

eThekweni Municipality

Long Term Development Framework

An Overview of the Key Developmental Challenges, Unicity Vision, Outcomes and City Strategy



NOVEMBER 2001



eThekweni Municipality

Office of the Mayor

FOREWORD

The preparation of this Long Term Development Framework is indeed a critical milestone in the transformation process of our city. With the “transitional phase” of local government now behind us, this document lays the foundation for a new democratic and developmental local government. A local government that is responsive to peoples’ social and economic needs, and is transparent and accountable.

This Framework captures the thinking of the City’s leadership as expressed during deliberations at the new Councils’ first Strategic Planning Workshop held in May 2001. It also captures the range of constructive comments that were forthcoming in response to the LTDF draft discussion document. This consultative process (held during June / July 2001) which involved all key stakeholders was truly remarkable and helped enrich this final document.

This Development Framework, like the previous Discussion Document is a deliberately short, crisp and a clear one. It maps out where we want to be in 20 years and outlines how we will get there.

In closing it must be emphasised that whilst having a clear City Strategic Framework in place is critical, what is more important is ensuring that all actors are actively involved in implementing this Framework. For, if Durban is to find its place in the sun, then each and everyone of us, must play a part in getting us there.

Looking forward to working together, as we charter a new, and more sustainable path for our city.



*Cllr Obed Mlaba
His Worship, the Honourable Mayor
eThekweni Municipality*



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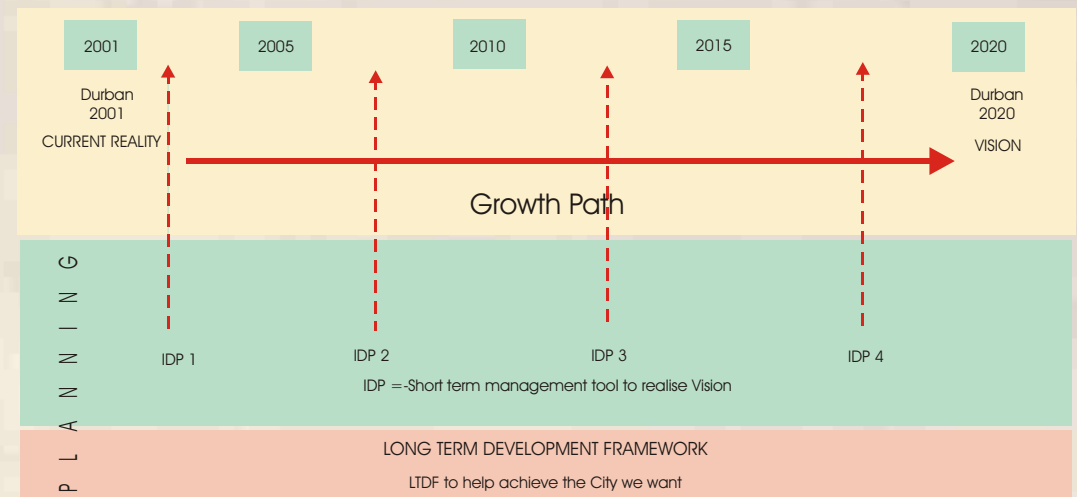
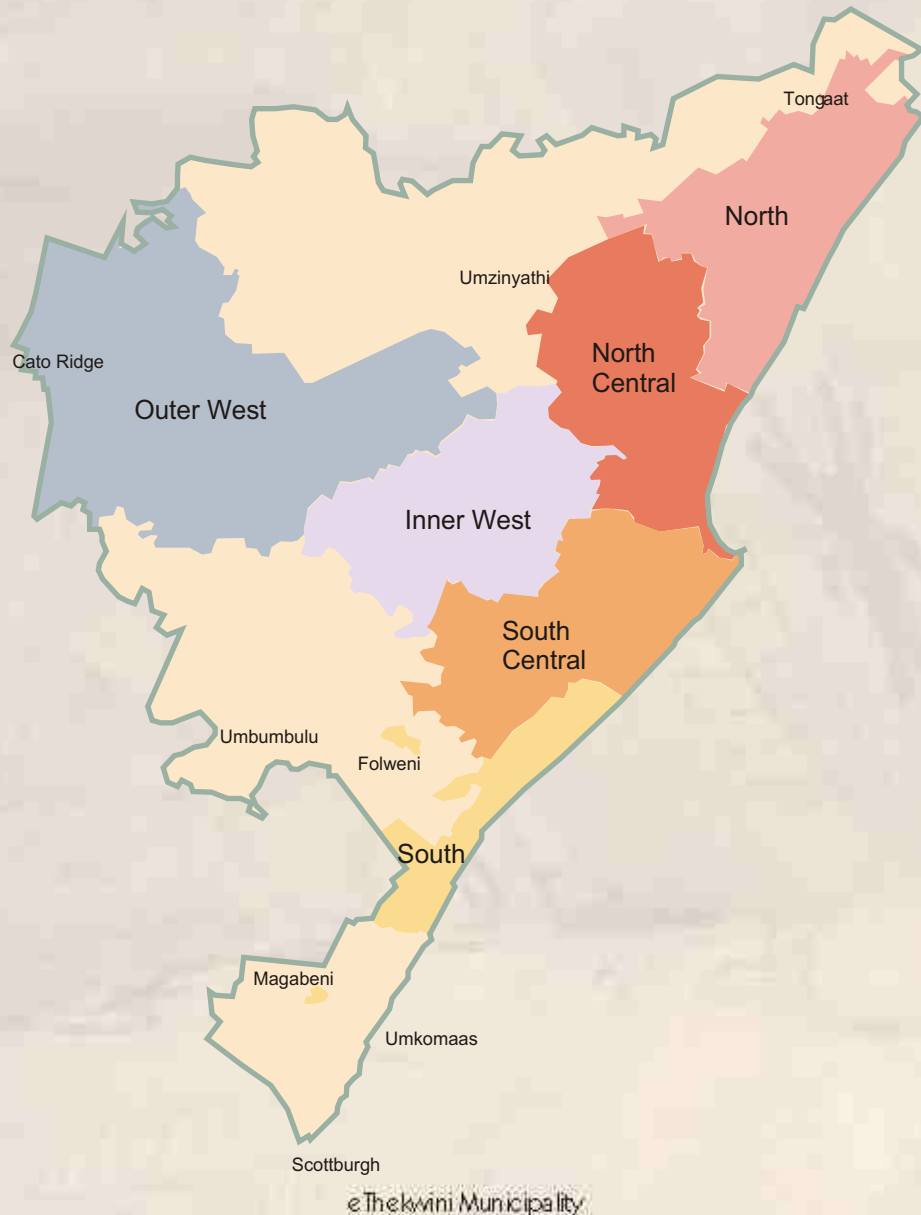
1. INTRODUCTION

A new Council for the eThekweni Municipality was established in December 2000. This new Council brings together the seven councils administering the old Durban Metropolitan Area, the Umkomaas Transitional Local Council and portions of Ilembe and Ndlovu Regional Councils. For the first time, one local government body is responsible for the overall strategic planning and management of the Durban region.

A package of new national government legislation sets out the framework within which the new Municipality must operate. It provides for developmental local government whose core business is to respond to socio-economic challenges in strategic and developmental ways.

This local government restructuring process has created a window of opportunity for change in Durban, moving beyond just the delivery of services and good administration, to strategically turn Durban into a globally competitive and attractive city.

The eThekweni Municipality has embarked on a process to develop a Long Term Development Framework (LTDF) and Integrated Development Plan (IDP) for the Unicity Area. The LTDF maps the strategic vision for the eThekweni Municipality over the next twenty years and within this the strategic priorities over the next five years. The IDP will similarly have a five year time scale, but will contain detailed management plans for the city (including programmes, projects, budgets and performance indicators). This document sets out the Long Term Development Framework for the eThekweni Municipality .



2. CRITICAL DEVELOPMENT CHALLENGES

The eThekweni Municipality faces a set of complex development challenges that need to be addressed both in the short and longer term. This section highlights some of these critical challenges.

2.1. Creating Economic Growth, Jobs and Income

At the centre of Durban's development challenge is the need to strengthen the economic base of the city. Clearly, the welfare and quality of life of all Durban's citizens, as well as the ability of the Council to meet their needs, is largely dependent on the ability of the city's economic base to generate jobs and income.

Whilst Durban's per capita GGP income of R19 943 pa is higher than that of South Africa as a whole, it is far less than that of comparable middle income countries. In fact, it has declined at a rate of 0.34% pa between 1990 and 1999 resulting in declining standards of living. Durban's economy is currently growing at a slow 1.8% per year.

In addition, the city faces a severe and worsening unemployment situation with estimates placing unemployment between 30 and 40%. Since 1997 there has been a net loss of formal jobs of 1.5% per year i.e. 40 000 jobs.

2.2. Meeting Basic Needs

It should be noted that substantial progress has been made in extending basic household services to previously under-invested households, with approximately 75% of all households having access to adequate levels of basic household services. The major backlog areas however spatially coincide largely with existing informal settlements and peri-urban areas.

In addition, a key development challenge is addressing the service delivery backlogs in the rural areas of the Municipality.





2.3. Alleviating Poverty

Whilst poverty is multi-faceted and difficult to measure, the most common measurement is based on income levels. Using this indicator, it is estimated that 23% of the city's population suffers from extreme poverty (people earning less than R300 per month per person) and that 44% suffer from poverty (people earning less than R410 per month per person).

Poverty is concentrated amongst Africans (with 67% being classified as poor) and Indians and coloureds (with 20% being poor). Women are three times more likely to fall into the ultra poor category than are men. Children are the most vulnerable to poverty with half of all children in the city identified as being poor.

2.4. Developing our People

Perhaps the city's greatest asset is its people. Historically Durban has not meaningfully invested in developing its people. With regard to our skills base it is of concern that 16% of all adults are functionally illiterate. 38% of the adult population have matriculated and only 8% have tertiary qualifications.

In terms of employment skills, there is a gap at all levels between the skills required in the workplace and current skills available in the working population. For example, 60 to 70% of information technology graduates from universities in Durban leave our city immediately after finishing their degrees.

As the Council has not previously been involved in promoting skills development and overcoming this skills gap, this issue poses a considerable challenge.

2.5. Managing the AIDS Pandemic

It is estimated that 700 000 people in KwaZulu-Natal will be infected with HIV/AIDS by 2020. KwaZulu-Natal, including Durban, is ahead of the rest of the country in terms of the progression of the pandemic. There are limited and fragmented efforts at the social mobilisation of communities around HIV/AIDS. Few people are voluntarily tested for HIV/AIDS. The Council is not generally responding to the issue of AIDS orphans with the obligation primarily resting with the welfare sector and community organisations. The Council, itself, does not yet have a comprehensive workplace policy for HIV/AIDS and there has been little activity by the Council to manage the impact of AIDS on its ability to perform its functions. Clearly then, if Durban is to achieve its vision, it needs to address the gap of a high rate of HIV/AIDS infection and the lack of an effective and co-ordinated response to the HIV/AIDS pandemic.





2.6. Ensuring a Safe & Secure Environment

People within the Durban Unicity area are exposed to unacceptably high levels of risk, although they are lower than in other major cities in South Africa. In terms of violent crimes, during 1999, Durban experienced 82.5 incidents of murder, 87.0 incidents of attempted murder and 397.1 incidents of robbery with aggravating circumstances per 100 000 of the population. This is still unacceptably high but much lower than the comparable Johannesburg figures. Ensuring a safe environment will remain one of the city's main challenges because this is critical for social development. This will also contribute significantly to investor confidence and economic development.

Over and above crime, if the city is to meet its Vision, it needs to address the following "safety and security" issues: high levels of road accidents, slow response times for fire emergencies, poor information on the nature and levels of risk within the Municipality and the fact that approximately 9000 households are subject to flood risk.

2.7. Striving for Sustainability

In striving to meet the many challenges facing Durban it is important that we create a development path that is sustainable. Sustainability requires that we balance the social, economic and environmental needs of our society to ensure that all development occurs within the carrying capacity of the natural environment. This is particularly important in a city such as ours where the environment continues to act as a service provider, meeting the basic needs of many of the city's poorest communities and providing critical services to large-scale industrial development, by providing raw materials for building, water for drinking and the treatment of waste from human and manufacturing activities. Where demand for these services exceeds supply, e.g. in areas subject to flooding, scarce financial resources must be spent to improve the situation. It is estimated that the natural resource base in Durban provides R2.24billion worth of free services to the residents of the city per annum. Durban is already home to 60% of KwaZulu-Natal's economic activity and 30% of the Province's population - all located within just 2% of the Province's land area. Given that existing economic growth rates must be significantly increased in order to achieve the city's social and developmental objectives, the sustainable development challenge is to ensure that in achieving this growth the natural environment continues to function and deliver the full range of environmental services required by the city. This is vital if Durban's residents are to enjoy a decent quality of life, if the manufacturing sector is to be globally competitive in environmentally-aware overseas markets and if we are to provide quality environments to attract tourists to our city.



3. THE NEW ROLE OF LOCAL GOVERNMENT

Given the above understanding of the complex set of development challenges facing the city, it is evident that the role of local government cannot be its traditional one of only providing physical, social, and economic services and infrastructure.

In fact, it is a new legal imperative (through the Municipal Systems Act) for local government to act in a more developmental way, and to provide an enabling environment for all its stakeholders to engage in a meaningful partnership with the Council to ensure that their needs are met.

What this means in real terms is that the current systems and structures for delivery that are in place will need to be reviewed and re-organised where necessary so that it can best serve the interests of a people-centered developmental local government. More than this however, is the challenge of co-ordinating service delivery with the other spheres of government to ensure integrated service delivery to maximise benefits for all citizens.

It is against this backdrop of a new understanding of local government that a Purpose Statement and a related set of guiding principles have been crafted. These will govern the way that we operate as a new Council.



3.1. Purpose Statement: eThekweni Municipality

"The purpose of the eThekweni Municipality is to facilitate and ensure the provision of infrastructure, services and support, thereby creating an enabling environment for all citizens to utilise their full potential and access opportunities, which enable them to contribute towards a vibrant and sustainable economy with full employment, and thus create a better quality of life for all."

3.2. Guiding Principles

The eThekweni Municipality is committed to the following principles that will guide all its actions in its new role as a more developmental local government :

- Sustainable development
- Community participation
- Holistic and integrated
- Co - ordinated partnerships
- Interdepartmental co - operation
- Transparency and accountability
- Democracy, non - racism
- Good governance

3.3. A New Approach to Development

What is different about the new approach to development is that citizens are seen as a major contributor to achieving the Vision that we agree on for the City. The starting point of this new understanding is that the Council's responsibility to deliver its outputs (for example roads, informal trading stalls, clinics, rates concessions, etc) is only the beginning of the process of development and not the end point. Instead, it is the very actions that are taken by citizens themselves, as a result of the outputs delivered by Council to citizens, that will achieve the outcome of a high quality of life for all.

HOLISTIC AND PEOPLE-DRIVEN APPROACH



4. THE VISION FOR eTHEKWINI MUNICIPALITY

Vision Statement

" By 2020 the eThekweni Municipality will enjoy the reputation of being Africa's most caring and liveable city, where all citizens live in harmony. This Vision will be achieved by growing its economy & meeting people's needs so that all citizens enjoy a high quality of life with equal opportunities, in a city that they are truly proud of. "

.....As agreed at the Alpine Heath Workshop 13-15 May 2001

"Note: A high quality of life means that all citizens in Durban are healthy in mind, body and spirit"

At its Strategic Planning Workshop held in May 2001, the city's decision-makers identified critical elements / themes that they felt will need to be encapsulated in the new Vision Statement for the City.

The main focus that emerges is improving the quality of life for all its people. The term "quality of life" in this context refers to the daily experience of citizens and communities, where all enjoy:

- Food security
- Decent, safe and secure living environments
- Good health
- Adequate income
- Access to transportation
- Leisure opportunities
- Access to information, technology and education opportunities
- Clean natural environments
- Opportunities for self advancement
- Freedom to act
- Strong sense of belonging and civic pride

As an African City, this Vision draws on its rich and strong social heritage and the principle of "ubuntu" which places great emphasis on reaching out and caring for each other.

Success in Durban needs to result in a measurable improvement in quality of life. It is intended that on an annual basis the change in the quality of life of Durban's citizens is measured in a quality of life index. This index will be generated from clear indicators and this process will be highly participative. The quality of life index will be used to establish whether the city is succeeding in its goal of an improved quality of life for all and will be accessible to all citizens.

It should be noted that this Vision captures the express sentiments of the City leadership. It is intended that this draft Vision be tested with all the City stakeholders through a highly participative process before it is finalised.



5. TOWARDS A STRATEGIC FRAMEWORK

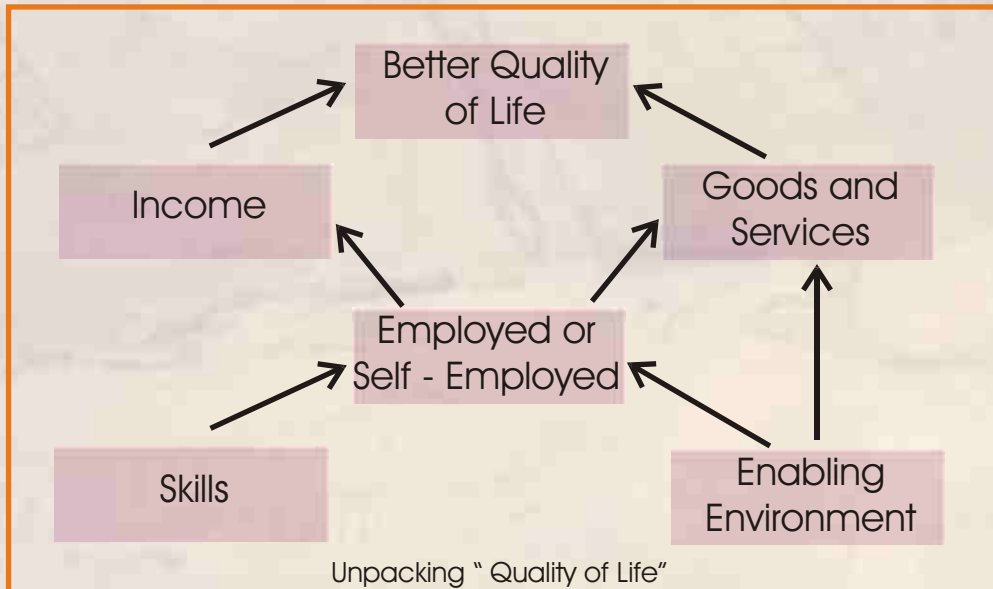
QUALITY OF LIFE



Meet Basic Needs
..Unwinding apartheid legacy

Build Skills & Technology
..Creating new / investing in the future

Strengthen the Economy
..Building on our strengths



To put the Municipality on a path to achieve its vision of a high quality of life for all its people there are three types of actions needed to build a strategic platform. The first are actions to unwind the legacy of apartheid and correct the wrongs of the past. Secondly, actions to build on current strengths of the City. Thirdly, actions to create the new and invest in the future.

These three sets of actions translate into the three key pillars of our City Strategy, which are:

- meeting basic needs
- strengthening the economy, and
- building skills and technology

Over the past 5 years the emphasis of local government has been working at unwinding the legacy of apartheid by meeting basic needs. This needs to continue over the next 5 years so that all citizens have access to basic services and decent housing. However, this alone will not help us achieve a sustained improvement in quality of life of citizens. Actions to build on the strengths of the economy will be vital to generate income and jobs. Furthermore, in order for Durban to become a globally competitive city, serious efforts will need to be made to upgrade the skills and technology so that Durban becomes a smart city, connecting with its neighbours and the world.

These then are our priority strategic areas of intervention for the next 5 years. The challenge for Durban is to strike the appropriate balancing, integrating and phasing of effort.

It is important to note that one strategy cannot be prioritised over another, as there is an inter-relationship between the three strategic areas. As depicted in the figure on the left, one strategy cannot be implemented without the other, as they all contribute to achieving a high quality of life.



5.1 . Meeting Basic Needs [...unwinding apartheid legacy]

In terms of meeting basic needs the priority of the Municipality is to ensure that all residents live in a safe and secure environment, receive free basic services and decent shelter. In terms of this, the Municipality is committed to ensuring:

- that all residents have access to free basic services in 5 years
- that all residents have access to decent housing within 15 years
- a co-ordinated governmental approach to dealing with the scourge of AIDS and crime.

Further than this the Municipality will take steps to ensure that it is much more in touch and responsive to specific local needs. In this regard the eThekweni Municipality is committed to ensuring:

- co-ordinated management and development for the key residential areas starting with development areas of need
- the preparation of a clear management and development plan for the newly incorporated rural areas



5.2. Strengthening the Economy [.....building on strengths]

Building increased prosperity of all citizens, sustainable job and income creation and a better distribution of wealth is central to the eThekweni Municipality's challenge. To put the city at a level with comparable emerging middle income countries, a job growth rate of 3% per annum is required. A priority will therefore be to strengthen those sectors of the economy with the most growth potential in both job and income terms namely:

- tourism
- export focus manufacturing
- port and the related transport sector

In addition, steps will need to be taken to target employment-rich, but declining industries like clothing and textile.

In terms of this the Unicity is committed to:

- developing a partnership with Business to drive economic initiatives
- maintaining high quality core infrastructure that serves key economic nodes through a dedicated funding pot
- a strong regeneration thrust within key economic areas aimed at improving services and infrastructure (CBD, PORT, SIB, BEACHFRONT)
- support for flagship projects which act to catalyse/initiate development in key sectors. Projects that might be considered in this category include the Point, Airport and Effingham Avoca
- encouraging Black Economic Empowerment through all its economic activities including procurement and tendering.
- actively promoting small, medium and micro-enterprises (SMME's) which are linked to the City's mainstream economy in a synergistic way that supports the overall economic strategy



5.3. Building Skills and Technology [...creating the new / investing in the future]

5.3.1 . Skills Development

The eThekweni Municipality is committed to:

- influencing curriculum transformation at all levels (including addressing accreditation issues)
- facilitating access to vocational training and education including customised training to meet local needs
- linking training to employment and business development opportunities
- ensuring effective service provision to schools
- championing a targeted literacy and numeracy programme
- creating partnerships with educational institutions to facilitate appropriate skills development

5.3.2 Building Information Technology Skills

If Durban is to be placed on a strong sustainable growth path it needs to become part of the global village. This means an enormous effort needs to be invested in upgrading the skills and technology in the city. In this regard the eThekweni Municipality is committed to:

- creating partnerships with industry to drive sustained information technology improvements in the economy
- creating partnerships with educational institutions to facilitate appropriate skills development
- creating partnerships with communities which facilitate local access to excellent information and technology services
- ensuring that the Unicity institutions are themselves a model of highly skilled information technology service providers



6. THE TRANSFORMATION FRAMEWORK

The main aim of the eThekweni Municipality is to contribute towards a better quality of life for all the citizens. A suitable vehicle is needed in order to accomplish this task, and that vehicle is a developmental local government.

In order for this structure to be developmental, it must meet certain key criteria namely:

- it must be outcomes led i.e. driven by overall strategy developed by the Executive Committee and committed to the 5 year Integrated Development Plan (IDP)
- it must be citizen focused. This means that the organisational form that is finally adopted must be accessible, accountable and responsive to customers at a variety of levels namely, individual consumers, the community at large and other interest groups.
- it must be fully integrated. Like many other organisations the eThekweni Municipality presently suffers from a high degree of fragmentation and this results in members of the organisation working at cross-purposes. The structure needs to be remodelled to ensure that all members of the organisation share the same purpose/identity and work together as a team to satisfy customer needs. Over and above this, the Municipality needs to co-ordinate delivery of services by other spheres of government.
- it must be demographically representative. In other words, there should be a proportionate distribution of all population groups, reflecting the demographics of the Municipality.

IMPLICATIONS FOR STRUCTURE

- There is a need for a strategy team accountable to the Municipal Manager and responsible for developing a coherent plan for the city. This team will play an integrating role and ensure that all members of the organisation work towards the common purpose.
- There is a requirement for multi-disciplinary area teams to ensure implementation of integrated plans. These teams will also co-ordinate the delivery of services by other government departments. These teams will operate in specific zones where they will be directly accessible to customers
- The service provider departments offer services through these area teams on a co-ordinated basis.

This section merely articulates the broad framework which is to guide the transformation process. It is important to note that the next 5 year Integrated Development Plan will spell out the detailed transformation framework in this regard.

EXCO AND MUNICIPAL MANAGER



"For illustrative purposes only"



7. THE BUDGETING PROCESS

This section briefly outlines the way the current budgeting process operates and spells out the elements of the new, proposed framework. As with the previous section, the broad framework is merely articulated. A detailed Budgetary Framework (which will be highly participative and grassroots driven) will be developed as part of the 5 year Integrated Development Plan.

7.1. CURRENT REALITY

The present budgeting process is characterised by the following:

- the budget is a result of negotiation by different departments. It is not a result of a strategic decision by the Executive Committee
- the budget allocation process is driven by projects rather than outcomes
- the departments that deliver the same output formulate their budgets independent of one another

The above results in the inefficient use of resources. More importantly the customers receive a partial or incomplete output.

7.2. PROPOSED FRAMEWORK

7.2.1. How budget decisions will be made

The Executive Committee (Exco) decides on strategic priorities and allocates funds accordingly. The funds are allocated to needs and not specific projects. The administration and citizens/target groups decide on projects within the budgetary framework as laid down by Exco, who then monitors and evaluates the impact on citizens.

7.2.2. Good governance

In order to achieve good governance and fulfill the obligations of developmental local government the following are required:

- A budget whose impact can be easily measured
- Transparency
- Flexibility
- Fairness
- A budget that is easily understood by all stakeholders

7.2.3. Strategic Priorities for the next five years

Given the strategic framework that was outlined in the previous section it is clear that the budget must:

- be a pro-growth budget
- meet basic needs
- build on existing skills and technology

BUDGET MANAGEMENT PROCESS



8. STAKEHOLDER PARTICIPATION

It is important to point out that with the new understanding of a more developmental Local Government comes a new and more challenging role for the actors of civil society. In the past local government produced plans and tested these plans and ideas periodically with the stakeholders from civil society.

If "development" is understood as involving a true partnership of citizens, the Council and other service providers, then clearly the new approach regards the role of civil society as a far more central and pivotal one.

It is local communities and other key stakeholders that will identify and clearly articulate their felt needs on the ground. Local government will address these needs by providing appropriate infrastructure, services and more importantly an enabling environment for these stakeholders to take action to translate the activities that Council engages into the outcomes that we want for the City.

More than just identifying needs however, civil society stakeholders will work in partnership with local government to find creative solutions to developmental challenges that are facing our city. It is citizens themselves that will contribute (both ideas and real resources) in the actual process of identifying and delivering outputs to communities.

Thus, in this new approach, the notion that the Municipality is the sole provider of resources and ideas is challenged. Given the interaction that local government has had with the organs of civil society to date, we are confident that meaningful partnerships can be set up to achieve our City Vision.



9. WAY FORWARD

Given that the strategic direction for the city over the next twenty years is now in place, work on the Councils Integrated Development Plan (IDP) will now begin.

As with the development of the Long Term Development Framework, the IDP will be a participative process. In fact, the Municipality does not see itself as being solely responsible for the preparation of an IDP for the citizens of Durban. Instead, given the new spirit of developmental local government, it will facilitate a process that will allow all stakeholders not just to collectively prepare the plan, but to be part of a unique transformation process that will result in all citizens achieving a high quality of life.

What will be different about this IDP is that it will begin by outlining the Restructuring Framework which will set the overall context for the collection of relevant data and the analysis of needs.

It will also fundamentally differ from previous processes in that local actors at an Area-level, under the guidance of Area-Based Managers will help shape the form and content of the IDP.

It is recognised that for this to be successful, great impetus from the Municipality will be required to support, stimulate and re-vitalise necessary action within communities where necessary. Plans are underway to develop a "community action support programme" in this regard.



A VISION OF AFRICAN RENAISSANCE

The brighter day is rising upon Africa. Already I seem to see her chains dissolved, her desert plains red with harvest, her Abyssinia and her Zululand the seats of science and religion, reflecting the glory of the rising sun from the spires of their churches and universities. Her Congo and her Gambia whitened with commerce, her crowded cities sending forth the hum of business, and all her sons employed in advancing the victories of peace-greater and more abiding than the spoils of war.

Pixley ka Isaka Seme: born Inanda Mission, Durban



**THE eTHEKWINI MUNICIPALITY
TRANSFORMATION OFFICE**

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