and air could cause food shortages, more people moving to towns and higher unemployment, for example.
6. **Built environment:** The built environment in the province is disadvantaged by poor land-use development and management practices as well as a legal framework that is not up to date.



3. Plan to achieve outcomes

The key programmes for each of the six key policy priorities which we will implement are:

3.1 Climate change mitigation

Energy efficiency programme

Key measures include promotion of energy efficiency in households, commerce, industry and all provincial offices, hospitals and schools; a green building programme and a green low-cost housing programme to increase the chances of the poor against climate change impacts.

Renewable energy production programme

Key elements of a renewable energy programme include: development of a wind energy sector and energy production from alternative sources as well as net metering supported by a small-scale feed-in tariff to encourage small-scale renewable energy production.

Air quality programme and climate change

The province needs to develop an integrated air quality management system, provincial and municipal air quality management plans and an effective and efficient provincial air quality monitoring network.

Transport and climate change programme

Greenhouse gas emissions from this sector must be reduced by the promotion of energy-efficient public transport systems through increasing the use of all types of public transport as well as a shift of freight haulage from road to rail. Similarly, an assessment of options to reduce greenhouse gas emissions from the PGWC vehicle fleet will be undertaken.



3.2 Water management

- Improved catchment management and restoration
- Water efficiency measures such as recycling and reuse of wastewater, as well as retrofitting and grey water reuse options
- The development of a provincial integrated water resource management plan
- Development of a water management plan for agriculture

3.3 Pollution and waste management

- Implementation of pollution and waste management legislation and resource efficiency programmes
- Selected legislative reform
- Strategies focusing on how to reduce pollution and waste and encourage recycling
- Promotion of energy production from waste and landfill gas
- Facilitation of chemicals and waste management in industry and agriculture

3.4 Biodiversity management

- Legislative reform to align with national biodiversity management and protected areas management legislation
- Implementation of the National Protected Areas Strategy
- A strong focus on job creation programmes
- Expansion of the protected area biodiversity corridors
- A building and infrastructure maintenance and expansion programme
- A programme to promote nature conservation in South Africa

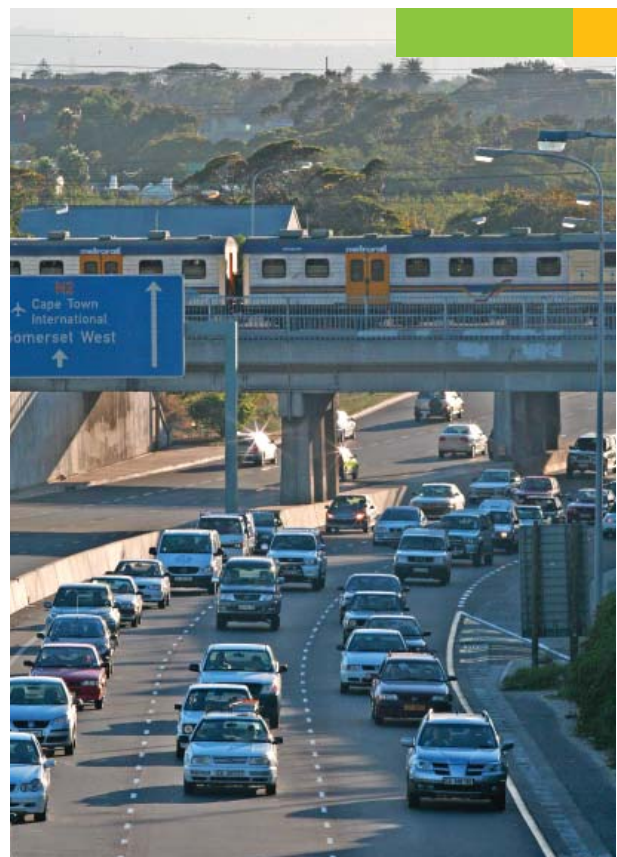
3.5 Land use management and agriculture

- In terms of land use management, the PGWC will minimise the impact of inappropriate land use change and encourage sustainability and resource-use efficiency.

- With regard to agricultural production, the PGWC will:
 - Develop a climate change plan for the agricultural sector
 - Undertake research on new and other crops, disease complexes and the use of resources
 - Raise awareness and share technical information with farmers, farm workers and other agricultural stakeholders
 - Promote environmental best practice within the agricultural sector

3.6 Built environment

- Spatial planning
- Policy and legislative reform
- Design and control of integrated human settlements
- Design and control of elements of the built environment



4. Targets

Climate change mitigation	<ul style="list-style-type: none"> • Energy efficiency: <ul style="list-style-type: none"> ✓ Reduce the current gross provincial product (GPP) to carbon emission ration by 10% by 2014. ✓ Achieve a 5–10% electricity reduction in selected provincial buildings, including schools and hospitals. • Renewable energy production: <ul style="list-style-type: none"> ✓ Promote 15% of the electricity used in the province to be generated from renewable energy sources by 2014. • Transport: <ul style="list-style-type: none"> ✓ Achieve a 13% modal shift (based on the modal split inbound to the City of Cape Town CBD) from private to public transport by 2014. ✓ Increase tonnage freight transported by rail, rather than road, by 10% by 2014. ✓ Retrofit 10% of existing public buildings with respect to energy and water consumption by 2014.
Water management	<ul style="list-style-type: none"> • Water efficiency: <ul style="list-style-type: none"> ✓ Develop and implement a provincial integrated water resource management plan to improve agricultural, industrial, commercial and household water use efficiency by 5–10% by 2014. ✓ Achieve a 5–10% water use reduction in selected provincial government buildings, including schools and hospitals.
Pollution and waste	<ul style="list-style-type: none"> • Increase the percentage of waste diversion from landfill from the current 13% to 15% by 2014 (Metropolitan Municipality – City of Cape Town).
Biodiversity management	<ul style="list-style-type: none"> • Increase the conservation status of biodiversity in the province by: <ul style="list-style-type: none"> ✓ Increasing the maintenance of the current 50 (64%) conservation stewardship sites to 78 (100%) stewardship sites by 2012 ✓ Rehabilitating land infested with alien vegetation through initial clearing of 40 000 ha per annum and follow-up clearing of 98 000 ha per annum
Land use management and agriculture	<ul style="list-style-type: none"> • Ensure a 5% improvement in conservation farming practices by 2014.

increasing social cohesion



increasing social cohesion

1. Strategic objective

Social cohesion refers to the extent to which a society is coherent, united and functional, providing an environment in which its citizens can prosper.

Social cohesion is deemed to be present when people live relatively peaceful and harmonious lives, and their basic needs are fulfilled. It also refers to society's capacity to cater for the development needs of all its members, and to ensure that everyone is treated equally. A cohesive society is a community with free individuals who support each other to reach common goals by democratic means and who live lives they value.

The objective of the PGWC is to bridge historical divides between people from different races, cultures, genders and socio-economic backgrounds, thereby fostering social inclusion. The PGWC aims to create an environment in which citizens of the province can develop their capabilities, live together in peace and feel a sense of belonging and ownership. Lastly, the PGWC seeks to promote participation in civic and socio-economic life.

To achieve these outcomes, our strategy will be to mobilise the resources, knowledge, creativity and concern of all role-players – including all spheres of government, civil society, business and individual citizens – to increase social cohesion on a partnership basis.



The PGWC aims to achieve the following three outcomes in order to realise its objective of increasing social cohesion:

1. Empowered individuals
2. Functional and bonded families
3. Connected communities that, through social capital, are bridged to one another across racial, gendered, linguistic and class divides, and feel linked with government and organisations in civil society

2. Problem statement

The Western Cape is not a fully cohesive society. There are a number of reasons for this.

2.1 Poverty and unemployment

Although there has been some success in reducing poverty, there has not been even progress throughout the province. Poverty has increased in some district municipalities and decreased in others. Despite the fact that the unemployment rate is lower in the Western Cape than in other provinces, the provincial unemployment rate of 23.62% continues to undermine social cohesion.

2.2 Substance abuse

A recent study of substance abuse trends in the Western Cape between 2000 and 2008 emphasised the serious extent of substance abuse, with alcohol being the most frequently abused substance in the province. Compared to other provinces, the Western Cape has the second highest rate of harmful drinking during pregnancy, while the use of methamphetamine (also known as tik) is highest in the Western Cape.

2.3 Child abuse

Children in the Western Cape face a high risk of being abused. Issues such as child abandonment, missing children, corporal punishment and child sexual exploitation as well as domestic violence continue to raise concern.

2.4 Gangsterism

Gangsterism is endemic in the Western Cape and increasingly affects young people, particularly learners at school. A 2006 survey found that in 22 of the schools in so-called "at risk" areas, 61.6% of schools were affected by gang violence and robbery.

2.5 Families and social disintegration

Dysfunctional family structures are one of the main reasons for social disintegration. Issues such as absent fathers, teenage mothers and the burden on grandparents caring for their grandchildren all point to a breakdown of functional families.

Other phenomena that point to serious ruptures in the social fabric include high levels of crime, lawlessness (general disrespect for law), xenophobia, racism and sexism.



2.6 Civic life

Disempowered individuals, dysfunctional families and disconnected communities are at once a cause and effect of social disintegration. They have a negative impact on civic life, which further tends to decrease social cohesion. This can be seen in the low levels of effective public participation in the processes of local and provincial government in the Western Cape.

Incidence of social conflicts and public protests over service delivery are symptoms of dissatisfied communities. Communities are unhappy about the lack of meaningful participation in decisions affecting their lives and the lack of service delivery. Therefore, the government needs to involve the community more in decision-making and provide them with the opportunities to influence government processes.

3. Plan to achieve outcomes

The PGWC's plan to achieve its objectives is based on:

- Creating an environment to build social cohesion
- Repairing the social fabric by addressing the causes and effects of social disintegration
- Strengthening the social fabric by building social capital

3.1 Creating an environment to build social cohesion

To increase social cohesion and establish a sense of social inclusion, belonging, purpose and individual empowerment, the PGWC will:

- Take responsibility for carrying out its core functions, while citizens must take personal and collective responsibility for using their opportunities and helping their fellow community members to do the same
- Create opportunities for citizens, while individuals and communities have a responsibility to make use of the opportunities on offer
- Provide the required services, be responsive, and create an environment in which citizens are able to use their opportunities, with the result that citizens will be more likely to feel part of a functioning society

3.2 Repairing the social fabric by addressing the causes and effects of social disintegration

Over the next five years, the PGWC will continue to strengthen those of its policies and programmes aimed at both preventing the causes and reducing the effects of social disintegration.

In particular, the PGWC will:

- Analyse all its existing policy and programmes to ensure that they encourage behaviours which increase social cohesion
- Pay special attention to reducing and alleviating child poverty
- Design and implement programmes that can effectively deal with children who are at risk of falling into a life of crime. These programmes must also extend to children living on the streets
- Design and implement integrated services for substance abuse prevention, treatment and rehabilitation through a provincial substance abuse strategy by March 2015, giving special attention to the treatment and prevention of fetal alcohol spectrum disorders, increased access to treatment services, and reduction of substance abuse amongst the youth
- Design and implement integrated services for the victims of gender-based violence and child abuse by March 2015



- Design and implement programmes that deal with the root causes of gender-based violence and child abuse
- Design and implement programmes and interventions that support socially responsible behaviours and discourage socially irresponsible behaviours, including interventions to discourage teenage pregnancy and encourage maintenance payments by fathers
- Design and implement programmes and services to promote functional families and prevent vulnerability in families

3.3 Strengthening the social fabric by building social capital

In order to help create connected communities that, through social capital, are bridged to one another across racial, gendered, linguistic and class divides, and feel linked with government and civil society, the government will:

- Fund research to determine both the existing values that drive civic behaviour in the Western Cape and the values the public believe should drive civic behaviour in the province
 - Facilitate greater public participation in the business of government
 - Facilitate greater participation in social and community life by ensuring that government facilities such as schools, libraries and multi-purpose centres are available for community events
- Create the conditions for sports and cultural talent to emerge from across all communities in an equitable manner, and to be nurtured and supported so that excellence can flourish
 - Design and implement programmes to promote inclusion through programmes such as Women in Sport, Girls in Sport, and Sport for the Disabled
 - Design and implement programmes and services to promote engagement with, and appreciation of, the arts, cultural and heritage sites, museums and archives
 - Promote a culture of human rights through an advocate for children's and women's rights in the Office of the Premier, as well as by emphasising human rights in departmental programmes
 - Enhance diversity by:
 - Promoting the three official languages and the marginalised indigenous languages of the Western Cape
 - Using sport, arts and cultural events to facilitate integration or "bridging" between different linguistic, racial and socio-economic communities
 - Using museums, heritage sites and archives to promote social cohesion and understanding through the promotion of the national symbols and pride and appreciation of our shared heritage.



reducing
poverty



reducing poverty

1. Strategic objective

There are many definitions of poverty in use today. The PGWC has chosen to take a “capability deprivation” approach, borrowed from the economist Amartya Sen and consistent with our vision of an open opportunity society for all. At its heart is the understanding that substantive freedom – the ability to lead a life you value – is the objective of development and that poverty consists in not having the power, opportunity or means to do so.

For the PGWC, therefore, a lack of agency, a freedom deficit, lies at the heart of poverty and is both its cause and consequence. The *effects* of poverty may be eliminated through state intervention, but ultimately, people can only be said to be out of poverty when they are able to take care of their own basic needs without the help of the state.

It follows therefore that while the state has a responsibility to facilitate opportunities to escape poverty, it is necessary for people to accept responsibility for making the most of those opportunities. No one can escape poverty through state action alone. It must be a joint effort between the state and the individual in which each has responsibilities.

It is also essential to understand that both poverty reduction and poverty alleviation require a joint effort from all three spheres of government, together with the private sector and the not-for-profit sector.

For instance, it is almost impossible to escape poverty without privately generated income, and the only way to increase privately generated income is through job creation. The state, however, cannot create jobs sustainably; only the private sector can do that. The state’s role is to create an environment that encourages investment and growth, and therefore job creation, and to support businesses in their quest for growth.

Equally, poverty alleviation must be driven by all three spheres of government. For instance, national government provides a grant system; provincial government runs a school feeding scheme; local government provides free basic services. And so on.

Thus while the PGWC is determined to reduce and alleviate poverty in the Western Cape, we are not solely responsible for doing so, and will engage other spheres of government, the private sector and the not-for-profit sector in an effort to maximise impact.

Finally, and to the extent possible, every poverty alleviation effort of the PGWC will be designed also to include elements of opportunity creation in order to maximise the government’s overall reduction effort.

Given the understanding of poverty described above, poverty in the Western Cape involves the following dimensions:



- Income
- Unemployment
- Food security
- Health
- Education
- The living environment

These are supported by the quality of democracy.

2. Problem statement

Although the Western Cape is one of the wealthiest provinces, poverty remains a challenge that will be addressed by the PGWC, as reflected in the following figures:

2.1 Income

- 26.2% of the total households in the Western Cape have a household income of less than R1 500 per month.
- 15.5% of households have a total expenditure of less than R800 per month in a given year.

2.2 Unemployment

- The unemployment rate of the province for the second quarter of 2010 was 23.6%.

2.3 Food security

- The percentage of underweight children under five years old is 10.9%.

2.4 Health

- In 2008, there were 24 564 new TB cases in the Western Cape.

2.5 Education

- The percentage of children who are in primary education is 80.9%.

2.6 Improved living environment

- The percentage of households living in informal settlements is 17.1%.
- The percentage of households in the province living in backyards is 8%.
- The Western Cape has a housing backlog of 400 000.

Furthermore, poverty undermines the quality of democracy. There is currently no data to measure the extent to which people feel involved in determining their own needs. An annual survey will be conducted to measure this dimension as part of the PGWC's public participation and communication strategies.

3. Plan to achieve outcomes

To address unemployment and create jobs, we will:

- Implement the Expanded Public Works Programme
- Introduce skills training programmes
- Start projects to employ unemployed persons in the private sector



- Implement Strategic Objective 1: Creating Opportunities for Growth and Jobs
- Link individuals on social security and municipal indigent lists to sustainable programmes and employment opportunities

To address food security we will implement:

- An integrated food security programme aimed at indigent households
- A provincial food security programme aimed at communities living on farms

To address health issues, we will implement Strategic Objective 4: Increasing Wellness, especially in indigent communities.

To address education, we will implement:

- An integrated provincial early childhood development strategy for children aged up to five

- Strategic Objective 2: Improving Education Outcomes

To improve the living environment for poor communities, we will:

- Profile the households and communities of the poorest wards
- Implement Strategic Objective 6: Developing Integrated and Sustainable Human Settlements
- Implement the Social Relief of Distress programme

To ensure good governance, we will:

- Evaluate the use of government transfer funds by social partners
- Ensure that all municipalities develop quality integrated development plans (IDPs)

4. Targets

Income	<ul style="list-style-type: none"> • Lower the percentage of the total households in the Western Cape with a household income of less than R1 500 per month in a given year from 26.2% to 25%. • Decrease the number of households with a total expenditure of less than R800 per month in a given year from the current 15.5%. • Ensure that every person in need receives a social grant.
Food security	<ul style="list-style-type: none"> • Lower the percentage of underweight children under five years from the current 10.9% to under 10%. • Decrease the percentage of children under nine years whose intake of food is below the minimum level of dietary consumption. • Increase share of household expenses that is spent on food in a given month. • Boost the number of people with proper access to food.
Health	<ul style="list-style-type: none"> • Increase the average number of visits per person at primary health care facilities in a given year from 2.96 to 3.84 visits. • Reduce the number of people infected with TB. • Lower the number of people infected with HIV. • Decrease the percentage of children younger than five who are dying from 38.8% to 30% per 1000 for children under five.
Education	<ul style="list-style-type: none"> • Increase the percentage of children who are in primary education from 80.9% to 95%. • Boost access to no fee schools. • Ensure that every child who starts Grade 1 reaches Grade 5. • Increase the percentage of Grade 12 pupils who pass matric with exemption. • Increase the percentage of Grade 12 pupils who pass matric with exemption who have mathematics or science as matriculation subjects. • Boost the literacy rate among 15–24 year olds.
Improved living environment	<ul style="list-style-type: none"> • Standardise the indigent register. • Reduce the percentage of households living in informal settlements from 17.1% to below 15%. • Increase access to free basic water. • Decrease the percentage of households with no access to a flush toilet. • Increase access to free electricity and lower the percentage of households in the province that are in backyards to lower than 8%.

integrating service
delivery for
maximum impact



integrating service delivery for maximum impact

1. Strategic objective

The three spheres of government (national, provincial and local) all make a huge social and economic investment. This investment must be coordinated in such a way as to maximise its impact, avoid duplication of functions by different government spheres and departments, and improve service delivery.

The provincial government is best placed to coordinate this investment for the following reasons:

- It is the “middle” sphere of government that connects national and local government
- It is responsible for a significant amount of government expenditure on service delivery in the areas of health, education, and social services
- It has a constitutional responsibility to make sure that local government does its work.

The PGWC will put in place processes to coordinate the planning, budgeting and policy implementation of the three spheres of government, as well as the municipal support programmes of national and provincial government in the Western Cape. While this strategic objective includes all three spheres of government, there is a particular focus on the provincial and local spheres. This is because the PGWC needs to focus on maximising the resources over which it has direct control and because the local government oversight responsibility of the PGWC places it in a particularly close relationship with municipalities. Wherever possible, however, the PGWC will take into consideration the need to coordinate the plans and resources of national government.



To ensure that government's investment is effectively coordinated in order to maximise its impact and avoid duplication and fragmentation of service delivery, the PGWC will provide:

1. Integrated planning and budgeting by focusing on an IDP indaba, decentralised service delivery model and provincial investment plan
2. Coordinated provincial support to municipalities in the forms of an integrated bursary scheme, Provincial framework for municipal support and bulk infrastructure support plans
3. Integrated service delivery through:
 - Expansion of Thusong centres
 - Establishment of Thusong zones
 - Mobile Thusong centres (previously the Integrated Community Outreach Programme)
 - Thusong extension service
4. Coordinated intergovernmental reporting and engagement through coordinated information gathering and dissemination and coordinated intergovernmental engagement

2. Problem statement

Integrated and successful service delivery in the Western Cape faces the following challenges:

2.1 Lack of integrated planning and budgeting

After more than a decade of municipal integrated development planning, integrated development plans (IDPs) still include the capital spending priorities of municipalities alone. Furthermore, IDPs do not pay enough attention to the planning priorities and development strategies of provincial departments and relevant national departments. Similarly, national and provincial departments have not done enough to ensure that municipalities' priorities are included in their annual performance plans (APPs) and budgets. Separate, uncoordinated planning and budgeting processes and different planning structures and mechanisms have contributed to a lack of integrated planning and delivery at grassroots level.

In addition, national and provincial service delivery boundaries have not been fully aligned with municipal boundaries, leading to different sets of information. This often makes it impossible for the three spheres of government to communicate, plan and implement properly. In addition, departments are not organised on a regional basis, so municipalities find themselves communicating with different officials over time on the same issues.

2.2 Lack of coordinated support to municipalities

Many national and provincial departments have developed capacity-building programmes for municipalities. While many of these programmes have had positive outcomes, the programmes are not based on one provincial programme of support for each municipality. As a result, capacity support is uneven, there is a duplication of effort, and a municipality's improvement (or lack thereof) cannot be adequately assessed.



2.3 Lack of integrated service delivery

Departments deliver services within municipal and ward boundaries, but they often do so without taking into account the service delivery activities of other departments. The people on the ground pay the price, for they need to travel great distances to access different government services that may be closely related to each other. For example, a person applying for a disability grant may not have an ID book, but s/he will usually have to travel to two different locations to apply for an ID book and apply for a grant.

2.4 Municipal reporting and “meeting fatigue”

Legislative oversight and reporting on local government has resulted in municipalities receiving many requests for information and data from various provincial and national sector departments. This has resulted in high levels of frustration and “reporting fatigue” in municipalities, which compromises the reliability of the data that is used for decision-making.

Intergovernmental structures have been equally problematic since some of them have become dysfunctional and failed to facilitate positive intergovernmental relations. Most departments have various forums through which they communicate with municipalities, and this leads to duplication and “meeting fatigue”.

3. Plan to achieve outcomes

3.1 Integrated planning and budgeting

(i) IDP indaba

The PGWC will create a single joint planning space for the spheres of government to discuss development priorities and planned projects. Such a body will be known as the “IDP Indaba”, and the outcome will be IDPs and departmental APPs that speak to each other.

(ii) Decentralised service delivery model

Services will be delivered to communities through a decentralised service delivery model. This means that departmental service delivery boundaries should be close to municipal boundaries, and departments should – where possible – have regional management structures. This will allow for the development of stable relationships between provincial (district) officials and municipal officials and will further support coordinated budgeting and planning.

(iii) Provincial investment plan

There is a wide range of guidelines, perspectives, strategies and policies which suggest that government should focus its attention on areas of economic potential and growth, and provide a basic package of services to areas of limited economic potential while linking them to main growth centres. A “provincial investment plan” will be developed that directs national and provincial resources to areas of economic potential and/or growth in the province. Such a plan will promote cost-effective development and will accept that not all municipalities can develop complex, sustainable local economies. This provincial plan will in effect be a “provincial IDP”.

3.2 Coordinated provincial support to municipalities

(i) Integrated bursary scheme

A single integrated bursary scheme will be developed for the province. Areas prioritised for bursaries will be determined by a coordinated needs analysis. It will require interaction and cooperation with external stakeholders who offer similar initiatives.

(ii) Provincial framework for municipal support

A provincial framework for coordinating the efforts of different departments and important stakeholders will be developed. This framework will ensure that efforts to build the capacity of municipalities are appropriately targeted and focus on the same development agenda. The framework will prioritise different types of capacity-building interventions and will organise resources in collaboration with stakeholders engaged in similar areas of support. It will contribute to the sustainability of support initiatives in the long term.

(iii) Bulk infrastructure support plans

There is a provincial initiative to determine the water and sanitation infrastructure needs of each non-metropolitan municipality in the province and put these together into a comprehensive Provincial Bulk Infrastructure master plan (Water & Sanitation). This plan will be completed in December 2010, and this master plan will then be extended to include other services.

Once the master plan is finalised, individual support plans will be developed to address the capacity and financing needs of municipalities. The master plan will also guide the plans and budgets of the provincial

departments that are responsible for approving or undertaking infrastructure development initiatives.

3.3 Integrated service delivery

(i) Expansion of Thusong centres

Thusong centres should be built in local municipalities that do not yet have them. In addition, more types of services will be made available at existing Thusong centres.

(ii) Establishment of Thusong zones

An audit of the location and service offerings of national and provincial departments and other key services (especially postal and banking services) will be carried out and a plan developed to encourage these departments to relocate to “Thusong zones”. This will inform the long-term locational planning of departments. For example, as leases expire, departments will relocate to places where they are

close to other government departments that deliver related services.

(iii) Mobile Thusong centres (previously Integrated Community Outreach Programme)

The mobile Thusong centres will raise awareness of and increase access to government services. This programme will be expanded to ensure that all residents access a mobile Thusong centre at least once a year.

(iv) Thusong extension service

Community development workers already provide an extension service for the permanent Thusong centres by making information and forms available to people living far from the Thusong centres. This service will be extended to ensure that the Thusong programme has continuous impact on people (rather than only the “once a year” impact of the mobile Thusongs).



3.4 Coordinated intergovernmental reporting and engagement

(i) Coordinated information gathering and dissemination

Information and data requests from all sector departments to municipalities need to be coordinated through a single entry point in the province. Similarly, the reporting and distribution of local government information will follow a process by which information will flow via a single department to the various provincial and national departments. This means that there will be a single channel for local government information and a central database which stores and processes information.

(ii) Coordinated intergovernmental engagement

The Intergovernmental Relations Framework Act identified the premier's coordinating forum and district coordinating forums as the primary intergovernmental structures. However, there are many intergovernmental forums that have no structured relationships with these forums, and government departments are not using these forums for effective communication with municipalities. An audit of existing forums will be carried out and a provincial intergovernmental framework will be developed.

creating opportunities for
growth and development in
rural areas



creating opportunities for growth and development in rural areas

1. Strategic objective

The PGWC aims to promote export growth and jobs across the agricultural sector and in related industries. The Western Cape has a Mediterranean climate characterised by unique flora. This means that there are unique agricultural activities and opportunities in goods development throughout the province – and 32% of the population, that is 1.67 million people, live in the rural areas of the province.

The Western Cape agricultural sector is highly developed and accounts for almost 21% of South Africa's agricultural production and 45% of the country's agricultural exports. Some of the well-known agricultural products of the Western Cape include wheat, grapes, wines, ostrich products, and rooibos and honeybush tea.

Primary agriculture is the biggest source of growth in the districts outside the City of Cape Town: it accounts for 25% of the economy of the Central Karoo, 23.7% for the Overberg, 23% for the West Coast and 16.3% for the Cape Winelands. The sector has the advantage of being able to employ high numbers of people who have not completed school, and services such as banking and retail in small towns depend on it to make a profit.

To its advantage, land restitution, black economic empowerment and the development of new farmers have enjoyed greater success in the rural Western Cape than anywhere else in South Africa. Lastly, the government of the Western Cape believes that:

- a) Economic growth is the foundation of all successful development.
- b) Growth is driven mainly by private sector business functioning in a market environment.
- c) The role of the state is (a) to create and maintain a situation where agribusiness¹ can grow and (b) to provide demand-led, private-sector-driven support for growth sectors, industries and businesses.

Therefore, the two pillars of our approach to economic development are (a) the creation and maintenance of a situation where business can grow, and (b) demand-led, private-sector-driven government support for agricultural sub-sectors, industries and businesses.

¹ "Agribusiness" refers to the relationship between the agricultural and private sectors. It focuses on how these two sectors rely on each for goods and services and how they could aid each other in order for both to be successful and make a profit.



To support growth and development in rural areas, the PGWC will provide:

1. A favourable environment in rural areas by focusing on and promoting:
 - Infrastructure and service delivery
 - The scientific, technical and sanitary environment
 - The regulatory environment
 - The physical environment
2. Enterprise development, by focusing on both the commercial and emerging sectors and a comprehensive rural development programme
3. Skills development
4. Institutional support

2. Problem statement

The province faces poor soil quality, funding shortfalls and weak growth plans as well as a lack of specialists with knowledge of agribusiness. Other problems stopping the rural agricultural sector from growing include water scarcity, economic barriers, competition from products from China and India, and climate change.

To solve these problems, the success of the rural agricultural sector in the Western Cape depends on a strong partnership between the PGWC, farmers, the private sector and institutions such as the Western Cape Economic Development Agency (WCEDA). The WCEDA will also drive rural tourism development.

3. Plan to achieve outcomes

3.1 Create a favourable environment in rural areas by focusing on and promoting infrastructure development and service delivery

The PGWC will ensure:

- The effective delivery of basic services, including water, sanitation and electricity
- Improved education outcomes
- A focus in transport development on the opening up of commercial rural opportunities
- An effective patient-centred public health service

- The creation of a safe environment characterised by low levels of crime
- The development of integrated human settlements connected to economic opportunity
- The growth of the community through empowering individuals, strengthening families and connecting communities
- Maximum use of e-governance to coordinate public sector activities

3.2 Create a favourable environment in rural areas by focusing on and promoting the scientific, technical and sanitary environment

The provincial Department of Agriculture will ensure that:

- An effective research and technology development service is offered in natural resource management, as well as animal and plant production
- Farmers in the Western Cape have agricultural economics research and support services available to them
- Research and related technical information is distributed to everyone in the agricultural sector
- It engages with the right representatives in the private sector to prioritise research and identify effective ways to grow the agricultural sector
- A climate change response plan is produced to ensure that scientific and technological developments can address the threats posed by climate change

3.3 Create a favourable environment in rural areas by focusing on and promoting the regulatory environment

The provincial Department of Agriculture will:

- Provide a veterinary regulatory service that meets both local and international standards
- Engage with agricultural product groups, in partnership with the private sector, to assist new farmers and to achieve the provincial growth targets
- Look at ways to deal with competition in the form of agricultural products from China and India, and present a plan of action to the provincial Minister of Agriculture by March 2011
- Ensure that it strengthens its science and research capabilities in order to boost trade in ethical agricultural products
- Compile a report for the provincial Minister of Agriculture detailing the obstacles confronting agricultural producers and markets in the province
- Develop a plan on incentives that can stimulate agricultural growth and development

3.4 Create a favourable environment in rural areas by focusing on and promoting the physical environment

Water scarcity, combined with the threats posed by climate change, is the largest single resource-based threat to rural growth and development in the Western Cape. In this regard, the provincial Department of Agriculture will develop a water management plan to help farmers use their water sources effectively.

3.5 Accelerate enterprise development by focusing on both the commercial and emerging sectors and a comprehensive rural development programme.

(i) Commercial sector

There are three areas in which action is needed here:

- A more consistent and comprehensive interaction with the private sector is needed to eliminate obstacles to private sector growth in agriculture.



- The provincial Department of Agriculture and the WCEDA will form a task team, drawing in representatives of other government departments, including the Treasury, and private sector representatives, including the Fresh Produce Exporters Forum, in order to chart the way ahead, drawing, where appropriate on the best practice lessons of the province's Micro-Economic Development Strategy (MEDS), its Agriculture and Agribusiness Strategy and the experience with sector development agencies.
- The provincial Department of Agriculture will familiarise itself with and provide easier access to a range of public sector funds to encourage private sector development.

(ii) The emerging sector

The emerging sector, including new farmers, smallholder farmers, land reform beneficiaries and farm workers, requires more support than the commercial sector. In this regard, the provincial Department of Agriculture commits itself to ensure that:

- Other commodity groups are not permanently excluded from the process
- The primary focus is on the enterprises and other elements in the emerging sector that have the greatest chance of commercial success
- Only commercially viable producers will be encouraged to form cooperatives
- The infrastructure and commercialisation functions performed by the Cape Agency for Sustainable Integrated Development in Rural Areas (Casidra) continue in future

(iii) The comprehensive rural development programme

The provincial Department of Agriculture has identified 12 rural development nodes and will ensure that:

- The nodes selected are chosen to promote the principles of economic viability and comparative advantage
- Development in these nodes is compatible with and linked to demand-led, private-sector-driven local economic development



3.6 Skills development

The skills required to maximise opportunity in the rural economy depend on actions by a range of players.

The provincial Department of Agriculture will offer:

- Accredited training programmes and modules at the further education and training and higher education levels
 - Short skills courses, learnership training, and tertiary training programmes as required by the agricultural sector
 - Financial support to students who study in scarce skills areas relevant to agriculture, in partnership with tertiary institutions
- Continuous evaluation of the institutional environment and recommendations on how to deal with changes in the policy and strategy environment
 - A closer working relationship with role-players such as the WCEDA, other provincial departments, tertiary institutions, local government and the private sector

3.7 Institutional issues

While operating in full partnership with its national counterparts – namely, the Department of Agriculture, Forestry and Fisheries and the Department of Rural Development and Land Reform – the provincial Department of Agriculture will commit itself to a continuous search for ways to use the province's comparative advantages to promote rural growth. Steps in this regard include:



building the best-run
regional government
in the world



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An outline of our approach

Successful organisations are typically vision-led and values-driven and have in place a brand, strategy, structure and systems that are aligned to the vision and informed by the values, as well as people who live the values and are able to deliver on the outcomes required of them.

For us, success means becoming the best-run provincial government in the world so that we can realise our vision of an open opportunity society for all in the Western Cape, allowing the people of our province to live lives they value.

Listed below are the elements of a successful organisation. Much work has already been done on each element and does not need to be documented here. However, the provincial government will design and execute a multi-year change programme to develop and align these in order to maximise the positive impact we make on the people of the Western Cape.

Vision

Our vision describes the future we envisage for ourselves and for the Western Cape. It captures why we do what we do.

Mission

Our mission describes how we will realise our vision. It captures what we do.

Values

Our values determine our behaviour, and our organisational culture is a product of our behaviour. It captures how we do what we do.

Brand

Our brand defines our government's positioning, value proposition and personality. It is underpinned by our values and informed by our vision. It captures how we are experienced by the people of the Western Cape.

Strategy

Our strategy determines how we will achieve a defined, quantifiable set of outcomes.

Structure

Our structure is designed to give effect to our strategy.

Systems

Our systems are designed (1) to support and sustain our culture and (2) to allow us to achieve our objectives efficiently.

People

Our people will (1) live our values and (2) have the skills and attributes necessary to deliver on our outcomes. We call this being "fit for purpose".