

**C a c a d u**  
DISTRICT MUNICIPALITY  
*Province of the Eastern Cape*  
*progress through development*

# **Integrated Development Plan (IDP)**

**2007 – 2012**  
**(Review 2010)**



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## OVERVIEW OF THE MUNICIPALITY

The Cacadu District Municipality (CDM), DC10, is the largest (58 243 km<sup>2</sup>) of the six (6) District Municipalities in the Eastern Cape Province. The District is situated in the western portion of the Province, bordering the Western Cape, Northern Cape and two other District Municipalities in the Eastern Cape, namely Chris Hani District Municipality and Amathole District Municipality.

The District consists of nine (9) local municipalities (Category B Municipalities) and four other portions collectively known as the District Management Area (DMA). Two of the four areas are National Parks, namely the Addo Elephant National Park and the Tsitsikamma National Park. These parks are managed by the South African National Parks Board.

The District wholly borders the Nelson Mandela Metropolitan Municipality (NMMM), and consequently, land access to the NMMM is via the CDM. The nine local municipalities in CDM and their respective towns are:

	MUNICIPALITY	MAJOR SETTLEMENTS / TOWNS
EC101	Camdeboo	Graaff-Reinet, Aberdeen, Nieu-Bethesda
EC102	Blue Crane Route	Somerset-East, Cookhouse, Pearston
EC103	Ikwezi	Jansenville, Klipplaat, Waterford
EC104	Makana	Grahamstown, Alicedale, Riebeeck-East
EC105	Ndlambe	Port Alfred, Kenton-on-Sea, Bushmans River, Alexandria
EC106	Sundays River Valley	Kirkwood, Addo, Paterson
EC107	Baviaans	Willowmore, Steytlerville
EC108	Kouga	Jeffreys Bay, Humansdorp, Hankey, Patensie, St Francis
EC109	Kou-Kamma	Joubertina, Kareedouw, Louterwater
DC10	Cacadu DMA	Rietbron, Wolwefontein, Vondeling, Glenconner

TABLE 1: LOCAL MUNICIPALITIES, MAJOR SETTLEMENTS / TOWNS

Cacadu District Municipality has the largest number of Category "B" Municipalities in the country.



## VISION AND MISSION OF THE CACADU DISTRICT MUNICIPALITY

### VISION

**A transformed and integrated Cacadu District Municipality contributing to a sustainable quality of life in our urban and rural communities.**

### THE MISSION

**To provide equitable, affordable services and sustainable socio-economic development to improve the quality of life in our communities, through community participation, capacity building and efficient and effective management of resources**

## CHAPTER 1 : THE PLANNING PROCESS

### 1.1 IDP OVERVIEW

This document reflects the Integrated Development Plan (IDP) of Cacadu District Municipality for the 5-year period 2007 – 2012 (review cycle 2010). IDPs are compiled in terms of the requirements of chapter 5 of the Municipal Systems Act (Act 32 of 2000). Section 25 of the Municipal Systems Act (Act 32 of 2000) stipulates that:

**“Each municipal council must, within a prescribed period after the start of its elected term, adopt a single inclusive and strategic plan for the development of the municipality which -**

- (a) links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality;**
- (b) aligns the resources and capacity of the municipality with the implementation of the plan;**
- (c) forms the policy framework and general basis on which annual budgets must be based;**
- (d) complies with the provisions of the Chapter; and**
- (e) is compatible with National and Provincial development plans and planning requirements binding on the municipality in terms of legislation.”**

As far as the status of an integrated development plan is concerned Section 35 states that an integrated development plan adopted by the council of a municipality –

- “(a) is the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development, in the municipality;**
- (b) binds the municipality in the exercise of its executive authority, except to the extent of any inconsistency between a municipality’s integrated development plan and national or provincial legislation, in which case such legislation prevails; and**
- (c) binds all other persons to the extent that those parts of the integrated development plan that impose duties or affect the rights of those persons have been passed as a by-law”.**

Section 36 furthermore stipulates that –

**“A municipality must give effect to its integrated development plan and conduct its affairs in a manner, which is consistent with its integrated development plan”.**

### 1.2 THE CDM IDP REVIEW TO DATE

This document represents the third review of the CDM’s five year IDP (2007-2012). In an attempt to measure how effectively the CDM is addressing its envisaged interventions within the District, a summary is provided under “Section 3.1: Mechanism for reviewing the CDM IDP” which illustrates the CDM’s attainment or non-attainment of its stated development priorities and objectives.



The monitoring tool as illustrated under Section 3.1 is therefore to be utilised as a strategic tool from which the CDM's management and political leadership can strategically direct the institution in terms of maintaining the current level of certain interventions and recognising the need to focus on improving in certain identified areas of intervention.

### 1.3 GUIDING PARAMETERS

Over and above the legislative context as highlighted upon under Chapter 1, there are National, Provincial and District wide guiding policies and frameworks that exist, which the Cacadu District Municipality needs to bear cognisance of. The guiding policies and frameworks of each sphere of government are invariably interlinked in their objective to attain sustainable development, the primary components of which are highlighted below.

- National Policy Directive – Medium Term Strategic Framework (MTSF) :

In July 2009 the Minister of Planning formulated and distributed a Medium Term Strategic Framework (MTSF) to guide Government Programs in the Electoral Mandate Period between 2009 and 2014.

The MTSF is intent on guiding planning and resource allocation across all the spheres of government through the identification of ten (10) National Strategic Medium Term Priorities. National, Provincial and Local spheres of government are expected to adapt their planning in line with the Strategic Priorities. As such the CDM has, as part of the 2010 IDP review process, adapted its IDP so as to reflect the national directive as applicable to the Cacadu District. The detailed outcomes of such are contained within Chapter 2 of this document.

- 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.

Assumptions contained within the NSDP which ultimately inform the NSDP principles include:

- Location is critical for the poor to exploit opportunities for growth.
- 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.
- Areas with demonstrated economic potential are most favourable for overcoming poverty.
- The poor are making rational choices about relocating to areas of opportunity.
- Government needs to ensure that the poor are able to benefit fully from growth and employment in these areas.

Although government is committed to economic growth, employment creation, sustainable service delivery, poverty alleviation and the eradication of historic inequities, infrastructure investment and development spending must be applied in the most cost effective and sustainable manner. In terms of cost effectiveness and sustainability, along with the assumptions as listed above, the NSDP advocates that the varying spheres of government apply the below mentioned principles when making decisions on infrastructure investment and development spending.

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

- Provincial Policy Framework – Provincial Growth and Development Plan (PGDP):

The Provincial Growth and Development Plan (PGDP) is designed to deal with the spread and incidence of poverty and unemployment in the Eastern Cape, as well as the spatial inequality between different regions. The Plan, prioritises interventions in three sectors, i.e. manufacturing, agriculture and tourism. Its programmes build on government's existing interventions, particularly those that create jobs and fight poverty. Simultaneously, it intends to redirect government plans and spending towards addressing fundamental problems in the economy.

The PGDP has three core objectives that address the Eastern Cape's most pressing issues, and three foundation objectives that create the conditions and support for development and growth. The three core objectives are:

- Systematic poverty eradication through a holistic, integrated and multi-dimensional approach to pro-poor programming.
- Agrarian transformation and strengthening household food security.
- Consolidation, development and diversification of the manufacturing base and tourism potential.

The foundation objectives are:

- Human resource development.
- Infrastructure development.

- Public sector and institutional transformation.

The PGDP provides the strategic framework, sectoral strategies and programmes aimed at a rapid improvement in the quality of life for the poorest people within the Eastern Cape Province. The objectives for growth and development set in the PGDP therefore guide development objectives of any economic development strategy within the province.

#### 1.4 CACADU DISTRICT MUNICIPALITY APPROACH

The National Department of Provincial and Local Government published guidelines in 2001 (IDP Guide Packs), describing the IDP process as an issue-driven approach to planning. Emphasis is placed on the analysis phase focusing on understanding priority issues, leading to the development of strategic guidelines. These priority issues are determined through participatory research and a participatory planning methodology. Ideally, these priority issues become the focal point for determining appropriate development strategies that meet priority issues, the needs of communities and / or stakeholders. On the other hand, it is acknowledged that priority issues do not only emerge by analysing the status quo information, but also through public participation. The ultimate determinant of priority issues that will ultimately form the basis for development strategies and project/programmes is political input.

#### 1.5 IDP / BUDGET WORK SCHEDULE

CDM formulated and adopted an IDP/Budget Schedule to serve as a guide to all of its Local Municipalities in preparation for the re-write of the IDPs. The linkage of the IDP and budget has become a legislative requirement. In brief the IDP/Budget Schedule outlines the time frames of scheduled events/activities, co-ordinating structures involved in the process.

#### 1.6 CACADU DISTRICT MUNICIPALITY IDP STRUCTURES

Five structures have guided the IDP process of the CDM namely:

- Management IDP Support Team
- IDP Representative Forum
- IDP Steering Committee
- Mayoral Committee
- Provincial Department Sector Alignment Meetings

PERSON/STRUCTURE	ROLES & RESPONSIBILITIES
Executive Mayor	<ul style="list-style-type: none"> <li>• Manage the drafting of the IDP</li> <li>• Assign responsibilities in this regard to the Municipal Manager</li> <li>• Submit an IDP/Budget Schedule</li> <li>• Submit the IDP to the Council for adoption and approval</li> <li>~ The responsibility for managing the drafting of the IDP was assigned to the Municipal Manager</li> <li>• Chair the IDP Representative Forum</li> </ul>

PERSON/STRUCTURE	ROLES & RESPONSIBILITIES
Municipal Manager	<p>The Municipal Manager had the following responsibilities, assigned to the Strategic Manager:</p> <ul style="list-style-type: none"> <li>• Preparation of the IDP/Budget Schedule</li> <li>• Day-to-day management and co-ordination of the IDP process in terms of time, resources and people, and ensuring: <ul style="list-style-type: none"> <li>~ The involvement of all relevant role-players, especially officials</li> <li>~ That time-frames are being adhered to</li> <li>~ That the planning process is horizontally and vertically aligned and complies with national and provincial requirements</li> <li>~ That conditions for participation are provided</li> <li>~ That outcomes are documented</li> <li>~ Chairing the IDP Steering Committee</li> </ul> </li> </ul>
IDP Steering Committee	<p>The Steering Committee comprised of a technical working team of dedicated officials to ensure a smooth planning process. The Municipal Manager was responsible for the process but often delegated functions to the officials that formed part of the Steering Committee. It must however be stated that the development and review of the IDP is a collective management effort and not the single responsibility of a particular manager.</p> <p><b>Chairperson:</b> Executive Mayor</p> <p><b>Members:</b> Heads of Department Senior Officials Mayoral Committee Members</p> <p>The IDP Steering Committee was responsible for the following:</p> <ul style="list-style-type: none"> <li>• Commission research studies</li> <li>• Consider and comment on: <ul style="list-style-type: none"> <li>~ Inputs from departments (internal) and provincial sector departments</li> <li>~ Process, summarize and draft outputs</li> </ul> </li> <li>• Make recommendations to the Representative Forum</li> <li>• Prepare, facilitate and minute meetings</li> <li>• Prepare and submit reports to the IDP Representative Forum and Mayoral Committee</li> </ul>
IDP Representative Forum	<p>District-wide participation took place through a number of related structures. The IDP Representative Forum which was used in the initial IDP was resuscitated for the purpose of review and re-write</p> <p><b>Chairperson:</b> The Executive Mayor or a nominee</p> <p><b>Membership:</b> Invitations were submitted to the same members as the previous year, including the representatives of all 9 Local Municipalities and Provincial Sector Departments.</p>

### 1.6.1 SCHEDULE OF MEETINGS

	2009	2010
IDP Assessment with Prov Sector Depts	April	
Budget/IDP Management	Oct	
Budget/IDP Management	Nov	
Sector Alignment		Jan
Steering Committee		Jan
Rep Forum		Feb
IDP Budget @ Special MC		Feb
Budget/IDP Management		Mar
Council to consider draft IDP		Mar
Steering Committee		Apr
Rep Forum		Apr
Council		May

## 1.6.2 SOURCE DOCUMENTS

A number of source documents and policy directives were used to guide the IDP re-write. This was fundamental in achieving integration and ensuring that national and provincial focus areas are reflected in the Cacadu District Municipality's Strategic Plan for the next 5 years.

### i) SOURCES (INTERNAL) USED TO GUIDE IDP 2007 – 2012

SOURCE	INSTITUTION	DATE
A 2009/10 Cacadu District IDP Framework	Cacadu District Municipality	2009
A 2009/10 IDP & Budget Schedule	Cacadu District Municipality	2009
2009/10 Process Plan for 9 Cacadu Category B Municipalities	All Local Municipalities in the Cacadu District	2009
Situational Analysis: Economic Growth & Development Strategy	Urban-Econ: Development Economists	2005
Draft Framework: Economic Growth & Development Strategy	Urban-Econ: Development Economists	2005
Integrated Waste Management Plan	Khwezi V3	2008
Area Base Plan / Land Availability Audit	Urban Dynamics EC	2008
CDM Socio Economic Profile	Cacadu District Municipality	2008
Status quo report on water & sanitation backlogs	Cacadu District Municipality	2005
IDP Hearings 2009 – The Panel Report	Department of Provincial & Local Government	2009
Draft "State of the Environment Report"	Cacadu District Municipality	2005
CDM's Annual Report	Cacadu District Municipality	2008

### ii) SOURCES (EXTERNAL) USED TO GUIDE IDP 2007 – 2012

#### NATIONAL POLICY DIRECTIVES

Government's targets for the 2014 are:

- Reduce unemployment by half;
- Reduce poverty by half;
- Provide the skills required by the economy;
- Ensure that all South Africans are able to fully exercise their constitutional rights and enjoy the full dignity of freedom;
- Provide compassionate government service to the people;
- Improve services to achieve a better national health profile and reduction of preventable causes of death, including violent crime and road accidents;
- Significantly reduce the number of serious and priority crimes and cases awaiting trial;
- Position South Africa strategically as an effective force in global relations

**Reflections from the State of the Nation Address – February 2009**

- ✦ Improve service culture & orientation of public servants
- ✦ Possibly expand the EPWP programme & improve its quality
- ✦ Land redistribution programme as well as post settlement support could be handled faster and better.
- ✦ Improve access to employment for rural women, youth and people with disability.
- ✦ Continue with public investment projects.
- ✦ Intensify public sector employment programmes.
- ✦ Promote mitigating actions to be undertaken within the private sector to counteract an excessive investment slowdown.
- ✦ Adapt industrial financing and incentive instruments to help deal with challenges in various sectors.

**Reflections from the State of the Nation Address – February 2010**

- An additional two million children from poor households, aged 15 to 18 years, will benefit from the child support grant
- Industrial Policy Action Plan and new focus on green jobs, will build stronger and more labour absorbing industries
- Over the next three years government will spend R846 billion on public infrastructure
- The work of Departments will be measured by outcomes, developed through a performance monitoring and evaluation system
- Committed to five priorities: Education, health, rural development and land reform, creating decent work, and fighting crime

**IMPLEMENTATION PLAN FOR THE FIVE-YEAR LOCAL GOVERNMENT STRATEGIC AGENDA (2006 - 2011) DPLG**

- ⌘ **Strategic Priority 1:** Mainstream hands-on support to local government to improve municipal governance, performance and accountability.

KPA 1	~	Municipal transformation and organisation development
KPA 2	~	Basic service delivery
KPA 3	~	Local economic development
KPA 4	~	Municipal financial viability and management
KPA 5	~	Good governance and public participation

- ⌘ **Strategic Priority 2:** Addressing the structure and governance arrangements of the state in order to better strengthen, support and monitor local government.

- ⌘ **Strategic Priority 3:** Refine and strengthen the policy, regulatory and fiscal environment for local government and giving greater attention to the enforcement measures.

**Accelerated Shared Growth Initiative in South Africa (ASGISA)**

- ✦ Education and skills development
- ✦ Eliminating the second economy
- ✦ Human resource training
- ✦ Expanded Public Works Programme
- ✦ Youth skills training
- ✦ Governance and institutional interventions
- ✦ Skills problems identified in Project Consolidate
- ✦ Deployment of graduates
- ✦ Expenditure management

ASGISA mandated DPLG to consider the following in respect of municipalities:

- ✦ To improve the capacity of local government to support local economic development
- ✦ Intervention in the EPWP
- ✦ New elements of EPWP: Early Childhood Development component, home-based care

**Joint Initiative on Priority Skills Acquisition (JIPSA)**

- ✦ Acquisition of intermediate artisan and technical skills for the ASGISA infrastructure development programme.
- ✦ Development of ICT (information and communication technology) skills, which is a priority area for ASGISA.
- ✦ The recruitment, retraining and employment of unemployed graduates.
- ✦ Engineering and planning skills
- ✦ Artisan and technical skills, especially in infrastructure development, housing and energy.
- ✦ Management capacity in education and health
- ✦ Mathematics, science, ICT and language competence in public schooling.

**PROVINCIAL POLICY DIRECTIVES**

**STRATEGIC OBJECTIVES OF THE PGDP**

Three Key Objectives:

- Systematic poverty eradication through a holistic, integrated and multi-dimensional approach to pro poor programming;
- Transformation of agrarian economy and strengthening of household food security;
- Consolidation, development and diversification of manufacturing base and tourism potential.

**Reflections from the State of the Province Address – February 2009**

- ✦ Upgrade Provincial road network
- ✦ Phase 2 rollout of EPWP
- ✦ Provincial co-operative strategy that envisages the establishment of a co-operative development fund
- ✦ Widen access to education
- ✦ Better drug supply management

**Reflections from the State of the Province Address – February 2010**

- ✦ Establishment of Provincial Planning Commission
- ✦ Mobilise communities to participate in crime prevention campaigns
- ✦ Ensure an efficient & quality health care system
- ✦ Address outstanding land claims

## CHAPTER 2 : MTSF, ANALYSIS, PRIORITY ISSUES & DEVELOPMENT PRIORITIES

### 2.1 PART 1: MEDIUM TERM STRATEGIC FRAMEWORK (MTSF)

#### 2.1.1 IDENTIFICATION OF STRATEGIC DEVELOPMENT PRIORITIES

##### 2.1.1.1 INTRODUCTION AND BACKGROUND

In July 2009 the Minister of Planning formulated and distributed a Medium Term Strategic Framework (MTSF) to guide Government Programs in the Electoral Mandate Period between 2009 and 2014.

The MTSF is intent on guiding planning and resource allocation across all the spheres of government through the identification of ten (10) National Strategic Medium Term Priorities. National, Provincial and Local spheres of government are expected to adapt their planning in line with the Strategic Priorities.

The ten Strategic Priorities are conceptualised and summarized as follows:

1. *Speeding up growth and transforming the economy to create decent work and sustainable livelihoods:*

The primary objective of this priority is to respond appropriately, promptly and effectively to economic opportunities to ensure that growth in decent employment and income security are reinforced and investment sustained to expand economic capacity and improve competitiveness.

2. *Massive program to build economic and social infrastructure:*

Continued infrastructure investment program aimed at expanding and improving social and economic infrastructure, transportation, energy, water, sanitation and information and communication infrastructure to increase access to quality and reliable public services and to support economic activities while also considering environmental sustainability and pursuing maximum employment impact.

Within 12 months of the distribution of the MTSF, government will finalise an integrated infrastructure development strategy. This strategy identifies thirteen (13) key areas, of which the following hold relevance to the CDM and its nine local municipalities:

- 2.1 *Creatively accessing resources from various sources to continue with the economic and social infrastructure program in a manner that supports growth and employment creation; and the involvement of the private sector in financing projects;*
- 2.2 *Continue with the program to build, revamp and maintain electricity infrastructure, including generation, distribution and reticulation to ensure sufficiency and sustainability of supply and development of alternative energy sources;*



- 2.3 Continuing the program to build and maintain *water infrastructure* to improve reticulation, prevent wastage and *ensure reliable and safe supply for human consumption*, industrial activity and agriculture;
  - 2.4 Implementing formal programs for the development and provision of *suitably located low-cost and affordable housing*;
  - 2.5 In line with the concept of human settlements, and proceeding from the premise that housing provision should promote the building of integrated and sustainable communities, taking active steps to ensure that *human settlement formation does not perpetuate apartheid spatial planning and the marginalisation of the poor from economic opportunities and social and cultural amenities* – critical in this regard will be the finalisation of the Land Use management Bill for immediate implementation;
  - 2.6 Finalising and implementing the program to *ensure universal access to electricity, water and sanitation by 2014 by not only expanding infrastructure but modifying and repairing ageing or inappropriate infrastructure in order to reduce wastage, contamination of natural systems and service disruptions*;
  - 2.7 Developing physical infrastructure in *rural* areas: To address the specific development needs of different rural localities, government will invest in agricultural infrastructure and production services in association with land redistribution and restitution and social infrastructure such as schools, health, water, energy as well as sports and other recreational infrastructure;
  - 2.8 Even while new investments are being undertaken, government will ensure *proper and appropriate investment in and an ongoing program for the maintenance of existing infrastructure*;
  - 2.9 Improving provincial and *local government capacity to plan for and maintain infrastructure* to ensure continued efficient delivery of economic and social services;
  - 2.10 Continuing *programs to provide and maintain* health, education, library, sporting, recreation and other social infrastructure.
3. *Comprehensive rural development strategy linked to land and agrarian reform and food security:*

The overall objective of this strategy is to develop and implement a comprehensive strategy of rural development that transcends the false dichotomy between rural and urban and that will meet the needs to improving the quality of life of rural households, and exploiting the varied economic potential that each area enjoys. Key to this strategy is the determination of rural areas. The elements of this strategy include:

- 3.1 *Aggressive implementation of land reform policies;*

- 3.2 *Stimulate agricultural production with a view to contributing to food security;*
- 3.3 *The enhancement of rural livelihoods and rural food security;*
- 3.4 Improve service delivery to ensure quality of life – increased investment in the delivery of services to *rural areas, including education, health, housing, water, sanitation and energy* – using, where appropriate, alternative technologies to overcome physical and other impediments;
- 3.5 Implement a development program for rural transport – the formulation of a Rural Transport Program that will aim at promoting rural transport infrastructure and services through co-ordinated rural nodes and linkages;
- 3.6 Skills development – financial resources will be committed to develop and run training programs to support rural economies. A database of all farmers and households provided with agricultural support of different kinds will be kept and will receive training and mentoring opportunities;
- 3.7 Revitalisation of rural towns – Spatially targeted grants will be provided for the revitalization and development of rural towns to serve as service centers for rural economies. This will involve the development of hard and soft infrastructure, including institutional networks for marketing, storage, advisory services, finance and improved agro-logistics;
- 3.8 Explore and support non-farm economic activities – initiatives need to be devised to support other forms of rural potential, including tourism, light manufacturing and cultural work;
- 3.9 Institutional capacity development – achieving better development outcomes in rural areas will require improved alignment of the efforts of rural local government, nation and provincial departments and other public agencies.

4. *Strengthen the skills and human resource base:*

This strategy recognizes the importance of skills and education to enable every member of society to realise his / her potential and participate in social and economic life – and thus contribute to the reduction of inequality – the objective is to focus skills and education systems towards the delivery of quality outcomes.

5. *Improve the health profile of all South Africans:*

A central goal of the MTSF is to improve access to health services and achieve better clinical and patient outcomes from the public health system. There is a clear drive towards reducing inequalities in the health system, improving the quality of care and public facilities, boost human resources and extend the fight against HIV and AIDS, TB and other communicable diseases. Life-style awareness and real causes of ill-health and mortality are essential to this target.

6. *Intensify the fight against crime and corruption:*

Government is determined to curb the levels of crime and corruption in the country. Critical in this regard is the involvement of individuals and communities in the fight against crime.

7. *Build cohesive, caring and sustainable communities:*

Social cohesion is broadly defined as that which gives members of a society the capacity to cooperate in ways that create the possibility for positive change. It is an element required to achieve development success. Inequalities of conditions such as wealth, income, education, health and opportunity are limiting the potential for success of the broader South African community. Within the MTSF period, government aims to meet their target of:

- Halving poverty and unemployment by 2014;
- Strengthen human capabilities;
- Promote shared values and social solidarity;
- Strive to reduce overall inequality.

8. *Pursuing African advancement and enhanced international cooperation:*

The main goal of our government for the medium term is to ensure that South Africa's foreign relations contribute to the creation of an environment conducive for economic growth and development, especially in Africa and other developing countries.

9. *Sustainable Resource Management and Use:*

South Africa, like the rest of the world, is vulnerable to the impacts of climate change, biodiversity loss and diminishing water resources. To fulfill its obligations to both current and future generations, South Africa ratified the United Nations Framework on Climate Change in August 1997 and acceded to the Kyoto Protocol in March 2002. The main objective of government is to encourage sustainable resource management and use by focusing on various interventions including:

- The pursuance of renewable energy alternatives and promotion of energy efficiency;
- Adopting waste reduction practices by encouraging the re-use of waste outputs as productive inputs;
- Enforcing zero tolerance to illegal and unsustainable exploitation of resources;
- Improving air and atmospheric quality for health and well being of citizens;
- Supporting local and sustainable food production;
- Sustainable water use and preserving quality of drinking water;
- Enhancing biodiversity and the preservation of natural habitats.

10. *Building a developmental state including improvement of public services and strengthening democratic institutions:*

The MTSF promotes the further strengthening of the capacity of all spheres of government to:

- Improve the delivery and quality of public services;
- Promote a culture of transparent, honest and compassionate public service;
- Build partnerships with society for equitable development;
- Strengthen democratic institutions.

### 2.1.1.2 STRATEGIC PRIORITIES FOR THE CDM

The MTSF's Strategic Priorities are to influence District and Local Planning as per national directive. While each priority may not have a distinct application in the Cacadu District, efforts need to be made to ensure that strategic and development planning reflects the new persuasions.

As mentioned in the document, '...many of them (the priorities) do not require an outlay of additional financial and human resources..' this is regarded as an opportunity for the CDM to devise various 'in-house' projects which optimise the use of existing personnel and expertise.

While not all of the 10 Strategic Priorities are relevant to the role and mandate of the CDM, the following seven components of the MTSF have been extracted in the interest of influencing project formulation and resource allocation:

1. *Identification of Economic Opportunities:*

- Efforts are to be undertaken to identify and enhance existing economic opportunities in the interests of work creation and sustainable livelihoods;
- Identification of niche areas in which SA has a comparative advantage, including the opportunity to expand supplier industries;
- The creation of work opportunities needs to be the primary focus of economic policies;
- Focus areas for economic opportunities, particular to the Cacadu District<sup>1</sup> are tourism, agriculture and public services such as health and education;

1.1 *Impact on Land Use Planning:*

Effective and efficient urban management and development provide impetus to employment and economic growth opportunities by:

- The alignment of social and economic infrastructure and land use planning to increase efficiency;
- Ensure location of working people closer to areas of economic opportunity;
- Upgrading and transforming of informal settlements to bring about social and economic inclusion and the release of well located land;

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<sup>1</sup> As identified by the MTSF

- Sound planning to anticipate the influx into urban areas and facilitate such entry.

*2. Provision and Maintenance of Infrastructure:*

Promote an infrastructure investment program aimed at expanding and improving:

- Social and economic infrastructure,
- Transportation,
- Energy,
- Water,
- Sanitation.
- Enhance information and communications infrastructure to increase the access, quality and reliability of public services and to support economic activities while considering environmental sustainability and the pursuit of sustainable employment opportunities.

*3. Support of Agricultural Reform and Food Security:*

Spatial Planning should encourage actions that are responsive and conducive to urban and agricultural contexts with special consideration for economic potential and the location of poverty.

*4. Enhancement of Skills and Education Systems:*

- Investment in quality education for all people and in skills development;
- Focusing on the development and utilization of information and communications technology (ICT) as a critical driver of development;
- Skills development programs should emphasize the acquisition of artisan skills and self-employment;
- Complement the National Program of Agricultural Skills Development to improve food security and land-based livelihoods.

*5. Improve the Health Profile of all Cacadu Inhabitants:*

- Improve access to health services and achieve better clinical and patient outcomes;
- Strengthen the treatment and monitoring of TB;
- Improved care and awareness relating to HIV / AIDS and child vaccines.

*6. Build Cohesive, Sustainable and Caring Communities:*

- Promote culture, arts and sport to consolidate community pride, positive values as well as economic development (including tourism);
- Support the development and strengthening of community organizations such as school governing bodies, community policing fora, ward committees and others that are meant to organize and develop the social, cultural and recreational life of communities.

### 7. Sustainable Resource Management and Use:

- Investigate and validate renewable energy alternatives, promotion of energy efficiency and accreditation of carbon credits;
- Adopt waste reduction practices;
- Enforce zero tolerance of illegal and unsustainable exploitation of resources;
- Support sustainable water use and the provision of quality drinking water;
- Enhance biodiversity and the preservation of natural habitats.

It is with these Strategic Priorities in mind that the District Analysis is considered.

## 2.2 PART 2: ANALYSIS

### 2.2.1 DEMOGRAPHICS

The South African National Census of 2001 is the most recent recognised source of South African statistical information, undertaken by Statistics South Africa (Stats SA) in October 2001.

The census determined the country's population as 44.8 million and Cacadu's population to be 369 782.

Undeniably, these statistics are outdated and will remain so until the next official census scheduled for 2011. The 2011 Census is committed to the improvement of the population register and the insurance that statistics are accurate, comprehensive and secure.

Despite the recognition of the 2001 data as an outdated source, it remains the official resource for generating statistical outputs. This is admittedly a shortcoming of any national or district demographic analysis.

With this in mind, the CDM has undertaken to access the following alternative and more recent demographic resources to provide a comparative analysis against the outdated 2001 Census figures, namely:

- Information obtained from the 2003 the Eastern Cape Socio Consultative Council (ECSECC) survey;
- Information obtained from the 2004 district economic growth and development strategy as undertaken by the Urban Econ Group;
- Information obtained from the Global Insight Group reflecting projected population estimates as per 2008.

**Table: 2.1** Population Estimates from different sources

Source	Estimated Population
STATS SA 1996 Census	369 782
STATS SA 2001 Census	388 210
ECSECC 2003	428 767
Urban Econ. Group 2004	438 800
Global Insight Database 2008	412 956

The Global Insight Database (GID) forms the basis of the CDM's IDP Analysis as the most recent statistical resource available.

**i) District and Local Population Distribution:**

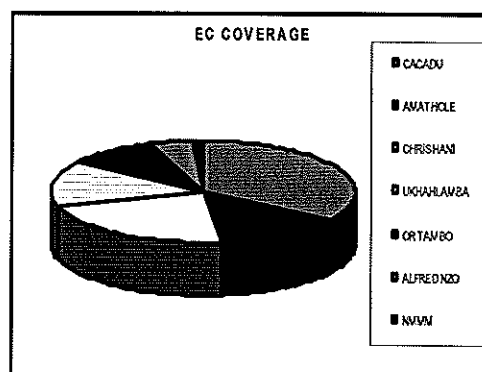
The Cacadu District covers approximately one third of the Eastern Cape's land area, however it only houses 5.4% of the provinces' population, with an average distribution of seven people per square kilometer. Only 22% of houses are informal, and 2/3 of households have potable water and a flush toilet or pit latrine on site.

Conditions are worse in the small towns of the interior where poverty can be severe, compounded by isolation from the mainstream economy<sup>2</sup>.

It must however be noted that poverty is defined not only by levels of unemployment, but also characterized by a lack of access to, for instance, education, health care, and basic services including water and sanitation.

**Table 2.2 :** Eastern Cape District Municipality population area coverage & densities

MUNICIPALITY	POPULATION	AREA (Km <sup>2</sup> )	DENSITY
CACADU	388 206	58 266	6,7
AMATHOLE	1 664 079	23 645	70,4
CHRIS HANI	809 984	36 956	21,9
UKHAHLAMBA	342 436	25 376	13,5
OR TAMBO	1 676 592	15 853	105,8
ALFRED NZO	549 687	7 976	68,9
<b>NMMM</b>	<b>1 005 779</b>	<b>1 969</b>	<b>510,8</b>
<b>TOTAL EC</b>	<b>6 436 763</b>	<b>170 041</b>	<b>37,9</b>



Source: POPULATION CENSUS FIGURES: 2001

The MTSF denotes the move away from an urban / rural dichotomy which entrenches the ideologies of poverty and wealth distribution and associated access to resources.

The Cacadu area consists of a predominantly rural or agricultural base but differs from the mainstream 'rural' definition that refers primarily to the former homelands.

<sup>2</sup> [www.ecprov.gov.za/](http://www.ecprov.gov.za/)

The Cacadu scenario requires an alternative conceptualization of population placement that can be related to economic opportunity. Thus, it can be stated that the Cacadu population distribution varies spatially based predominantly on coastal and inland placements, with the inland settlements of Graaff-Reinet and Grahamstown being the exception.

Population concentrations are in Makana, Kouga and Ndlambe, with more than 50% of residents in the District residing in these Municipalities. The remaining Municipalities all have less than 50 000 inhabitants per Municipality.

One explanation for this distribution is the variation in land types, agricultural practices and associated income generating opportunities that are characteristic of Cacadu's inland and coastal areas.

#### A. Inland Areas:

Inland areas are typically characterized by a Karoo landmass which restricts agricultural production to extensive practices<sup>3</sup>. Extensive farming (as opposed to intensive farming) is an agricultural production system that uses small inputs of labour, fertilizers, and capital, relative to the land area being farmed.

With reference to 'inland' Cacadu, this results in typically *low* population densities and *scattered small* inland towns as employment opportunities are fewer and the demand for commercial infrastructure, less<sup>4</sup>.

These areas are further characterized by rural depopulation which describes the movement of people to the more densely populated 'coastal' centers in search of improved economic opportunities.

Concerns associated with these low populated areas are that it becomes costly to initiate the development of new infrastructure that adequately supports residents. As a result, low populated areas generally result in low livability due to:

- Long transport distances to work;
- Low-density housing;
- Inadequate facilities eg: health, recreational, entertainment;
- Poor rates base to maintain and improve infrastructure.

Further in this regard is that low population densities do not lessen the demand for infrastructure establishment and maintenance. These areas require housing, transport, health, education, community and safety services in the same manner as more densely populated areas.

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<sup>3</sup> Extensive farming most commonly refers to sheep and cattle farming in areas with low agricultural productivity

<sup>4</sup> Note that Graaff-Reinet and Grahamstown are exceptions as discussed below.



If infrastructure grant allocation is dependent on population size, Cacadu and its associated local municipalities will continue to struggle to meet the needs of these sparsely populated areas.

**B: Coastal Areas, Grahamstown and Graaff-Reinet:**

Coastal areas are characterized by higher population densities primarily due to the prevalence of intensive agricultural practices<sup>5</sup> which are encouraged by the higher coastal rainfall and associated fertile soils and the increased tourism potential of seaside-towns. These areas portray an urban bias which serve to attract residents from the lesser populated 'rural' areas in the search of economic opportunities and improved access to services

Grahamstown is an exception to this rule in the Cacadu area. This inland town is regarded as an economic hub due to the intensive stock farming enterprises in the area and the associated economic spin-offs in terms of employment. Further, Grahamstown is a 'University Town' which supports a large student base and academic staff. These factors create demands for more elaborate social and economic infrastructure.

Graaff-Reinet is a further exception as it serves as the primary settlement within the Karoo providing a full range of services to the surrounding Karoo towns and broader rural area.

**ii. Population Size per Local Municipality:**

As part of the situational analysis for determining the backlogs in the Cacadu District Municipality in 2005, an exercise was conducted to verify population and household figures at ward level. The total result varied throughout, with the most significant variation being in the Makana Local Municipality.

**Table 2.3: Population Statistics per Local Municipality 2001, 2005 and 2008**

Local Municipality	Major Settlements	Comparable Statistics		
		Census (2001)	LM Survey (2005)	Global Insight (2008)
Camdeboo	Graaff-Reinet, Aberdeen, Nieu-Bethesda	44 366	51 601	44 352
Blue Crane	Somerset East, Cookhouse, Pearston	36 384	36 798	36 107
Ikwezi	Jansenville, Klipplaat, Waterford	10 366	9 144	10 423
Makana	Grahamstown, Alcedale, Riebeeck-East	74 527	140 120	74 561
Ndlambe	Port Alfred, Kenton-on-Sea, Bushmans River, Alexandria	55 471	58 927	44 352
Sundays River Valley	Kirkwood, Addo, Paterson	41 464	61 003	37 384
Baviaans	Willowmore, Steytlerville	15 338	16 522	15 686
Kouga	Jeffreys Bay, Humansdorp, Hankey, Patensie, St Francis	70 482	88 254	80 459
Koukamma	Joubertina, Kareedouw, Louterwater	34 289	45 464	40 674
ECDMA 10	Rietbron, Wolwefontein, Vondeling, Glenconner	6 531	2 192	8 638
<b>TOTAL</b>		<b>389 296</b>	<b>510 025</b>	<b>412 956</b>

<sup>5</sup> Intensive farming or intensive agriculture is an agricultural production system characterized by the high inputs of capital, labour or heavy usage of technologies such as pesticides and chemical fertilizers relative to land area.

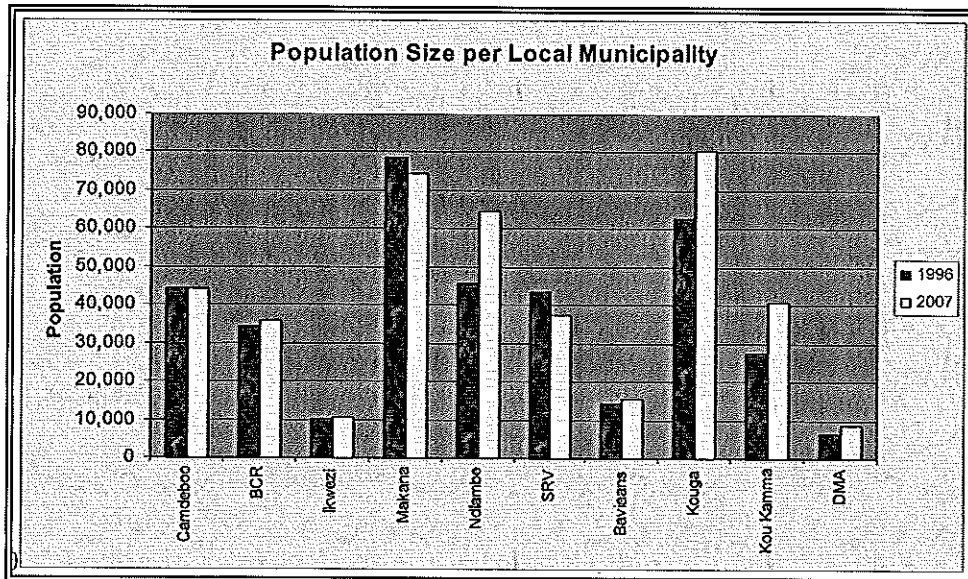
The significant difference in Makana could be attributed to the amount of informal settlement taking place in the town as a result of general urbanisation and farm evictions. These numbers are a particular concern as they have a direct impact on Grant Funding allocations. The population variation in Makana is acknowledged.

District population size disparities as indicated in the table above are only likely to be resolved with the release of finalized Census 2011 statistics.

According to the GID, increased population size is prominent within the Local Municipalities of Kou-Kamma, Ndlambe and Kouga which by implication will shape and influence how the District and Local Municipalities should provide for future infrastructural and service related operations and maintenance.

The average number of household members in the Cacadu District according to census figures, is 3.7 members, the highest being in Camdeboo (4.2).

**Figure 2.1:** Population Size per Local Municipality



Source: Global Insight (2008)

In the District Management Area (DMA), ECDMA10 the total population in 2008 was estimated at 8 638. These figures include farm dwellings in the area which are dominant. The number of households in the urban and rural settlements is 509. The largest urban settlement in the DMA is Rietbron some 90km from Willowmore (Baviaans Municipality), with a total of 439 households.