

3.2.1.8 DEPARTMENT OF WATER AFFAIRS AND FORESTRY

DWAFF – WORKING FOR WATER: Projects planned for 2010/2011 Financial Year						
Name of project	Indicative Budget as per Draft APP	Location of the project	Implementing Agent	Project Output	Project Duration & Total Budget Projections	
					Duration	Budget
Albany	R2,995,571	Makana Municipality	Gamtoos Irrigation Board	Clearing	2010-2011	R2,995,571
Kouga	R3,994,095	Kouga Municipality	Gamtoos Irrigation Board	Clearing	2010-2011	R3,994,095
Kromme	R2,995,571	Kouga Municipality	Gamtoos Irrigation Board	Clearing	2010-2011	R2,995,571
Baviaankloof	R2,196,752	Baviaans Municipality	Gamtoos Irrigation Board	Clearing	2010-2011	R2,196,752
St Francis Bay	R2,111,879	Kouga Municipality	Gamtoos Irrigation Board	Restoration	2010 - 2011	R2,111,879
Baviaans Thicket Rehab	R5,791,438	Baviaans Municipality	Gamtoos Irrigation Board	Restoration	2010-2011	R5,791,438
EC High Altitude	R3,494,834	Kouga Municipality	Gamtoos Irrigation Board	Restoration	2010 - 2011	R3,494,834
Kouga Nursery	R1,497,786	Kouga Municipality	Gamtoos Irrigation Board	Restoration	2010 - 2011	R1,497,786

3.2.1.9 DEPARTMENT OF ROADS AND TRANSPORT

No.	Categories and Votes	Region/ District	Municipality	Project description	Type of Road		MTEF 2010/11 Project Costs R'000
					Surfaced Roads (No of km)	Gravel Roads (Incl. Earth Roads) (No. of km)	
1 MAINTENANCE AND REPAIRS							
1	GRAVEL MAINTENANCE CONTRACTS: EAST	Cacadu	Makana, Ndlambe, Blue Crane, Sundays River	Routine Gravel Maintenance	690.8	2774.7	20,900
	Routine Gravel Roads Maintenance	Cacadu	Makana	Maintenance	161.6	686.6	4,807
	Routine Gravel Roads Maintenance	Cacadu	Ndlambe	Maintenance	163.6	483.4	3,135
	Routine Gravel Roads Maintenance	Cacadu	Blue Crane	Maintenance	177.2	1149.9	9,405
	Routine Gravel Roads Maintenance	Cacadu	Sundays River	Maintenance	188.4	454.8	3,553
2	GRAVEL MAINTENANCE CONTRACTS: WEST	Cacadu	Camdeboo, DMA10, Baviaans, Ikwezi	Routine Gravel Maintenance	333.5	2663.2	27,300
	Routine Gravel Roads Maintenance	Cacadu	Camdeboo	Maintenance	96.6	800.6	5,733
	Routine Gravel Roads Maintenance	Cacadu	ECDMA10	Maintenance	112.3	1,086	9,282
	Routine Gravel Roads Maintenance	Cacadu	Baviaans	Maintenance	132.1	895.8	6,825
	Routine Gravel Roads Maintenance	Cacadu	Ikwezi	Maintenance	89.20	681.4	5,460
3	GRAVEL MAINTENANCE CONTRACTS: SOUTH	Cacadu	Kouga, Koukamma, NMBM	Routine Gravel Maintenance	857	815	6,200
	Routine Gravel Roads Maintenance	Cacadu	Koukamma	Maintenance	224.8	335	2,666
	Routine Gravel Roads Maintenance	Cacadu	Kouga	Maintenance	215.3	328	2,480
	Routine Gravel Roads Maintenance	Cacadu	NMBM	Maintenance	416.8	152	1,054
4	SMME DEVELOPMENT	Cacadu	All		1977.9	7,053	9,900
	Drainage & Stormwater	Cacadu	All	Maintenance	-	2707	3,800
	Road Reserve & Vegetation control	Cacadu	All	Maintenance	-	1496	2,100
	Surface Roads, Pothole repairs, etc.	Cacadu	All	Maintenance	-	1425	2,000
	Safety related maintenance	Cacadu	All	Maintenance	-	1425	2,000
5	Surface Maintenance Contract	Cacadu	NMBM	Maintenance	416.8	152	5,000

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Total Maintenance and Repairs		6,254	27,564	59,300			
2. Routine Maintenance							
1	RMC Tar : R62 Misgund to Humansdorp	Cacadu	various	Routine Maintenance R62: Misgund to Humansdorp plus others	216	-	4,900
2	RMC Tar : R63 Western Cape Boundary to N10	Cacadu	various	Routine Maintenance R63: Western Cape Boundary to N10	213	-	4,600
3	RMC Tar : R63 N10 to N2 (Kongga)	Chris Hani	various	Routine Maintenance R63: N10 to N2 at Kongga	241	-	6,300
4	RMC Tar : R67 Port Alfred to Queenstown	Various	various	Routine Maintenance R67: Port Alfred to Queenstown	285	-	6,700
5	RMC Tar : R72 Nanara to East London (N2)	Various	various	Routine Maintenance R72: Nanre to EL (N2)	245	-	6,700
6	RMC Tar : R75 PE (N2) to R63 Graaff-Reinet	Cacadu	various	Routine Maintenance R75: PE (N2) to R63 near Graaff Reinet	234	-	6,200
7	RMC Tar : Kouga (218km)	Cacadu	Kouga	Route Maintenance in Kouga	235	-	2,500
8	RMC Tar : NMB/Sunday's River (348km)	Cacadu	various	Route Maintenance in NMB / Sundays River	313	-	3,900
Total Maintenance and Repairs							41,800
3. Reseal							
1	Reseal : Addo - Motherwell	Various	Various	Reseals - Holding Action			10,000
2	Reseal : Uitenhage - Witklip	Various	Various	Reseals - Holding Action			7,500
3	Reseal : Kirkwood - Addo	Various	Various	Reseals - Holding Action			7,500
4	Reseal : Addo - Petersen	Various	Various	Reseals - Holding Action			7,500
5	Reseal : Hankey - Patensie	Various	Various	Reseals - Holding Action			7,500
Total maintenance for Cacadu (incl Progr 5)							40,000
Total maintenance for Cacadu (incl Progr 5)							151,100
EMPA COMMUNITY-BASED TRANSPORTATION PROGRAMME							
1		Cacadu	Makana	Construction of bus terminus		-	1,500,000
2		Cacadu	Kouga	Construction of Kruisfontein		-	5,000,000
3		Cacadu	Kouga	Construction of Umzamowetu access roads		-	3,000,000

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4	Cacadu	Sundays River	Construction of Nomatamsanga access rd.		-	7,000,000
5	Cacadu	Ikhwezi	Construction of cycle path / sidewalks		-	3,000,000
6	Cacadu	NMBM	Construction of overhead bridge		-	3,000,000
ROADS CONSTRUCTION IN GRAFF-REINET						
1	Cacadu	Camdeboo	R75 Graaff-Reinet - Jansenville (construction)		-	20,000,000
2	Cacadu	Ikhwezi	R337 Klipplaat - Jansenville (construction)		-	7,500,000
3	Cacadu	Ikhwezi/Camdeboo	R338 Klipplaat - Aberdeen (construction)		-	22,500,000

3.3 INTERVENTIONS EMANATING FROM THE CACADU GROWTH AND DEVELOPMENT SUMMIT (APRIL 2007)

In response to the National Growth and Development Summit (NGDS) held in June 2003 and the Eastern Cape Provincial Job Summit in February 2006, the Cacadu District Municipality was mandated as one of six district municipalities in the Eastern Cape Province to host a District Growth and Development Summit in order to work towards the implementation of the National GDS and Provincial Job Summit agreements. The primary aim of the GDS is to reach a broad agreement on the development path for the district detailing how each social partner (i.e. government, business, labour and civil society) can contribute to the envisaged development trajectory.

In accordance with the above, the Cacadu District Municipality hosted its Growth and Development Summit on the 12th and 13th of April 2007 in Jeffreys Bay.

Stakeholder engagement, prior and during the summit, culminated into a Summit Agreement. Contained within the Summit Agreement are commitments from the varying social partners (i.e. government, business, labour and civil society) detailing their current contribution and envisaged future contributions to the District's envisaged development path.

The commitments contain therein align, and are accordingly categorised, to the Cacadu District's strategic pillars for economic growth as detailed within the Cacadu District Municipality's Economic Growth and Development Strategy. The strategic economic pillars are as follows:

- Economic infrastructure (includes aspects relating to the development and maintenance of infrastructure in the form of roads, water and sanitation, etc).
- Sector development (includes aspects relating to the development of the agricultural and tourism related sectors, etc).
- Human resources and skills (includes aspects relating to increasing the skills base of the District in addition to implementing measures in which to fight the HIV & Aids pandemic).
- Institutional development (includes aspects relating to capacity building initiatives with the view to improving service delivery within the District).
- Regional linkages (includes aspects relating to the formation of partnerships with strategic role players so as to advance economic development and service delivery).

CHAPTER 4 : INTEGRATION

4.1 PART 1 : THE CACADU DISTRICT MUNICIPALITY'S SPATIAL DEVELOPMENT FRAMEWORK (SDF)

The CDM's core function is to facilitate development within the District whilst supporting and capacitating Local Municipalities in their efforts to develop their various communities. As a principle, Local Municipalities are to function as the preferred service providers of municipal services. As such, the role of the CDM is defined as an organisation that is both supportive and facilitative in nature in terms of :

- Serving as a district wide integrated development planning authority.
- Serving as an infrastructure development agent.
- Serving as a technical and institutional capacity resource to local municipalities.

The intention of the CDM's SDF is to enhance the CDM's role as development facilitator, where the institution is able to deem developmental levels of importance, thereby allowing it to promote cross-cutting developmental aspects that contribute to the betterment of the region as a whole. Furthermore, as a primary component of the district wide IDP, the SDF of the CDM, may be defined as a management tool that seeks to :

- Ensure a collective spatial representation of the District's Vision and Objectives.
- Ensure mechanisms in which to effectively prioritise not only capital investment, but investment in the form of developmental programme areas.
- Ensure cohesive planning.

Although the SDF seeks to strive towards the District's Vision and Objectives for both urban and rural communities, it is important to note that such an aim is underpinned by two underlying fundamental principles which have an influence on where and how investment should take place, namely :

- Historical backlogs associated with engineering and service provision.
- Financial constraints associated with public spending.

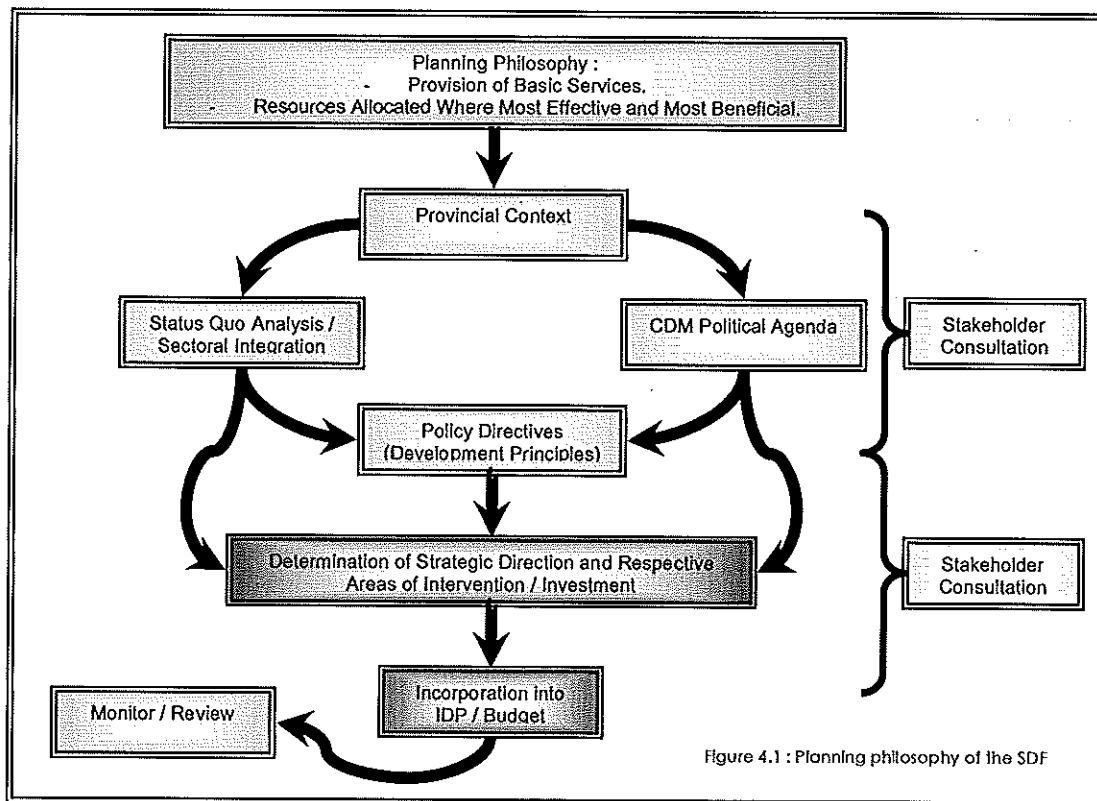
Given the implications of the above, the SDF needs to recognise the consequences of such and as a result guide development in an appropriate and suitable manner.

4.1.1 PLANNING PHILOSOPHY AND COMPONENTS OF THE CDM'S SDF

As the CDM faces the situation where the demands and expectations of its community and stakeholders far outweigh its resources, the CDM has to adopt a planning philosophy that seeks to identify how to appropriately allocate scarce resources, which by implication dictates that :

- The most important need is for local government to supply basic services to its entire community.
- Resources should next be allocated where they will be the most effective and the most beneficial as viewed from a District wide perspective.

This targeted approach is the cornerstone on which the SDF is developed, whilst recognising the fact that it is done so within the political mandate that currently exists.



The CDM's SDF is essentially comprised of four components, namely :

- A contextual overview of the District in relation to structuring elements.
- Spatial policy guidelines.
- A related investment framework.
- Identified areas of strategic intervention.

Physical structuring elements shape the urban and rural form of the District and ultimately have an influence on the future form and growth. As such spatial policy guidelines are informed by the physical structuring elements. The role of spatial policy guidelines is therefore to guide and / or direct development through applicable interventions in order to achieve a sustainable urban and rural environment along with associated efficiency. The implementation of the envisaged policy guidelines is ensured through linkages with capital investment, i.e. the Investment Framework (IF), where infrastructure decision-making processes link with urban / rural management strategies and the budgeting process. The relationship between the SDF and the IF enables areas of strategic intervention to be identified, an especially crucial element considering the accepted financial constraints of public spending.

4.1.2 PROVINCIAL CONTEXT

The development and subsequent review of the SDF for the CDM needs to be developed within the context of the Eastern Cape Spatial Development Plan. The Eastern Cape Spatial Development Plan (ECSDP), as developed by the Provincial

Administration of the Eastern Cape, is intended to be a co-ordinating document that sets out a broad framework for the investment of public funding and the management of development in the Province towards the achievement of a common vision and set of objectives. As such the development of the ECSDP aims to establish clear strategic principles for the ordering of spatial development and is not intended as a prescriptive plan.

In an attempt to formulate clear strategic principles for the ordering of spatial development within the Eastern Cape, the ECSDP highlights key spatial development issues which ultimately inform the approach to managing spatial development. The premise of this approach is to ensure the optimal arrangement of settlements in space where access to services and / or resources provided in a settlement is equitably in balance with the level of services and / or resources provided there, yet also satisfies the level of demand or need amongst the surrounding rural and peri-urban population. Spatial management should therefore seek to recognise the limitations of available resources but also propose targeted and phased development in an effort to address basic needs and to create a facilitating environment for local economic development in both urban and rural contexts through :

- The focussing of investment in existing rural settlements, villages and towns on a phased basis according to available resources and development priorities.
- Reinforcing development nodes and development areas through channels of opportunity and bulk infrastructure.
- Focussing on economic upliftment and employment creation through LED, agriculture, SMMEs and industrial programmes.

The adoption of the above-mentioned notion and strategic approach would ensure that the development of policies of investment and management is applied through three levels in order to attain significant results, these being :

- Level One : Fulfills basic human rights in the provision of basic services to both urban and rural areas, at a minimum level in terms of available resources. This would be guided by the incidence of service and infrastructure backlogs, the proximity of existing bulk services and the priorities as identified from a District Municipality's point of view.
- Level Two : Ensures the managed sector of public sector funding in urban and rural areas in order to strengthen local capacity, build on the strengths and opportunities that exist and maximises the development potential of existing infrastructure and settlements systems.
- Level 3 : Involves the provision of adequate funding to strategically targeted development zones which have development potential. These will represent areas, nodes or areas of opportunity where focussed investment will attract interest from the private sector in such a way as to develop economic growth opportunities and to realise the potential that already exists.

Overall, policy should be based on equity as an ideal, such that focus on Level Three investment will not deny access to basic services to the general order.

4.1.3 CONTEXTUAL VIEW OF THE DISTRICT

The Cacadu District's development pattern is influenced by the primary structuring elements of :

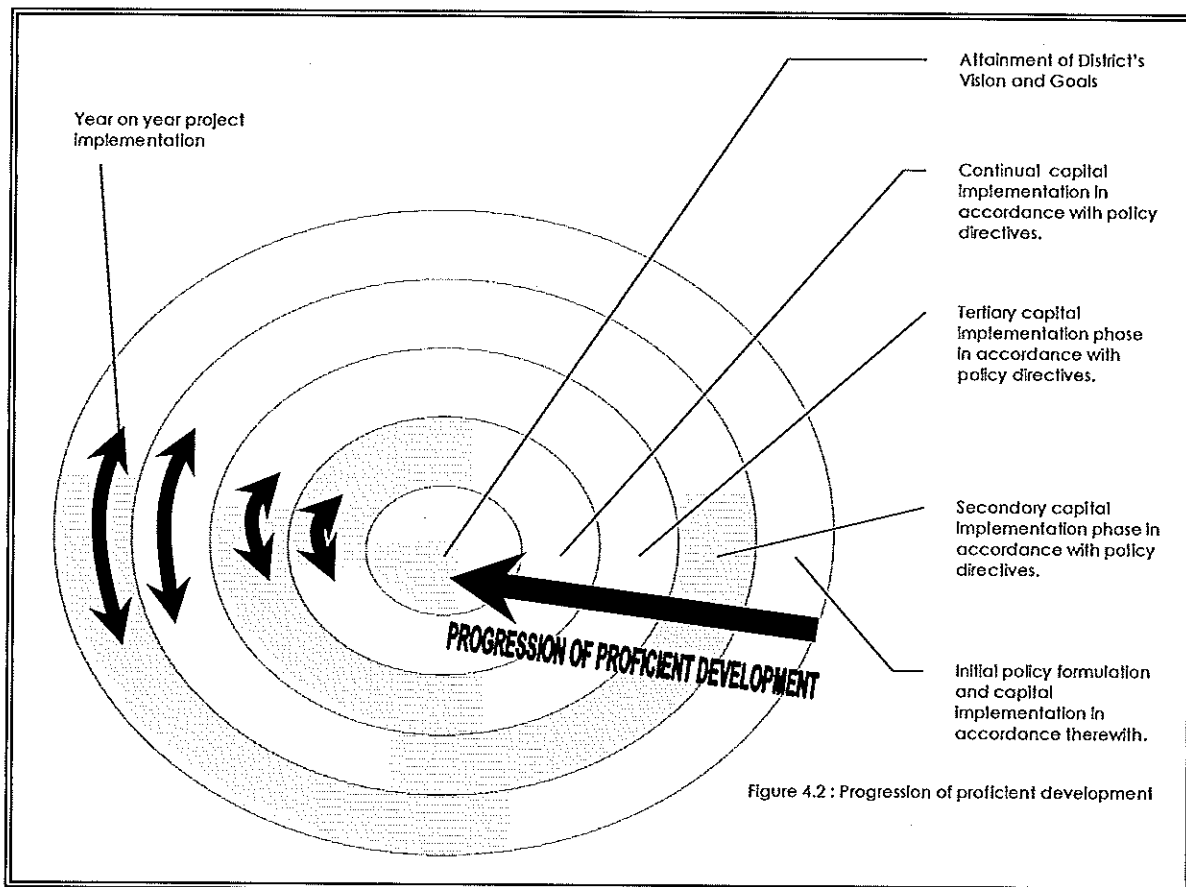
- **Nodal Development :**
The most significant nodal points within the district consists of the towns of Grahamstown, Graaff-Reinet, Jeffreys Bay, Humansdorp and Port Alfred.
- **Settlement Patterns :**
The process of colonisation within the Eastern Cape, based on the function of urban centres as either district service or administrative centres, has resulted in a network of settlements at varying levels of urbanisation ranging from rural villages to towns servicing predominantly extensive farming areas. In addition, most urban centres are characterised by functionality based on the divisional policies of the past in the form of marginalised townships. These areas have promoted sprawl due to their peripheral location, and are subsequently compromised in the form of sustainability as inadequate linkages exist between the settlement and the core of the urban area.
- **Rural Patterns of Development :**
The district of Cacadu is predominantly rural in nature as the existence of low and erratic rainfall, coupled with sparse vegetation, can only support extensive grazing on large farms. As a result the majority of the District is characterised by a small rural population living in scattered towns and settlements.
- **The Prominence of the Agricultural Sector :**
The agricultural sector within the District is characterised by privately owned commercial family farms. The land uses on these farms range from extensive grazing of sheep and goats in the semi-arid Karoo, to more intensive cultivation and dairy farming in the southern coastal belt and the fertile irrigated river valleys.
- **Environmental / Tourism Sector :**
The District's wide range of environmental assets is the primary catalyst behind the prevalence of the tourism industry in the District. These range from the expansive stretch of coastline to the developments of the Addo Elephant National Park and the Baviaanskloof Reserve. The District is also home to several world-class private nature reserves and five star eco-tourism lodges.

4.1.4 SPATIAL POLICY GUIDELINES

4.1.4.1 THE PROGRESSION OF PROFICIENT DEVELOPMENT

Appropriate policy formulation and the resultant implementation in accordance therewith, ultimately results in the improved functioning of any urban or rural spatial environment. Arguably, the implementation of policy directives is achieved through linkages with capital investment, where infrastructure decision-making processes link with urban / rural management strategies and the budgeting process. The critical success factor within the above-mentioned process is to ensure that there is continual long term adherence to the principles of the below mentioned policy directives and the manner in which they are employed through an Investment Framework (IF), or what may collectively be termed as a progression of proficient development.

The benefits of policy directives and the resultant implementation through an associated investment framework may not necessarily be instantaneously reflected. As the process is progressive and accordingly reviewed on an annual basis, the benefits to the varying communities, in addition to the envisaged attainment of the District's Vision, will be achieved and amplified over time as implementation is undertaken in terms of policy directives as diagrammatically represented below.



In essence the applied policy directives, along with the Investment Framework, which enable the progression of proficient development, dictate how and where development should be accommodated through the utilisation of available resources. The sustainability of the District is achieved through the implementation of the enabling mechanisms (policy directives) which allows for an environment that encourages a desirable urban and rural spatial form which ultimately impacts on the economy of the region and on the associated lives of the community at large.

Although the SDF along with associated policy directives and implementation mechanisms are legislatively required to be reviewed on an annual basis, the basic principles of the progression of proficient development and the resultant implementation thereof, need to be adhered to and as a result remain constant. These basic principles may be summarised as follows :

- That the progression of proficient development serve the needs of the community, encourage a desired urban and rural spatial form and contribute to the development of the regional economy.
- That a balance is struck between the fulfilment of basic needs, the maintenance of existing assets, be they infrastructural or social in nature, and the potential for future growth and development.

- That the progression of proficient development seeks to create opportunities that will facilitate economically competitive communities.

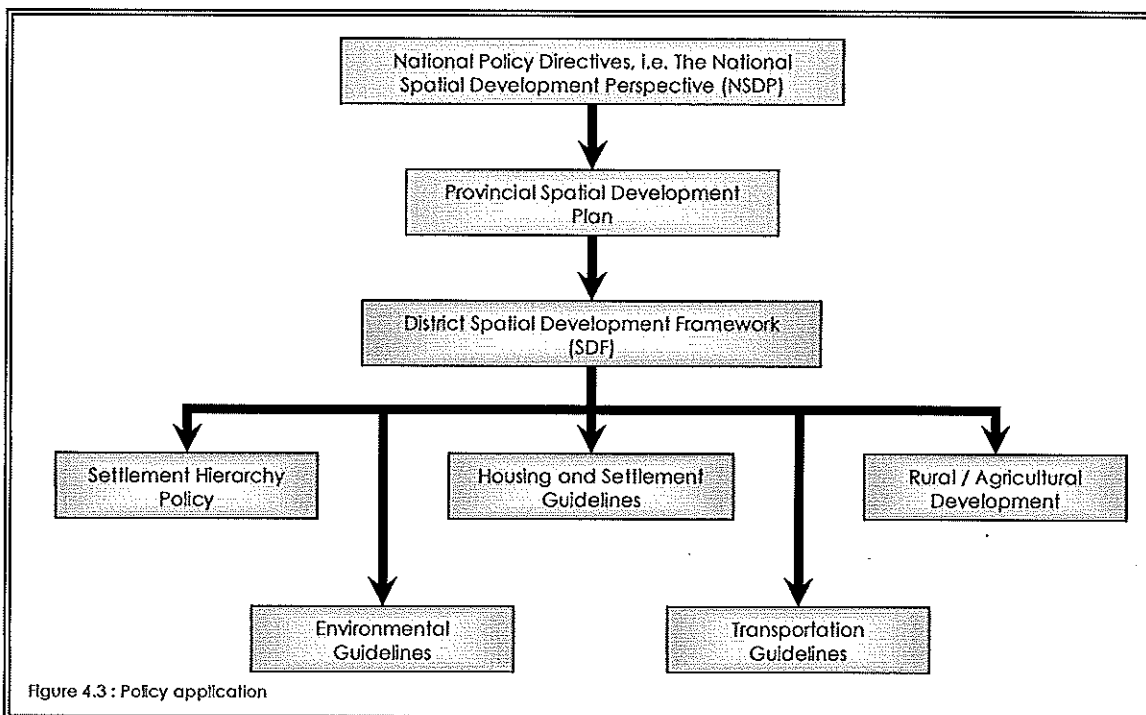
Development patterns, be they urban or rural in nature, will always be influenced by a variety of factors. While not discounting the fact that market forces play an enormous role in the shaping of development patterns, non-market factors such as that of strategic government interventions play a substantial role in the envisaged accomplishment of specific public policy goals thereby ultimately influencing the development pattern of a particular region. The progression of proficient development is therefore a process in which to influence development patterns within the context of promoting sustainability.

4.1.4.2 POLICY APPLICATION

In order to attain the District's envisaged vision, development needs to be directed and managed, through applicable policies and interventions, in order to :

- Create a sustainable urban and rural environment.
- Ensure optimal accessibility to potential developmental opportunities.
- Ensure efficiency within the Districts varying structural components.

Applicable policy directives may be grouped into three distinct categories, the aim of which is to achieve the above-mentioned goals. The three categories relate to National, Provincial and District policy directives which are invariably interlinked in their objective to attain sustainable development.



- National Policy Directive – The National Spatial Development Perspective (NSDP) :

The NSDP, as developed by the Office of the Presidency, is an indicative tool for development planning in government. Furthermore, the spatial guidelines as contained within the NSDP are increasingly being recognised as tools to:

- Coordinate government action and alignment.
- Maximise overall social and economic impact of government development spending.
- Provide a rigorous base for interpreting strategic direction.

- Provincial Policy Directive – Provincial Spatial Development Plan :

The Eastern Cape Spatial Development Plan (ECSDP), as developed by the Provincial Administration of the Eastern Cape, is intended to be a co-ordinating document that sets out a broad framework for the investment of public funding and the management of development in the Province towards the achievement of a common vision and set of objectives. As such the development of the ECSDP aims to establish clear strategic principles for the ordering of spatial development and is not intended as a prescriptive plan.

4.1.4.3 DISTRICT WIDE SDF POLICY DIRECTIVES

The District wide SDF policy directives consist of five primary areas of intervention that seek to achieve a sustainable urban and rural environment as viewed from a regional perspective. These strategies are inter-related and impact on one another and are listed as follows :

- The Settlement Hierarchy Policy :
Seeks to ensure the appropriate positioning of infrastructural development which facilitates growth and development in strategic locations, whilst providing for basic needs in areas that are not of strategic importance.
- Housing and Settlement Guidelines :
Seeks to assist decision makers, designers, community organizations and municipalities in planning various settlements with due regard to :
 - The ideal spatial structure of each level of settlement.
 - Criteria to be used to determine the best location of land uses within each settlement.
 - Steps to determine what to do in each settlement in order to promote integration, sustainability, equity and efficiency.
- Environmental Guidelines.
- Transportation Guidelines.
- Rural / Agricultural Development Guidelines :
Where agricultural management seeks to maximise opportunities at appropriate locations.

4.1.5 NSDP ALIGNMENT

As mentioned previously, the principles of the NSDP are recognised as tools to coordinate government action and alignment, maximise overall social and economic impact of government development spending and provide a rigorous base for interpreting strategic direction. Given the importance of the principles of the NSDP, it was felt pertinent to reflect the alignment of such principles with the CDM's spatial principles and strategies through the table overleaf.

NSDP ASSUMPTIONS	NSDP PRINCIPLES	PGDP SPATIAL PRINCIPLES	CDM SPATIAL FRAMEWORK PRINCIPLES	CDM SPATIAL DEVELOPMENT STRATEGIES
<ul style="list-style-type: none"> Location is critical for the poor to exploit opportunities for growth. 	<ul style="list-style-type: none"> In order to overcome the spatial distortions of apartheid, future settlement and economic development opportunities should be channelled into activity corridors and development nodes. 	<ul style="list-style-type: none"> Reinforcing development nodes and development areas through channels of opportunity and bulk infrastructure. 	<ul style="list-style-type: none"> A balance must be struck between the fulfilment of basic needs, the maintenance of existing assets, be they infrastructural or social in nature, and the potential for future growth and development. 	<ul style="list-style-type: none"> Settlement hierarchy policy Housing and settlement guidelines
<ul style="list-style-type: none"> Poor communities concentrated around economic centres have a greater opportunity to gain from economic growth Areas with demonstrated economic potential provide for greater protection due to greater diversity of income sources. 	<ul style="list-style-type: none"> Government spending on fixed investment, beyond the constitutional obligation to provide basic services to all citizens, should be focused on localities of economic growth and / or economic potential in order to attract Private sector investment, stimulate sustainable economic activities and / or create long-term employment opportunities. 	<ul style="list-style-type: none"> Spatial management should seek to recognise the limitations of available resources and propose targeted and phased development in an effort to address basic needs and to create a facilitating environment for local economic development in both urban and rural contexts. 	<ul style="list-style-type: none"> Prudent development must serve the needs of the community, encourage a desired urban and rural spatial form and contribute to the development of the regional economy. 	<ul style="list-style-type: none"> Settlement hierarchy policy Housing and settlement guidelines Rural development guidelines
<ul style="list-style-type: none"> Areas with demonstrated economic potential are most favourable for overcoming poverty. The poor are making rational choices about relocating to areas of opportunity. 	<ul style="list-style-type: none"> Efforts to address past and current social inequalities should focus on people not places. In localities where there are both high levels of poverty and development potential, this could include fixed capital investment beyond basic services to exploit the potential of those localities. In localities with low development potential, government spending, beyond basic services, should focus on providing social transfers, human resource development and labour market intelligence. 	<ul style="list-style-type: none"> Ensure the optimal arrangement of settlements in space where access to services and / or resources provided in a settlement is equitably in balance with the level of services and / or resources provided there, yet also satisfies the level of demand or need amongst the surrounding rural and peri-urban population. 	<ul style="list-style-type: none"> A balance must be struck between the fulfilment of basic needs, the maintenance of existing assets, be they infrastructural or social in nature, and the potential for future growth and development. 	<ul style="list-style-type: none"> Settlement hierarchy policy Housing and settlement guidelines Rural development guidelines
<ul style="list-style-type: none"> Government needs to ensure that the poor are able to benefit fully from growth and employment in these areas. 	<ul style="list-style-type: none"> Economic growth is a prerequisite for the achievement of other policy objectives, key among which would be poverty alleviation. 	<ul style="list-style-type: none"> The focussing of investment in existing rural settlements & towns according to available resources & development priorities. Focussing on economic upliftment & employment creation through LED, agriculture, SMMES & industrial programmes. 	<ul style="list-style-type: none"> Prudent development must seek to create opportunities that will facilitate economically competitive communities. 	<ul style="list-style-type: none"> Settlement hierarchy policy Housing and settlement guidelines Environmental guidelines Transportation guidelines Rural development guidelines

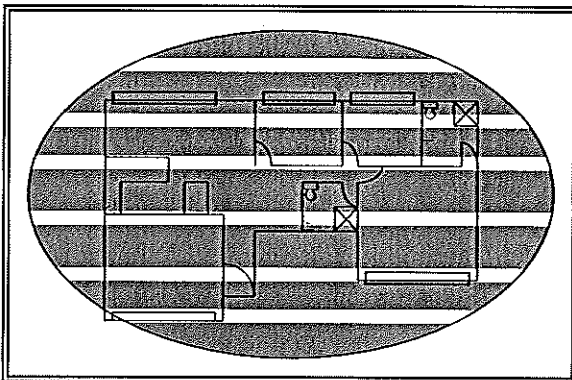
4.1.6 THE INVESTMENT FRAMEWORK

The contextual depiction pertaining to issues influencing the spatial functioning of the District along with the associated spatial policy directives, culminates into an investment framework which seeks to best address the needs of the District within the confines of the current political agenda, the existing policy directives and limited financial resources. In addition, the investment framework seeks to aid the CDM as an institution on where best to facilitate targeted strategic intervention, a key component of its function as a District wide 'development facilitator'.

4.1.6.1 AN ANALOGY

A further elaboration on the concept of an investment framework as applicable to the CDM's set of circumstances may be better illustrated by the simple analogy as detailed below.

The District of Cacadu may be likened to a house, a house along with its residents, which the District Municipality has been tasked with to care for. Due to historical planning, social and infrastructural provision disparities, varying components within the house differ, namely :

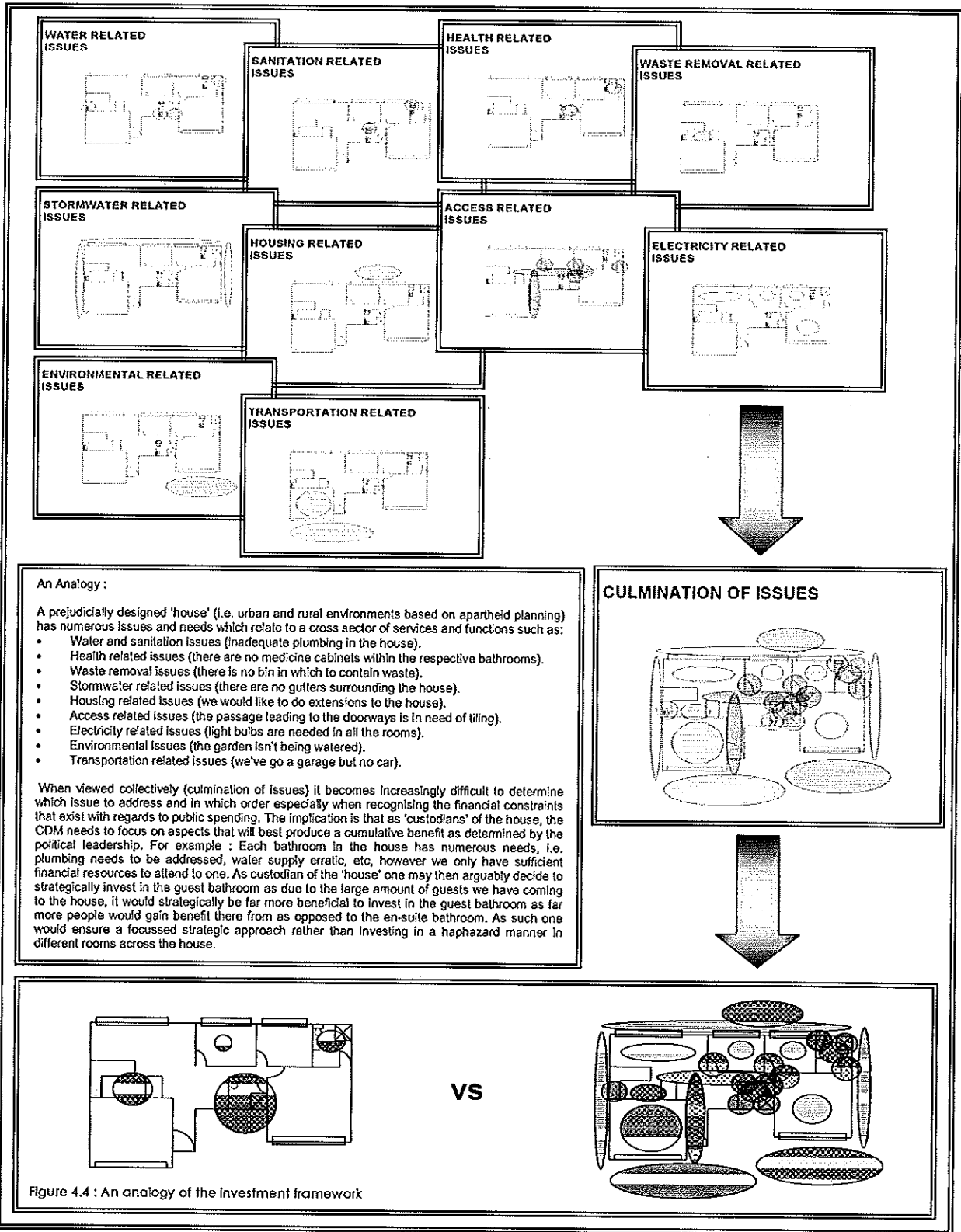


- Certain components of the house have not been developed in accordance with accepted levels of service (e.g. previously disadvantaged areas within the District).
- Certain components of the house require continued maintenance if they are to continue to function effectively (e.g. established areas of acceptable levels of service).
 - Certain components of the house will require future

improvements if the house is to be marketable in years to come (e.g. public investment in areas of future potential economic activity).

Within the context of these three components are needs and issues relating to a cross-sector of services and functions be they water related issues, sanitation related issues, roads and transportation related issues, economic development issues, etc. When viewed collectively, the task of allocating sufficient resources from limited funding sources in order to address areas requiring intervention is a complicated and challenging task.

Given the above coupled with the responsibility as acting as custodians of the 'house', the CDM, as directed by the political mandate, needs to strategically intervene in identified areas which are deemed to be of a greater cumulative benefit as viewed from a District wide perspective.



4.1.6.2 STRATEGIC FOCUS

As one of the primary components of the IDP, the SDF must seek to aid the IDP in the development of its strategic focus which will by consequence inform all planning, management, investment, development and implementation decisions. The ever evolving nature of developmental issues dictates that a municipality, within the context of the IDP / SDF review process, should annually review its strategic focus, the objectives of which are to :

- Allow the CDM's political leadership a better opportunity to review and determine the institution's strategic focus.
- Promote a better understanding across the organisation, from both a political and an official level, of issues currently facing the District in order to ensure informed strategic decision making and co-ordination.
- Identify focus areas that require activity or project based responses.
- Ensure strategic alignment as a principle and outcome.

As mentioned previously the National Spatial Development Perspective (NSDP), as developed by the Office of the Presidency, is an indicative tool for development planning in government. In order to develop functional coherent regions which are underpinned by the principles of the NSDP, the Office of the Presidency has used District and Metro areas as building blocks in which to achieve the principles as contained within the NSDP. Through the programme the following objectives were achieved :

- Developing a shared analysis & understanding of respective district and metro areas.
- Developing a shared socio-economic vision or development trajectory of respective district and metro areas.
- Laying the foundation for priority interventions and critical strategies.
- Building the institutional base for multi-stakeholder co-operation and action.

Of particular significance in developing the shared understanding of the District was the reaffirmation of the priority areas as identified by the CDM's SDF of 2006, namely :

- That the CDM facilitate the implementation of projects or programmes that will seek to benefit previously disadvantaged communities to a minimum basic level of service as stipulated by the Constitution.
- That the CDM exploit its development facilitation role within the Local Municipalities of Ikwezi (in terms of cumulative agricultural development), Kou-Kamma, Kouga and Ndlambe (in terms of the cumulative tourism and agricultural potential in addition to catering for developmental / population growth within those respective municipalities), termed as 'Current and Future Development Areas (CFDAs), as applicable to a cross sector of intervention areas, i.e. investment programmes pertaining to infrastructure provision, health care initiatives, tourism initiatives, capacity building initiatives, etc).
- That the CDM exploit its development facilitation role within those identified areas with the potential to stimulate economic growth within the District, namely:
 - Area Based Plan focus areas.
 - Grahamstown (level 3 settlement).
 - Graaff-Reinet (level 3 settlement).
 - Baviaanskloof and Addo (tourism hubs).

- That the above broad focus areas be undertaken within the confines of the policy directives as contained within the SDF, i.e. the Settlement Hierarchy Policy, etc.

4.1.6.3 CURRENT AND FUTURE DEVELOPMENT AREAS (CFDAs)

The sustainability of the District is dependant on how efficiently and effectively varying Local Municipalities, and the settlements contained within those Local Municipalities, operate in terms of relative functionality. Although all Local Municipalities within the District have relative developmental needs, certain Local Municipalities are distinct by way of one or a combination the following :

- Their potential economically competitive edge as a result of their geographical positioning.
- The accumulative need of infrastructural development to harness that economic potential.
- The accumulative need of infrastructural development to cater for projected increased population growth rates.
- Existing infrastructural needs by way of backlogs.
- Existing capacity building needs in order to properly manage the implementation of initiatives that seek to address the above needs.
- Proposed Provincial / National initiatives (i.e. Kouga Development Agency, Proposed Rural Economic Development Zone Pilot Project in Ikwezi, etc).

The CDM's political agenda coupled with both those distinctions as described and the constraints associated with public spending determines that the CDM should exploit its development facilitation role with in the Local Municipalities of Ikwezi (in terms of cumulative agricultural development), Kou-Kamma, Kouga and Ndlambe (in terms of the cumulative tourism and agricultural potential in addition to catering for developmental / population growth within those respective municipalities), termed as 'Current and Future Development Areas (CFDAs).

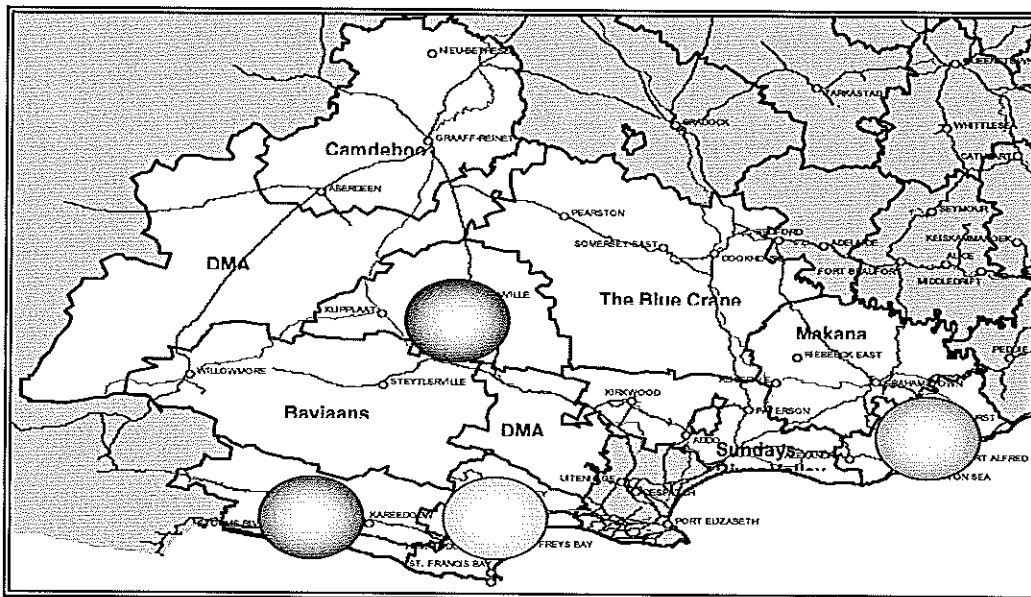


Figure 4.5 : Current & future development areas (CFDAs)

4.1.6.4 MEANS OF DETERMINING THE STRATEGIC FOCUS

The CDM as a District wide authority has the responsibility and obligation to facilitate responsible development in a sustainable manner. The District wide rural and urban environment however, due to historical factors and past planning disparities, has needs and aspirations that may in instances conflict the concept of a sustainable environment. This coupled with financial constraints associated with public spending necessitates the need to focus public sector intervention. The policy directives as contained within the SDF, particularly the settlement hierarchy policy and the housing and settlement guidelines, are tools in which to facilitate development towards the concept of sustainability.

Over and above these spatial planning tools from which to promote the concept of sustainability, strategic focus areas are identified from which to unleash potential economic potential and promote social inclusion. The rationale for determining these strategic focus areas are as follows :

- The competitive advantage of an area in terms of agriculture and tourism. Agriculture and tourism being the primary economic drivers of the District.
- The accumulative need of infrastructural development to harness the development potential.
- Projected population growth rates.
- Infrastructural needs by way of backlogs.
- Building the economy and alleviating poverty through :
 - The development and maintenance of infrastructure.
 - Strengthening community structures.
 - Co-ordinating multi-sectoral activities.

As such, the geographical positioning of certain Local Municipalities within the District coupled with future potential private / public sector led interventions stipulate areas of relative need and future economic potential. The CDM as a District wide authority therefore has a responsibility to facilitate that economic potential to fruition hence the need to exploit its development facilitation role within those respective Local Municipalities.

Although the Municipal Planning and Performance Management Regulations, 2001 (Government Notice 22605, 24 August 2001) state that a SDF must set out a Capital Investment Framework, the nature of the CDM's core function as development facilitator does not solely lend itself to the implementation of capital investment, but also resource investment which seeks to fulfil the development facilitation role, hence the need to encapsulate proposed broader interventions within an investment framework, e.g. capacity building initiatives as relevant to the broad focus areas as described above. The investment framework, as based on those broad focus areas as described above, therefore attempts to co-ordinate various 'development facilitation' initiatives in order to facilitate an environment that is conducive to sustainable development.

4.1.6.5 DEVELOPMENT OF PROGRAMMES AND PROJECTS IN ACCORDANCE WITH THE BROAD FOCUS AREAS

The development of programmes and projects that are in accordance with the broad focus areas is affirmed through the prioritisation of programmes and projects through a simplistic prioritisation model as detailed under Section 4.3, whereby potential programmes and / or projects are scored according to their impact, influence and relevance to the primary broad focus areas. These criteria are not only applied to potential programmes and projects that the CDM may possibly undertake, but to all potential projects and programmes that may exist within the District across varying government sectors be they proposed Local Municipality initiatives, proposed Provincial Government initiatives, etc. The motivation behind such an approach is that as a District wide authority and 'development facilitator', the CDM must facilitate develop initiatives through the lobbying of various funding sources, etc that seek to benefit the District regardless of who the implementing agent is.

This cross-hierarchical government approach will seek to ensure a consolidated developmental approach in the development of the District and theoretically greatly enhance the potential attainment of those developmental needs that are contained within the broad focus areas.

The investment framework, through the prioritisation model, is a broad framework that starts to integrate cross-hierarchical government interventions that seek to address the developmental needs of the District. It is by no means holistically conclusive, but part of a progressive process to be improved upon and further enhanced through the annual review cycle. Above all one needs to acknowledge that the determination and assessment of prospective programmes, projects and action areas is largely a subjective process influenced by the political mandate that exists within the CDM.

4.1.6.6 MEANS OF PRIORITISATION

The mechanism in which the CDM attempts to prioritise its action areas is by no means a sophisticated process. The scale and enormity of a multitude of issues currently occurring within the District (e.g. from insufficient capacity and resources to the inappropriate geographical location of certain settlements) coupled with the political mandate to predominantly address previously disadvantaged areas, cannot dictate that the prioritisation of action areas be done purely on a scientific basis. As a result the CDM needs to determine from a broad perspective what the critical issues are and from thereon package those issues into appropriate development programmes.

The basis of the prioritisation mechanism is to determine prospective programme areas / projects, regardless of where the project originated from (e.g. a Local Municipality, Provincial Government, etc) that best suites the aims and objectives of the CDM by interrogating the relevance of each proposed programme / project through a list of questions, the scoring of which will reflect the CDM's priority areas in which to concentrate its development facilitation function. The scoring of a prospective programme or project is determined by the weighting attached to each question as reflected by the table overleaf. It must be stated however that such a prioritisation model does not distract from the obligation by government to provide a basic level of service to all citizens. The prioritisation model comes into effect when viewing infrastructure provision above and beyond the constitutional obligation to provide basic services to all

in the spirit of the NSDP principles. As reflected by the table below, potential programmes / projects are more favourably scored according to :

- Their impact, influence and relevance to the CDM's primary broad focus areas..
- Their compliance with the policy directives of the SDF (i.e. The Settlement Hierarchy Policy, etc).

As such broader implementation is ensured in terms of the broad focus areas and the SDF policy directives.

BASIS OF POTENTIAL PROGRAMME / PROJECT PRIORITISATION

Questions	If	Pts	Total
Filter 1 : Does the project / programme conform to policy guidelines as contained within the Spatial Development Framework (SDF) – i.e. The Settlement Hierarchy Policy, etc?			If yes proceed to filter 2, if no reject / review project / programme.
Filter 2 : Does the project / programme seek to enhance the economic development potential within the focus areas of the CFDAs (i.e. Ndlambe, Kouga, Kou Kamma & Ikwezi)?	Y	25	
Filter 3 : If located outside the focus areas of the CFDAs, does the project or programme enhance the economic potential (be it in the form of agriculture or tourism), in relation to the spatial functioning, of Graaff-Rensit, Grahamstown, Addo Elephant National Park, the Baviaanskloof Mega Reserve, the Golden Valley agricultural belt or the Sundays River Valley agricultural belt?	Y	15	
Filter 4 :			
Have contracts for the Project already been signed or is it funded by a grant given specifically for that purpose?	Y	10	
Will the project aid in the development of long term job creation?	Y	9	
Will the project assist the previously disadvantaged?	Y	8	
Will the project make a significant difference to the fight against HIV / AIDS?	Y	7	
Has the feasibility of the project been investigated and found viable?	Y	6	
If the project require the district or local municipality to fund significant ongoing operational costs have these been identified?	N	-10	
Will the project facilitate future potential private sector investment?	Y	5	
Will the project have a district wide influence?	Y	4	
Will the project serve a large population?	Y	3	
Will the project directly benefit or assist target groups (youth, women, etc)?	Y	3	
Will the project sustain existing / current infrastructure?	Y	3	
Will the project advance basic service delivery?	Y	3	
Will there be negative socio-economic consequences if the project is not implemented?	Y	3	
Is the project multi-faceted i.e. will it serve more than one purpose? (One point for each purpose)	Y	3	
Will the project support small, medium and micro enterprises?	Y	3	
If the project requires the relevant local municipality to be capacitated after implementation, does the CDM or some other body have the capacity to offer that support?	N	-3	
Will the project encourage community participation / empowerment?	Y	3	
Will the project improve the skills and capacity of the Local Municipality?	Y	3	
Is the project economically viable?	Y	-2	
Will the project provide for a community's social needs, i.e. multi-purpose centres, welfare, library, museum, etc?	Y	2	
Will the project improve the public transportation service?	Y	2	
Will the project be completed in a single financial year?	Y	1	
Assuming the project complies with an EIA will the project impact negatively on the environment?	Y	-1	
Is the project part of a National / Provincial initiative?	Y	1	
Total Points			

Note : Although the above means of prioritisation provides a platform from which the CDM may assess potential programmes or projects that may best seek to address the CDM's set of priorities, it does not seek to exclude those programmes or projects that are either financially committed or immediately required to be implemented from a technical perspective. Should a potential project warrant inclusion within a prioritised list of projects due to a technical need, etc, it may be done so within the process.

The graphical representation of those localities in space as defined under filter 2 and filter 3 in the prioritisation model is reflected on the map overleaf.

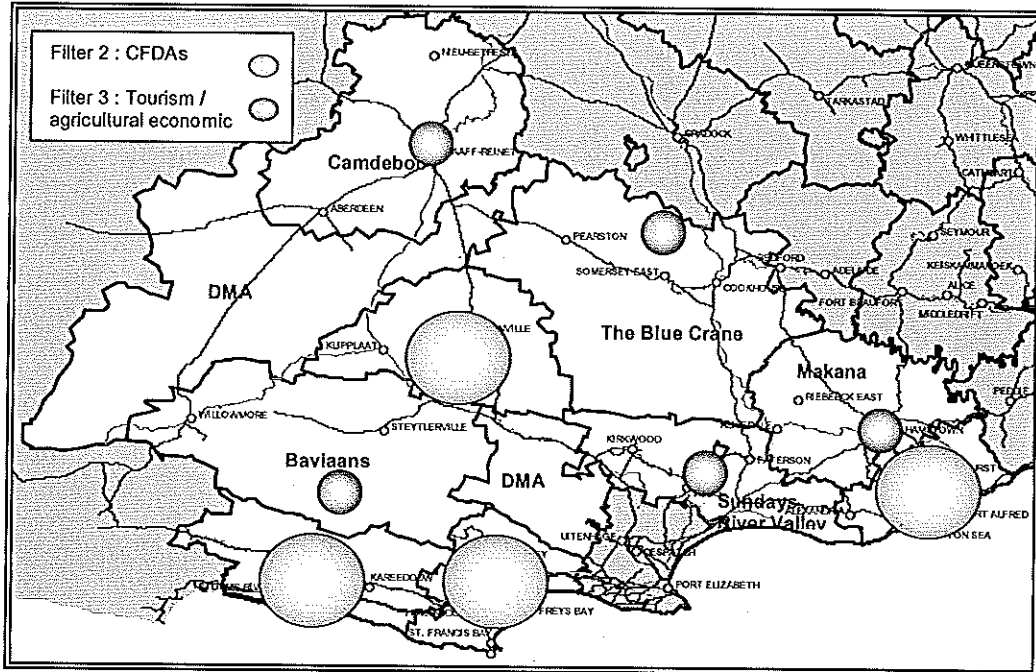


Figure 4.6 : Basis of project prioritisation

CACADU DISTRICT: SPATIALLY REPRESENTATIVE POLICY GUIDELINES

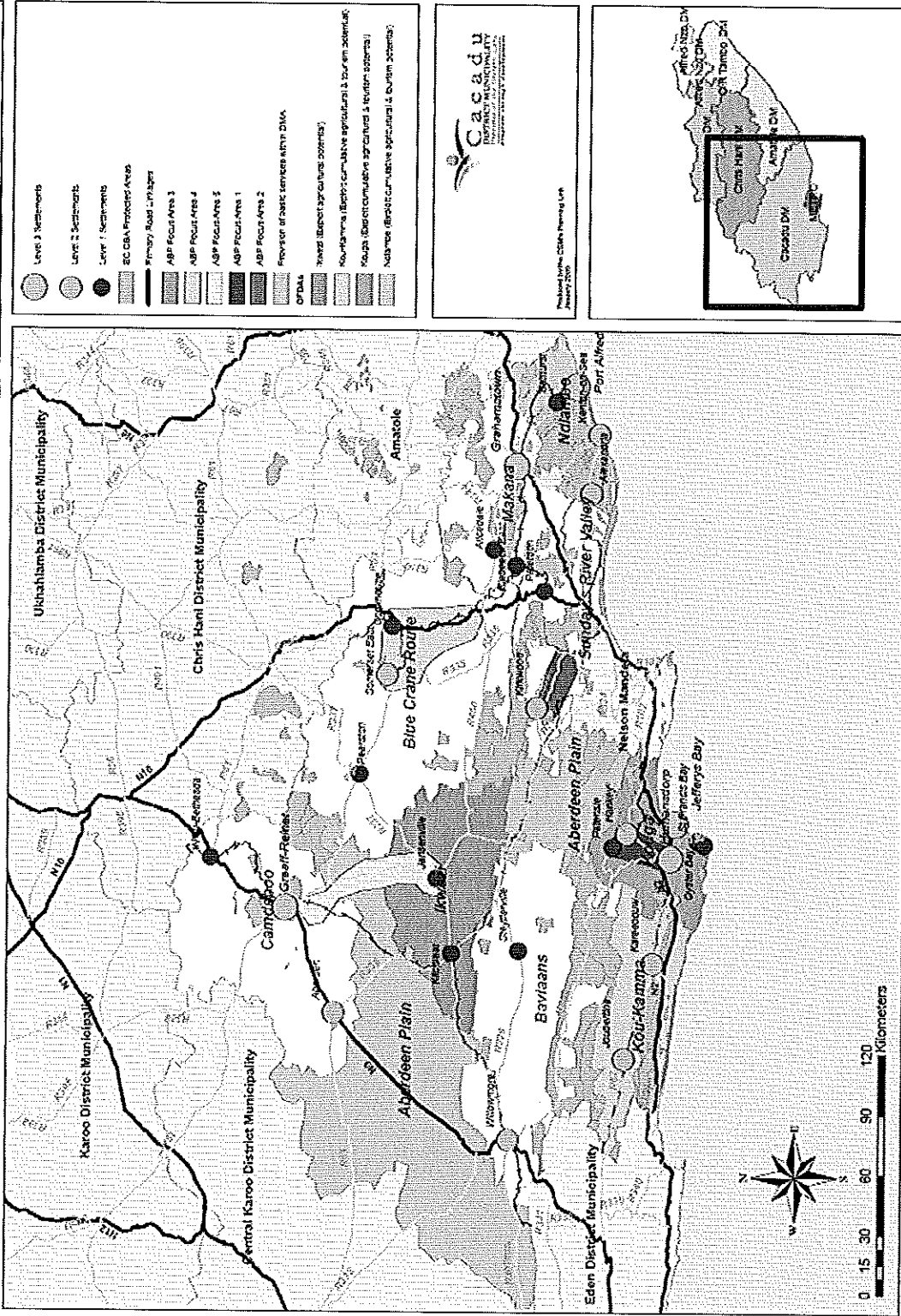


Figure 4.7 : Spatially Representative Policy Guidelines

4.2 PART 2 : PERFORMANCE MANAGEMENT FRAMEWORK

4.2.1 PERFORMANCE MANAGEMENT PLAN FOR THE CDM IDP 2009/10

Performance Management in Local Government begins essentially with the need to ensure the realization of the IDP and the continued improvement in the standard of performance of the Cacadu District as a whole through the following:

- Increased accountability and transparency
- Provision of a platform for learning and development
- Facilitation of decision making through the clarification of goals and priorities
- Provision of early warning signals highlighting underperformance
- Continual assessment of the performance of the Municipality so as to assess areas requiring improvement
- Creation of a culture of performance of the Municipality amongst all officials
- Capacitation of officials at Local Municipalities within the District, to enable the entire District to benefit from the above.

The function of performance management and its use by officials thereof is regulated by the following legislation:

- The Municipal Systems Act (32/2000)
- The Municipal Planning and Performance Management Regulations (2001)
- The Municipal Finance Management Act (56/2003)
- The Municipal Performance Regulations for Municipal Managers and Managers Directly Accountable to Municipal Managers (2006)

Legislation states that key performance indicators and targets must be formulated and delegated to posts within the municipality. These indicators pin-point areas of focus for each financial year as developed through the process of public participation. Essentially they are derived both from the projects listed in the IDP and also from needs identified in the Institutional plan following hereafter. In addition to the indicators developed through the IDP process, the Municipal Planning and Performance Management Regulations also stipulate a set of national KPIs which must also be included where applicable.

Once approved, the IDP is married with the budget in a document called the Service Delivery and Budget Implementation Plan (SDBIP) which provides a workable management tool from which to operate under and monitor progress. The utilization of the SDBIP is how institutional performance management is monitored. The SDBIP is then transformed into a personalized performance management system for each and every official through the delegation of activities included in the SDBIP, and as agreed in individual performance plans. As every activity of the CDM is attached to an official who is responsible for its conclusion, one can see that institutional performance is inseparable from Individual performance. For CDM to succeed in its objectives, it depends on the performance of each employee. The SDBIP and performance plans of the Municipal Manager and Directors are published on the municipal website.

Through a system of quarterly reviews, performance of each individual is monitored to ensure that progress remains in line with what was originally planned in the IDP. The final result is fed back to the community via the annual report.

The scope of performance management is required to cover the following three areas, thus spanning all activities under the control of the Municipality:

- The Municipality as an organization and all its employees
- All entities reporting to the Municipality
- All service providers contracted by the Municipality

4.2.1.1 PRESENT SITUATION

By the 2006/7 financial year, Cacadu was monitoring the organization through the SDBIP. The Municipal Manager and his four Directors through performance plans as contained in signed performance agreements were also being monitored. In addition, the next three levels (thus encompassing senior management) were also being monitored although this was being done via a slightly different method of monitoring. One of the two entities was being monitored, and Service Providers were being monitored although this was happening at a Director level and was not centrally controlled.

During the 2006/07 financial year, a decision was taken to ensure compliance with all obligations with regards to performance management. A considerable amount of preparation was undertaken to ensure this could be realized. The achievement of a compliant performance management system can only be a key contributing factor in ensuring that Cacadu District Municipality is adequately able to support and partner its Local Municipalities.

4.2.1.2 FUTURE IMPLEMENTATION

The next five years will see concentration on the achievement of two objectives, namely:

- Achievement of an unqualified Audit Report for Performance Measures thereby proving full compliance with all requirements in terms of Performance Management.

The above objective will be substantially addressed in this financial year, following extensive preparation the previous financial year. The entire administration and both entities will be exposed to a performance management system that ensures quarterly interaction between manager and employee. A system will be rolled out to ensure service providers are monitored centrally. It is envisaged that following this huge leap in the strategic governance of Cacadu, refinements will be conducted in subsequent years to ensure the system goes from strength to strength. Such refinements must include the promoted use of more 'outcome' indicators.

- To increase effectiveness and promote a district-wide approach to Performance management

A primary role of the Cacadu District Municipality is to facilitate development of the Local Municipalities within the boundaries of the District. As at the end of the 2006/07 financial year, none of the Local Municipalities in Cacadu were meeting obligations in terms of performance management. It is the aim of the Cacadu District Municipality, that as it becomes more practiced in the field, it can in turn use this practical experience to provide hands-on support to those Municipalities requiring it.

4.2.2 THE SDBIP

The table overleaf reflects the CDM's draft SDBIP for 2010/11 which translates the development priorities, objectives and strategies into interventions in the form of projects, be they in-house interventions or otherwise. The projects contained therein are influenced by the perceived attainment of the CDM's objectives and strategies as illustrated in the IDP Monitor as contained within Section 3. The milestones contained within the SDBIP overleaf are indicative. The final SDBIP is approved by the Mayor twenty eight days after the approval of the Budget / IDP with the applicable revised milestones. This is available from the CDM on request.

DRAFT SERVICE DELIVERY & BUDGET IMPLEMENTATION PLAN 2010/11

Objective	Strategy	Key Performance Indicator (Project)	Annual Target (D/1)	Department	GFS	2010/11 Account Number	2010/11 RS	Performance, Milestones and Performance Redress					
								30 Sep 2010 Target	31 Dec 2010 Target	30 Jun 2011 Target			
DEVELOPMENT PRIORITY 1: INFRASTRUCTURE INVESTMENT													
To assist LMs to provide adequate potable water and adequate sanitation by 2010	To develop a comprehensive funding strategy with business plans	Align infrastructure spending at local municipality	Visitation to all LMs to explain importance, Motivate projects in IDP	Planning and Infrastructure Services	Water		in-house	n/a	n/a	Visitation to all LMs to explain importance, Motivate projects in IDP	n/a		
	To lobby for funding	Make presentation to sector departments / possible funders	4 quarterly sessions	Planning and Infrastructure Services	Water		in-house	1 quarterly session	2 quarterly session	3 quarterly session	4 quarterly session		
To ensure that there is an adequate bulk sustainable water source in the CDM region.	To improve infrastructure asset management	Co-funding of Jansenville treatment plant	Co-funding of Jansenville treatment plant	Planning and Infrastructure Services	Water	01 158 76119	R 6,000,000	To be determined	To be determined	To be determined	To be determined		
			Nieu-Bothesda Water Treatment Plant	Planning and Infrastructure Services	Water	01 158 76118	R 8,000,000	To be determined	To be determined	To be determined	To be determined		
			Mulder Upgrading of Bulk Water Supply	Planning and Infrastructure Services	Water	01 158 76194	R 1,800,000	To be determined	To be determined	To be determined	To be determined		
			Vondeling Upgrading of Bulk Water Supply	Planning and Infrastructure Services	Water	01 158 76183	R 1,500,000	To be determined	To be determined	To be determined	To be determined		
			Glenconner Bulk Water Supply	Planning and Infrastructure Services	Water	01 158 76121	1,500,000 (MIG Funding)	To be determined	To be determined	To be determined	To be determined		
			Rietfontein Water Augmentation & Fire Protection	Planning and Infrastructure Services	Water	01 158 76086	150,000 (MIG Funding)	To be determined	To be determined	To be determined	To be determined		
			Rainwater harvesting	Planning and Infrastructure Services	Water	01 158 76129	R 2,000,000	Scope identified	First phase	Second phase	Final phase		
			Completion of Section 78(1) Assessment	Selected Municipalities investigations complete	Water	01 158 77900	R 1,080,492	Monitor Performance Consultant appointed	Monitor Performance Draft report 1	Monitor Performance Draft report 2	Selected Municipalities investigations complete final report and council resolution		
			To improve infrastructure asset management	Infrastructure DMA: Allocation	Pending Transnet transfer of properties	Planning and Infrastructure Services	Planning & Development	01 157 78330	R 1,822,491	Pending Transnet transfer of properties	Pending Transnet transfer of properties	Pending Transnet transfer of properties	Pending Transnet transfer of properties
				Planning and feasibility studies	Infrastructure studios	Planning and Infrastructure Services	Planning & Development	01 152 78143	R 2,500,000	Consultant appointed	n/a	Draft complete	Final draft
Electricity Infrastructure in DMA	Pending Transnet transfer of funds	Planning and Infrastructure Services		Planning & Development	01 183 78700	R 2,000,000	Projects registered and designs complete	Contractor on site	Contractor on site	Contractor on site			