

BUFFALO CITY MUNICIPALITY



ANNEXURE D

EXECUTIVE SUMMARY OF BCM SECTOR PLANS

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1. OVERVIEW OF DEVELOPMENT SECTORS

Sectors are defined as fields of intervention aimed either at specific human needs (such as food, housing, water, health, education, transport, recreation) or as specific ways of satisfying human needs (such as agriculture, trade, mining, tourism). Sectors, as fields of intervention, are frequently related to specific planning and implementation agencies (departments, ministries) heading up such interventions. The key characteristic of sectors in the IDP process is that they may or may not be considered in the planning process, depending on the specific local needs and resources.

2. ROLE OF SECTOR PLANNING IN IDP

Local government powers and functions are outlined in the 1996 Constitution and in the Municipal Structures Act. They vary from sector to sector and according to provincial discretion on the delegation of functions to municipalities in respect of some sectors. The principle underlying the role of sector planning in the IDP process can be summarised as follows:

- Sector planning requirements contained in national sectoral legislation in respect of municipal functions such as water and environment should be dealt with as part of the IDP process, where they are relevant to the local priority issues.
- Specific sectors which fall beyond the ambit of local competencies, such as education, may be directly related to the priority issues identified in a specific municipal area. As the municipality is not the implementation agency, attention will still need to be given to the planning process from analysis to integration; to facilitate alignment and co-ordination with other spheres of government and institutions, in the course of the IDP process. What is proposed is that even for sectors where there are no legally prescribed planning requirements, local government can use the integrated planning process to lever national and provincial sectoral contributions (funds and support) for development by ensuring compliance with national and provincial policy principles and sector guidelines. Local government can also use the IDP process to lobby provincial sector departments by involving them in the local planning process at appropriate points.

Sector planning and national sector departments have set up municipal sector-driven planning requirements, to inform their strategic planning, budgetary and implementation processes. For example the Department of Water Affairs and Forestry requires municipalities that are Water Services Authorities to formulate Water Services Development Plans, and the Department of Housing requires municipalities to formulate a housing strategy and targets as part of their IDP process. These planning requirements are meant to assist in the process of alignment.

Sector planning requirements vary in nature and status. The following categorisation of requirements can assist municipalities in differentiating between the various kinds of requirements:

- (a) legal requirements for the formulation of a sector plan;
- (b) a legal compliance requirement;
- (c) a planning requirement to be undertaken as a component of, or part of, the IDP; and
- (d) a recommendation, which is deemed to add value to the municipal planning process and product.

3. BCM SECTOR PLANS

3.1 Buffalo City Local Economic Development Strategy

3.1.1 Why Buffalo City needs a Local Economic Development Strategy

The future quality of life of Buffalo City's (BC) communities will depend on the ability of all stakeholders (public, private, civil society and labour) to collaborate, improve the District's global competitiveness and accelerate economic growth, job creation, black economic empowerment and poverty reduction. The Buffalo City Local Economic Development Strategy (BC LEDS) is a five-year implementation plan aimed at accelerating economic growth, job creation and empowerment. This BC LEDS provides a framework for united partnership action which will build on the critical strengths and resources of those who live, play and work in Buffalo City as well as strategic external partners (national and provincial government, foreign investors and financiers, tourists etc.).

The BC LEDS has a five-year horizon for the following reasons:

- Buffalo City's future trajectory will greatly depend on the extent to which capacity at the East London port is enhanced or not over the next 5 years. The LEDS will need to be adjusted in a few years time based on the outcome. If sufficient expansion takes place, then growth in Buffalo City's manufacturing sector through new foreign and domestic investment and manufacturing restructuring strategies (including skills development) can be accelerated, in addition to selected services sectors. If expansion does not take place, Buffalo City will need to put significant resources into reinventing itself and restructuring the economy based on primarily promoting services sectors which assist in attracting and retaining certain population groups such as the youth as well as certain tourism markets.
- The speed with which global economic trends are evolving and impacting on the opportunities and threats facing the Buffalo City is increasing. Stakeholders in Buffalo City need to be constantly monitoring these trends and adjusting the BC LEDS on a continuous basis to ensure the threats are minimised and the opportunities are maximised.

The BC LEDS and the BC City Development Strategy differ in the following key aspects:

- (i) The LED Strategy is a medium-term (5yr) strategy, while the CDS is long-term framework for action (20yrs).
- (ii) The LED Strategy focuses primarily on actions which the BCM can do something about, while the CDS raises broader issues requiring higher levels of intervention.
- (iii) The LED Strategy focuses on building a productive economy while the CDS also addresses governance, inclusivity and sustainability.

The following national, provincial and local strategies have been reviewed to inform the BC LEDS:

- Accelerated Shared Growth Initiative of South Africa (ASGISA);
- National Spatial Development Perspective (NSDP);
- Human Resource Development Strategy and Joint Initiative for the Prioritisation of Scarce Skills (JIPSA);
- South African Industrial Policy and National Sector Strategies;
- Regional Industrial Development Strategy (RIDS);
- Broad-Based Black Economic Empowerment initiatives;
- Provincial Growth and Development Strategy;
- Provincial Industrial Development Strategy;
- Provincial Skills Plan;
- BCM City Development Plan;
- Buffalo City Tourism Master Plan; and
- East London Industrial Development Zone.

The main identified implications of the above strategies for the BC LEDS are as follows:

- (a) Buffalo City is classified nationally as having “medium potential” and is therefore not seen to be a national development priority, with Coega and Nelson Mandela Metro receiving priority I terms of the allocation of national infrastructure funding. This situation exists partly because of a lack of national understanding regarding the critical importance of Buffalo City in servicing a broader regional and rural economy which contains about 4 million people. The success of the BC and regional economy cannot be separated.
- (b) International critics of the governments industrial development strategy have noted that its major weakness is its failure to address what are termed “small industrial policy” issues which related to the basic functioning of the business environment but which promise to substantially undermine the productivity and ease of doing business of existing investors/businesses in South Africa. Issues such as crime, home affairs procedures regarding visas, government decision-making time-frames, general attitudes of government towards business, land availability, transport reliability and local municipal services as seen to be just as important, if not more so, than big industrial support programmes. This finding represents a major opportunity for Buffalo City to focus on getting the basics right and differentiate its business environment from those of its bigger City competitors by ensuring the existing businesses are treated well and that basic services and decision-making process are efficient.
- (c) The focus on addressing constraints to growth needs to be addressed at a local level and the following opportunities are highlighted:
 - The ASGISA Infrastructure Plan and national budgetary surplus represents a golden opportunity for Buffalo City to tap into a massive infrastructure investment phase after years of neglect. If this does not happen, there is the danger that Buffalo City will not receive meaningful infrastructure investment required to ensure that its port, airport, road and rail infrastructure are able to competitively service export oriented activity. This threatens to undermine the economic sustainability of Buffalo City. The EL IDZ will not attract much foreign direct investment if logistics infrastructure constraints are not addressed. The BC LEDS proposal must therefore address this issue as well as consider different future economic scenarios for Buffalo City. If logistics infrastructure is not expanded, the focus will need to be on providing a supportive business environment for domestic investment. If capacity is addressed, more focus on a foreign investment strategy will be required.
 - National strategies and funds for agriculture, tourism, business process outsourcing, film, clothing and textiles, and automotive sectors mean that significant national funds are being spent as well as the provision of an increasingly supportive regulatory environment to accelerate the growth of these sectors and BC needs to develop and adequately resource its own local strategies in these sectors to capitalise on these opportunities. The lack of provincial strategies as well as sector-focused expertise presents a challenge to Buffalo City in terms of the possible marginalisation of Buffalo City in terms of initiatives which maximise opportunities in these sectors. The BC CDS does not identify detailed strategies for agriculture, manufacturing or services sectors and this is therefore a critical focus of the BC LEDS.
 - The focus on advanced manufacturing must be supported, especially with respect to an automotives supplier development programme which assists suppliers to upgrade their technological capabilities.
 - Future tourism growth will depend on a wide range of factors including improvements in logistics infrastructure, tourism infrastructure (e.g. beach front), branding and marketing and additional resources are required to implement a number of priority initiatives which have already been identified.
 - The increasing focus on regulatory constraints to economic growth must be pulled down to the local level to inform refinements to priority municipal processes which constrain economic development (for example through a Red Tape Reduction Process as well as through other continuous improvement processes).

- (d) Within Buffalo City, the majority of economic growth potential exists in East London and certain other locations (e.g. rural settlements and Dimbaza) do not have significant economic potential. The focus on these areas of low potential needs to be on building the skills base of people living these areas so that they can access economic opportunities elsewhere. In addition, opportunities to identify and develop tourism facilities and attraction in Dimbaza, as well as strengthen transport system connections to linked employment centres, should be pursued.
- (e) The critical importance of labour force skills development is being recognised by local governments who are playing an increasingly active facilitation role in linking the SETAs, education service providers and key economic sectors in order to enhance the development of appropriate local skills training programmes which effectively meet the needs of the local economy.

3.2 BCM HIV/AIDS Cross Cutting Strategy

3.2.1 Context

The Buffalo City Municipality sees HIV/AIDS as a strategic priority because of its potential to undermine all development and tip communities into deep poverty and despair. BCM has appointed a Corporate HIV/AIDS Officer and commissioned South Africa's first city-based Employee HIV Prevalence Survey and KAP Study. Findings from this research were pivotal to developing this strategy document.

3.2.2 HIV

Some 14,500 people will become infected with HIV in BCM this year. The immediate determinants of the HIV pandemic are mainly behavioural in nature - unprotected sexual intercourse and multiple sexual partners – as well as factors like high prevalence of sexually transmitted diseases (STDs). Underlying causes include socio-economic factors such as poverty, migrant labour, commercial sex workers, and low status of women, illiteracy, and the lack of formal education, stigma and discrimination. These causes need to be, and will be, addressed in the BCM responses.

3.2.3 BCM's Strategic Responses

3.2.3.1 (Draft) Guiding Principles

In order to deliver on Government's responsibility to provide education, care and welfare to the people of South Africa, BCM commits to:

- Mainstream response to HIV/AIDS with programmes that involve all the departments in preventing, treating and mitigating HIV/AIDS in the workplace and in the community.
- Approach prevention, treatment and care holistically.
- Build on and build up civil society's capacity to fight and control HIV/AIDS/STI/TB.
- Critically evaluate and assess and continuously improve the response to HIV/AIDS/STI/TB.
- Honour national policy and ethical protocols especially with regard to disclosure and informed consent.
- Include poverty reduction, STD and TB prevention, and control in the response to HIV/AIDS.
- Involve communities and people living with HIV and AIDS in prevention, treatment and care strategies.
- Protect people living with HIV and AIDS, their partners, families and friends from any form of discrimination.
- Respect the culture, language and circumstances of all people at all times.
- Uplift women and children so they suffer no discrimination and can take effective measures to prevent infection.

3.2.3.2 (Draft) Strategic Objectives

The primary City goals are to:

- (a) Minimise the rate of new infections in the workforce and communities;
- (b) Maximise the level of treatment to employees and communities already infected;
- (c) Minimise the impact of HIV/AIDS on individuals, families and communities, and specifically on the Council workforce of more than 5,000 staff.

3.3 Way Forward

This strategic plan is a broad framework within which each sector in the Buffalo City Municipality will develop specific yearly operational plans with realistic objectives.

3.3.1 Effective Implementation

The BCM Council takes the lead in supporting multi-sectoral initiatives, facilitating buy-in from all concerned and securing the resources needed to achieve the goals. To reach the strategic goals and satisfy the Integrated Development Plan (IDP), the BCM needs an effective area-based delivery mechanism comprising its councillors and directorates.

3.3.2 Governance Principles

The BCM has the responsibility to fight HIV/AIDS/STI/TB for three reasons: it is an employer, it is a provider of municipal health and other services, and it is the municipal platform for all private and public organisations and initiatives.

- **Accountability** – the responsibility of, and the credit for, achievement should be assigned to individuals with the authority to commit resources and influence results.
- **Combination of powers** - Political (i.e. councillors) and technical (i.e. directorates) leaders must act together.
- **Expression of powers** – Councillors and Directorates must act within their usual mandates, with no new roles, in their response to HIV/AIDS.
- **Measures of achievement** – inputs and outputs, and their outcomes, need to be measured against targets allocated to role-players.
- **Separation of powers** - Implementation is separate from Monitoring & Evaluation.
- **Territoriality of powers** – The inward facing directorates (support) should drive the internal programmes and outward facing directorates (service) should drive the external programmes, with the rest (e.g. communications, IT, Finance) acting in both.
- **Inclusion of stakeholders** – All parties with the power to start or stop achievement, plus representatives of all parties committing significant resources or receiving significant benefits, should enjoy participation in decision-making before and during projects.
- **Mainstreaming of roles** – Responses to HIV/AIDS should be incorporated into the normal – even if now expanded - operation of the BCM, with no department expected to undertake roles contrary to, or different from, their normal duties.
- **Economy of commitment** – Responses to HIV/AIDS should complement existing developmental efforts that overcome poverty and uplift communities, should not bankrupt other essential services, and the benefits should relate reasonably to the costs.
- **Humanity of approach** – The spirit of and effort into HIV/AIDS committees and programmes, notwithstanding the pressure on time and financial constraints, should represent the conscience of the citizens of Buffalo City.

3.3.3 Governance Structures

To exercise these internal and external responsibilities, BCM has a number of enabling mechanisms, specifically its 6 support or service directorates (and their 16 departments), the political support and guidance of the Special Programmes Portfolio Holder, a number of committees and the two forums with an HIV/AIDS focus, viz. our Inter-Sectoral HIV/AIDS

Forum (focusing externally) and our Inter-Departmental HIV/AIDS Forum (focusing internally).

The following is recommended to BCM as the strongest structure that can fight HIV/AIDS that can also:

- Combine political representation, managerial skill and technical resource;
- Enable compliance with procedures to be mixed with creative intelligence;
- Enable each directorate and department to play to its strengths;
- Enable natural leaders and genuine passion to set the example;
- Ensure all departments and directorates are included, respected and inspected;
- Ensure all departments can contribute to and be enriched by shared knowledge;
- Improve quality by separating responsibility for delivery and assessment;
- Integrating the planning of and communication between BCM's functions;
- Mainstream HIV/AIDS responses into BCM's normal work; and
- Recognise the existing distribution of roles, responsibilities and resources, and so avoid creating new and duplicating old roles, and spreading resources thinly.

In this proposal, the directorates and departments are responsible for devising their own strategy and implementing them, internally and externally. These two committees monitor and evaluate the programmes for their cost, speed, impact, effectiveness, and quality, plus the extent to which every department answers to the challenge of HIV/AIDS. In sum, BCM achieves mainstreaming by creating two committees that between them ensure that all their departments and all external role-players respond fully to HIV/AIDS within and without the municipality. The table below shows the jurisdiction (i.e. internal or external) and mandate (i.e. roles and responsibilities) of the directorates, departments and forums.

3.4 BCM Youth Development Strategy

3.4.1 Overview

The long-term vision of Buffalo City Municipality (BCM) is: **A people-centred place of opportunity where the basic needs of all are met in a safe, healthy and sustainable environment.** In striving to achieve this vision, the BCM is committed to engaging with youth to work towards a strategy for their development.

The BCM has thus focused attention to the development of a youth strategy looking at issues particularly relevant to youth including HIV and AIDS. This process was initiated with the development of the BCM HIV/AIDS Cross-Cutting Strategy for 2004-2006 and Plan of Action for 2004-2005 (including the commissioned research and consultation that were undertaken for its development). The Youth Development Strategy for 2005 - 2007 should be read in conjunction with the BCM HIV/AIDS Cross-Cutting Strategy as it is clear that, for various reasons, youth are most vulnerable to HIV and AIDS.

The aims of the Youth Development Strategy include:

- Youth meaningfully participating in government and civic affairs.
- An enabling environment for youth to become economically viable and engage in their own and their communities' upliftment.
- The impact of HIV and AIDS and rate of new infections amongst youth is reduced.
- Drug and alcohol abuse amongst youth is reduced.
- Cultural pride is restored and indigenous knowledge systems are promoted within a human rights based framework.

The overall vision of youth development in BCM is: **Fully empowered and united youth involved in socio-economic development and in the provision of sustainable youth-friendly services in partnership with relevant stakeholders, resulting in a healthy society, decreased levels of HIV and AIDS, crime and abuse**

The Youth Development Strategy is based on the creation of creative partnerships that will allow for the delivery of a comprehensive range of activities.

This report provides a background and outlines the proposed vision, goals and selected activities for the strategy.

3.4.2 Problem Statement

South Africa has a young population and youth in BCM, like youth across South Africa, face many challenges. They are particularly susceptible to social ills such as HIV and AIDS, crime and drug abuse. Other challenges include, amongst others:

- Unemployment and lack of opportunities;
- Apathy and lack of engagement with government with respect to development; and
- Lack of focus on youth issues by government, due to a need to prioritise scarce resources.

BCM has acknowledged the importance of youth in the functioning of the Municipality and has made youth issues a priority for the next three years and beyond.

3.4.3 BCM Strategic Responses

3.4.3.1 Developing a Youth Development Policy

In 2004, to develop its HIV/AIDS Cross-Cutting Strategy, BCM engaged in numerous activities including: study trips, exchanges with other municipalities, commissioned research/studies, resource mapping on organisations providing HIV/AIDS support in the Municipality, prevalence studies, a study on knowledge, attitudes and practices (KAP) and HIV and AIDS, and an economic impact study.

The Youth Development Strategy is developed as an addition to the BCM HIV/AIDS Cross-Cutting Strategy and should be read in conjunction with it.

3.4.3.2 Challenges and Opportunities

During its development, several key factors were identified as presenting challenges to the successful implementation of the Youth Development Strategy, as well as opportunities to overcome some of these challenges. These include the following:

- Strong political leadership and commitment has been shown to be crucial to success. The commitment to youth has already been shown by the Municipality from the Executive Mayor and the Special Programmes Portfolio Holder, the City Manager and the Special Programmes Unit (SPU). This commitment needs to continue and importantly a budget needs to be attached to the activities to ensure that youth issues are firmly placed on the Municipality's agenda.
- There is clearly a lack of understanding of roles, responsibilities, mandates and functions of local, district, provincial and national governments. This results in frustration by many youth and community members as they believe that the Municipality is not delivering. It is crucial that the Municipality provide information wherever and whenever possible on the spheres and mandates of government as articulated in the Constitution sections 156 and 229 and the various pieces of subordinate legislation.
- There is need to move away from "an entitlement mentality" whereby people demand and wait for those things to which they feel they are entitled, without being willing to get involved in their own development or pay for the services being delivered.

- There is a need to involve multi-racial youth in all activities. This has been a challenge in the past and will need to be addressed in order that all youth have “ownership” of the process and the strategy.
- There is a need to focus on the specific needs of rural youth, young women and disabled youth and the particular vulnerabilities that they face. The activities may need to be adapted to take into account these young people. At the same time, this provides an opportunity as, relatively, BCM rural youth, young women and disabled youth are better resourced and can mentor youth from other municipalities.
- There is an opportunity in BCM as there is a well organised and capacitated youth movement that is able to engage with the Municipality and participate in its own development. In addition, there are a fully functioning youth forum and youth council that articulate the needs of youth in BCM. The youth in BCM can use their relative advantage to mentor youth in other organisations and municipalities.
- Some of the goals have, through community consultation, identified activities that are overlapping and therefore can be used by the Municipality to achieve different objectives. For example, the promotion of sport can be used as a means to raise awareness on HIV and AIDS, on drugs and alcoholism and to disseminate information about the Municipality and its roles and functions.

3.4.3.3 Vision and Strategy

The long-term vision of the Youth Development Strategy is:

Fully empowered and united youth involved in socio-economic development and in the provision of sustainable youth-friendly services in partnership with relevant stakeholders, resulting in a healthy society, decreased levels of HIV and AIDS, crime and abuse.

The aims of the Youth Development Strategy are:

- Youth are meaningfully participating in government and civic affairs.
- An enabling environment for youth to become economically viable and engage in their own and their communities’ upliftment.
- The impact of HIV and AIDS and rate of new infections amongst youth is reduced.
- Drug and alcohol abuse amongst youth is reduced.
- Cultural pride is restored and indigenous knowledge systems are promoted within a human rights based framework.

3.4.3.4 Implementation

The BCM Council needs to take the lead in creating partnerships, supporting multi-sectoral initiatives, facilitating buy-in from all concerned and securing the resources needed to achieve the goals.

Internally, the Strategy must be housed and driven from the Office of the Executive Mayor in the SPU, politically by the Special Programmes Portfolio Holder, and ultimately the Mayor. Administratively the process is accountable to the City Manager’s Office. The ultimate goal is to mainstream youth issues and thus the Youth Development Strategy into all Directorates within BCM, and embrace and nurture multi-sectoral initiatives and partnerships.

3.4.3.5 Relationship with Mhlontlo and Umzimvubu

As part of the agreement with UNICEF and in the spirit of inter-governmental cooperation, BCM has agreed to work with Mhlontlo and Umzimvubu, continuing the collaboration that was initiated in April 2005. The relationship will, within the scope of governing legislation, focus on mentoring, skills transfer and assistance in the development and implementation of their respective youth development strategies. This may also include exchange programmes for youth and study visits for municipal officials.

3.5 BCM Integrated Transport Plan

3.5.1 Introduction

This plan considers all modes of land transport in Buffalo City which operate on or make use of sidewalks, roads and rail systems, and provides a plan for the future that ensures synergy between the City's spatial development and its transport systems. These systems are vital to the City's economy and the activities that take place within a city, as the basic need of the citizens is for convenient affordable access between home, work and for many other purposes.

The ITP places new emphasis on the importance of developing transport solutions that do not depend solely on the private car. Thus walking is promoted as all journeys consist of at least one part on foot. Public transport will become much more organised in future, with a system developing within the timeframe of this Plan that will start to encourage people to willingly choose public transport over the car.

3.5.2 Scope of the ITP

While the ITP concentrates on "land transport", it is recognised that air transport and sea transport are vitally important to Buffalo City's economy. The functions of planning air and sea transport facilities and services reside with the national sphere of government, and it is necessary to provide for the linkage between all forms of transport. Future updates of the ITP will more fully cover the integration of land, air and sea transport in Buffalo City, and ensure that planning for all the modes is prepared jointly with the responsible authorities.

The purpose of this ITP is therefore to put forward Buffalo City Municipality's vision to develop land transport services, infrastructure and institutional arrangements for the different transport components, so as to meet current and future demands of the City. The ITP demonstrates how the different transport components must integrate in order to create an optimal transport system to achieve the vision, objectives and strategies adopted for the City. The ITP is a Plan that has been developed in conjunction with the Integrated Development Plan, the latter guiding Buffalo City's overall future development. The Plans, when read together, deal with land use, economic development, engineering services, transport, health, education, social services and the environment. The purpose of the ITP is to ensure that adequate transport systems and public transport services are provided to effectively serve the citizens of Buffalo City.

3.5.3 Legislative requirements

The National Land Transport Transition Act, 22 of 2000 requires Buffalo City Municipality as a Planning Authority to develop its ITP. The Eastern Cape Department of Roads and

Transport, operating in conjunction with the National Department of Transport has requested all Planning Authorities in the Eastern Cape Province to prepare their ITP's.

The ITP is supported by a number of more detailed plans which should be consulted for greater detail on the particular transport component. These more detailed transport plans and programmes are summarised in the ITP. The following documents are the available from Buffalo City on request:

- Buffalo City Public Transport Framework Plan – 2005
- Buffalo City Public Transport Plan – 2006
- Buffalo City Arterial Roads Plan – 2006 - 2023
- Buffalo City Traffic Safety Plan – 2005

3.5.4 Approval of the ITP

The ITP is intended to guide the identification, approval and budgeting of transport projects in Buffalo City. Once approved by Buffalo City Council, it is submitted to the Provincial MEC for approval of projects for which it is responsible, and to the Minister of Transport for approval of projects under its functional control (namely rail). Projects listed in the ITP are effectively transport projects in terms of the Integrated Development Plan, and only projects included in the ITP will be considered for funding through the municipal budget.

Once approved by the Council, the MEC and the Minister, the ITP will be published in terms of Section 29 of the National Land Transport Transition Act as a statutory plan in the Provincial Gazette.

3.5.5 2010 Soccer World Cup

Although not designated as a 2010 Soccer World Cup tournament city, Buffalo City was invited by the Local Organising Committee to submit proposals for transport projects.

The bid made during 2005 was submitted on the basis that one or more competition countries will adopt the City as a host city and training/practice venue. This would be their “home” during lengthy periods between matches in tournament cities of South Africa, where the team and management will need to establish a base. There are several well located existing stadiums available as training venues that are within easy reach of the railway corridor and public transport routes. Invitations to country teams will be offered arising from Buffalo City's intention to upgrade at least two of the stadium for use as training venues and for practice matches. These stadiums will need to be accessible to spectators who will wish to attend these World Cup related activities.

3.5.6 Situational Analysis of Transport in Buffalo City

The need for the development of the integrated transport plan stems from an unsatisfactory current situation whereby certain fundamental aspects of the transport system must be improved. The main issues underlying these problems are discussed in this section to place them in proper perspective.

Access – “accessibility” – for citizens of Buffalo City is, like most other cities of South Africa, dependent on car usage amongst the economically well-off population, and reliance on public transport or walking for people with low income.

3.5.7 Public versus private transport

The economically well-off population has access to private cars to an extent comparable with people living in developed countries. Due to generally poor or non-existent public transport services, this group of people do not use public transport. This means that they contribute to a significantly high proportion of the volumes of car traffic in relation to the size of population they represent. Their preference for using the private car is also one of the main reasons for the decline of such scheduled bus and rail public transport services that were provided in previous years. In the course the last two decades the provision and use of scheduled public transport services has declined as access to and use of the private car has grown.

3.5.8 Bus and minibus-taxi modes

Public transport includes bus, minibus-taxi and rail services, all of which are provided in Buffalo City. With regard to bus, only a small fragment of former municipal bus services that operated in Buffalo City up to the mid-eighties remains. Buffalo City's municipal bus service has a small number of buses in the former East London municipal area, and Mayibuye (the Province-owned bus company) operates a small number of buses that service the peri-urban areas of East London and further a-field. The majority of public transport passengers in the corridors of high volume person trips are now carried by minibus-taxi, which has taken over the former bus operations.

The minibus-taxi as a mode of public transport does not provide the standard of service to attract people who can afford private transport. This transport mode emerged in the 1970's, and was allowed to spread rapidly in the 1980's in the latter part of the previous government administration when deregulation of the public transport sector became government policy. Minibus-taxis are small businesses that are required to be legally regulated, but due to the inadequate application of law enforcement, illegal operations, oversupply and conflict are endemic to the industry. The practical result has been that many operators do not hold valid operating licences and use non-roadworthy vehicles.

In addition, minibus-taxi businesses operate without government subsidises and consequently have no obligation to render services. This means that the industry operates only at times and on routes that are profitable. Prevalent speeding of overloaded non-roadworthy vehicles is also a frequent consequence of the need to meet income targets. While the current low-income users of taxi have no real choice, in future the growth in the economy and a consequent improvement of income levels will make the private car the transport of choice for those who can afford to own and commute by car. There is a need to reinstitute a quality formal public transport system in order to hold back the growth of car traffic, while at the same time also providing acceptable public transport for all citizens including the majority of people that cannot afford cars. Hence, improved all day services and greater accessibility to services are crucial demands that call for a reintroduction of proper scheduled bus services to replace minibus-taxi services in the long term.

3.5.9 Passenger rail services

The commuter rail services operated by Metrorail currently provided between Berlin and East London operating on a scheduled service, but have lost patronage over the past decades. Its predominant market is residents of Mdantsane who can access the stations, some of whom who use the train to travel to work in the East London area.

While the rail service is currently underutilised, it is intended that a restructuring process will be applied to scheduled public transport services operating between Mdantsane and East London. This will have the effect of significantly raising the importance of the Berlin –

East London rail service. In terms of the ITP it will in future become a major mode of public transport, and will be supported by feeder buses and minibus-taxis.

3.5.10 Importance of non-motorised transport

A significant proportion of the people in the disadvantaged areas of Buffalo City have no choice but to walk to work, education and other activities. Transport surveys have shown that walking is the one and only mode of transport for half of all trips made. Even though walking is the predominant mode of transport, a suitable network of pedestrian facilities is not adequately provided in Buffalo City. This has a serious impact on the traffic safety situation, as half of all people that are killed in traffic accident are pedestrians.

The use of the bicycle as a mode of commuter transport is currently negligible, even though there are many bicycle owners due to its popularity for recreation and sports activities. However, even though cycling in the past has been neglected as a mode of transport it is considered that there is great potential for its expanded use. This will require efforts to be made to provide facilities such as safe cycle paths, routes and parking facilities, as these are not currently provided for within the City.

Hence, provision of proper facilities for non-motorised transport will be an important future focus not only because walking and cycling are environmentally friendly, inexpensive and produce a healthy society, but because their increased use will contribute to improved accessibility.

3.5.11 SPECIAL NEEDS TRANSPORT

Several existing and would be transport users in Buffalo City have physical, mental or age-related circumstances that inhibit their unrestricted use of the existing transport system. These persons with "special needs" must be identified and provided for so that they may have reasonable access to the transport system. To date, no formal assessment has been made in Buffalo City of the extent of special needs passengers, or of the difficulties such persons experience with using the transport system.

These will be addressed in the future development of transport services and systems. A strategic plan for special needs transport will feature in the forthcoming ITP.

3.5.12 THE MAJOR ROAD SYSTEM

The arterial road system of Buffalo City has comprehensive coverage and a relatively high design standard, although there are certain unsatisfactory sections. Because of the importance given to the private car over the past few decades, the road development programmes provided a comprehensive network of arterial roads that currently have a satisfactory capacity, except in the highly built-up areas around the East London and King William's Town CBD's. In particular, the detrimental effects of through traffic, including heavy vehicles that pass through the East London CBD, should be resolved. Other satellite CBD's are also showing signs of congestion due to traffic generated through the establishment of office and retail developments.

The generous proportions of the Buffalo City arterial road network have until recently precluded any significant traffic congestion, but the growth in traffic is creating a demand that will call for the increase in capacity of substandard roads and the completion of new links.

Many of the future road projects will have as an objective not only the accommodation of increasing traffic volumes, but just as importantly, the improvement of the flow of buses and minibus-taxis along roads. One such project is the growing need for the provision of a new Buffalo River bridge crossing, which proposes to link the Mdantsane Access Road at Duncan Village with the Westbank IDZ. Once this bridge is in place it is envisaged that public transport passengers as well as users of private vehicles working in this part of the City will have a considerably quicker journey.

3.5.13 TRAFFIC SAFETY

The current traffic accident record for Buffalo City reflecting a high injury and death rate is considered unacceptable, particularly with regard to pedestrian fatalities.

The incidence of accidents involving public transport vehicles is also high in relation to the number of licensed vehicles in Buffalo City – public transport vehicles are involved in almost ten times as many accidents per vehicle compared to the average of all registered vehicles. This trend must be addressed urgently.

A further disturbing trend identified is that over the past three years there has been an increase in the number of accidents around schools, coupled with a significant increase in the number of casualties, which will be a focus of the traffic safety plan.

3.5.14 The ITP and IDP

Lastly, transport cannot be planned and provided on its own, but must be integrated into all the sectoral plans forming the Integrated Development Plan for Buffalo City. This is the objective of the ITP, and this will lead to properly focussed City projects and programmes in the future.

3.5.15 Transport Vision, Goals and Objectives

Buffalo City has a vision for the future development of the City reflected in the Integrated Development Plan 2005, which declares the City –

“to be a people-centred place of opportunity where the basic needs of all are met in a safe, healthy and sustainable environment”.

ATTAINING THIS VISION REQUIRES A UNIFIED APPROACH ACROSS ACTIONS AND INTERVENTIONS FOR DEVELOPING AND MANAGING THE CITY, AND A PARTNERSHIP WITH ALL STAKEHOLDERS.

The ITP is a plan which includes all components of the transport system and includes the movements of people and freight on the road and rail systems, public transport services, non-motorized transport, and traffic safety. The components of the plan need to be prepared within the national and provincial policy framework as set out in their respective White Papers on Transport Policy and the ensuing land transport frameworks. In this regard the 2014 Provincial vision as reflected in the “Provincial Growth and Development Plan” is also reflected in the ITP.

3.5.16 Vision

Transportation is one of the fundamental needs of people. It has a major impact, not only on the physical form of the City, but also on its liveability. It provides the essential link

between activities and it is also one of the important factors for promotion of economic development. Another aspect is that it has the potential to be used as an integration tool in Buffalo City.

In the urban system there is a constant interrelation between land use, demography and transportation. The transportation system can be seen as a function of sub-systems, such as private, public and goods transport. In the process of development, it is important to consider all these interrelated elements.

The various transport components must interact between themselves and with land-use in a way that the transport system as a whole is optimised in terms of mobility and accessibility for people and goods, contributing to a safe, healthy and sustainable environment. A vision statement for the City's ITP is therefore one that reflects the four transport objectives contained in Buffalo City's Integrated Development Plan.

VISION for the Integrated Transport Plan

A fully integrated transport system to increase accessibility for all people and giving priority to public transport, non-motorized transport and traffic safety

3.5.17 Goals and Objectives

Within the context of the Vision for the ITP, a number of goals and objectives are intended to be pursued. These will be attained through the strategies and plans developed for the various components of the transport system, and which are covered later in this document. The goals and objectives are:

3.5.18 Accessibility

The transport system must provide all citizens with the opportunity to access work, school, community services and recreational activities. This means that the integrated transport system should consist of viable choices ranging between affordable public transport services, private transport and safe walking and cycling opportunities.

The provision of the transport system and services must consider the location of residential, business and industrial areas, institutions of learning and services. An integrated approach is important to ensure that the land use structure supports an efficient system. The special needs of the young, the elderly and disabled persons must also be provided for so that the public transport system is accessible to all people.

3.5.19 Social and economic development

A well functioning transport system that supports accessibility and gives good access to activities in the community must have a positive impact on the potential for social and economic development.

3.5.20 Safety

The current transport system is characterized by a poor traffic safety record, with unacceptable incidences of injury and fatal accidents. The condition and standards of public transport vehicles in particular are lacking, and education and enforcement programmes must be implemented to educate road users. These aspects as well as facilities for pedestrians and safety at public transport interchanges must be taken into consideration in all programmes to upgrade the transport system as a whole.

3.5.21 Sustainability – environmental and economic

The transport system has to be sustainable from an environmental as well as an economic point of view. The system must be designed and supported by land-use planning provide for the use of the most environmentally and economically appropriate mode of transport. This means that the urban structure should be designed to give priority to walking and bicycling modes and only subsequently to motorised forms of transport. Public transport should be the first choice of users after walk, whilst private car should be the last choice when nothing else suits the need for travel.

3.5.22 Humanizing the City

A transport system orientated towards people, and designed at the “human scale” so as to promote a safe, pleasant environment for walking, will contribute to a more attractive city – a city not dominated by roads, congestion, pollution and lack of accessibility. A well functioning transport system will also promote the establishment of businesses, service industries

3.6 BCM Integrated Waste Management Plan

3.6.1 Introduction

According to the National Waste Management Strategy, all South African Municipalities are to present a long-term strategy or plan on how to handle general waste services. Furthermore, Buffalo City Municipality identified the preparation of an Integrated Waste Management Plan (IWMP) as an important project within the Environmental Sector of the Municipality’s first Integrated Development Plan (IDP), which was finalised in April 2002. It was agreed that if waste management is neglected and not dealt with in a more sustainable manner, waste will continue to pose a serious threat to the environment and the health of Buffalo City citizens.

The reason for developing an IWMP is to provide the Municipality with a sustainable long-term waste management system. The IWMP is a planning document, which includes comprehensive background information on the current waste situation in the Municipality as well as the current regulatory framework. Based on an analysis of the current situation, objectives, strategies and projects are formulated that address the priority issues of today.

The Constitution of South Africa (Act 108 of 1996, Section 152) states that *local governments are to ensure provision of services to communities in a sustainable manner, promote social and economic development, promote a safe and health environment, and encourage the involvement of communities and community organisations in matters of local government*. In order to fulfil these constitutional obligations, Buffalo City realises that the current situation must be rectified. This IWMP is an important step in that direction.

3.6.2 The Context of the IWMP

3.6.2.1 The National Waste Management Strategy

The National Waste Management Strategy (NWMS) was developed by the Dept of Environmental Affairs and Tourism (DEAT) and the Dept of Water Affairs and Forestry (DWAF) in 1998-99 and presents National Government’s strategy for integrated waste management for South Africa. Among the priority initiatives formulated in the document,

Integrated Waste Management Planning was identified as an important tool for improving the current waste situation.

The Buffalo City First Generation IWMP is formulated in compliance with the NWMS which allocates responsibilities as follows:

- The *national Department of Environmental Affairs and Tourism (DEAT)* will draft and promulgate regulations and guideline documents for integrated waste management planning of all waste types.
- The *provincial environmental departments* will develop hazardous waste management plans and prepare provincial environmental and waste management plans and prepare provincial environmental and waste management plans that incorporate the integrated waste management plans submitted by local government and industry. These will be submitted to the Committee for Environmental Co-ordination (CEC) for approval, which will facilitate inter-provincial coordination, particularly in relation to planning for facilities for treatment and disposal of waste.
- *Local Government* will develop and submit plans for integrated general waste management to the respective provincial environmental departments. General waste includes domestic and industrial/commercial waste that is not acutely hazardous or dangerous for man or the environment.
- Waste management plans for *industrial waste* that is disposed of at private and/or dedicated disposal facilities, will be prepared by the *developers/owners* and submitted to the respective provincial environmental departments.

Thus, Buffalo City's IWMP focuses on general waste generated within Buffalo City. The Municipality realises, though, the importance of communicating with Province as well as with significant industrial generators of waste to ensure that the above-stated required plans are formulated and implemented.

3.6.2.2 The IWMP in the context of the IDP

The IWMP is formulated in accordance with the vision of Buffalo City as formulated in the Integrated Development Plan (IDP):

BUFFALO CITY – A PEOPLE CENTRED PLACE OF OPPORTUNITY WHERE THE BASIC NEEDS OF ALL ARE MET IN A SAFE, HEALTHY AND SUSTAINABLE ENVIRONMENT.

Considerable effort has been put into interpreting the meaning of this vision in terms of waste management for the formulation of objectives and strategies of the IWMP. The vision warrants for affordable waste collection services, sustainable waste treatment and disposal, litter-free living environments, safe working environments, and improved public awareness, among other things.

The IDP identifies “negative environmental and health impacts due to unsustainable waste management” as a priority issue that needs to be addressed by Buffalo City.

The following **objectives** in respect of Waste Management are listed in the IDP:

- Comprehensive long-term waste planning.
- Efficient, effective and appropriate waste collection and treatment services in the entire BCM.
- The availability of landfills and transfer stations which comply with National and Local legislation and meet the long-term needs of the BCM.
- Reduction of landfill waste by 35% by volume within 5 years through the implementation of waste reduction, re-use and recycling programmes and alternative treatment of waste.

The following **strategies** to achieve these objectives were adopted in the IDP:

- Formulation, adoption and implementation of an IWMP.
- Investigation of alternative uses and treatment of waste.

- Implementation of educational and awareness programmes.
- Identification and initiation of partnerships with external organisations, communities and industries.
- The review of the by-laws applicable in the different administrative areas and the rationalisation of these into a single set of appropriate by-laws applicable to all of BCM.

During the development of the IWMP, additional information not previously available was gathered. This information has been used to further develop the objectives and strategies of Buffalo City's waste management.

3.6.2.3 The IWMP in the context of Buffalo City's IEMP

Buffalo City is striving to build a local consensus in the support of recognised sustainable development principles and has accordingly embarked upon a process aiming at a comprehensive Integrated Environmental Management Plan (IEMP). The IEMP Policy acts as a framework and guides local government in its strive to promote sustainable development. The IEMP is based on existing national and international law and legislation and will be implemented through various sector plans and programmes identified in the Integrated Development Plan (IDP). The Policy also outlines the integrated approach for all projects within the municipality, guiding decision-makers at all levels to accessible and adequate information on adverse environmental effects of the activity in question. This approach enables the opportunity to improve, lessen or put a stop to the planned activity. Furthermore, the IEMP promotes public participation.

Sector plans play an important part in the implementation of the IEMP Policy as well as the agreed principles. The IWMP, which is such a Sector Plan, reflects the Vision of Buffalo City. Emanating from the vision, the Waste Management Vision for the Buffalo City Municipality in the year 2020 is summarised as follows:

- All citizens of Buffalo City are provided with adequate, affordable and accessible waste management services.
- The amounts of general waste as well as hazardous waste are reduced by waste minimisation and recycling (incorporating sorting-at-source), limiting the amounts of waste going to landfill.
- The proper handling, treatment and disposal of all kinds of waste ensures that the adverse impact on the environment and human health and well-being can be minimised or tolerated. All waste treatment and disposal facilities are legally permitted and properly operated.
- Informal recycling at landfills has been phased out and replaced with formal employment opportunities in a thriving recycling industry, which promotes local economic development.
- The people living in Buffalo City will be environmentally aware and conscious with a significant knowledge of proper waste management, which they enthusiastically exercise.

3.6.3 BCM Disaster Management Plan

3.7.1 Introduction

Sustainable development is not possible if disasters are continuously injuring and killing and damaging infrastructure, property and livelihoods. It is important that the relationship between disasters and development is recognised so that proactive action can be taken to eliminate or at least reduce the impact of the consequences of disasters.

When disasters occur the cost of the disaster sets back development, since projects are often delayed due to the diverting of funds. On the other hand, when disasters occur they provide an opportunity to rebuild "smarter", i.e. to avoid the likelihood of repetition of the disaster, and to plan for a sustainable and safe future. Development can both increase or reduce the vulnerability of the community. Unsafe or inappropriate development increases vulnerability while adequate attention to risk in the planning of development will reduce vulnerability.

3.7.2 Regulatory Framework

The following legislation and policy regulates Disaster Management in South Africa.

- Green Paper on Disaster Management.
- White Paper on Disaster Management.
- Disaster Management Act (57 of 2002)

3.7.3 Background / Priority Issues

Buffalo City is susceptible to, and has previously experienced, the following disasters:

Severe Storms, including Strong winds Hail Lightning Heavy rain	Mainly in the inland areas South and East of the Amathole Mountains.
Wind	<ul style="list-style-type: none"> ▪ Gales (mostly along coast and at sea) ▪ Tornados (entire Buffalo City)
Floods	Entire Buffalo City
Drought	Entire Buffalo City
Epidemics	Various areas
Fires	<ul style="list-style-type: none"> ▪ Veld and forest (whole area) ▪ Informal (informal sector) ▪ Industrial and commercial (whole area) ▪ Institutional (schools and hospitals)
Earth Tremors	Whole area
Aircraft Accidents	A number of aircraft accidents have occurred in Buffalo City.
Major Road Accidents	Whole area
Train Accidents	Lone Tree
Shipping Accidents	Various along coast
Hazardous Materials	Whole area
Strikes	Whole area
Unrest	Whole area
Terrorism	Whole area
Service Failure Electricity	Various areas as a result of infrastructure failure. Entire Buffalo City due to national load shedding.
Water	Berlin and Mdantsane.
Sewerage spillages	Mainly as a result of power failure. Duncan Village due to blockages.
Solid Waste	Mainly due to vehicle breakdowns.
Cell phones	As a result of network failure or overload.
Internally Displaced Persons	Most informal areas are a result of urbanization.

Lack of economic development in rural areas and communal conflicts are other aspects that play important roles.

The disasters listed above have the potential to occur throughout Buffalo City. There are however communities that are at risk of specific hazards, for example high density shack areas, houses within flood lines and people living near the airport.

Certain groups within the community, such as the aged, women, children, the disabled and the poor suffer the most from disasters and also lack capacity to recover.

The overall priority issue concerning disaster management is the lack of an integrated approach to disaster management in Buffalo City Municipality, which results in unsustainable development with unacceptable human, economic and environmental losses.

Buffalo City also hosts international and national sporting events as well as a range of cultural and political activities.

Planning and management of these events is essential to prevent and manage crowd related disasters.

3.7.4 Objective

Following the identification of the key problem (priority issue) the following objective for future disaster management development has been formulated:

Proactive and reactive integrated disaster management for all communities in the Buffalo City Municipality, so that the consequences of disasters can be eliminated or reduced through a safe and sustainable environment.

3.7.5 Strategies

Disasters impact on every community and aspect of community life. It is thus essential that a holistic approach involving the entire community be taken to manage disaster. It is furthermore necessary to build capacity both inside and outside the municipality through partnerships and community participation as well as to include disaster management in developmental planning.

The key disaster management functions for the Buffalo City area are described below:

(a) *Risk and Vulnerability Assessment*

This function helps to identify and map the risks and vulnerabilities that exist within the Buffalo City area so that appropriate prevention, mitigation and response plans and strategies may be developed.

At present, large gaps exist in the information on risk and vulnerability in Buffalo City. Very little risk mapping exists, which is information that is critical for decision-making.

There is an urgent need to conduct a risk and vulnerability assessment and to create risk maps. There will be an ongoing need to keep the information up-to-date.

Risk assessments must be conducted for all major events in the city.

(b) *Prevention and Mitigation*

The worldwide focus of Disaster Management is to prevent or mitigate the impact of disasters. This function provides for the identification of existing problems that need intervention, development of strategies and promotion of the need to reduce the risk of disasters occurring, as well as reducing the scale or significance of a given disaster.

A risk and vulnerability assessment must form part of the feasibility study on all new development, so that prevention and mitigation can be built into the project. Prevention and mitigation measures include the following aspects:

- Engineering and construction
- Physical planning
- Economic
- Management and institutional
- Societal

Prevention and mitigation measures must be developed to address the potential risks identified with the hosting of events in the city.

(c) *Preparedness*

In spite of prevention and mitigation, disasters will still occur. Therefore, contingency plans must be prepared and evaluated on a regular basis to ensure a co-ordinated response with maximum returns from available resources. Preparedness also involves:

- Institutional framework
- Information
- Resource base
- Warning systems
- Response mechanisms
- Awareness, training and education

(d) *Response*

The preparedness of the city will determine the speed and efficiency of the response. The function includes responding to disasters in accordance with Disaster Plans and ensuring improvements to response actions through evaluation. The key response functions include:

- Evacuation
- Search and rescue
- Safety and security
- Assessment of needs

(e) *Relief*

Relief measures are to reduce the suffering of disaster victims, by promoting and supporting community and victim capacity in a manner that promotes independence. To be effective, relief must be:

- Appropriate
- In good condition/of good quality
- In required quantities/at required level
- At the place and time it is needed

(f) *Rehabilitation*

Rehabilitation is the action taken in the aftermath of a disaster to enable basic services to resume functioning, assist victims with self-help efforts to repair physical damage and community facilities, revive economic activities and provide psychological and social support to survivors. Rehabilitation must focus on lifeline services and must be needs-driven based on assessment. Lifeline services include:

- Communications
- Water supply
- Power supply
- Roads and transport
- Waste disposal
- Public health

(g) *Reconstruction*

Reconstruction is the full restoration of all services and local infrastructure, replacement of damaged physical structures, the revitalisation of the economy and the restoration of social and cultural life.

It is essential that prevention and mitigation are built into reconstruction and that local capacity is improved on.

3.7.6 Conclusion

The overall task is to develop proactive and reactive integrated disaster management for all communities in the Buffalo City Municipality. All of the key functions discussed above form the total Disaster Management package. Lack of attention to any single function will

seriously jeopardise the ability to manage disaster, and will result in unnecessary and avoidable loss and hardship which will impact negatively on sustainability of development.

The hub of Disaster Management is the Disaster Management Centre, and the capacity of the centre will determine the efficiency with which a proper Disaster Management service will be provided to the citizens of Buffalo City

3.8 Water Services Development Plan

3.8.1 Introduction

The Buffalo City Municipality embarked on the preparation of this Water Services Development Plan (WSDP), as a component of the Integrated Development Plan (IDP), in anticipation of it becoming a Water Services Authority (WSA). The City was fortunate to receive financial and technical assistance from the Swedish International Development Agency (SIDA), which enabled the preparation of a comprehensive plan closely linked to the integrated programmes of the Municipal Departments, the District Municipality and other stakeholders in the region. Technical assistance in the development of the plan was provided by the Swedish Consultants SWECO International.

A study of the existing situation reveals that there are several major areas needing attention, including the following:

- The growth of the City, which currently accommodates some 888 000 people, will necessitate an augmented raw water supply within the next five to years;
- There are an estimated 184 700 people (10 000 in formal urban settlements, 143 400 in informal urban settlements and 31 300 in rural villages) needing access to formal water services;
- There are an estimated 345 400 people (24 900 in formal settlements, 199 5000 in informal settlements and 121 000 in rural villages) needing access to sanitation services;
- Much of the existing infrastructure is in urgent need of maintenance and upgrading to meet the future demands of the City;
- Current municipal services are not being provided in an integrated manner, leading to inefficiencies in service delivery;
- There are limited financial and human resources available to the City;
- There is inadequate communication between the Municipality and communities, which inhibits the service delivery process.

The Municipality envisages a future, whereby the City is a people-centred place of opportunity, where the basic needs of all are met in a safe, healthy and sustainable environment. Water and sanitation services are a key component of such a vision and this Water Services Development Plan (WSP) describes the measures needed to achieve affordable access to these services for the City's population within the next five (5) years. In addition, this plan sets out the programmes, projects, funding, institutional concepts and activities, which need to be implemented to achieve the vision.

3.8.2 Existing Infrastructure

With regard to water, the bulk of the suburbs and settlements within the urban core are either covered by an existing scheme or will be served by a proposed project. However, the area between East London, Kaysers Beach and Needs Camp is particularly poorly served compared to other areas.

The Upper, Middle and lower Buffalo Regional Water Supply Schemes, which primarily service the King William's Town- East London corridor, are the main water supply for the area, servicing approximately 68% of the City's population. Although the City is located within a region, which generally has access to adequate surface water, raw water

resources will need to be augmented in the next 5-10 years, to meet the anticipated demands.

The quality of the surface water in the main catchments is deteriorating due to salinisation and industrial and domestic effluent contamination, with this being particularly prevalent along the Buffalo and Nahoon River Catchments. Apart from the negative environment impacts, this can result in increased water treatment costs related to eutrophication.

The groundwater potential of the area is generally poor, with low yielding and poor water quality boreholes, particularly along the coastal regions (primary area of rural backlog).

The treatment and conveyance capacity of existing bulk infrastructure in certain areas requires upgrading in short-term (East London and Mdantsane being the most noticeable) and further upgrading will be required throughout the City in the medium term. The condition of certain components of the bulk supply infrastructure system is also such that it will require refurbishment in the short-term.

The condition of the reticulation infrastructure, particularly in the urban core, is characterised by frequent pipe breaks and high level of unaccounted for water (Mdantsane is again a focus area).

The condition of the reticulation infrastructure, particularly in the urban core, is characterised by frequent pipe breaks and high level of unaccounted for water (Mdantsane is again a focus area).

Therefore, from a water resource, bulk and distribution infrastructure perspective, the ability of the City to accommodate significant Growth (domestic and/or industrial) in the short-term, is limited and focused to certain areas close to existing services.

With regard to sanitation, access to waterborne sewerage, with either off or on site disposal, is limited to the formal settlements in the urban centres (i.e. former TLC areas) and to some of the larger peri-urban settlements (e.g. Dimbaza, Zwelitsha and Ilitha). The condition of the sewerage infrastructure throughout the City is generally one of inadequate capacity, old and poor state of repair, resulting in frequent discharges into the river systems.

The rural communities either have access to a basic sanitation service (limited coverage), a sub-basic service or no service at all.

With regard to ownership, it must also be noted that ownership of the water services infrastructure within the City is currently divided between the Amathole District Municipality, but will change once the division for powers and functions have been finalized and implemented. It can also be noted that the Amatola Water Board is currently responsible for the operation and maintenance of certain DWAF owned water supply services.

3.8.3 Proposed Programmes

Several programmes have been identified to address the backlogs and to maintain and upgrade the existing infrastructure, in order for the vision of Buffalo City to be realised. These programmes include the following:

- A Prioritised Basic Services Backlogs Programme, focused at providing access to a basic level of service to those areas, which currently do not have access to the prescribed minimum level of service. This programme will therefore target the rural and recognized urban informal settlements;
- A Maintenance, Refurbishment and Upgrading Programme focusing primarily at restoring efficient economic operation and capacity of existing bulk and reticulation infrastructure;

- An Expansion Programme, which will be largely in support of the housing programme of the IDP and will therefore address bulk water and sanitation services simultaneously;
- An Economic Enhancement Programme, giving support to local economic development projects and including projects to improve both the operational efficiency of schemes and revenue collection;
- A Water Management Programme, to address both the critical losses and wastage occurring on a daily basis and the augmentation of the limited raw water supply;and
- A Institutional Programme, which aims to address the support mechanisms and alternative institutional forms, required to ensure the efficient and effective implementation of the above programmes, both in terms of the Water Services Authority and the Water Services Provider functions of the Municipality.

3.8.4 Financial Implications

Buffalo City will require enormous financial and human resources to meet the needs of the people and the development proposals contained in the IDP. Government expects that all water and sanitation backlogs will be addressed within the next eight to ten years. To achieve this, some R 240 million in the capital expenditure would be required for the provision of basic sanitation services and R 60 million would be needed for the provision of basic water services. The above figures are based on the current backlog numbers and the costs identified in the ADM's basic level of service framework.

In order to meet the expansion proposals of the IDP, refurbish outdated infrastructure and augment the capacity of existing systems, approximately R 1,46 billion and R 527 million in capital funding, would be needed over the next 5 years, for sanitation and water programmes respectively. These funding needs are beyond the means of Buffalo City and a concerted effort will be required to source funds from external sources.

3.9 BCM Housing Policy

3.9.1 Introduction

The Social Development Framework contained in the Buffalo City Integrated Development Plan highlights the prioritized focus of housing provision over the next five years and emphasizes that **“a comprehensive and integrated Housing Policy is a necessity if Buffalo City is to ensure that its models of housing provision, as well as the provision of social services associated therewith, are affordable and sustainable”**.

Work on a Housing Policy for the City of East London commenced in 1998, but was suspended due to changes in the Municipal structure and area of jurisdiction of the municipality (now Buffalo City Municipality). In the interim, there have been changes to National Policy Framework, amended subsidy allocations and preparation of a Housing Development Plan for the Province of the Eastern Cape. In early 2003, the City commenced a review of its Integrated Development Plan, formulated a Water Services Development Plan, a Spatial Development Plan and a Land Use Management Plan.

In the light of the changes to policy and finalisation of important sectoral plans, it was felt opportune to resume preparation of a Housing Policy; this time for the entire Buffalo City Municipality. This Housing Plan takes into account the provision of current policy frameworks, associated sectoral plans and the needs, aspirations and expectations of the rural and urban communities within the city.

3.9.2 Project Process

3.9.2.1 Objectives of the Project

The following project objectives were followed:-

- Establish a uniform Housing Policy for Buffalo City taking National, Provincial and Local Housing Policies into account;
- Take into account the housing needs of beneficiary communities;
- Determine the level of infrastructure services for communities, based on needs, affordability (level of income) and provision of bulk services;
- Support the establishment of care centers / homes for HIV/AIDS related beneficiaries; and
- Cater for people with disabilities.

3.9.2.2 Target Group

The Housing policy addresses the needs and expectations of all the inhabitants of Buffalo City, including the rural areas within the municipal boundary.

3.9.2.3 Project Output

The results of the project were to include the following outputs:-

- The establishment of a uniform housing policy that will give clear direction to meet the housing challenges of Buffalo City;
- Acceleration in appropriate housing delivery;
- Identification of the housing need;
- Establishment of clear roles and responsibilities for all stakeholders; and
- Documents setting out the Housing policy, strategies, projects, programme, institutional framework, financial framework and implementation plan and appropriate spatial plans.

3.9.2.4 Project Activities

The project involved the following activities:-

- Setting up of a task team consisting of officials and councilors;
- Appointment of consultants;
- Visiting other Metropolitan areas with regard to their housing policy and delivery approaches;
- Review of the various plans and proposals which exist, including the IDP, the Land Reform and Settlement plan for the Central region, the Yellowwoods and Needs Camp Zone plans, the Newlands Development plan and the Provincial Housing Development Plan;
- A sample survey of prospective beneficiaries to ascertain levels of affordability, expectations and opinions;
- Extensive interaction with all stakeholders through task team meetings, Housing Working Groups, workshops with various roleplayers and presentations to Council ;
- Encouraging debate in civil society concerning housing policy, expectations, options, levels of service, products, spatial distribution of projects and delivery mechanisms;
- Policy formulation;
- Preparation of appropriate strategies;
- Formulation of institutional and financial frameworks;
- Preparation of appropriate documentation;
- Approval of the Housing Policy by Council; and
- Implementation of the approved policy by the Department.

3.9.2.5 Community and Stakeholder Participation

Participation of the various communities and stakeholders was achieved through a series of workshops, working group sessions and presentations. In addition, a survey of attitudes, needs and expectations of homeless families was held at Ward level through a survey questionnaire. Finally a series of debates and discussions were encouraged through the use of media articles, radio and discussions with civil society.

3.9.2.6 Project Organisation

A Project Steering Committee was established to “steer” the project, consisting of the following:-

- 1 Councillor from the Housing Working Group;
- 3 Officials from the Housing Department dealing with policy and project implementation;
- 1 Town Planner dealing with forward planning;
- 1 Engineer dealing with housing infrastructure;
- 1 consultant;
- 1 Finance official dealing with housing finance; and
- 1 SIDA Advisor co-opted to the team.

The committee held regular meetings to monitor progress and give input to the plan.

3.9.2.7 Policy Context

The efficient and effective delivery of services is a strategic objective of the Provincial Government of the Eastern Cape. The provision of affordable housing to low resource communities is central to this policy.

The Development Facilitation Act (DFA) is of great relevance to such planning endeavours, because it has introduced a 'performance-based' approach to development planning. This provides a framework for *integrated development planning* and establishes certain minimum norms and conditions, which promote the *integration* of different aspects of development.

The principles of *integrated development* presupposes the need of local people to *control their own development*, have equal opportunity and live in a safer environment. This takes place through representative local government, community based organisations, housing associations, housing co-operatives, etc. through the provisions of the Housing Act and National Housing Code.

The key, therefore, to a successful housing implementation policy lies in accepting the local "ownership" of the strategies these organisations adopt. In such cases the widest possible involvement of all segments of society are encouraged so as to lay the basis for greater equity, enable people to benefit from the fruits of growth and strengthen the fabric of democracy.

Clearly *capacities* for local ownership of the housing effort are placed under strain, sometimes severe. It is in within this context, that an integrated housing policy for the Buffalo City Municipality is sought to act as a development catalyst and management tool to promote the efficient and effective delivery of local housing and the involvement of all local actors.

3.9.2.8 Policy Approach

The Housing Policy approach will be in accordance with the following framework:

- All housing will facilitate acceptable secure tenure;
- All housing projects will achieve a minimum provision of “RDP” basic technical services (see 6.5.6);
- Support will be provided in achieving incremental (step by step) improvements in services and top structures where funds and resources permit improvements and/or where the type of housing (such as high density social housing) a higher than “RDP” basic level is required;
- Integrated development will be the ultimate goal, involving living environments with appropriate and accessible social and physical infrastructure (including local economic development, schools, urban agriculture, transport and community facilities); and

- All subsidised housing will provide for the needs of the homeless, aged, disabled and other special groups in accordance with an agreed quota system.

3.9.2.9 Institutional Role

- Buffalo City will adopt a **developer** role to housing delivery. However, in order to build capacity it will be necessary to develop partnerships and adopt appropriate strategies whereby larger volumes of accommodation can be constructed in a short space of time; and
- Procurement of services of emerging contractors will be streamlined to achieve an accredited system, training and mentoring programme.

3.9.2.10 Minimum Standards (Building)

The SABS standards and National Building Regulations will apply. The minimum standards as set out in the “Specifications to Satisfy the Minimum Norms and Standards in Respect of Permanent Residential Structures for the Peoples Housing Process – Eastern Cape Region” will apply.

3.9.2.11 Environmental

- New housing development on slopes of 1 in 5 or greater will not be permitted;
- No development is to occur below 1 in 100 year flood level (all flood level calculations being based on maximum hardening and runoff); and
- No development permitted within dam burst flood lines.

3.9.2.12 Implementation Standards and Risks

- An accreditation, training and mentorship programme will be utilised to uplift the construction implementation standards and quality of housing;
- Peoples Housing Process projects will have contract insurance, risk management and public liability cover from project facilitation funds;
- NHBRC accreditation of contractors will be a requirement;
- Appropriate Insurance cover for all projects in accordance with appropriate risk management arrangements maintained by the City; and
- Occupational Safety Act Compliance at all times.

3.9.2.13 Settlement Upgrading

- Informal and rural settlements which are appraised to be feasible for upgrading, by means of formal planning de-densification, survey and development may be upgraded in-situ with at least entry level infrastructure;
- Those settlements found unsuitable due to environmental constraints, infrastructure problems, access difficulties and/or land ownership complexities will not be upgraded, but will form part of prioritised Project Linked/PHP programme on other suitable land;
- Upgrading of settlements will be conducted on a prioritised basis, relationship to infrastructure available planning, transport accessibility and relationship to nodes and special development areas (as defined in the Spatial Development Framework); and
- Appropriate density (density/de-densification) according to the spatial development framework in support of the Public Transport plan.

3.9.2.14 Strategic Framework

In order to fulfill the vision, goals and objectives; within the policy framework, the following strategies are proposed.

3.9.2.15 Institutional Capacity and Systems

- Establish a designated multi disciplinary team;
- Formulate a set of procedures to guide implementation of projects;
- Establish a Housing Development Revolving Fund;
- Conduct a feasibility study into the viability of community support centres, secure funding, select appropriate sites and develop; and
- Devise an appropriate quota system for allocation of subsidised housing to meet the needs of special groups, aged and disabled.

3.9.2.16 Consumer Relations

- Consumer advice and awareness training programme to be linked to every housing project; and
- Create an upgraded beneficiary waiting list which takes into account equitable allocation procedures.

3.9.2.17 Stakeholder Partnerships

- Establish an emerging contractor skills training and mentorship programme;
- Establish an accreditation process for support agencies and contractors; and
- Prepare and enter into appropriate stakeholder agreements.

3.9.2.18 Housing Delivery

- Build internal capacity to project manage, supervise and monitor housing development;
- Utilise accredited support agencies, NGO's and outsourced expertise;
- Engage developers, main contractors and emerging contractors to develop projects at scale;
- Conduct a survey of needs and establish a support programme to facilitate social housing agencies; and
- Co-ordinate the formulation of a Social Housing Plan with relevant stakeholders to achieve increased delivery at strategic nodes and development areas.

3.9.2.19 Environment

- Upgrade the planning and project preparation phase to integrate social and economic development aspects; and
- Position higher density housing in precincts close to transport nodes, along corridors and economic hubs.

3.9.2.20 Acquisition and Preparation of Land

- Conduct a land audit to identify strategic parcels of land, conduct valuations and appraisals into development feasibility;
- Acquire and service land on a prioritised basis to prepare for new housing development; and
- Adopt a managed process of releasing strategic land parcels to facilitate social and private sector housing development.

3.10 BCM Integrated Environmental Management Plan

Buffalo City is geographically and environmentally diverse with a wide range of land forms, vegetation-types, climatic conditions, etc. Similarly, the nature of human activities, socio-economic conditions and levels of development vary considerably. It therefore follows that the approach to environmental management in BCM is diverse, where issues range from pollution resulting from urban related activities to management of rural communal commonage areas.

The response to environmental issues in BCM raises various challenges, such as:

- Communicating responses to a population from diverse socio-economic backgrounds;
- Dealing with sometimes uneducated people in rural areas;
- Instilling the necessity for environmental management in impoverished population groups who are more preoccupied with survival;
- The wide range of issues given the geographical diversity and extent of BCM.

3.10.1 Environmental Management in Buffalo City

Recognising its obligations to the environment, BCM has embraced sustainable development principles, specifically Local Agenda 21, including integrated environmental management as a cornerstone of development in the area. This commitment is reflected in the overall vision for BCM as provided in the Integrated Development Plan (IDP):

A people centred place of opportunity where the basic needs of all are met in a safe, healthy and sustainable environment

Despite embracing the principles of sustainable development and Local Agenda 21, the BCM IDP nonetheless specifically refers to a lack sustainable development and inappropriate use of resources as significant challenges facing the City.

3.10.2 Institutional and Organisational Structure

An effective and efficient institutional and organisational structure is essential for environmental management in BCM. During the IEMP development process, a number of institutional issues are highlighted that are relevant to environmental management in BCM.

3.10.3 How will the IEMP assist BCM in Environmental Management

The basis for the development of an IEMP is the fundamental right of every South African citizen to have a healthy environment, as stated in the Bill of Rights in the South African Constitution (section 24) and the National Environmental Management Act, 1998 (NEMA). In response to this and the challenge of Local Agenda 21, BCM embarked on a process to formulate IEMP.

The challenge for environmentally sustainable development within BCM. This initiative must inform and contribute to other development and planning activities within BCM so that the needs of the community can be addressed without unnecessarily compromising the environmental integrity of the area.

The IEMP is also not the responsibility of a single department, but rather serves to ensure that the environment is taken into consideration by all departments in the undertaking of their respective roles and responsibilities. In addition, the IEMP is not stand-alone document, but includes a number of initiatives to ensure incorporation of environmental and sustainability principles within all sectors of BCM.

3.10.4 The IEMP Development Process

3.10.4.1 Objectives for the IEMP

The following were the main objectives of the IEMP:

- Conduct a baseline assessment or audit the state of the BCM environment;
- Ensure alignment of BCM activities with relevant environmental legislation and policy;
- Provide input on institutional arrangements relating to environmental management in BCM;
- Develop measures to manage high priority environmental issues in BCM;
- Ensure appropriate stakeholder and public participation and dissemination of information during the process;
- Identify cross-cutting issues relating to environmental management in BCM;
- Develop an environmental policy for BCM;
- Promote an environmental capacity and awareness in BCM;
- Establish an effective and efficient system to monitor and measure progress in policy implementation.

3.10.4.2 Stakeholder Engagement and Public Participation

The white Paper on Environmental Management Policy emphasises the need to make environmental information accessible to all interested and affected parties that are responsible for or interested in effective environmental management. Similarly, the importance of public participation and stakeholder comment on municipal reports and plans is also emphasised by the Municipal Systems Act, 2000.

BCM therefore has an obligation to encourage as wide a spectrum of stakeholders and interested parties as possible to provide input and comment on the development of the IEMP.

Throughout the IEMP process the BCM IE and SD Unit has arranged information sharing sessions and workshops with various stakeholder groups. Target groups included:

- BCM officials;
- BCM Councillors;
- Government departments and regulators;
- Parastatals;
- Local industry and commerce;
- NGOs;
- The general public

3.11 BCM Tourism Master Plan

The Buffalo City Tourism Master Plan is one of a number of planning initiatives that guide the development of Buffalo City. During the course of the project the following plans and strategies were consulted and interrogated to ensure that the Buffalo City Tourism Master Plan comply with their recommendations:

- The Buffalo City IDP;
- The Spatial Development Framework;
- Mdantsane Urban Renewal Programme;
- The Integrated Waste Management Plan;
- The Public Transport Framework Plan;
- The Water Services Development Plan;
- The Housing Policy;
- The West Bank Spatial development Framework;
- The GIS Strategy;
- The Integrated Environmental and Coastal Management Plan

In order to implement the Buffalo City Tourism Master Plan, a task team should be established. The task team should be headed by the Economic Development and Tourism Department and should include representatives from:

- BCM Department of Economic Development and Tourism;
- Buffalo City Tourism;
- BCM Department of Development Planning;
- Buffalo City Development Agency;
- BCM Department of Social Services.

The task team should establish a consultative forum to support and provide input to the task team. The consultative forum should be as inclusive as possible and could include representatives from:

- Amathole District Municipality;
- Civil Society;
- Community Tourism Organisations;
- Department of Agriculture;
- Department of Water Affairs;
- East London Industrial Development Zone;
- Eastern Cape Development Corporation;
- Eastern Cape Provincial Council of Churches;
- Eastern Cape Tourism Board;
- Educational Institutions- Walter Sisulu University etc;
- National Department of Environmental Affairs and Tourism;
- Neighbouring municipalities;
- Organised labour;
- Private Sector Business organisations;

- South African Tourism;
- Ward Councillors.