Section E
Integration

5.1 OVERVIEW OF THE SPATIAL DEVELOPMENT FRAMEWORK

DETAILED SPATIAL DEVELOPMENT FRAMEWORK	*Available?*	✓
Reviewed as required?		✗
Adequate to be regarded as management framework for the functional area?		?

5.1.1 Summary of management framework from the SDF

Phumelela Municipality is one of the Local Municipalities in Thabo Mofutsanyane District that borders Lesotho to the east. This District forms the eastern part of the province and also border Kwazulu-Natal. This District has 26.8% of the population in the Free State and contributes 11.7% of the GDP in the province. Phumelela Municipality is one of five Local Municipalities in the District.

Average Rainfall patterns in the District

The eastern parts of the Free State are mountainous. The eastern area included Vrede receives in the region of 580 to 1 224mm of rainfall per annum.

Topography and Drainage

The terrain morphology indicates that the most eastern part of Phumelela, including Memel and a stretch of ground towards the northwest, consists of low mountains. The Warden and Vrede areas are strongly undulating irregular land. The whole Phumelela local municipality grounds falls in the Vaal River catchment's drainage region.

Climate and Geology

Temperatures are extreme, and the area experiences hot mid-summer conditions and very cold winters. The whole Phumelela region is under laid by Adelaide geological formation, except for a very narrow piece of land to the far north east of Phumelela, bordering on the Mpumalanga Province that is under laid by Ecca geological formation.

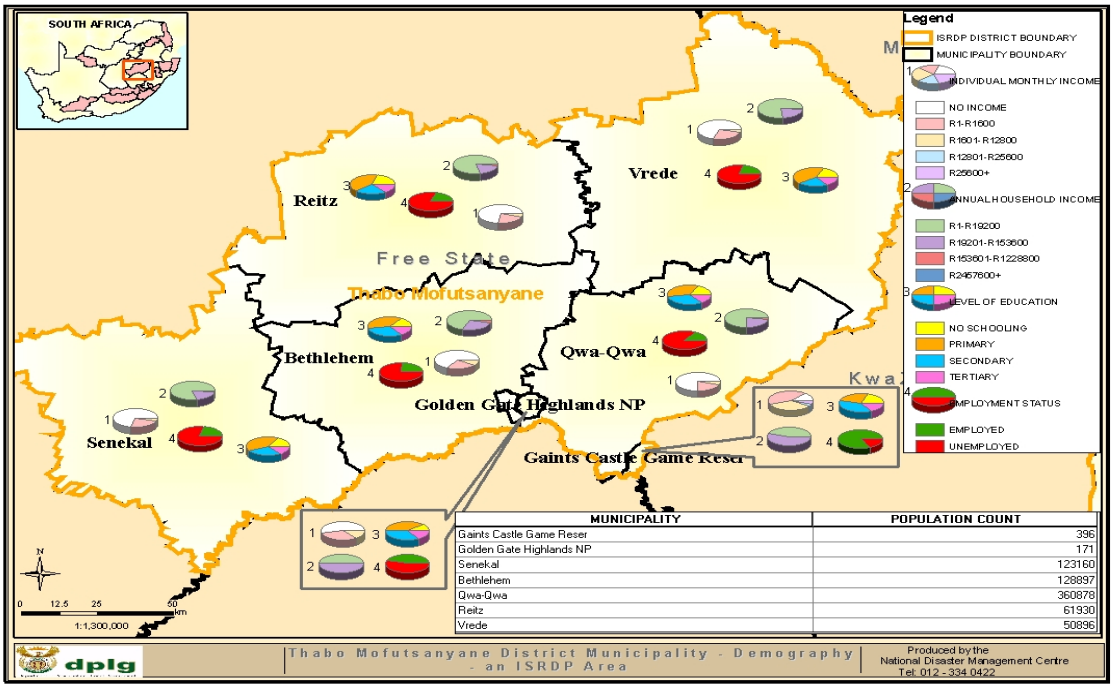
Mining Activity

No mining activities take place in Phumelela, seeing that the main form of income and business activity is Agriculture.

Demographic Analysis

A graphical illustration of income levels, employment and education of the population of Phumelela, is depicted below:

Map 5.1: *Demographic Analysis - Phumelela*



The spatial framework demonstrates IDP integrated spatial principles and strategies as a basis for spatial co-ordination of activities and for land use management decisions. The Integrated Spatial Development Framework

including maps indicates the spatial objectives and strategies sufficiently specific to inform land management and investment decisions. It also includes:

- spatial development trends and issues emerging from the spatial analysis,
- localised spatial development principles including specific strategic guidelines for spatial restructuring and spatial integration and a spatial representation of all development objectives and strategies with a spatial dimension,
- the location of all projects and
- a summary of land reform issues and related projects or project components.

5.2 WASTE MANAGEMENT PLANS OF THE MUNICIPALITY

INTEGRATED WASTE MANAGEMENT PLAN	***Available?***	✓
Reviewed as required?		✗
Adequate to be regarded as management framework for the functional area?		?

Each of the urban units has one waste disposal site. However, the capacity and condition of two of these sites need to be improved as soon as possible. The Vrede site is located near the airstrip and is not fenced in, (because of theft). Furthermore the site has insufficient capacity for even short-term use. The site within Memel is situated close to the Pampoenspruit, which is a tributary to the Seekoeivlei wetland area. This site is also unfenced as a result of theft, and will have to be expanded or relocated for future demands. Warden's site was upgraded recently with the addition of an incinerator.

Table / Figure 5.2: *The current waste situation is depicted below*

Area	Waste sites	Legal status	Refuse removal	Equipment	Personnel
Vrede	1	Legal	4 times p/m	Tractor	20
Thembalihle	-	Legal	16 times p/m	Tractor	20

Area	Waste sites	Legal status	Refuse removal	Equipment	Personnel
Memel	1	Legal	4 times p/m	Tractor	5
Zamani	-	Legal	12 times p/m	Tractor	5
Warden	1	Legal	4 times p/m	Tractor	12
Ezenzeleni	-	Legal	12 times p/m	Tractor	12
Phumelela	**3**	**Legal**		**Tractor**	**74**

Currently a huge problem with regard to integrated waste management is the fact that, although there are adequate personnel available, disposal sites are not equally well managed throughout the Phumelela municipal area. The possibility of recycling in the area has been investigated, and a service provider has been identified to assist the Municipality in this regard.

The Municipality has taken various initiatives to ensure sound management of waste management in its area of jurisdiction. These are prescribed below:

Table / Figure 5.3: *Waste Management Requirements*

Vrede	❒ Disposal sites must be less than 500m from residential areas. ❒ Meetings were conducted with the community to ensure buy-in in respect of the re-allocation of disposal sites. ❒ A new site has been identified, which is on the Rietkuil Road; 2.5 kms from town. A decision has been taken to budget R500 000 in the 2009/10 budget for this purpose.
Warden	❒ The disposal site is currently on private land, and (following a court case in this regard) it must be relocated. However, no agreement regarding the site for possible relocation has been reached. The area initially identified by the Municipality not approved. A decision has been reached to appoint advisors to assist with the investigation into the issue.
Memel	❒ Disposal site comply with basic requirements.

5.2.1 Integration: Sector Plan (Waste Management Plan) with IDP

In the absence of an integrated Waste Management Plan, the waste management strategy of the Municipality is described in the strategy formulation section of this IDP; within its context of national, provincial and sectoral integration requirements. In summary, that approach could be explained as follows:

The Municipality's waste management strategies are driven by the following principles:

Sustainable Living

Municipalities are in a unique position to encourage the kind of lifestyle choices that will promote sustainable living. They can achieve this by taking into account economic, social and natural environmental factors in their decisions and the activities that they undertake.

Economic Incentives

Recycling is an activity that needs both financial and logistical support, especially in the early stages of an initiative, if it is to be successful and sustainable. Such support could include the following:

- ❒ Direct cash payment in return for materials delivered or collected e.g. at a buy back facility
- ❒ Subsidies for collection and transport of materials for recycling
- ❒ Tax incentives, including tax exemption for recyclers who purchase new recycling equipment; low interest loans for purchase of recycling capital equipment; landfill charges or taxes; and raw material charges.
- ❒ Enhancing market conditions for recycling by ensuring the supply of recyclable materials and simultaneously stimulating demand for products made from recycled materials.

Regulations

Government might set targets to promote recycling. Although there is currently no law requiring recycling, future recycling targets might be regulated by law. Such targets should set realistic levels of recycling within achievable timeframes and be agreed in consultation with the key role-players in the recycling chain.

The Phumelela Local Municipality's response to the demands for integrated waste management planning is as follows:

(1) Review the regulatory guidelines for waste management in the area

The Municipality will review its by-laws, policies, strategies, plans and programmes related to waste management in order to ensure that it is in line with the National Waste Management Strategy and Action Plan and to ensure that there is a sound and effective statutory framework in place for waste management practices in the municipality. It is envisaged that the integrated statutory framework will ultimately address the waste management needs of the municipality holistically.

(2) Conduct a comprehensive waste situation analysis

The Municipality will conduct a comprehensive analysis and survey of the waste situation, challenges, constraints and actual waste disposal capacity in the area. The aim will be to obtain accurate and reliable data that could be used to inform the envisaged by-laws, programmes and strategies aimed at effective and environmental friendly waste disposal.

Such a survey would address the following issues:

- ❒ A Gaps and Needs Analysis.
- ❒ A Waste Generation Model.
- ❒ Economic Analysis of Options concerning Landfill Sites.
- ❒ Collection Needs.

(3) Awareness campaigns

The Municipality plans to make extensive use of awareness campaigns as an inexpensive way of working towards achieving its waste management objectives.

The Municipality intents to set up a data-base with the aim of keeping records of all waste management and waste disposal statistics, as required by the National Waste Management Strategy, as soon as the necessary administrative capacity is in place.

The Municipality is planning to gradually introduce and popularize waste recycling initiatives. However, due to resource and capacity constraints, these initiatives will for the short and medium term focus on awareness creation.

The Municipality does not currently have the resource and budget capacity to invest in alternative waste collection and transportation. The immediate focus will be to sustain current levels of services and make the community aware of the importance of sustainable waste collection practices.

Given the current capacity limitations of the Municipality, short to medium term strategies will focus on developing and implementing a waste classification system. In this regard, mention could be made of the following categories of waste[1]:
Solid Waste is waste of a solid nature generated by a person, business or industry.

Domestic solid waste (General Waste) is solid waste generated by single or multifamily residential dwellings, and solid waste of a non-hazardous nature, generated by wholesale, retail, institutional or service establishments such as office buildings, stores, markets, restaurants, theatres, hotels, warehouses, industrial operations and manufacturing processes.

Hazardous waste is any waste which by reason of chemical reactivity, or toxic, explosive, corrosive or other characteristics causes danger or is likely to cause danger to human health or the environment, whether alone or in combination with other wastes. Hazardous waste is categorized in four hazard ratings with 1 being the most hazardous and 4 being the least hazardous.

Medical waste is any waste generated by hospitals, clinics, nursing homes, doctor's offices, medical laboratories, research facilities and veterinarians, which are infectious or potentially infectious.

Special waste is a non-hazardous waste, which due to its nature requires special or separate handling at a sanitary landfill. Special wastes include but are not limited to tires, asbestos, demolition waste, industrial sludges of a non-hazardous nature, paper mill sludge, olive oil waste, abattoir wastes and petroleum waste oil.

In terms of waste disposal sites, the short to medium term emphasis of the Municipality will be on solving issues related to the location of landfill sites (too close to urban areas)[2] and the fact that some landfill sites are located on private property.
The Municipality's capacity constraints do not allow it to fully comply with all the requirements mentioned above. However, once the current challenges relating to the existing landfill sites are resolved, the Municipality will amend its waste management strategies to ensure a gradual introduction of initiatives aimed at ensuring full compliance.

[1] *Integrated Waste Management Master Plan - June 2003 (Amajuba Municipality)*
[2] *The waste disposal site in Memel is situated near the Pampoenspruit and holds a danger of polluting the Seekoeivlei wetland. This site will have to be relocated within the near future.*

5.3 INTEGRATED DISASTER MANAGEMENT

INTEGRATED DISASTER MANAGEMENT PLAN	*Available?*	✓
Reviewed as required?		March 2008
Adequate to be regarded as management framework for the functional area?		?

In March 2008 the Disaster Management Plan was reviewed. During the work session, the following was outlined:

- Disaster management must deal with proactive and reactive maintenance of possible disaster areas.
- It was also noted that the District Municipality should play more of an active role in assisting the local Municipalities.

The following was identified by the participants:

Steps for Incidents:

- Create ground "0" meaning to vacate the disaster area
- Inform affected communities regularly
- Assess regularly

Operational Structure of the Disaster Management Committee :

- Mayor
- Emergency services
- Police
- Hospitals
- Community based organizations

Risk Response

Proactive:

Pro-action refers to determining possible disasters, maintaining the area and educating the public on possible disasters. Disasters were further classified into the following:

NATURAL DISASTERS:

- ❒ Floods
- ❒ Fire
- ❒ Snow
- ❒ Storms
- ❒ Disease/s
- ❒ Drought
- ❒ HIV/Aids

The Municipality is especially exposed to fires, soil erosion, the indiscriminate destruction of natural vegetation and storms as major potential sources of disasters. Especially in Thembahlile the houses are old and not properly constructed, and therefore especially exposed to storms.

Other disasters that impact directly on the budget of the municipality include:

(1) Motor vehicle accidents.

(2) Livestock that graze in residential areas.

(3) Sewerage spill-over into the Cornelius River.

(4) A water tank that is not properly maintained and is causing unnecessary water losses.

5.3.1 Integration: Sector Plan (Disaster Management Plan) with IDP

Susceptibility and Vulnerability Assessment

Susceptibility

The susceptibility of an area to a particular emergency, hazard or disaster refers to the likeliness of such an event actually happening in that particular area. Physical characteristics, spatial structure and historical occurrence all determine the likeliness of a disaster or the susceptibility to a disaster. As an example, an area which has never received any snowfall will be less susceptible to snow hazards than areas who have frequently experienced heavy snow in the past. As most of these disasters are unpredictable to a large degree, the relative susceptibility is indicated within the Prevention and Mitigation framework as an expression of high, medium or low susceptibility.

Furthermore the susceptibility to a particular disaster could differ across the geographical area of the municipality. The specific areas most susceptible to a disaster are also indicated within the Prevention and Mitigation framework.

Vulnerability

Vulnerability refers to (a) the possible extent of loss in lives and property in an area, should a disaster occur and (b) the ability of a community of the particular area to adapt to or deal with the occurrence of such a disaster.

The locality of a community in relation to a potential flood would be an indication of a high vulnerability. Furthermore the availability of emergency response services to a community also determines its vulnerability. Where a community with a high susceptibility to a disaster is a considerable distance from such emergency services the vulnerability of that community would be considered high.

Table 5.4: *Risk and Vulnerability Assessment*

Type of Incident	Areas to be affected	Probability	Consequences
Floods	Zeekoeivleipoort Lincolnshire Mont Pelaan Merinodal Verkykerskop Hlomisa Thembalihle Warden Aanvang Jachtkop County Claire Vaalkop Paardeplaats Oudewoning Koefontein Memel	40%	People without shelter Damages to infrastructure Disruption of economy of municipality Deaths Vegetation destroyed Transportation disrupted Roads inaccessible No telecommunication
Heavy Snow	Zeekoeivleipoort Lincolnshire Mont Pelaan Merinodal Verkykerskop Hlomisa	30%	People cut off from others Residents cut-off from food supplies Telecommunication disrupted Damages to infratrusture Residents cut-off from medical care Deaths Transportation disrupted

Type of Incident	Areas to be affected	Probability	Consequences
			Roads inaccessible
Veld fires	The whole of Phumelela	100%	People without shelter Animals without grazin Damages to infrastructure Dead animals Disease Residents cut-off from medical care Deaths Residents cut-off from food supplies
Dam Wall Breakages	Vrede/Thembalihle Dam: Farms: Dippenaarsdal 1347 Kelkklip 1326, Mizpah 141, Ziklag 140 Vrede Dam: Squatters in Thembalihle	10%	People drowned People without shelter Damages to infrastructure Residents cut-off from medical care Disease
	Emanzini Resort Private Property around dam Cornelis River: Warden Residents residing on banks of river		
Road Blockages	N3 – Warden	50%	Accidents Detours Delay in people on their way to medical care Water shortages
Transportation: hazardous/toxic substances	All people alongside the route of transportation All other people travelling on the route Towns, i.e. Warden next to	5%	Toxic contamination Injuries Accidents Medical care needed

Type of Incident	Areas to be affected	Probability	Consequences
	N3,		Traffic Control needed Emergency medical care needed
Oxidation Ponds (Vrede)	Residents of Extention 3 Thembalihle	5%	People in aid of medical care People without shelter Damages to infrastructure People in aid of emergency medical care
Airplane crashes	Residents residing in the area where crash occured	2%	Need of Emergency Medical Care Fire fighting Damages to infrastructure Traffic control needed Temporary shelter needed
Road accidents	People using the road	50%	Need for emergency medical care Transportation needed Traffic Control needed Fire fighting needed
Stock disease (Foot & Mouth)	Animals in the areas where the disease occurred	30%	Need of Veterinary care Need of medical care
Civil Violence	All people in area where civil violence occurred	10%	Need of assistance of Safety & Security Need for Emergency medical care Temporary shelter needed
Droughts	All people and animals in area where drought occur	30%	Need for food and grazing Need for Water Dead Carcasses Lack of nutrition

Prevention and Mitigation (Contingency Plans)

The responsibility of the municipality is not only to react to disasters, but to ensure that a potential disaster is prevented. These prevention strategies are indicated within the Disaster Management Act, Act 57 of 2002, section 47:

"(1) A municipal disaster Management centre, to the extent that it has the capacity, must give guidance to organs of state, the private sector, non-governmental organisations, communities and individuals in the municipal area to assess and prevent or reduce the risk os disasters, including-

(a) ways and means of-

(i) determining levels of risk

(ii) assessing the vulnerability of communities and households to disasters that may occur

(iii) increasing the capacity of communities and households to minimise the risk and impact of disasters that may occur, and

(iv) monitoring the likelihood of, and the state of alertness to, disasters the may occur;

(b) the development and implementation of appropriate prevention and mitigation methodologies;

(c) the integration of prevention and mitigation methodologies with the development plans, programmes and initiatives; and

(c) the management of high-risk developments

(2) A municipal Disaster Management Centre must promote formal and informal initiatives that encourage risk-avoidance behavior by organs of state, the private sector, non-governmental organisations, communities, households and individuals in the municipal area."

5.4 INTEGRATED ENVIRONMENTAL MANAGEMENT PLANNING

INTEGRATED ENVIRONMENTAL MANAGEMENT PLAN	*Available?*	✓
Reviewed as required?		✗
Adequate to be regarded as management framework for the functional area?		?

5.4.1 Integration: Sector Plan (Environmental Management Plan) with IDP

The Integrated Environmental Programme's purpose is to contribute to a healthy environment by ensuring that urgent environmental issues are adequately addressed and that proposed projects have no negative impact on the natural environment.

3.1 Legislative and Policy Framework for Environmental Sustainable Development

A major component of this environmental programme is an assessment of the legal requirement necessary for sustainable development in Phumelela. This section constitutes an indication of those requirements.

- **The National Environmental Management Act principles:**

Section 2 of The National Environmental Management Act (107 of 1998), or referred to as NEMA, requires all organs of the State to implement and adhere to the principles set out in Chapter one of NEMA. All organs of State also have the responsibility to protect, promote and conserve the needs of the people. NEMA Section 2 also stipulates that the organs of State have to serve as a framework for environmental management and it is their duty to guide the implementation of this Act. It is therefore a prime requisite of the Phumelela local municipality to incorporate this wider environmental analysis.

NEMA sets clear principles for guidance in the stipulation of general principles for the environmental programme (Section 2 of NEMA).

These principles are summarized below:

1).Environmental management must place people and their needs at the forefront of its concern, and serve their physical, psychological, developmental, cultural and social interests equitably.

2).Development must be sustainable socially (people), environmentally (planet) and economically (prosperity).
3).Sustainable development requires the consideration of all the relevant factors, including the following:

- To avoid and minimize:
  - the disturbance of ecosystems and loss of biological diversity
  - the disturbance of landscapes and sites that constitute the cultural heritage
  - pollution and degradation of the environment
  - waste (re-use or recycle)
- The responsible and equitable use of renewable and non-renewable resources
- That a risk prevention approach are taken, and
- The prevention of negative impacts on the environment and on people's environmental rights
- Environmental justice must be pursued so that adverse environmental effects shall not be distributed in such a manner as to unfairly discriminate against any person.

At the core of the NEMA principles are thus primarily the needs of the people, and social, environmental and economical sustainable development. These core guidelines act as excellent indicators when measuring all potential development.

- **Strategic Environmental Assessment principles:**

Strategic Environmental Assessment (SEA) aims to ensure that environmental issues are addressed from an early stage in the process of formulating policies, plans and programmes, and incorporated throughout this process. In The development and understanding of SEA will assist in practically implementing sustainability and moving towards a true integration of economic, social and biophysical goals.

Ten principles are proposed for SEA in South Africa. These principles are the fundamental premises underpining SEA methodologies in South Africa and provide the theoretical base for the development of local SEA processes.

The following is the ten principles of SEA for South Africa:

1. SEA is driven by the concept of sustainability;
2. SEA identifies the opportunities and constraints, which the environment places on the development of plans and programmes;
3. SEA sets the criteria for levels of environmental quality or limits of acceptable change;
4. SEA is a flexible process, which is adaptable to the planning and sectoral development cycle;
5. SEA is a strategic process, which begins with the conceptualization of the plan or programme;
6. SEA is part of a tiered approach to environmental assessment and management;
7. The scope of an SEA is defined within the wider context of environmental processes;

8. SEA is a participative process;
9. SEA is set within the context of alternative scenarios;
10. SEA includes the concepts of precaution and continuous improvement.

- **The Environmental Conservation Act (Act 73 of 1989)**

The MEC may, through the Environmental Conservation Act (ECA), identify those activities that will have a detrimental effect on the environment, and those activities will be prohibited. The MEC also has the right to identify areas of limited development for any activities relating to infrastructure, land use or resources. This could be areas with red-data species, wetlands or any other environmentally sensitive areas.

The following table is a summary of the environmental management functions of the different departments and the applicable legislation.

Table 5.5: *Framework for Environmental Management*

Responsible department	Environmental management function	Applicable legislation
Department of Tourism, Economic and Environmental Affairs	Nature Conservation, game management, control of alien species.	♦ Environmental Consevation Act, No. 73 of 1989 ♦ Orange Free State Conservation Ordinance No. 8 of 1969
Department of Tourism, Economic and Environmental Affairs	Impact Assessments.	♦ Environmental Consevation Act, No. 73 of 1989 ♦ Minerals Act, No. 50 of 1991 ♦ Atmospheric Pollution Prevention Act, No. 45 of 1945 ♦ Conservation of Agricultural Resources Act, No. 43 of 1983 ♦ Hazardous Substance Act, No. 15 of 1973 ♦ Health Act, No. 63 of 1977 ♦ SABS Code of safe disposal of medical waste ♦ National Heritage Resource Act ♦ National Parks Act, No. 57 of 1976

Responsible department	Environmental management function	Applicable legislation
		♦ National Road Act, No. 54 of 1971 ♦ Occupational Health and Safety Act, No. 85 of 1993 ♦ National Water Act, No. 36 of 1998 ♦ Development Facilitation Act, No. 67 of 1995 ♦ National Environmental Management Act, No. 107 of 1998
Department of Agriculture	Land Care; Soil Conservation	♦ Subdivision of Agricultural Land Act, No. 70 of 1970 ♦ Conservation of Agricultural Resources Act, No. 43 of 1983
National Department of Agriculture	Public Health; Animal Health; Veterinary sevices	♦ Pest Control Act, No. 36 of 1963 ♦ Fencing Act, No. 31 of 1963 ♦ Veld an Forest fires Act, No. 101 of 1998 ♦ Fertilizers, Farm Feeds, Agricultural Remedies and Stock Remedies Act, No. 36 of 1947
Department of Health	Integrated Environmental Health; Safe food; Air pollution control	♦ National Water Act, No. 36 of 1998 ♦ Water Services Act, No. 108 of 1997 ♦ Health Act, No. 63 of 1977 ♦ Environmental Consevation Act, No. 73 of 1989 ♦ Guidelines on sewerage sludge ♦ Quality of domestic water supplies samplin guides ♦ National Sanitation policy ♦ Hazardous Substance Act, No. 15 of 1973

Responsible department	Environmental management function	Applicable legislation
		♦ Food Premises Hygiene Regulations R918 of 30 July 1999
Department of Local Government and Housing	Land Use Control	♦ Development Facilitation Act, No. 67 of 1995 ♦ Township Ordinance, No. 9 of 1969 ♦ Removal of Restrictive Conditions, No. 84 of 1967 ♦ Physical Planning Act, No. 125 of 1991 ♦ Subdivision of Agricultural land Guidelines ♦ Regulations for the amendment or withdrawal of regional or urban structure plans ♦ Free State LDO regulations (PG 246 of 14 November 1997) ♦ National Heritage Resource Act of 1999 ♦ Local Government Municipal Systems Act, No. 32 of 2000 ♦ Guidelines for Human Settlement and Design
Provincial office of Department of Water Affairs and Forestry	Water Resource management; Waste management	♦ National Water Act, No. 36 of 1998 ♦ Water Services Act, No. 108 of 1997 ♦ Health Act, No. 63 of 1977 ♦ Environmental Consevation Act, No. 73 of 1989 ♦ Minerals Act, No. 50 of 1991 ♦ Mountain Catchment Areas Act, No. 63 of 1970
Provincial office of Department of	Mineral resources management;	♦ National Water Act, No. 36

Responsible department	Environmental management function	Applicable legislation
Mineral and Energy Affairs	Assessing of EMP's	of 1998 ♦ Water Services Act, No. 108 of 1997 ♦ Health Act, No. 63 of 1977 ♦ Environmental Consevation Act, No. 73 of 1989 ♦ Minerals Act, No. 50 of 1991 ♦ Mountain Catchment Areas Act, No. 63 of 1970 ♦ Development Facilitation Act, No. 67 of 1995 ♦ National Environmental Management Act, No. 107 of 1998 ♦ Atmospheric Pollution Prevention Act, No. 45 of 1945 ♦ National Nuclear Regulator Act, 1999 ♦ Mine Health and Safety Act, 1996 ♦ Conservation of Agricultural Resources Act, No. 43 of 1983 ♦ Free State Nature Conservation Ordinance, No. 8 of 1969 ♦ National Monument Act, No. 28 of 1969 ♦ National Heritage Resource Act, 1999 ♦ Free State Township Ordinance, No. 9 of 1969

Phumelela Environmental Issues

In order to ensure that the negative impacts of the priority environmental issues are minimized there needs to be a sound understanding of the relationship between the causes and the effects of these issues.

In the following table the various environmental problems associated with the proposed projects, (set out in the analysis phase), are presented, together with the most prominent causes of these environmental problems. The various effects of these environmental problems on the people, as well as the communities/towns being affected by these problems are also presented.

Table 5.6: *Environmental problems, causes, effects and people being affected*

Project No.	Environmental problems, risks and threats	Causes of the problem	Effect(s) of the problem on the environment	People being affected
48-50	Cemetery development	▪ Shortage in capacity ▪ Increased number of deaths, due to HIV/AIDS	▪ Shortage in burial sites ▪ Creates an unhealthy environment ▪ Loss in arable land	All urban areas
20	The provision of waterborne sanitation	▪ Population growth, thus increased demand for sanitation systems ▪ Contamination of underground water through the old sanitation systems	▪ Increase in water use, which leads to a decrease in the resource	Rural areas Vrede
22 23 25	The upgrading of the refuse sites	▪ Insufficient and unfenced waste disposal sites ▪ Not sufficient capacity ▪ Waste management not effective	▪ Pollution ▪ Creates an unhealthy environment	Vrede
1 3 5 7 10	Increased water supply	▪ Population growth, thus increased demand for water ▪ Improvement of water supply ▪ Will improve the lives of the people	▪ Decrease in the water resource	Vrede Warden
8693	Parks and Sports field development	▪ There is a need for more recreational facilities	▪ Disturbance of natural resources: trenches will	All towns

Project No.	Environmental problems, risks and threats	Causes of the problem	Effect(s) of the problem on the environment	People being affected
94			be dug, trees will be cut down ▪ Visual pollution	
35-38	The provision, upgrading and maintenance of transport routes	▪ Poor infrastructure of roads ▪ Neglect of maintenance of roads	▪ Increase in air pollution (increased amount of private vehicles on roads) ▪ Increase in accidents ▪ Damage to land alongside roads	All towns
28-34	The installation of area lighting	▪ For improved lighting, and safety	▪ Visual pollution: Erection of towers or masts ▪ Impact on the biodiversity	Memel Vrede Warden

Activities/projects that will need an Environmental Impact Assessment (EIA), will be mentioned below. The additional activities not mentioned below, would all require scoping reports.

Activities, which will require an Environmental Impact Assessment (EIA), are:

- The construction of proper infrastructure for water and sanitation services
- The new cemetery sites
- The construction and maintenance of roads
- The construction of infrastructure for electricity
- The establishment of a sports field

Institutional Structures

The following section deals with the various bodies at national, provincial and local levels of government, all of which have capacity to deal with specific tasks. From a local government perspective the strategy should be to build sufficient capacity to access these resources effectively rather than trying to undertake all tasks at local level.

External Institutional Capacity

Current institutional bodies that have environmental responsibilities include:

i). The Department of Environmental Affairs and Tourism (DEAT) (National)

DEAT is the ultimate policy making department for general environment management and for adjunction of Environmental Impact Assessments for major projects. Their focus is on issues at a national level.

ii). The Department of Water Affairs and Forestry (DWAF) (National)

DWAF has major responsibilities particulaly relating to the protection and management of water resources. They are divided into Forestry and Water Affairs branches.

The Forestry branch is primarily involved with development of conservation, commercial (industrial) and community forestry through policy development, regulation, facilitation and monitoring, along with the effective management of State forest timber and conservation areas.

The Water Affairs branch is primarily involved with managment and protection of water resources, the provision of water resourcs and control of water utilization, in terms of stream flow reduction allocations. Their main tool is the recent Water Act that provides far-reaching powers in terms of enforcement and management.

In implementing sevice provision under each of the core functions, community forestry adheres to three basic principles namely social development, economic development and environmental sustainability.

iii). The Department of Minerals and Energy (DME) (National)

DME is divided into three branches:

- The Mineral Development Branch's purpose is to promote the orderly and continuous mining and utilization of mineral resources.
- The Mine Health and Safety Inspectorate's purpose is to ensure the safe mining of minerals under healthy working conditions.
- The Energy Branch's purpose is to promote the optimum development and utilization of energy resources.

iv). The Department of Agriculture (DoA) (National)

DoA has a mandate to guide and support capacity building, sustainable resource use, production, trade and research in agriculture in order to maximise the contribution of the agricultural sector to economic growth, equity and social development in a sustainable manner.

The Department also deals with applications for the subdivision and rezoning of agricultural land.

v). Free State Department of Tourism, Economic and Environmental Affairs

The Environmental Affairs Directorate is recognised as the Provincial Environmental Authority in terms of administering the EIA regulations under the Environmental Conservation Act. In addition to undertaking adjudication of EIA's the department are also responsible for strategic level planning and management. It is the responsibility of local councils to flag projects where there are likely to be environmental or social problems, as well as projects where law requires EIA's.

vi). Free State Conservation Services

Their prime role is to manage, protect and monitor the more pristine and sensitive areas of the province, including a number of game reserves. They are also the custodians of much environmental research and data for the province.

vii). Local Municipality (LM)

The LM has limited in house dedicated to environmental capacity. They are however actively addressing environmental issues through planning staff and local interested parties. The LM currently tend to "buy-in" environmental expertise when they require it.

External Non-Governmental Capacity

In addition to formal institutional capacity there are numerous Non-Governmental Organizations (NGO's) that have estabished to focus on specific areas or concerns. Some of the organisations that have a bearing on the environment are:

i). Wildlife and Environment Society of Southern Africa (WESSA)

WESSA's aim is: "to contribute to the Earth's vitality and diversity by:

- Promoting sound environmental values and sustainable lifestyles;
- Integrating conservation and development
- Generating individual and community action;
- Securing the protection and wise use of natural resources;
- Serving as environmental watchdogs;
- Promoting and participating in environmental education;
- Influencing policy and decision-making;
- Adapting to changing needs.

ii). Conservancies

Conservancies defines itself, and it's role as: the voluntary cooperative environmental management of an area, by it's community and users, and in respect of which registration has been granted by the relevant provincial nature authority.

Internal Council Capacity

There is currently very limited environmental management capacity within Council. Current practice is for planning and technical staff to utilize consultants input as and when necessary. This is occuring in an *ad hoc* basis and is used to address the most pressing issues. It should be considered as a temporary solution as it is difficult to apply coordinated strategies in these circumstances.

5.5 INTEGRATED INFRASTRUCTURE PLANNING

INTEGRATED INFRASTRUCTURE INVESTMENT PLAN	***Available?***	✗
Reviewed as required?		✗
Adequate to be regarded as management framework for the functional area?		✗

WATER SERVICFES DEVELOPMENT PLAN	***Available?***	✓
Reviewed as required?		✗
Adequate to be regarded as management framework for the functional area?		Partly, as some info in its is still relevant

The Phumelela Local Municipality has not yet finalized its Integrated Infrastructure Investment Plan. It has, however, formulated the following guidelines for infrastructure planning and investments for IDP strategy formulation purposes:

5.5.1 Integration: Staff Establishment

The Phumelela Municipality's prioritization model to decide among the wide variety of infrastructure expansion and maintenance demands and requirements is based on its strategic planning priorities. These are as follows:

Table 5.7: *Infrastructure*

Priority	Issue	Targeted for infrastructure investment over the next five years	Short description of main infrastructure issues / considerations
1	Water and sanitation	Yes	❒ Ageing infrastructure require replacement / high maintenance costs ❒ Increase access has put huge pressure on infrastructure, and require exponential infrastructure expansion ❒ Required to support envisaged economic and social expansion

Priority	Issue	Targeted for infrastructure investment over the next five years	Short description of main infrastructure issues / considerations
2	Streets and Stormwater	Yes	❒ Declining condition of access roads ❒ Need to expand good quality internal roads to previously disadvantaged areas
3	Waste Management	Yes	❒ The Municipality needs to solve problems related to the location of landfill sites (close to urban areas) and the fact that some landfill sites are located on private property
4	Electricity and lights	Yes	❒ *Limited scope*: With the exception of Warden, Eskom distributes electricity throughout the region. Although the distribution of electricity is seen as an additional source of income to the council, the network within Warden is old and in desperate need of repair, the proper metering of this service will also need to be attended to.
5	Cemeteries	Yes	❒ Insufficient capacity of existing sites
6	Local Economic Development	Yes / No	❒ The prioritisation will be through the proper maintenance and upgrading of water, sanitation and roads infrastructure. ❒ The Municipality does not have the budget or resource capacity to invest in expensive economic infrastructure.
7	Land Development and Land Reform	No	❒ Not a municipal core function – the municipality's role is focused on the identification of land for redistribution and in so-doing supporting sector departments.
8	Disaster and Environmental Management	No	--
9	Institutional Development	No	--
10	Sport and Recreation	No	❒ Sport and recreation facilities are essential to improve the quality of life of citizens, with specific focus on previously disadvantages areas. ❒ **Low municipal priority**, considering the extent of needs and demands versus the capacity limitations of the municipality.
11	Safety and Security	No	❒ Not a municipal core function – the municipality's role is focused on the identification of land for redistribution and in so-doing supporting sector departments.
12	Transversal Programmes	No	❒ Initiatives to be funded through the operating budget.

Water Provision (Urban)

Table 5.8: *Status of supply to higher level of services (Water)*

(Source: Draft WSDP, Phumelela LM)

Land Use	Higher Level of Service		RDP	Below RDP	Total
	Metered Connection	Unmetered Connection	Communal Standpipe	Services Required	
Vrede					
Residential	5405			2200	7605
Commercial	Unknown	unknown	Unknown	Unknown	unknown
Industrial	40				40
Other	235				235
Subtotal	5680			2200	**7880**
Memel					
Residential	1826				1826
Commercial	20				20
Industrial	Unknown	unknown	Unknown	Unknown	unknown

Land Use	Higher Level of Service		RDP	Below RDP	Total
	Metered Connection	Unmetered Connection	Communal Standpipe	Services Required	
Other	8			12	20
Subtotal	1854			12	**1866**
Warden					
Residential	540	1561	450	679	3230
Commercial	120				120
Industrial	Unknown	unknown	Unknown	Unknown	unknown
Other	19				19
Subtotal	679	1561	450	679	**3369**

Sanitation Provision (Urban)

Table 5.9: *Status of supply to higher level of services (Sanitation)*

(Source: Draft WSDP, Phumelela LM)

Land Use	Higher Level of Service			RDP	Below RDP		Total
	Waterborne	Small Bore (Inter-Mediate)	Wet Installation (Septic/Conservancy)	On Site Dry (Vip Or Equivalent)	Bucket	Services Required	
Vrede							
Residential	2802		30		2573	2200	7605
Commercial	Unknown	unknown	unknown	Unknown	Unknown	Unknown	unknown
Industrial	40						40
Other	235						235
Subtotal	3077		30		2573	2200	**7880**
Memel							
Residential			270		1556		1826
Commercial			8			12	20
Industrial	Unknown	unknown	unknown	unknown	Unknown	Unknown	unknown
Other			20				20

Land Use	Higher Level of Service			RDP	Below RDP		Total
	Waterborne	Small Bore (Inter-Mediate)	Wet Installation (Septic/Conservancy)	On Site Dry (Vip Or Equivalent)	Bucket	Services Required	
Subtotal			298		1556	12	**1866**
Warden							
Residential		600	50	24	1506	1050	3230
Commercial		120					120
Industrial	Unknown	unknown	unknown	unknown	Unknown	Unknown	unknown
Other		19					19
Subtotal		739	50	24	1506	1050	**3369**

Table 5.10: *Individual Household Water Requirement - Litres Per Capita Per Day*

(Source: Draft WSDP, Phumelela LM)

Service Level	Individual Household Water Requirement - Litres Per Capita Per Day					
	2002/2003	2003/2004	2004/2005	2005/2006	2006/2007	2007/2008
Expected % Population Growth		1.231	1.196	1.161	1.127	1.093
High Development (Complete House connections)	285	289	292	295	299	302
Medium Development (Yard Taps & Waterborne Toilet Connections)	145	147	149	150	152	154
Interim Basic Development (Yard Taps & VIPs)	75	76	77	78	79	79
Interim Low Development (Yard Taps & Buckets)	75	76	77	78	79	79
Low Basic Development (Communal Supply & VIPs)	50	51	51	52	52	53
Low Development (Communal Supply & Buckets)	50	51	51	52	52	53
High Water / No Sanitation (Yard Taps & No Sanitation Service)	75	76	77	78	79	79
RDP Water / No Sanitation (Communal Supply & No Sanitation Service)	50	51	51	52	52	53

Table 5.11: *Sewage Treatment : Residential Hydraulic Load Requirement - Litres Per Capita Per Day*

(Source: Draft WSDP, Phumelela LM)

Service Level	Sewage Treatment : Residential Hydraulic Load Requirement - **Litres Per Capita Per Day**

	2002/2003	2003/2004	2004/2005	2005/2006	2006/2007	2007/2008
Expected % Population Growth		**1.231**	**1.196**	**1.161**	**1.127**	**1.093**
High Development (Complete House connections)	170	172	174	176	178	180
Medium Development (Yard Taps & Waterborne Toilet Connections)	80	81	82	83	84	85
Interim Basic Development (Yard Taps & VIPs)						
Interim Low Development (Yard Taps & Buckets)	15	15	15	16	16	16
Low Basic Development (Communal Supply & VIPs)						
Low Development (Communal Supply & Buckets)	15	15	15	16	16	16
High Water / No Sanitation (Yard Taps & No Sanitation Service)						
RDP Water / No Sanitation (Communal Supply & No Sanitation Service)						
No Water / Below RDP Sanitation (No Water Service & Buckets)	15	15	15	16	16	16
No Water / Basic Sanitation (No Water Service & VIPs)						
None (No Water & No Sanitation Service)						

Table 5.12: *Sewage Treatment : Residential Organic Load Requirement - (Chemical Oxygen Demand) - Gram Per Capita Per Day*

(Source: Draft WSDP, Phumelela LM)

Service Level	Sewage Treatment : Residential Organic Load Requirement - (Chemical Oxygen Demand) Gram Per Capita Per Day					
	2002/2003	2003/2004	2004/2005	2005/2006	2006/2007	2007/2008
Expected % Population Growth		**1.231**	**1.196**	**1.161**	**1.127**	**1.093**
High Development (Complete House connections)	100	101	102	104	105	106
Medium Development (Yard Taps & Waterborne Toilet Connections)	70	71	72	73	73	74
Interim Basic Development (Yard Taps & VIPs)						
Interim Low Development (Yard Taps & Buckets)	50	51	51	52	52	53
Low Basic Development (Communal Supply & VIPs)						
Low Development (Communal Supply & Buckets)	50	51	51	52	52	53
No Water / Below RDP Sanitation (No Water Service & Buckets)	50	51	51	52	52	53

Core Issue	Description
Sufficient Bulk water supply	Bulk supply of water sources as well as the maintenance of storage and purification infrastructure and equipment (especially in Warden) should enjoy highest priority as this would be the biggest direct threat of being able to provide sufficient potable water to households.
Individual connections	The continuous individual connection of erven to available reticulation networks is the most direct activity of providing water to households. Although other resource constraints exist, such connections should not be neglected as a result and should receive constant implementation.
Water losses	Large volumes of water are lost from the network annually due to illegal connections, wastage and leakages from old pipelines. These losses could be reduced by proper metering and leakage repair, resulting in accountable water and financial savings.
Water provision to Rural areas	The farm workers in Phumelela have difficulties in obtaining water from the farmers, resulting in them having to travel long distances to get water and transport it to their homes. The intention is that councillors/officials should engage in negotiations with the farmers to try and persuade them to provide water to their workers
Shortage of personnel	None of the town units within the municipality has sufficient technical human resources to be able to upgrade and maintain the water infrastructure beyond basic repairs. Organizational structures should include sufficient technical personnel as far as possible.
Maintenance and upgrading of equipment	Maintenance and upgrading of equipment will facilitate the constant and uninterrupted provision of water services. Proper equipment will also ensure a long term cost saving through maintenance rather than constant replacement.

Internal (Municipal) Roads and Stormwater Drainage

The most common cause of the failure of paved (usually bituminous) road surfaces is neglect – neglect of routine maintenance, and neglect to repair damage without delay. Neglect of surface damage or of cracking leads to water penetration of the underlying layers, and consequent erosion followed by loss of a portion of the paved surface (the formation of "potholes"). Another common cause is overloading – for example, a road might, for economic reasons, be designed in the expectation that heavy traffic will be infrequent, but the use by heavy vehicles then increases significantly, with consequent damage.

Of all the infrastructure services, roads have been usually the most affected by municipal boundary changes. When the pre-2000 municipalities that constituted the core of many of the new municipalities formed in 2000 were

absorbed into geographically large entities, the additional areas usually had a roads system longer, sometimes by multiples, than that in the core municipality, and often in substandard condition.

The pavement management system records of the paved roads (i.e. not graveled roads) of a substantial proportion of the municipalities in the Western Cape were surveyed during 2004. It was found inter alia that (Western Cape Province 2004):

- 8% of the network has deteriorated "mainly due to the lack of maintenance", to the extent that the roads need to be reconstructed – at a cost of R750 million;
- the cost of the resurfacing backlog that has accumulated is R500 million; and
- catching up on these backlogs over five years would require a six fold increase in current budgets.

Because of the two sets of municipal boundary changes that took place, in 1996 and in 2000, there are major discontinuities in the road condition trend data that many municipalities had been keeping over the years. However, one broad study conducted by the DBSA in 1998 does indicate the condition of the country's road network. At that time, the DBSA estimated that R 4.1 billion would be needed per year for the following 10 years to prevent the further deterioration of South Africa's road network[3].

The Phumelela Municipality's main concern is access roads, the condition of which has deteriorated alarming over the last couple of years. The emphases is therefore on

(1) repairing and properly maintaining access roads, and on

(2) expanding access to decent quality internal roads in the lesser developed areas of the municipal jurisdiction.

Core Issue	Description
Insufficient storm water drainage in various areas.	The lack of storm water drainage contributes greatly to the poor state of roads. The provision of adequate storm water drainage will drastically limit the need for maintenance.
Weak condition of roads.	Roads are not maintained regularly with the result that the condition of poor roads deteriorate rapidly. Large trucks make use of many of the major roads in Phumelela due to its border with Mphumalanga and Kwa-Zulu Natal and contribute further to the poor state of the roads.
Established urban areas with no roads.	Streets in urban areas fulfill an important role in that it ensures the delivery of goods and services, but more importantly it forms the medium for public transport. Streets should therefore always be in a good and safe condition.
Structured maintenance programme.	Sustained maintenance is required to minimize infrastructure losses and breaks in service delivery.

[3] *The State of Municipal Infrastructure in South Africa and its Operation and Maintenance: An Overview (August 2006). (CSIR and CIDB)*

Waste Management

Core Issue		Description
Condition and capacity of waste disposal sites		Waste disposal sites in Vrede and Warden are in a poor condition and the fences that have been erected were stolen. The capacity of these sites is only sufficient for the short term.
Position of waste disposal sites		The waste disposal site in Memel is situated near the Pampoenspruit and holds a danger of polluting the Seekoeivlei wetland. This site will have to be relocated within the near future.
Buying of Bulk Containers with equipment		The residents in the townships of Phumelela tend to through their refuse (with the exception of ash) on streetcorners etc. resulting in a huge necessity to place bulk containers on strategic places for that purpose. However, the relevant equipment to remove the containers must also be obtained
Equipment for the rehabilitation of waste disposal sites		Throughout Phumelela there is a need for a Bulldozer to rehabilitate the waste disposal sites. Comparison between the purchase of a bulldozer and the renting of equipment occasionally should be done.
Issues of Alignment	Alignment with priorities of AsgiSA	A massive investment in infrastructure
	National Spatial Development Perspective	Government has a constitutional obligation to provide basic services to all citizens (e.g. water, energy, health and educational facilities) wherever they reside.

Electricity and Lights

Core Issue	Description
Reclamation of electrical distribution infrastructure.	Electricity is seen as a reliable source of income for the municipality, but the municipality provides electricity only in Warden. Negotiations with Eskom will have to be undertaken to transfer the service provision function to the municipality in all the other towns.
Old distribution networks causing power dips and failures.	The electricity network and infrastructure is very old and the capacity is not sufficient for current usage. This causes power dips and failures on a regular basis. The replacement of the entire network or parts thereof should be a priority to the municipality and Eskom.
Small cluster of erven without electricity.	The clusters of households in the various towns that are not connected to the electricity network should receive attention. These households should be connected to the network as soon as possible to provide equality of services to all.
Stealing of electricity / electrical infrastructure.	Theft of electricity cables contributes to the problem of power failures. This is an expense the council and Eskom has to make, but the money can rather be used for upgrading and maintaining the network. The theft should be stopped at all cost.
Insufficient area lighting in most areas.	The lack of area lighting in most areas makes nightlife dangerous and difficult. Crime is more evident in these areas and especially women and children are vulnerable in these situations.

Cemeteries

Core Issue	Description
Insufficient capacity of existing sites.	Due to the rapid rate that cemeteries are occupied many of the cemeteries can only provide in the short-term need. New cemeteries will have to be developed in Vrede, Zamani and Ezenzeleni.
Public facilities at cemeteries.	Most of the cemeteries in Phumelela are not provided with public facilities. Unfortunately these facilities are a target for vandalism and are thus expensive to maintain.
Possible effects of HIV/AIDS.	The number of deaths has increase drastically over the last few years mostly due to HIV/AIDS. Reducing the number of people infected with HIV/AIDS will reduce the short-term need for cemeteries.

Holistic Infrastructure Planning

The spatial patterns in the Phumelela municipal area still reflect the apartheid distortions. By far the majority of the white population lives in the following towns where the infrastructure is relatively well developed:

- Memel
- Vrede
- Warden

The majority of the other population groups, with specific reference to the African / Black population group, lives in the following townships, where the level of infrastructure development is far worse:

- Harrismith NU
- Thembahihle
- Thembahihle Ext
- Thembahihle Ext 3
- Vrede NU
- Zamani
- Zenzeleni

The Spatial Development Framework of the Phumelela Local Municipality has the following aims related to infrastructure investment:

The following Spatial Development Framework Objectives have been established for the Phumelela Local Municipality:

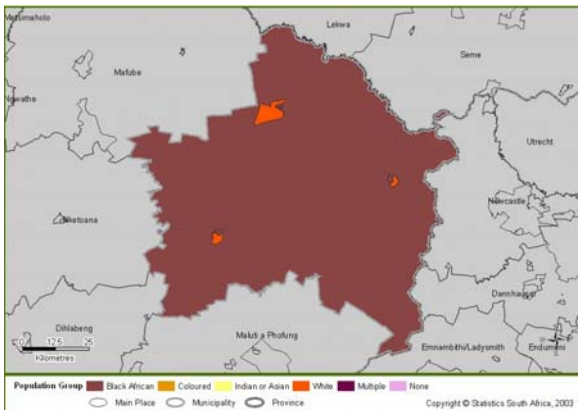
- To develop a spatial pattern which will promote integration of all communities;
- To promote an environment which will contribute and facilitate local economic growth and be compatable with the needs of small, micro and medium enterprises;
- ***To ensure that existing infrastructural services are maximized to the benefit of all the residents;***
- To develop a spatial framework which accommodates the diverse socio-economic needs of the local communities and potential investors;
- Channel resources to areas of greatest need and development potential, thereby redressing the inequitable historical treatment of marginalized areas;
- Take into account the fiscal, institutional and administrative capacities of role players, the needs of the community and the environment.

Infrastructure Investment aimed at Residential Areas

If it is considered that the African / Black portion of the population is 93%, the development distortions in the area became self-evident from the following statistics:

Table 5.13: *Population Group Distribution*

(Source: Statistics South Africa, based on the results of Census 2001)



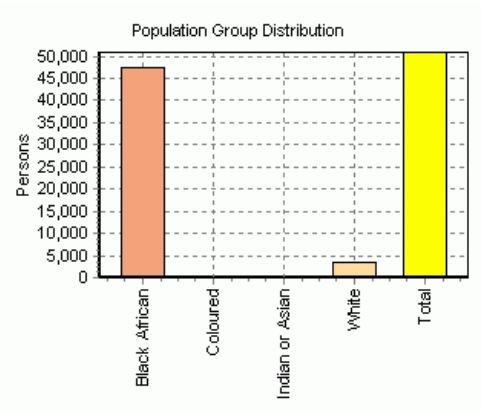
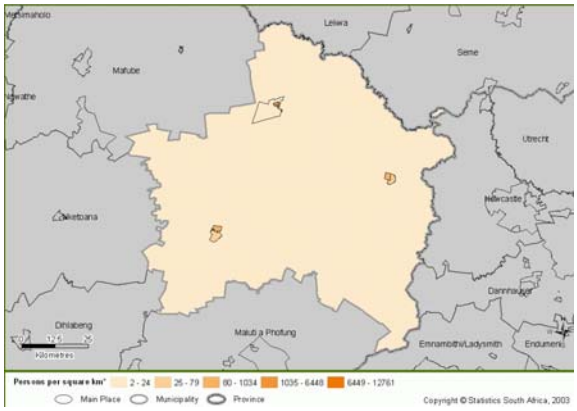
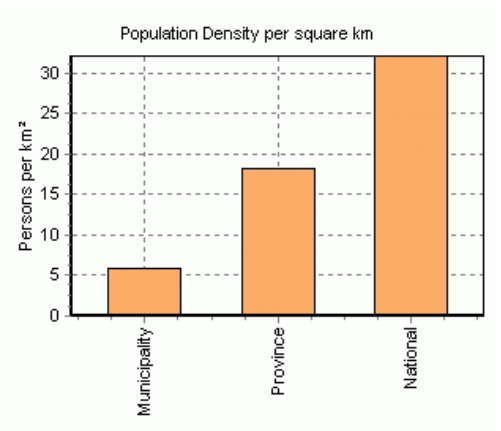
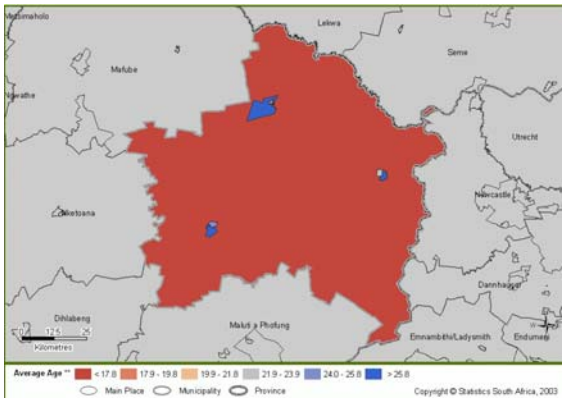


Table 5.14: *Population Density*

(Source: Statistics South Africa, based on the results of Census 2001)







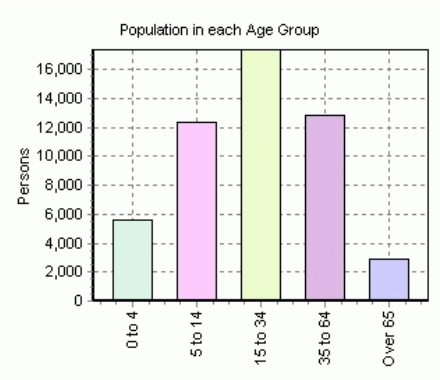
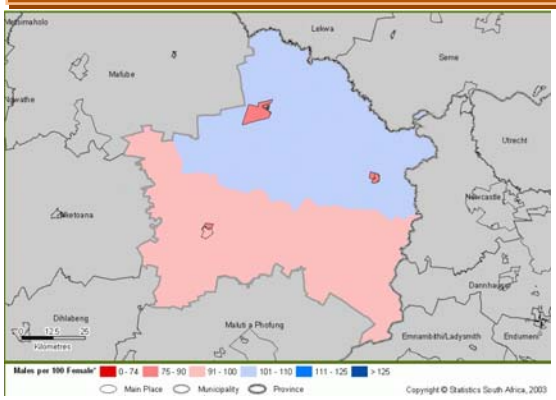


Table 5.15: *Population: Gender*

(Source: Statistics South Africa, based on the results of Census 2001)



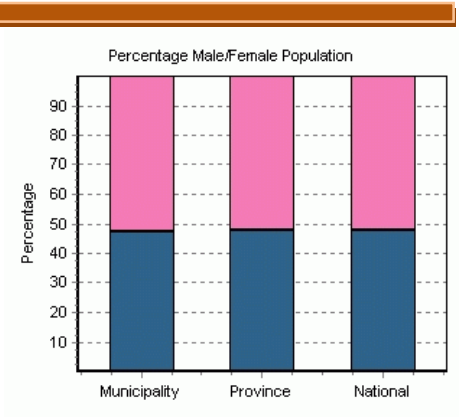
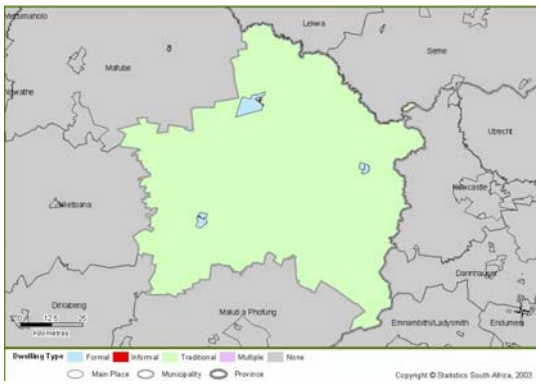
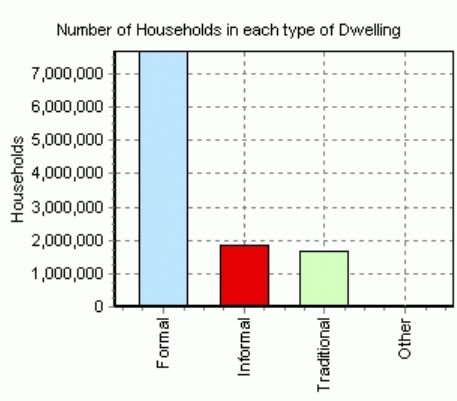
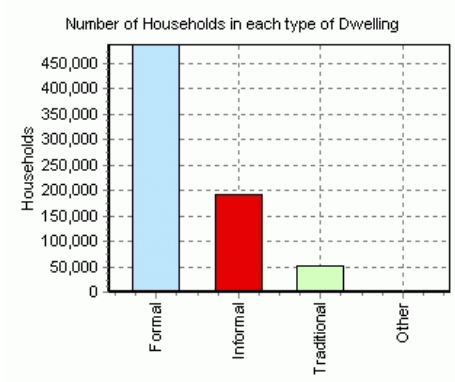


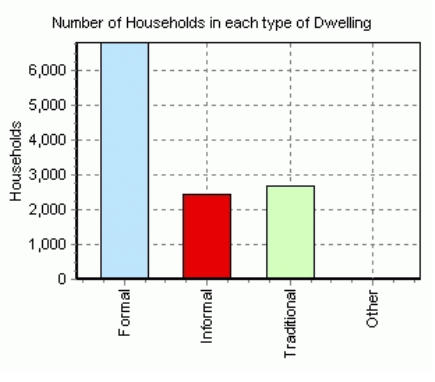
Table 5.16: *Type of dwellings*

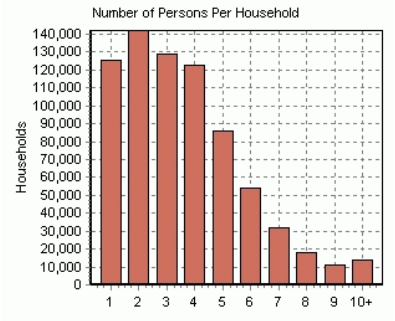
(Source: Statistics South Africa, based on the results of Census 2001)











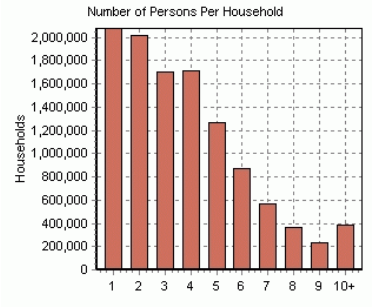
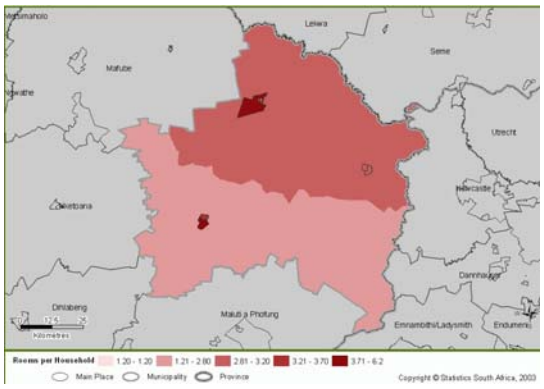


Table 5.17: *Number of rooms per dwelling*

(Source: Statistics South Africa, based on the results of Census 2001)



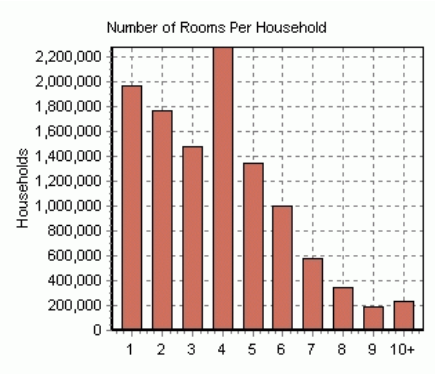
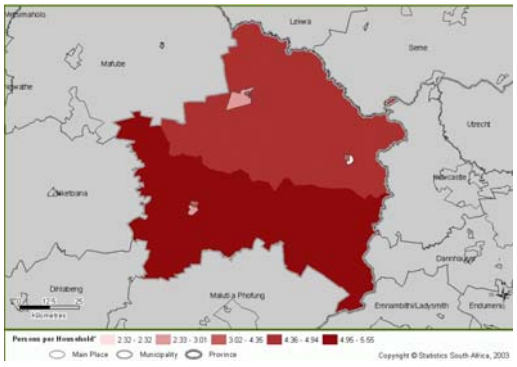
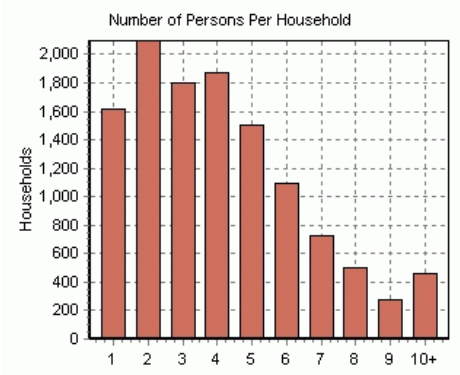


Table 5.18: *Number of persons per household*

(Source: Statistics South Africa, based on the results of Census 2001)





The infrastructure planning in the Municipality has two broad aims, which are:

(1) To maintain the current quality of infrastructure in the more developed areas in order to maintain and even improve its ability to sustain future social, economic and technical development; and

(2) To ensure that the infrastructure in the previously disadvantaged areas of the municipal area are improved.

However, in planning the envisaged infrastructure development, the following contextual statements from the municipality's SDF will be considered:

- Small land parcels between Vrede and Tembalihle should be utilized for higher density rental-and ownership units;
- Different housing typologies need to be implemented aimed at different income levels and sustainability; and
- Future residential development will be subject to adequate bulk infrastructure.

The last statement (especially) confirms the direct inter-dependence between this Plan and the ability of the Municipality to achieve its spatial development objectives. The two plans, or strategies, are therefore considered as mutually informative. In this regard, future infrastructure expansion will be guided by the information contained in the SDF. Over the short and medium term this would implies that, with regard to future residential development area, the following areas are proposed, and infrastructure expansion will therefore have to follow suit[4]:

- Vrede: Medium-to longterm southwards expansions;
- Tembalihle: Short-term expansion to the west and south of the existing residential areas. The southern area must be investigated and designed not to have a detrimental effort on the existing river system.
- A medium term development area is proposed to the west of Tembalihle (south of oxidation ponds).
- Considering the location of Memel and Zamani respectively in relation to the entire municipal area and urban fringe, it becomes clear that the only logical expansion area for the town is to develop over the short-to medium term in the infill areas between the two towns towards Pampoenspruit, including the unused golf course.
- A smaller area for medium-to long-term development (Priority B) was identified to the north of Zamani, along the S/782 Road to Vrede. The reason being to divert some of the developments away from the Pampoenspruit.
- **Warden / Ezenzeleni:** Future development of medium income areas will be promoted by way of densification within all areas of Warden and Ezenzeleni, but with specific focus on the most eastern part of Warden.

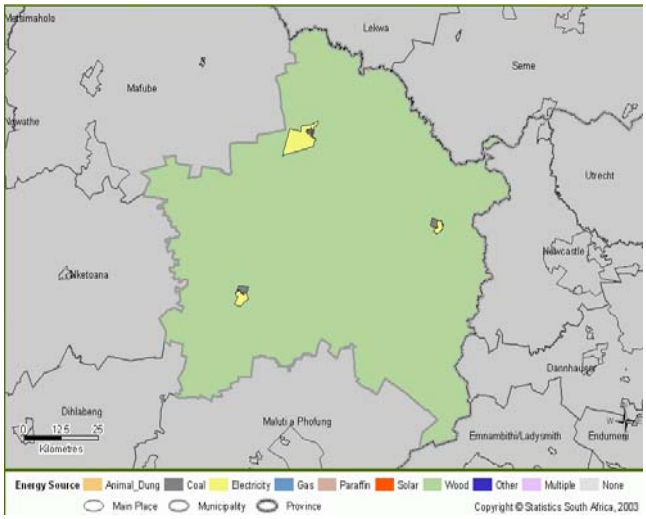
Service Delivery Considerations in Infrastructure Planning

Access to basic services is another key requirement in infrastructure planning for the Phumelela Municipality. The same trends as those exposed above can also be identified in respect of service delivery: It is primarily the previously disadvantaged areas where the lack of adequate infrastructure often results in an inadequate access to basic services to the inhabitants.

[4] *Source: Phumelela SDF*

Table 5.19: *Number of households per source - cooking*

(Source: Statistics South Africa, based on the results of Census 2001)



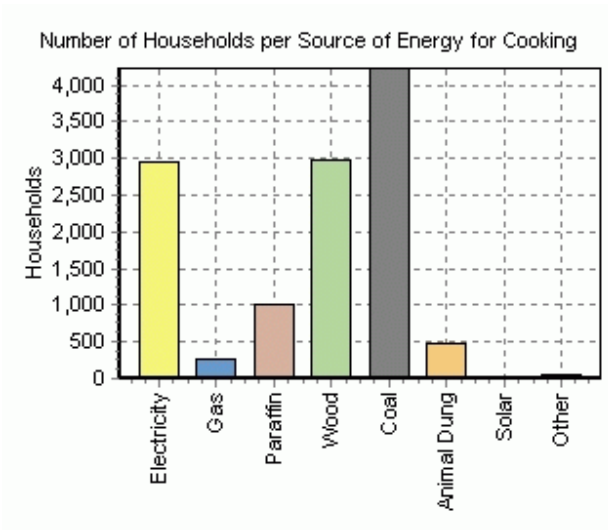
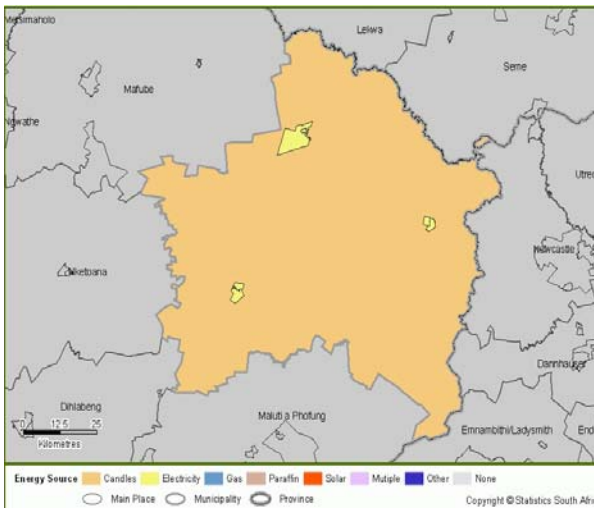


Table 5.20: *Number of households per source - lighting*

(Source: Statistics South Africa, based on the results of Census 2001)



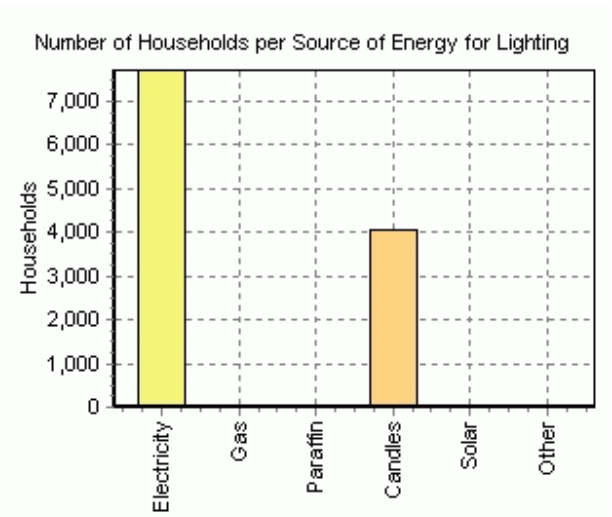
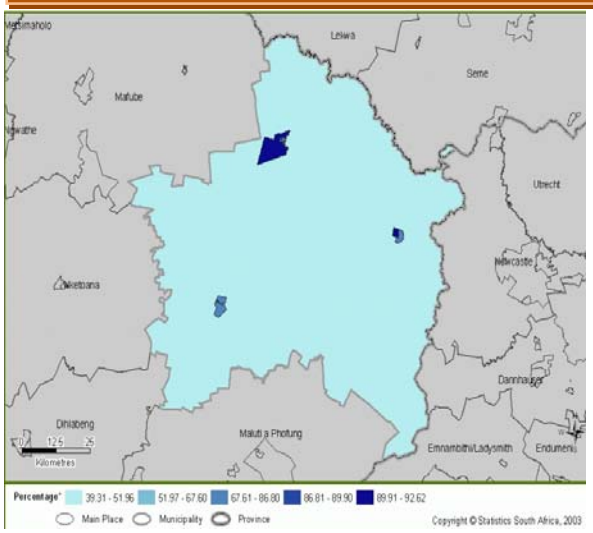


Table 5.21: *Number of households per source - water*

(Source: Statistics South Africa, based on the results of Census 2001)



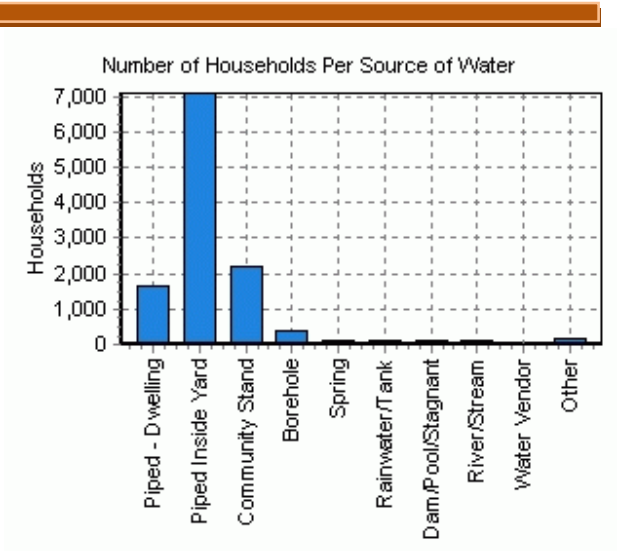
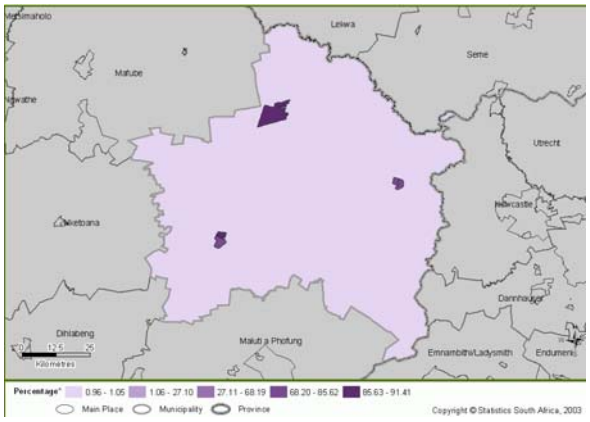


Table 5.22: *Number of households per refuse removal category*

(Source: Statistics South Africa, based on the results of Census 2001)



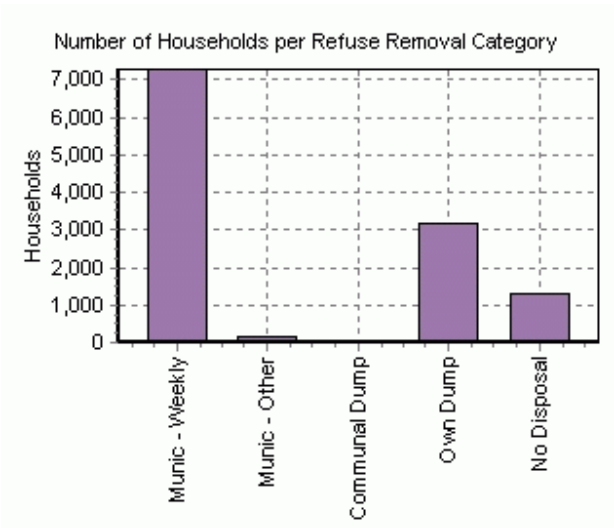
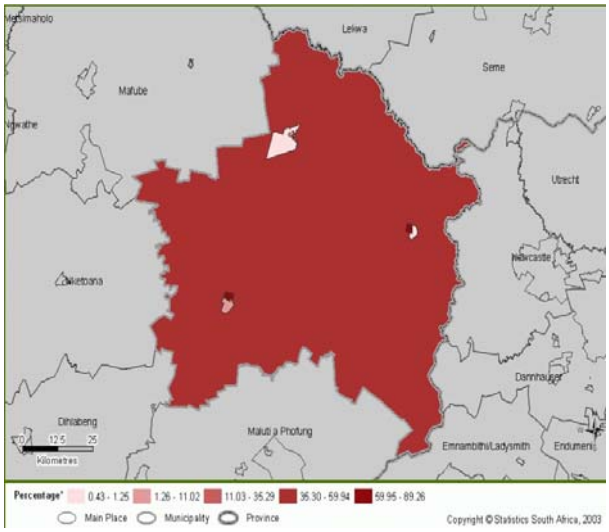
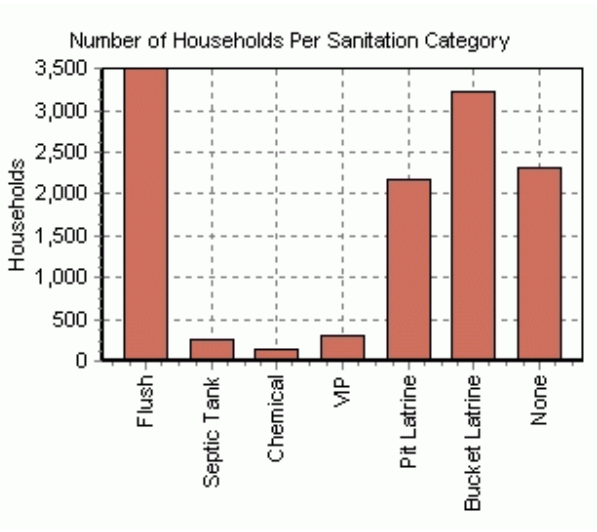


Table 5.23: *Number of households per sanitation category*

(Source: Statistics South Africa, based on the results of Census 2001)





Alignment with the Phumelela SDF:

Infrastructure Assessment: Vrede / Thembahile

❑ **Road Infrastructure**

The continued pressure for proper maintenance of the surrounding provincial routes will ensure countering of damage caused by constant truck thoroughfare.

The upgrading of the road links between Thembalihle and the provincial routes will increase accessibility to the area and to employment opportunities and social amenities. A proper taxi/bus route is also being planned through Thembalihle to increase mobility.

❑ **Water**

There are no water supply problems within the urban area.

❑ **Sanitation**

Eradication of the bucket system is a high government priority. At present a total number of 1400 households within Tembalihle are still dependent upon the bucket system. This system needs to be phased out as a matter of urgency.

❑ **Cemeteries**

There are three cemeteries found within the greater Vrede, although only two are use owing to the third (in Extension 1 of Tembalihle) being situated on an area with a rising water table. The first cemetery in use is located within Extension 3 of Tembalihle traditionally serving residents of this area and is close being fully used. The

second cemetery in use is situated closer to Vrede, between the existing oxidation ponds and the town area. This facility has sufficient capacity for expected medium term needs. It is proposed that the cemetery be expanded in a southerly direction towards the southern boundary.

Infrastructure Assessment: Memel / Zamani

- **Road Network**

The continued pressure for proper maintenance of the surrounding provincial routes will ensure countering of damage caused by constant truck and traffic thoroughfare.

The upgrading of the road links between Zamani and Memel will increase accessibility to the area and to employment opportunities and social amenities. A proper taxi/bus route is also being planned through Zamani to increase mobility.

- **Water**

Water is one of the major obstacles Memel faces in terms of future development. Currently the water supply can only accommodate existing developments.

It is therefore proposed that the Catchment Dam located south east of Memel be expanded to accommodate future developments within this area.

- **Electricity**

The electricity network in Zamani needs to be extended to service an additional 400 erven.

Infrastructure Assessment: Warden / Ezenzeleni

- **Road Network**

Public transportation will always be a prominent component of the urban system in the bigger towns. Although all three modes (taxi, bus and railway) are represented in Warden and Ezenzeleni, it is only the taxi and long distance bus operators, which have developed. A large portion of the Warden and Ezenzeleni population is dependent on public transport (taxi and bus services) for out of town visits.

Warden is situated next to the main Durban/Witwatersrand route and easily accessible from a number of towns. A well-structured street infrastructure exists in Warden and Ezezeleni but the streets in Ezenzeleni are in a bad condition. There is currently one existing taxi rank in Ezenzeleni. A proposed taxi rank has been identified in Warden which will replace the existing facilities.

- **Sanitation**

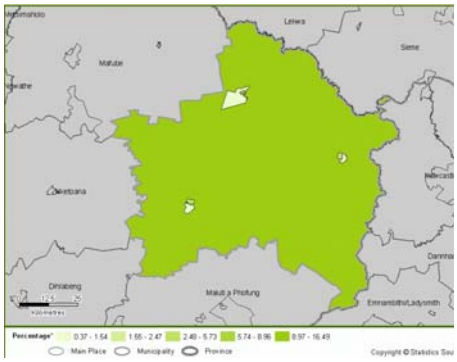
The majority (96%) of the bucket system within Ezenzeleni have been eradicated. This however creates another problem from the municipality in that as the bucket system is eradicated, the pit latrine system develops.

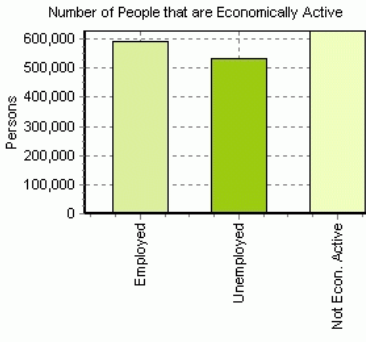
- **Refuse Removal**

A new site is proposed south of the industrial area, which still needs to be investigated from a technical perspective.

Table 5.24: *Number of people that are economically active*

(Source: Statistics South Africa, based on the results of Census 2001)





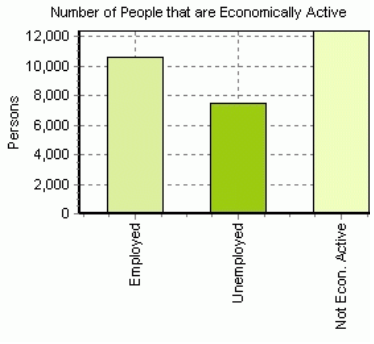


Table 5.25: Census 2001 by municipalities, individual monthly income for the employed aged 15-65 years and population group				
Phumelela Local Municipality	**African/Black**	**Coloured**	**Indian/Asian**	**White**
No income	234	0	0	44
R 1 - R 400	5,774	11	3	25
R 401 - R 800	1,859	9	0	60
R 801 - R 1600	670	0	0	145
R 1601 - R 3200	501	3	3	321
R 3201 - R 6400	325	0	0	292
R 6401 - R 12800	60	0	0	145
R 12801 - R 25600	8	0	0	51
R 25601 - R 51200	9	0	0	17
R 51201 - R 102400	3	0	0	8
R 102401 - R 204800	0	0	0	0
R 204801 or more	3	0	0	0
Not applicable	18,718	48	8	1,054

(Source: Statistics South Africa)

Table 5.26: Census 2001 by municipalities and employment status of the head of the household	
Employed	5,638
Unemployed	1,419
Scholar or student	504
Home-maker/housewife	307
Pensioner or retired person/too old to work	2,624
Unable to work due to illness or disability	401
Seasonal worker not working presently	63
Does not choose to work	903
Could not find work	1
Not applicable	168

(Source: Statistics South Africa)

Table 5.27: Census 2001 by municipalities and work status of the head of the household	
Paid employee	5,175
Paid family worker	37
Self-employed	450
Employer	128
Unpaid family worker	21
Not applicable	6,231

Alignment with the Phumelela SDF:

To accommodate business and employment opportunities in close proximity of existing businesses as well as making it more accessible to residents of Thembalhile, a smaller CBD area together with development corridors have been identified. The location and densification of business within this area is a natural phenomenon and will be further promoted for its accessibility to residents of all areas. The existing CBD of Vrede further be used as the main economic center of the town. All main economic activities need to be concentrated within this area in order to promote economy of scale principles.

Owing to the topographical characteristics of the area, various areas were identified as being environmentally sensitive and reserved for passive open space. These spaces are mostly located along the river system between Vrede and Thembalihle.

Beautification and recreation is one of the main priorities, not only for the enjoyment of local residents, but to add to the tourism potential of the area.

The existing dam's area will play a vital role in this development, with the development of a conservation area between the two dams to form the main public open space node, supported by various areas identified for the planting of trees and general beautification.

To accommodate business and employment opportunities in close proximity of existing businesses as well as making it more accessible to residents of Thembalihle, a smaller CBD area together with development corridors has been identified. The location and densification of business within this area is a natural phenomenon and will be further promoted for its accessibility to residents of all areas. The existing CBD of Vrede will further be used as the main economic centre of the town. All main economic activities need to be concentrated within this area in order to promote economy of scale principles.

Light industries of a non-noxious and non-pollutant nature will be promoted within the area indicated on the spatial framework. An area to the southwest is proposed for industrial expansion. This sit is located south of the intersection of P16/1, P16/2, A60 and S13. The development of this area will be subject to a detail EIA process.

To accommodate business and employment opportunities in close proximity of existing businesses as well as making it more accessible to residents of Zamani, a smaller CBD area has been identified in Zamani.

An additional industrial area is proposed to the north east of Memel and in close proximity to Zamani. It will be located on the main road (S/782) leading from Vrede into Memel, and will serve as a natural expansion of the existing industrial area.

The Seekoeivlei wetland will play a vital role in tourism development, but Memel should (a) be effectively linked to the reserve via proper infrastructure; and (b) be an attractive area for tourists in itself.

The development of an open space system along the Cornelis River will have to be planned and managed and a development proposal will have to take into account any environmental impact.

In view of the locality of Warden adjacent to the N3 Freeway, it is proposed that a tourism node be established at the entrance to (to the west of the N3) Warden which will generate additional income. This development will focus an overnight facilities (caravanning), recreation and eco-tourism.

Municipal Response to the challenge for sustainable infrastructure planning in the current IDP cycle

Municipal Area	Nature of infrastructure	Number of projects	Value of projects
Historically developed areas			
Memel	Roads, stromwater management, sewerage and water distribution (2)	5	R11,620,000
Vrede	Fencing, land and buildings, roads and pavements	3	R3,080,000
Warden	Roads, sewerage, water (2), solid waste (2)	7	R33,250,000
Historically under-developed areas			
Ezenzeleni	Electricity Distribution, Water Distribution, Property Services (2), Sewerage (2)	6	R31,500,000
Rural	Electricity reticulation, cemetery fencing, water reservoirs (2)	4	R5,900,000
Thembalihle	Community halls, street lighting, roads, sewerage (5), water, roads	10	R37,992,000
Zamani	Sewerage, water	2	R10,000,000
Institutional			
Institutional	Office equipment, Community halls, roads, pavements, Libraries, Electricity, street lighting, sewerage, land and buildings, water reservoirs	24	R27,054,000

Operational Expenditure to Operate and Maintain Service Delivery Management and Monitoring System

The municipality manages and monitors the projects exposed in this Plan through its Municipal Monitoring and Evaluation System. The structural arrangements according to which this process flows is as follows:

(1) The Municipality takes the projects from the Integrated Infrastructure Investment Plan (IDP) to the annual Service Delivery and Budget Implementation Plan for the 2010/11 financial year. The performance of the municipality (organisation) as well as that of individual section 57 managers is then be assessed against the key performance indicators and targets in the SDBIP.

(2) A *multi-year plan (Departmental Service Delivery and Budget Implementation Plan)* is prepared for each of the Departments in the municipality. These Plans are requirements for the structured cascading down of the IDP to implementation levels in the municipality and include details of infrastructure maintenance, upgrading and expansion projects exposed in this Plan.

(3) A *Municipal (to-layer) Service Delivery and Budget Implementation Plan (SDBIP)* is then compiled to integrate the individual Departmental SDBIPs and guide the design and development of an organisational scorecard for the Municipality in respect of planned performance for a specific financial year.

(4) The Municipality align its budget with its Municipal (top-layer) Service Delivery and Budget Implementation Plan as part of the annual planning and budgeting processes as prescribed in the Municipal Systems Act, 2000 and the Municipal Finance Management Act, 2003.

(5) The Municipality annually reviews its institutional *performance scorecard.* The scorecard reflects a balanced approach to measuring, reviewing and assessing organisational performance. In this regard the word *balanced* implies that the scorecard must reflect the Key Performance Areas and IDP Objectives of the Municipal IDP. The Performance scorecard of the Phumelela Local Municipality includes the projects and budgets exposed in this Plan.

5.6 5-YEAR FINANCIAL PLAN

This **five year financial plan** is direct outflow from the Integrated Development Planning (IDP) process and is also a legal requirement in terms of Chapter V, section 26 of the Local Government: Municipal System Act, 2000.

The purpose of the five-year financial plan is simply to ensure the financial viability and sustainability of the Municipality's operations and investments. This means that the financial plan will serve as a Medium Term Strategic Financial Framework (MTSFF), for allocating all available Municipal resources (personnel, equipment, potential, income etc.) through a proper Municipal budgeting process.

The above objective can only be achieved through setting up of appropriate guidelines, strategies, policies and procedures – hence the purpose of this document.

The five-year capital investment programme as well as the five-year action programme, also contained in this document supports the five-year financial plan for the municipality.

As a mid-term financial framework for managing Municipal revenue collection and for expenditure planning this plan includes capital and recurrent expenditure and serves as a crucial document for ensuring a close planning – budgeting link.

The 5-Year Financial Plan includes a summary statement of the financial management arrangements including:

- ❒ an inventory and short description of financial management resources including Financial Supervisory Authority,
- ❒ Implementation Authority and other resources such as the treasurer and internal auditor and
- ❒ base financial management guidelines and procedures including inter alia rates and tariff policies, credit control and
- ❒ debt collection policy,

A summary statement of the financial strategy including:

- ❒ basic financial guidelines and procedures,
- ❒ capital and operational financing strategies,
- ❒ revenue raising strategies,
- ❒ asset management strategies and
- ❒ cost - effectiveness strategies.

A tabular revenue and expenditure forecast for 5 years including:

- ❒ a statement of the financial position of the Council and
- ❒ rates and tariffs forecast,
- ❒ A tabular summary of the 3-year Medium Term Expenditure Framework (MTEF).

If the revenue of the Phumelela Municipality over a comparative period is analysed, the following conclusions could be made:

5.6.1 Municipal Strategy: Revenue Enhancement

The Municipality has engaged in various aggressive strategies in an attempt to improve the revenue collection of the municipality. These include the following:

Issue	Strategic Objective	Alignment with National and Provincial Plans and Priorities	Indicators	Situation analysis	Short-term Outputs: 2010/11 Financial Year	Medium Term Outcomes: MTREF 2010/11-2012/13
Increase the operational cash flows of the Municipality by 15%	**Objective 10.7: To improve the financial viability of the**	Municipal Financial Management Act	Increase the operational cash flows of the Municipality by 15%	The post of Chief Financial Officer is vacant and urgently needs to be	Sustained improvement in cash flow situation of the Municipality	Sustained improvement in cash flow situation of the Municipality

Issue	Strategic Objective	Alignment with National and Provincial Plans and Priorities	Indicators	Situation analysis	Short-term Outputs: 2010/11 Financial Year	Medium Term Outcomes: MTREF 2010/11-2012/13
	Municipality			filled Get overdraft facility re-established Current monthly payments on billings to be increased by 100% Collect at least R1,2 per month more on arrears Critical situation of finances Credit Control must be improved dramatically 67% payment level Poor community: Unemployment rate 82%, influx of poor people. Huge demand on municipal service infrastructure and services. Loss of more than R5 million because of inefficiencies of		

Issue	Strategic Objective	Alignment with National and Provincial Plans and Priorities	Indicators	Situation analysis	Short-term Outputs: 2010/11 Financial Year	Medium Term Outcomes: MTREF 2010/11-2012/13
				district municipality in Memel; over R5 million for municipal valuation of farms; electricity audit – DBSA still owns the municipality R700,000 Valuations; should have been funded by DBSA – ultimately no funding were received. Council decision was that valuation must start after money has been received. Incentive to increase payment – R20 million was supposed to be written off – only R8 million to date. Outstaning debt = R50 million. Interests accumilatively increase the debt.		

Issue	Strategic Objective	Alignment with National and Provincial Plans and Priorities	Indicators	Situation analysis	Short-term Outputs: 2010/11 Financial Year	Medium Term Outcomes: MTREF 2010/11-2012/13
				Outstanding payments: R2 million Section 139 MIG funds not utilised according to intial business pans due to financial pressures. Strategic implications Initial budget not a cash backed budget. ESKOM account overspent; travel allowances overspent; underspent on repairs and maintenance Old equipment and infrastructure expensive to maintain R10 m received for equtable share an not R11 million, because of grants money		

Issue	Strategic Objective	Alignment with National and Provincial Plans and Priorities	Indicators	Situation analysis	Short-term Outputs: 2010/11 Financial Year	Medium Term Outcomes: MTREF 2010/11-2012/13
				owned Turn around payment rate Collect money on arrears Stick to IDP. Alignment of IDP to budget NB Expenditure control via Budget and Expenditure Committees. No expenditure without the signature of the MM. 3 meetings a month. (Everybody affected must be present) Performance Management System – Performance evaluation – cascade to all officials.		
Upgrade / improve the debt control / debt collection capacity of the Municipality		Municipal Financial Management Act	Upgrade / improve the debt control / debt collection capacity of the Municipality	Item needs to go to Council. Credit Control Manager was appointed. Credit Control Manager in	Effective writing-off of debts, in accordance with the guiding policy	Effective writing-off of debts, in accordance with the guiding policy

Issue	Strategic Objective	Alignment with National and Provincial Plans and Priorities	Indicators	Situation analysis	Short-term Outputs: 2010/11 Financial Year	Medium Term Outcomes: MTREF 2010/11-2012/13
				Vrede and soon one in Warden to built up a credit control team. First target: R20 million that needs to be written off		
Implementation of the credit control policy		Municipal Financial Management Act	Implementation of Credit control policy approved by Council	Credit control policy approved. Implementation to commence in 2009/10. Revised in 2010/11 and a by-law is currently prepared to empower the municipality act to the outside.	Implementation of the credit control policy	Implementation of the credit control policy

Summary of Financial Management Arrangements

The financial management arrangements of the municipality relates firstly to the financial management resources which is required to ensure smooth financial operations and secondly highlight the management guidelines and procedures to give effect to the required output from the Municipality.

Inventory and Description of Financial Management Resources

The Municipal Council serves as the highest financial authority responsible for managing and supervising financial matter within the Municipality. More specifically, the Council is responsible for setting up and approve the annual budget as well as financial statements of the Municipality. The Municipal Manager is the accounting officer responsible for implementing all council resolutions and is therefore responsible for implementing all financial decisions. Officials employed within the Financial Services Department support the Municipal manager.

Apart from the above management structures, all financial matters of the Municipality are currently running on the Abakus financial system, which is a fully integrated system. Only the treasury department is at present connected to the main server.

Apart from the Abakus system used for financial administration, other departments also make use of task specific software. The municipalities make use of CSIR software to calibrate and keep record of environmental quality such as water purity. The provision of water and electricity us also managed through modelling software from the National Electricity Regulator (NER) and the Department of Water Affairs and Forestry (DWAF).

5.6.2 Municipal Strategy: Basic financial guidelines and procedures

This Financial strategy is based on four aspects namely:

- ❒ Financial sustainability
- ❒ Financial Viability
- ❒ Keeping sound financial records
- ❒ Effectively dealing with the Auditor-General's concerns.

It is within this context the following was suggested as the framework:

1) Reduction of financial commitments
2) Increase the revenue of the municipality
3) Improvement of the financial record keeping, compliance and management

The Municipality's financial policies and strategies are aimed at achieving the following long-terms objectives:

- ❒ Cut down of telephone bills
- ❒ Keeping proper records and control
- ❒ Reduction in fuel consumption
- ❒ Electricity and water theft
- ❒ Proper administration of prepaid metres
- ❒ Control over salaries, including developing a proper salary system. It6 also related to improved productivity and the proper utilisation of staff
- ❒ Saving on chemicals
- ❒ Repairs to motor vehicles (Spending too much on repairs – municipality saving on repairs)
- ❒ Repairs of refuse dumps to create an additional income
- ❒ Generate additional money
- ❒ Creating partnerships and improving income

- ❒ The cost of maintaining ageing infrastructure
- ❒ Wastage of expenditure

Credit Control Policy

The credit control policy serves as a guideline to officials in respect of procedures and methods to be used in collecting outstanding monies form consumers who default in the payment of their accounts. This policy has been approved by council but is not yet implemented due to staff shortages.

Indigent Policy

The Indigent policy is a tool to distinguish between people who can pay for services and those who cannot pay. It arranges the payment of a subsidy in respect of the municipal accounts of beneficiaries and sets out procedures to follow in order to ensure that the registration, subsidization and control over the funds is correctly administered. This policy has also been approved by Council but not yet implemented in full.

Debt Collection Policy

The credit control officer and the financial manager currently do debtor's management. A debtor register is held in respect of all outstanding debtors.

Funding Cost Recovery

Council has the policy to pay accounts within 30 days, provided that items/services have been budgeted for, in which case it is paid from the operating budget. Should items not be budgeted for, council's approval has to be obtained. Grants/subsidies for projects are paid out after receive of the funds.

Payment of Creditors

As far as financially possible, invoices from creditors are paid monthly, within thirty (30) days upon receipt of such and invoice and b the acting town treasurer who has delegated powers to make such payments on behalf of the municipality. There must also be orders issued for purchases. If there are no orders, no payments will be done.

Payment Methods

All legitimate invoices against the municipality are paid by cheque, debit order and internal electronic transfers based upon amounts indicated on the relevant invoices. Wages amounting to approximately +- R800 000 are paid out monthly. A petty cash with a monthly float of R500.00 is also applied in each of the different towns for day to day expenses. In cases where payment is less than the invoice amount, credit notes as requested.

Terms of Payment

All payments to creditors are made within 30 days from date of invoice. Where funds for immediate payment are not available, arrangement will be made with creditors. An arrangement for overdraft facilities is already in place at banks.

Leases

All leases are paid by means of debit orders of cheques on request. The total amount for monthly debit orders is approximately R7 000 for leases and approximately R28 000 for insurance.

Erven Trust Funds

The Free State Local Government Ordinance No 9/1962, requires that the sale of immovable property of Council be credited to the Erven Trust Fund.

Municipal Strategy: Basic financial guidelines and procedures

- ❒ Credit control policy updated, approved by council and implemented, with an aim of ensuring legislative compliance and lay a foundation for effective credit control and management over the long-term
- ❒ Property Rates Act implemented: The immediate aim is to prepare the Municipality to implement the requirements of the Property Rates Act. The long-term aim would be to optimize revenue collection.
- ❒ The Municipality is in the process of obtaining the services of a service provider to assist with the collection of outstanding debts.

5.6.3 Municipal Strategy: Asset Management

The objectives with the asset management strategies are to –

- effectively manage and safeguard municipal assets;
- ensure that asset purchases and disposals are properly authorized and carried out in accordance with core policy, legislation and regulations;
- maintain accurate and timely asset information for decision-making and reporting purposes; and
- encourage efficient and economic use of government assets.

Table 5.28: *Response of the Phumelela Local Municipality in respect of the requirements of MFMA for asset and liability management*

Legislative Requirement **(Section 63 of the MFMA)**	**Explanations**
The accounting officer of a municipality is responsible for the management of -- *(a)* the assets of the municipality, including the safeguarding and the maintenance …	The Municipality is currently engaged in a process of bringing its asset management system up to date with information about all infrastructure, community and organizational assets; within the context of conversation to GRAP compliance
The accounting officer of a municipality is responsible for the management of -- *(b)* the liabilities of the municipality.	Operational controls to prevent losses and irregularities have been improved substantially over the last year.
The accounting officer must for the purposes of subsection (I) take all reasonable --- *(a)* that the municipality has and maintains a management, accounting and information system that accounts for the assets and liabilities of the municipality; *(c)* that the municipality has and maintains a system of internal control of assets and liabilities, including an asset and liabilities register, as may be prescribed.	The required systems and procedures, suitable for the type and size of the institution, are in the process of being implemented and operational controls are established. The policy framework to enforce compliance with these controls is formulated and will be adopted as part of the institution's Turnaround Strategy.
The accounting officer of a municipality is responsible for the management of -- *(b)* that the municipality's assets and liabilities are valued in accordance with standards of generally recognised accounting practice: and	Part of the asset management systems and methodologies and the system that is currently being implemented.

The municipality acknowledges the principle of life-cycle planning, maintenance and operating of its fixed assets, and its asset management policies and procedures subsequently makes provision for –

(1) The purchased through Supply Chain Management processes of the municipality, and the proper recording or accounting of such assets in the municipality's accounting records.

(2) Municipal departments must implement adequate safeguarding techniques for assets commensurate with the asset value and usefulness in service delivery. As soon as the municipal asset register is properly updated, tangible assets must be physically verified at least annually, any significant discrepancies investigated and any losses reported.

(3) Information stored on municipal data-bases must be handled and controlled according to the municipality's record-keeping policies and with due regard to its confidentiality and security arrangements. It must also ensure the availability of records for auditing and related reporting purposes.

(4) The disposal or transfer of assets must be recommended by the Accounting Officer (Municipal Manager) and could only be approved by Council.

An Asset management system will be developed and implemented: The development of an institutional Employment Equity Plan is a legislative requirement and an immediate priority. Once this has been finalized, the focus will shift towards ensuring compliance to the Plan in Municipality employment and recruitment systems and practices.

Other and related asset management issues that are on the Municipal agenda include:

- ❒ Control over fuel bills.
- ❒ Proper management of log sheets to control the use and prevent the misuse of municipal vehicles.
- ❒ Reduction in the use of chemicals.
- ❒ Measure to prevent theft and wastage of municipal assets
- ❒ Measures to regulate the repairs to motor vehicles (prompt repairs to save the municipality on additional expenses)
- ❒ Liquidation of Assets
- ❒ Poor Property Management

Asset Management Strategies

Prior to the formulation of definite asset management strategies, it was necessary to compile a concise list of main strategic assets of the Municipality. Deriving from the asset assessment, it was possible to identify a number of asset management strategies, which are required to safeguard the most strategic assets of the municipality. A detailed Asset Register for the whole of Municipality has been compiled by Management Support Services. An Asset Policy has been approved by the Municipal Council.

5.6.4 Capital and Operational Financing Strategies

Capital projects are being financed by means of external loans, as well as through subsidies and grants from the Government Institutions. Additional non-capital liabilities are funded directly out of the operating budget, which in turn is based on income out of consumption of services and taxes. Provision for liabilities are being made directly in the operating budget as needed.

This programme includes public investments from all funding sources. It helps to co-ordinate public investments from different sources in terms of location and time and provides some orientation for (potential) funding agencies.

The 5-year Capital Investment Programme contains a tabular overview of capital investment projects including:

- ❒ total investment costs,
- ❒ potential sources of funding,
- ❒ responsible agency for implementation,
- ❒ phased annual capital expenditure (if applicable: cost-based milestones) and
- ❒ Annual Municipal operation/maintenance costs resulting from the investment.

The Phumelela Local Municipality's capital investment Programme is driven by its IDP priorities. This is also evident from the way in which the budget was allocated to the main projects.

5.6.5 Strategies to Improve Cost-Effectiveness

The Phumelela DM has realise the importance of ensuring and promoting cost-effectiveness in the manner in which it obtains the resources required to render services, utilises these resources in service rendering and infrastructure creation and maintenance, and dispose of assets and strategies that have outlived its natural usefulness, and have started costing more to maintain than to change or replace. In striving to achieve this and optimise the input-output ratios in its service rendering initiatives, the municipality has identified the following strategic principles to optimise value-for-money:

Presentation 5.29: *Theoretical approach towards achieving value-for-money*

- Achieving **economy** by ensuring that appropriate procurement mechanisms and control measures are in place to obtain resources (the required inputs to the management process) at the right quality and quantity at the cheapest possible price (cost);

Practical measures introduced by the municipality to promote economy:
Implementation and compliance with preferential procurement policies of government; analysis of skills requirements for service delivery, competitive and comparative bidding.

- Achieving **efficiency** by putting in place and ensuring the application of institutional control that promote the effective utilisation of and supervision over the activities of resources required to performed (or enable the municipality to perform) the activities required to achieve its IDP goals and objectives; and

Practical measures introduced by the municipality to promote economy:
Operating supervision, proper store and stock control, recording of assets, control over liabilities, operational budget and performance controls.

- Achieving **effectiveness** by measuring progress towards goal-achievement and putting in place appropriate performance assessment and monitoring and evaluation mechanisms to measure the extent of goal-achievement.

Practical measures introduced by the municipality to promote economy:
Municipal Performance Management System, monitoring and evaluation, performance reporting.

Longer-term initiatives that could improve cost-effectiveness in the operations of the municipality could include the following:

Considering unit cost in budget planning

- The per capita spending in the municipality could be aligned with the priority development areas identified in the SDF and IDP.
- Per capita budget patterns could indicate unequal distribution of available resources – which could then inform future planning decisions across the municipal area.
- Per capital budget patterns could inform applications for MIG and other grant funding.
- Per capita budgeting patterns could inform negotiations with the mines in the planning of LED and infrastructure initiatives.

Improving Value-for-Money

Value for money is defined as the best combination of whole-life costs and quality, to meet the public sector organisation's needs. When considering value for money institutions are looking to purchase goods at the:

- right price / whole life cost
- right quality
- right quantity
- right time
- right place

Value-for-money focus on three manageable concepts, which are:

(a) Economy (defined by the Office of the Auditor-General as the procurement of the right quality in the right quantities at the right time and place at the lowest possible cost);
(b) Efficiency (defined by the Office of the Auditor-General as achieving the optimal relationship between the output of goods, services or other intended results and the resources used to produce them); and
(c) Effectiveness (defined by the Office of the Auditor-General as the achievement of policy objectives, operational goals and other intended effects).

The three Es of VFM.

The assessment of economy, efficiency and effectiveness should be a part of the normal management process of any organisation, public or private.

(a) Management should carry out *performance reviews* as a regular feature of their control responsibilities.
(b) Independent assessments of management performance can be carried out by 'outsiders', perhaps an internal audit department, as value for money audits. (VFM audits)

The term 'value for money' is used to cover all three aspects of measuring performance.

In NFP (not-for-profit) organisations, effectiveness the effectiveness of performance could be measured in terms of whether targeted non-financial objectives have been achieved, but there are several problems involved in trying to do this.

Value for money can often only be judged by *comparison.* In searching for value for money, present methods of operation and uses of resources must be compared with alternatives. Usually there will exist some alternative that gives better value for money. It is important that present arrangements are challenged and seen to be justified in the face of proposed alternatives.

Alternatives to present arrangements can be uncovered and critically evaluated by a process of performance review by management.

(Source: A text book titled "BPP CIMA Study Text – 1993. Management Accounting – Control and Audit. BPP Publishing", as well as a performance audit report of the Auditor-General titled "Report of the Auditor-General on the Summarized Findings of Performance Audits conducted at certain Provincial Departments of Education" [2003] have been used on the compilation of this section).

Linking Budget Planning to Performance Reviews

Clear priorities, strong accountability and effective performance management are fundamental to ensuring that increased resources result in higher standards across public services.

The municipality will refine its integrated systems of annual IDP and SDIP reviews with the annual budget reviews. If these reviews could be aligned with the review of sector plans (and then specifically key planning documents, such as the Spatial Development Framework and the Water Services Development Plan), it could inform inputs to the municipal strategy and projects formulation.

In this regard, the link to the results of quarterly, mid-year and annual performance and budget reviews are essential. This process will inform the money about areas of inefficiencies and ineffectiveness, and would grant it the opportunity to correct such deficiencies in a timely manner. It could also provide the framework for institutional efficiency improvements.

The main activity in this regard will be to improve the synergy and integration between municipal planning systems and processes and its monitoring and evaluation (PMS) systems and processes.

Implementation of the Recommendations of MFMA Circular No. 51

It is stipulated in MFMA Circular No. 51, dated 19 February 2010, that, in his 2010 State of the Nation Address, the President signaled that government intends to:

- Deliver more and better services in a caring and efficient manner;
- Hold political office bearers and public servants accountable;
- Shift resources to new priorities;
- Move from debate to effective implementation and decisive action; and
- Work in partnership with communities, labour and business to achieve our shared objectives.

Achieving this objective requires a new way of working:

- The budget has been reprioritised so that money is moved from low-priority programmes to high-priority programmes.
- A performance culture where people are held accountable for their actions, accompanied by clear, measurable outcomes related to key development priorities.
- Government will manage growth in its consumption expenditure (wages, and goods and services) and obtain better value for money.
- Corruption, particularly in the tender system, will be uprooted.

(MFMA Circular No. 51 [National Treasury])

The Phumelela Local Municipality has started implementing the recommendations of this Circular with the preparation of the 2010/11 budget review.

5.7 INTEGRATED INSTITUTIONAL PROGRAMME

The Phumelela Municipality's Institutional Plan relates directly to, and reflects its actions to facilitate organisational development in an organised and structured manner. In this regard, it is a key ingredient of its strategy to satisfy the requirements of the Key Performance Area Institutional Development and Transformation.

The purpose of the Organizational Development function in the Human Resources Division is to design and facilitate the implementation of organisational development interventions to enhance organisational improvement. Current organisational development activities include performance evaluation, organizational values, change management, succession planning, process analysis and teambuilding.
From this perspective, this (the Institutional Plan) deal with the following issues:
(1) Organisational Structuring and Design
(2) Individual Performance Development and Improvement
(3) Employee Assistance
(4) The Integrated Human Resource Strategy of the Municipality
Existing policies and legislation implemented and or needs to be implemented by Phumelela is listed below

Policies and legislative requirements

The status of the policies and requirements are:

It must be noted that during the participative process it was pointed out that the Municipality must conduct a policy audit as some are outdated and new policy must be formulated based on the new strategic alignment.

The following key initiatives are presently part of the municipal IDP and SDBIp planning framework, aimed at updating key institutional policies and strategies:

- ❒ Development of an HR Strategy
- ❒ Agreement with employers to deduct moneys owned to the municipality from their salaries
- ❒ Finalisation of a sexual harassment policy
- ❒ Drafting of a cash management and banking policy
- ❒ Drafting of an investment policy (new)
- ❒ Drafting of by-laws
- ❒ Drafting of a fixed asset management policy
- ❒ Drafting of a language policy
- ❒ Operationalisation of the municipal code of conduct (declaration from councillors and employees)
- ❒ Drafting of a public participation guide
- ❒ Organisational structure reviewed by the end of the 2008/09 financial year
- ❒ Municipal skills development plan implemented
- ❒ Skills development facilitator appointed
- ❒ A Batho Pele implementation programme developed and implemented
- ❒ Employment equity plan developed and implemented

Political Management

The Phumelela Local Municipality was established in terms of Section 14 of the Local Government: Municipal Structures Act, Act No 117 of 1998) and was published in Provincial Gazette No 109 dated 28 September 2000. The new Local Municipality is a category B Municipality with a plenary executive system as contemplated in Section 3(b) of the Determination of Types of Municipality Act, 2000 (Act No 1 of 2000).

Compilation of wards and registered voters

The Phumelela area of jurisdiction consists of 7 wards with a total of 22606 registered voters.
The distribution of these voters amongst the different voting wards is indicated below:
Ward 1 : 3393
Ward 2 : 3592
Ward 3 : 3009
Ward 4 : 3533
Ward 5 : 3023
Ward 6 : 3526
Ward 7 : 2530

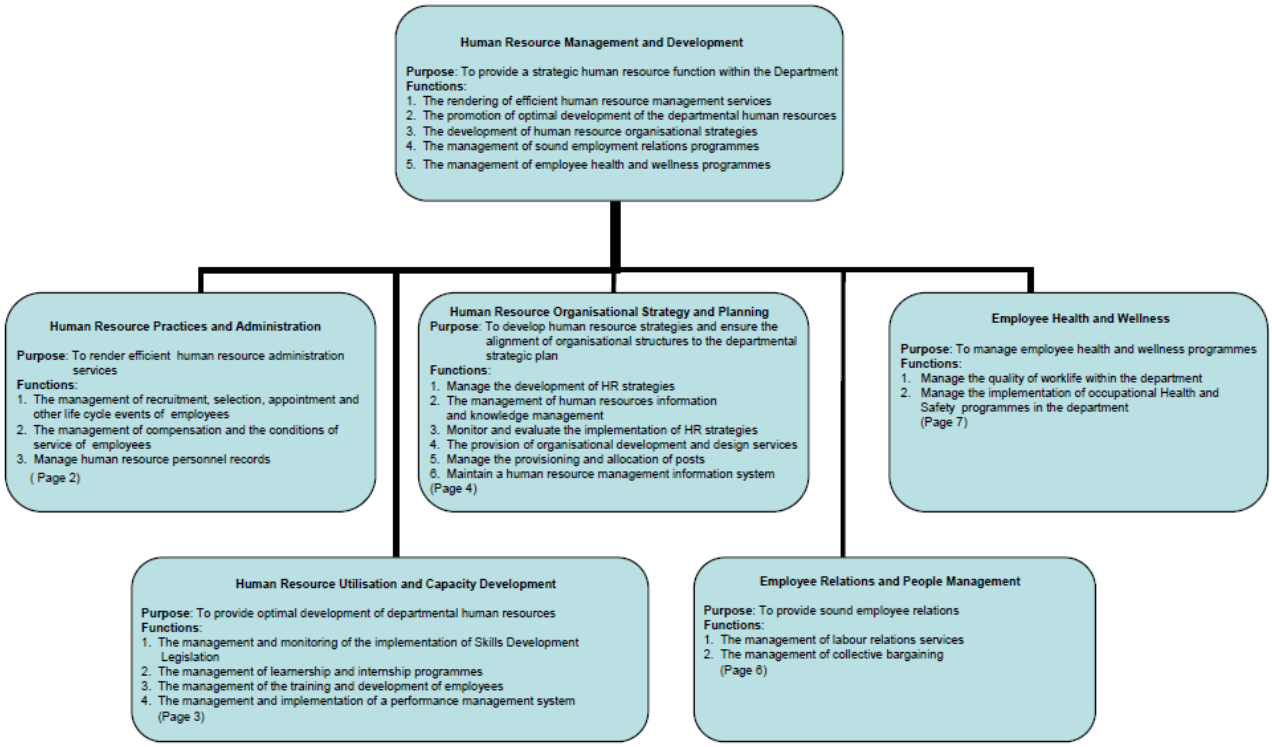
Council Functioning

The powers and function assigned to the Municipality are stipulated in sections 156 and 229 of the Constitution and Sections 83 and 84 of the Local Government: Municipal Structures Act, 1998. There are 14 Councillors with the speaker and plenary being full time. The organizational structures and levels of administration and exisiting human resources are indicated in the diagrams in this Chapter. The Council meets 6 times per annum and special council meeting take place as the need may arise. Management meets weekly.

The Phumelela Municipality's Institutional Plan relates directly to, and reflects its actions to facilitate organisational development in an organised and structured manner. In this regard, it is a key ingredient of its strategy to satisfy the requirements of the Key Performance Area Institutional Development and Transformation.
The purpose of the Organizational Development function in the Human Resources Division is to design and facilitate the implementation of organisational development interventions to enhance organisational improvement. Current organisational development activities include performance evaluation, organizational values, change management, succession planning, process analysis and teambuilding.
From this perspective, this (the Institutional Plan) deal with the following issues:
(5) Organisational Structuring and Design
(6) Individual Performance Development and Improvement
(7) Employee Assistance
(8) The Integrated Human Resource Strategy of the Municipality

5.7.1 Organisational Structuring and Design

The Phumelela Municipality's response to challenge of integrated HR / service rendering planning is in line with the Proposed Generic Structure for Human Resource Management and Development components, published by the Department of Public Service and Administration, which are as follows:
Figure 5.30: *Structuring of Hr Components – guidelines from DPSA*



(Source: Interventions to Improve the Human Resource Management function in the Public Service, dated 6 August 2008)

In terms of these guidelines, public institutions must perform the following functions as part of the broader strategic human resource support services:

- The **strategic partner** role is about the alignment of an organization's human resource management strategy and practices with the operational objectives of the department. The role requires a focus on key strategic human resource management services and functions such as (a) organizational development; (b) job design and evaluation; (c) human resource planning; and (d) human resource policy development.
- The **change agent** role focuses on the management of the impact of organizational and operational changes on the human resources in the organization. This role has to do with assistance provided to line managers to effectively manage the impact of change as well as the support provided to employees themselves in dealing with their experiences of the change.
- The **employee champion** role is about maintaining a work environment conducive to human resource performance by attending to employees' needs and ensuring that human resource management is in compliance with all applicable labour laws.
- The **administrative expert** role requires that human resource components become centres of administrative excellence that demonstrate expert knowledge, experience and skills in rendering an administrative service to the human resource management function.

In so far as the staff establishment of the Municipality is concerned, the Municipal Systems Act, 2000 prescribes as follows:

67. (1) A municipality, in accordance with the Employment Equity Act, 1998, must develop and adopt appropriate systems and procedures to ensure fair, efficient, effective and transparent personnel administration, including –

(a) the recruitment, selection and appointment of persons as staff members;
(b) service conditions of staff;
(c) the supervision and management of staff;
(d) the monitoring, measuring and evaluating of performance of staff;
(e) the promotion and demotion of staff;
(f) the transfer of staff;
(g) grievance procedures;
(h) disciplinary procedures;
(i) the investigation of allegations of misconduct and complaints against staff;
(j) the dismissal and retrenchment of staff; and
(k) any other matter prescribed by regulation in terms of section 72

(2) Systems and procedures adopted in terms of subsection (1), to the extent that they deal with matters falling under applicable labour legislation and affecting the rights and interests of staff members, must be consistent with such legislation.

(3) Systems and procedures adopted in terms of subsection (1) apply to a person referred to section 57 excepts to the extent that they are inconsistent with that person's employment contract.

(4) The municipal manager must –

(a) ensure that every staff member and every relevant representative trade union has easy access to a copy of these staff systems and procedures, including any amendments;
(b) on written request by a staff member, make a copy of or extract from these staff systems and procedures, including any amendments, available to that staff member; and
(c) ensure that the purpose, contents and consequences of these staff systems and procedures are explained to staff members who cannot read.

There is other legislation that impact directly on the manner in which human resource management are structured and conducted in the Phumelela Local Municipality. These include:

- The Basic Conditions of Employment Act, 1997.
- The Employment Equity Act, 1998.
- The Labour Relations Act, 1995.
- Skills Development Act, 1998

The Municipality's response to the formulation of strategies aimed at organisational improvement and development is theoretical founded in the recommendations of an *HR Resource Pack*, published by the Department of Public Service and Administration, which could be graphically presented as follows:

Figure 5.31: *Institutional Improvement – key issues*

(Source: HR Resource Pack, Part 2 – Department of Public Service and Administration)

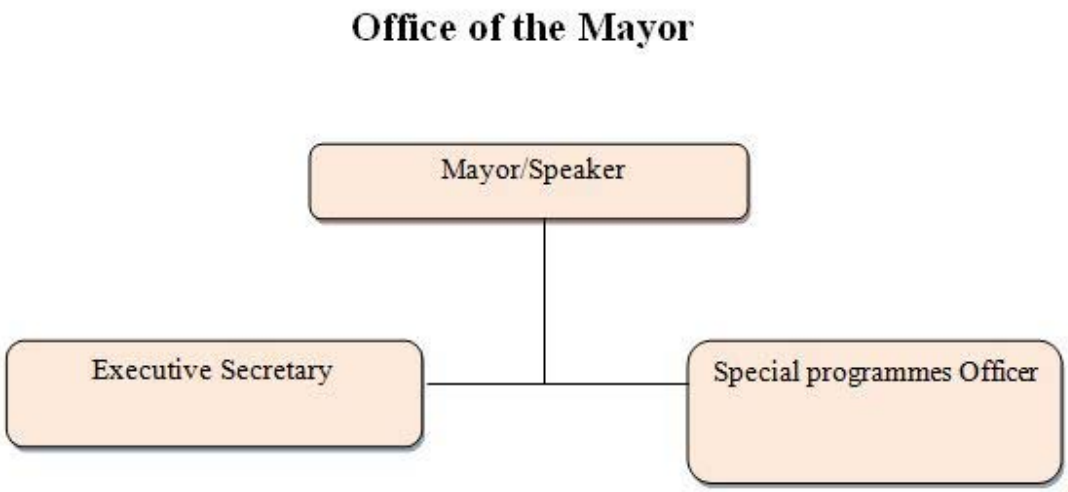
In this regard, the Phumelela Local Municipality aims to align its HR and corporate organisational development systems to the following aims expressed in Part 3 of the HR Resource Pack, which are as follow:

1. Promote and support the National Skills Development Agenda.
2. Ensure a continuous supply of specialist skills and promote their absorption into the municipal administration.
3. Address the National Skills challenges at all municipal service delivery points within the Developmental State.
4. Ensure that there is a steady flow of appropriate and productive municipal officials.
5. Enable an adequate level of human capital performance in municipal organization that ensures effective service delivery in meeting development imperatives for which the municipality bears responsibility.

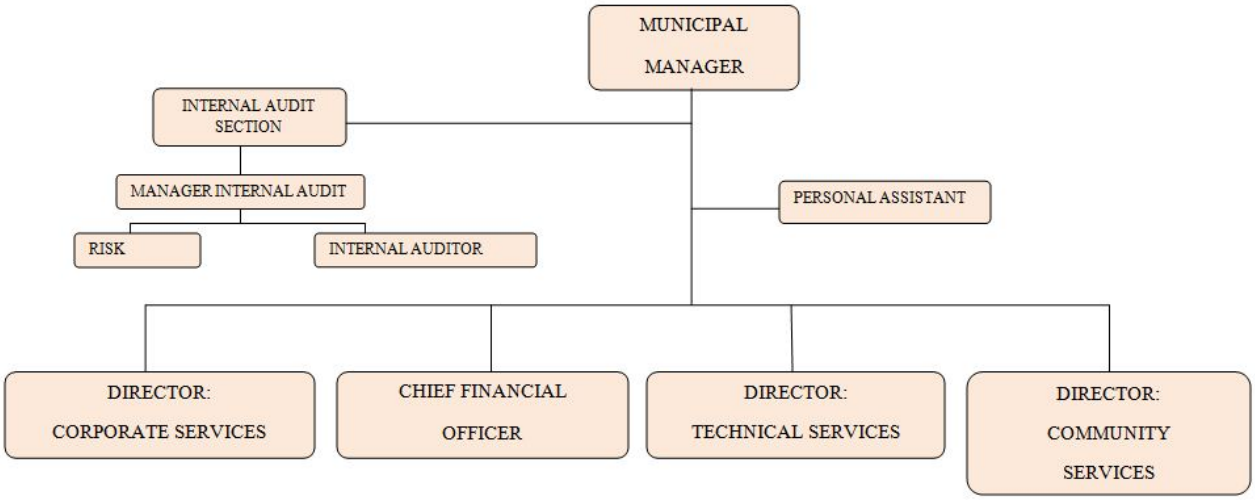
(Source: HR Resource Pack, Part 3 – Department of Public Service and Administration)

Organisational Structures

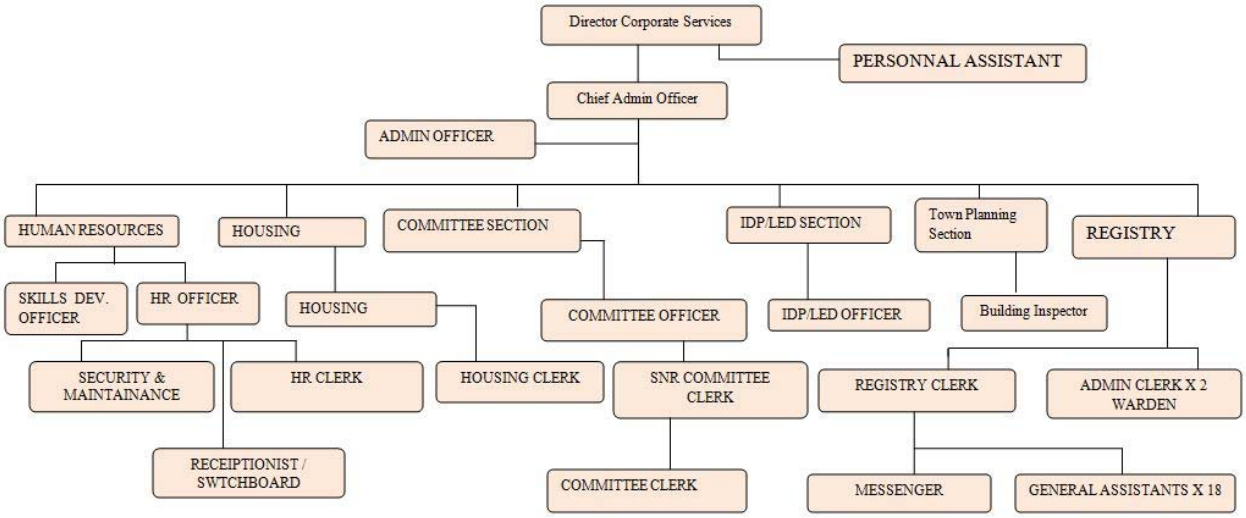
Table 5.32: *Organizational -structure*



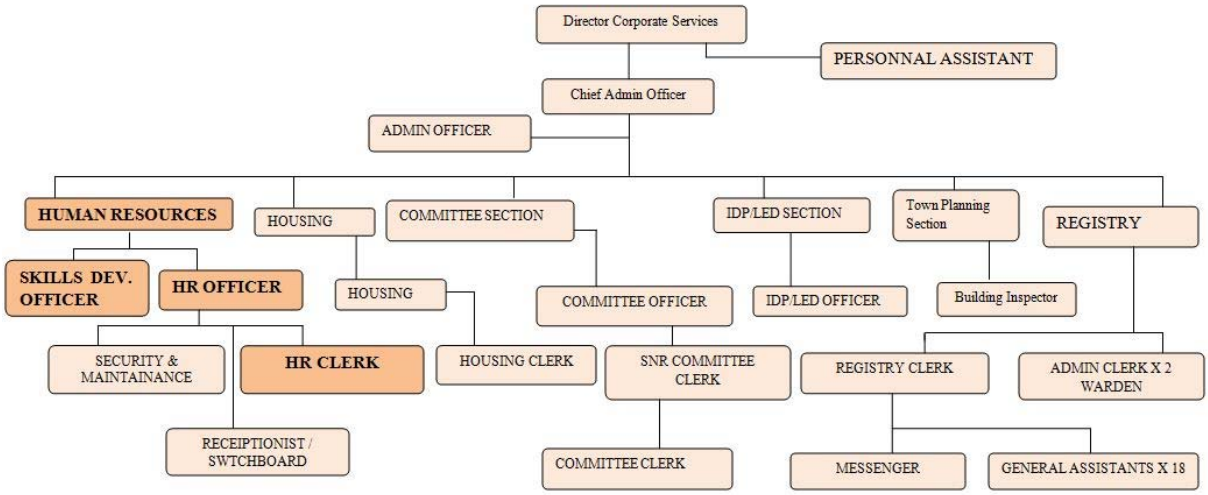
Office of the Municipal Manager



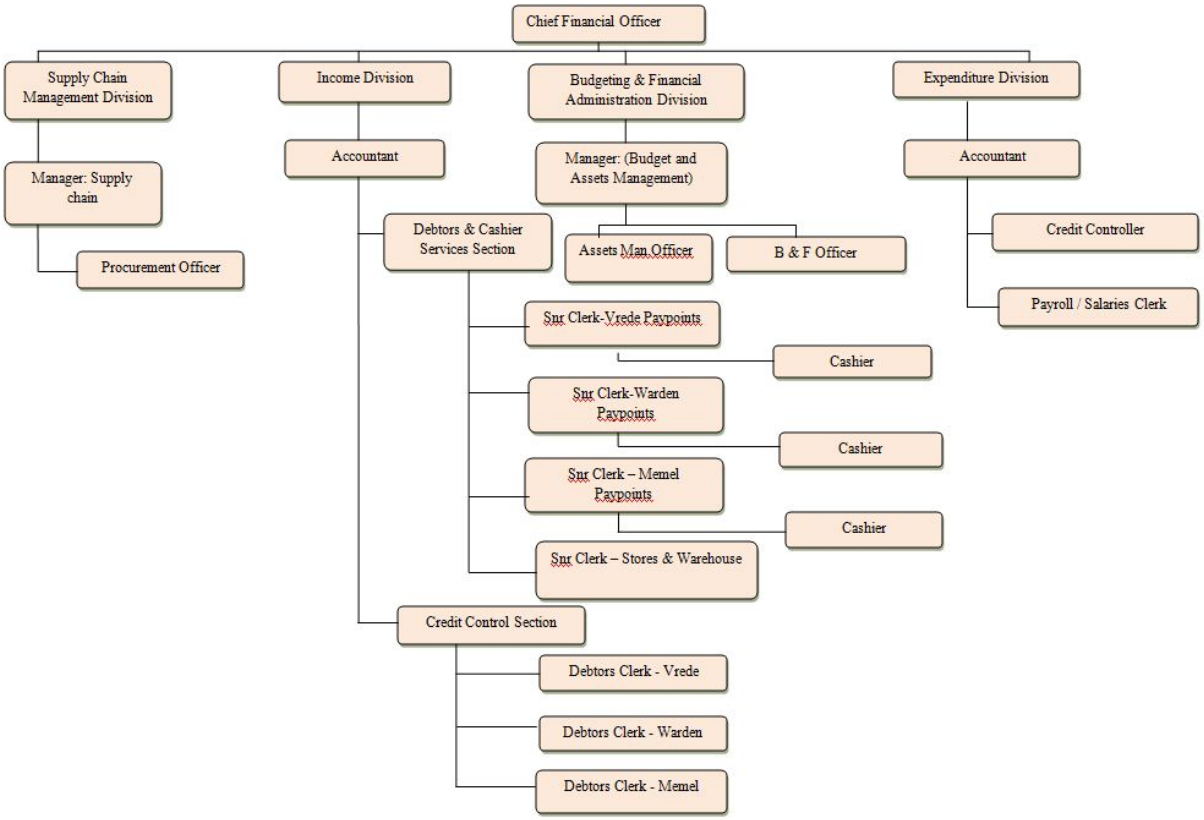
Directorate Corporate Services



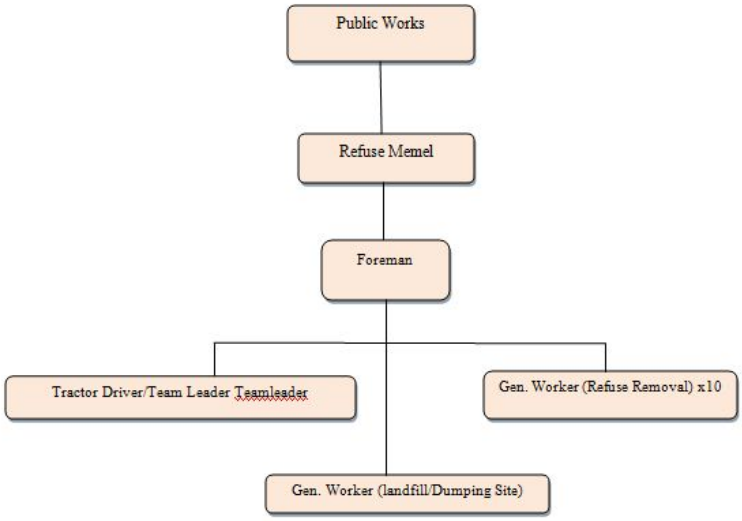
Directorate Corporate Services



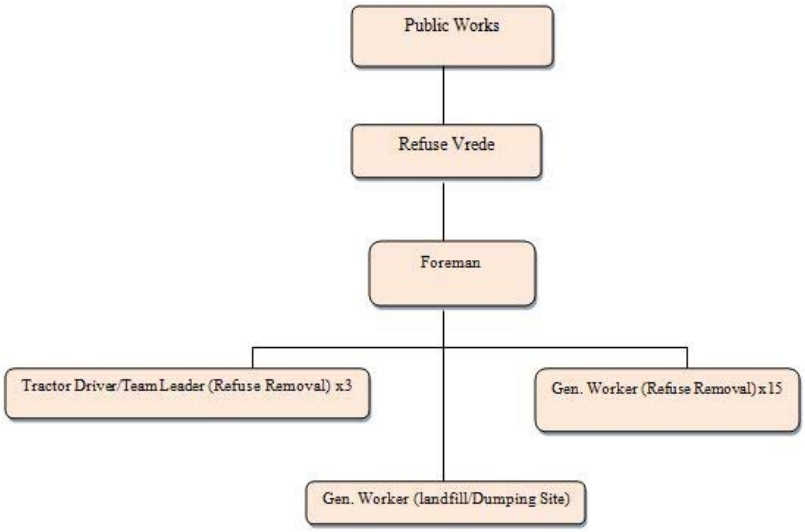
Directorate Finances



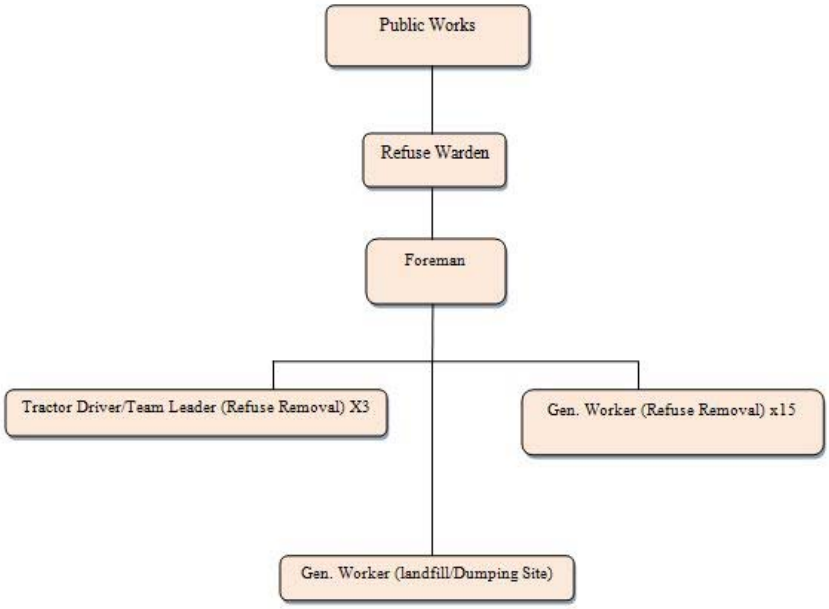
Memel Unit



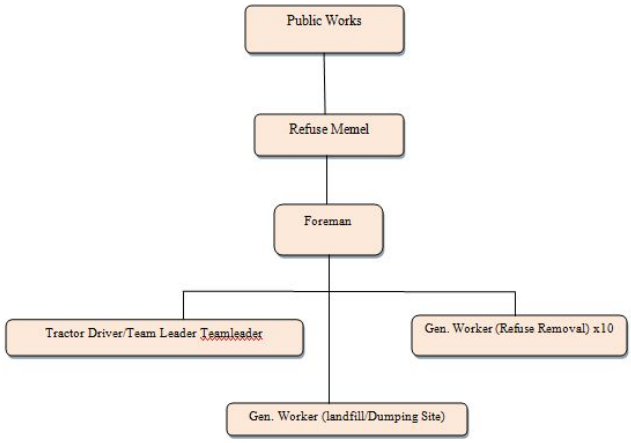
Vrede Unit



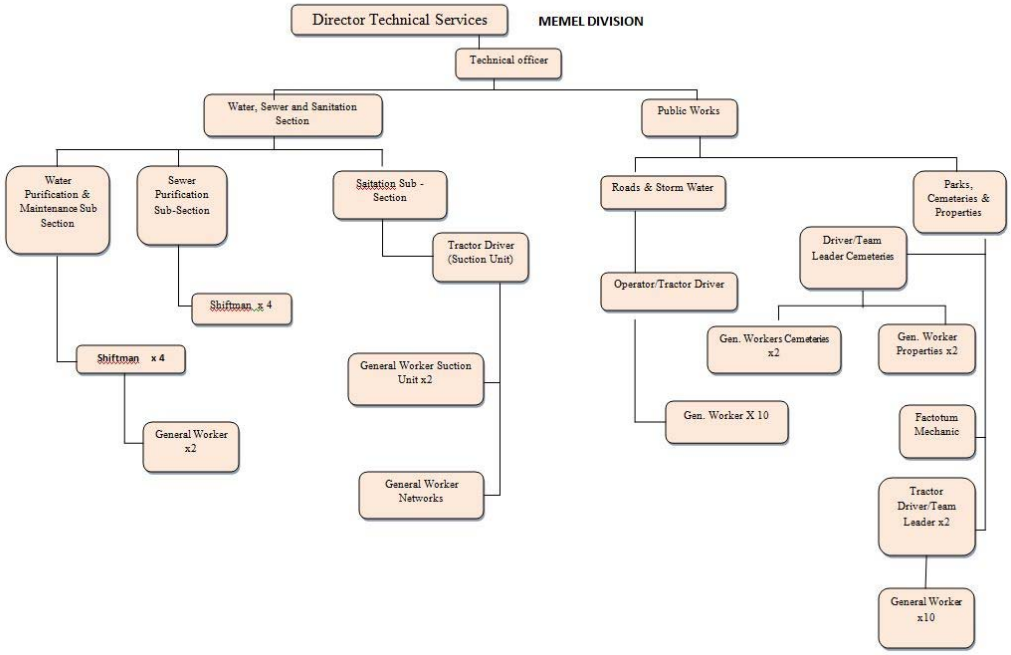
Warden Unit



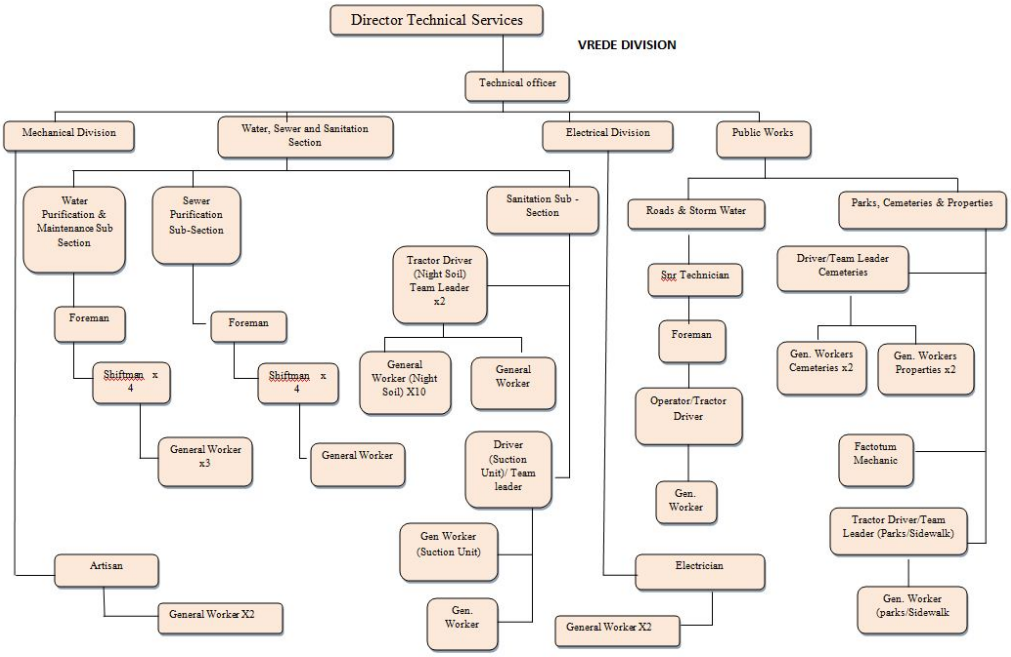
Memel Unit



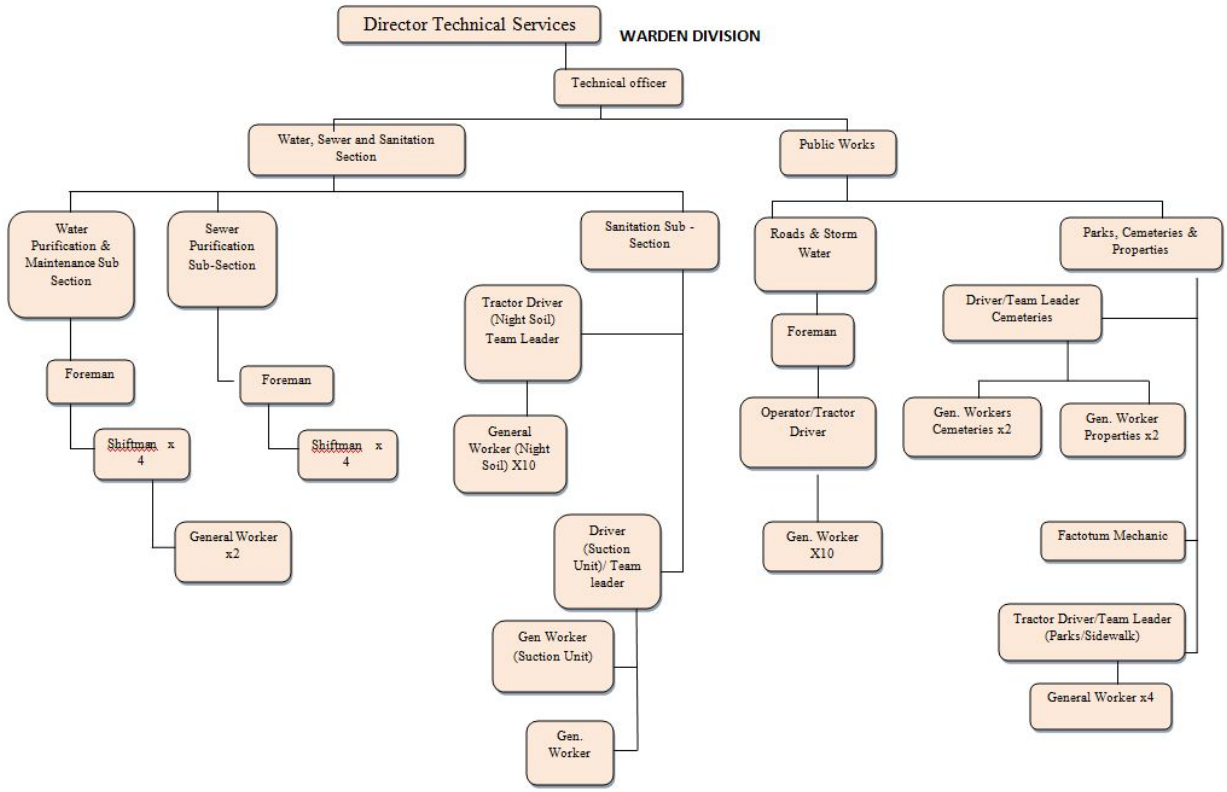
Directorate Technical Services



Directorate Technical Services



Directorate Technical Services



5.7.2 An Integrated Human Resource Management Strategy

The municipality will not be able to succeed in reaching the objectives as set in the Integrated Performance Plan without the support of our employees. It is important that the values of the municipality must be aligned with that of our employees in order to have people who are motivated and committed to do their work. One of the critical success factors for the municipality going forward is to get the balance between work life and private life right.
In order to ensure that the municipality's personnel utilization and remuneration practices are in line with the requirements of the Basic Conditions on Employment Act, 1997 (No 75 of1997) it is important that the Municipality should develop and adopt appropriate systems and procedures to ensure fair, efficient, effective and transparent personnel administration. This will be exercised in line with the requirements of section 67 of the Local Government Municipal Systems Act.
Human Resources Strategies are developed to ensure that Human Resources practices are in line with prescribed legislation.

The academic basis for the compilation of this HR Strategy is neatly summarised in the following extract from the article on the web-site[5] of the University of the Witwatersrand, quoted below[6]:

"Recall the definition of human resource strategy:

Human resource strategy… …is the pattern of planned human resource deployments and activities intended to enable the (Municipality) to achieve its goals.

Human resource planning (or HRP for short) is all about the first (underlined) function in the definition above. It is the absolutely vital function that looks firstly at strategy, and then deploys the necessary human capital (people) where it is called for in the (Municipality) by the strategy.

HRP therefore falls into the wider area of employee resourcing (planning for, acquiring and allocating the desired human resources for the (Municipality)). Employee resourcing is an arm of the HR function.

HRP entails knowing in advance what the staffing needs of the (Municipality) will be, assessing the supply of the relevant workers in the (Municipality) and labour market, and finding ways to fulfill the staffing needs of the (Municipality).

(Municipality)s are greatly affected by their demand for labour, and therefore by the supply of labour. Firstly, formulating a strategy can only happen after you have knowledge of the strengths and weaknesses of the workforce, which will include these issues. Imagine, for example, if you are going to attempt a growth strategy into more rural areas. You may need a marketing workforce that has far more experience and contact with the black African customer base. If your SWOT analysis shows that your marketing team is too Western, then your HRP will have shown a demand weakness that needs to be overcome. Your strategy formulation has been greatly affected by HRP.

Secondly, strategic plans can only be implemented successfully if the (Municipality) is staffed with the right number and type of human resources to provide the necessary skills, knowledge, abilities etc. Remember that staffing falls into one of the six implementation "musts" of strategy (Reading 2). Imagine, for instance, that your strategy includes divestment of some unprofitable factories. HRP will be involved in the implementation, because the major task will be either re-allocating the employees of those factories or retrenching them.

Successfully planning for and handling labour needs can thus be a competitive advantage or disadvantage. Companies who make and implement better HRP strategies than others will adjust better to environmental changes and have the most suitable workforces.

It is important to note that increasingly, human resource planning, as with many HR practises, will not necessarily be done by a central HR department. Often it is the 'line' managers (i.e. managers of operational departments) who will do a large part of the planning for their workforce requirements. A central HR department may be involved in the process in varying degrees (or, indeed, may do all the planning). This is why we see this course as being more of a management course than a specialised HR course - many of our students become general or operations managers in companies because what we teach you are (Municipality)al skills.

The Constitution of the Republic of South Africa, 1996 states as local government's developmental duties to *"… structure and manage its administration, and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community …"* In expanding on this Constitutional requirement, Chapter 10 of the Constitution, 1996 put the following as key requirements for all spheres of government in dealing with human resource issues:

195. Basic values and principles governing public administration

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[5] *uamp.wits.ac.za/sebs/downloads/2007/05__reading_4_**hr_planning**.doc*

[6] *University of the Witwatersrand, Johannesburg (selectively amended to reflect the requirements of this document)*

1. Public administration must be governed by the democratic values and principles enshrined in the Constitution, including the following principles:
    a. A high standard of professional ethics must be promoted and maintained.
    b. Efficient, economic and effective use of resources must be promoted.
    c. Public administration must be development-oriented.
    d. Services must be provided impartially, fairly, equitably and without bias.
    e. People's needs must be responded to, and the public must be encouraged to participate in policy-making.
    f. Public administration must be accountable.
    g. Transparency must be fostered by providing the public with timely, accessible and accurate information.
    h. Good human-resource management and career-development practices, to maximise human potential, must be cultivated.
    i. Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

4. The appointment in public administration of a number of persons on policy considerations is not precluded, but national legislation must regulate these appointments in the public service.

197. Public Service

2. … Employees are entitled to a fair pension as regulated by national legislation.
3. No employee of the public service may be favoured or prejudiced only because that person supports a particular political party or cause.

The core functions related to human resources that the Phumelela Municipality is supposed to perform could be derived from the requirements of the Municipal Systems Act, 2000; which prescribe the system for the establishment of a municipal staff establishment, and lay down the rules according the establishment must be populised; as well as the principles according to which the personnel of municipalities must be utilised.

Section 55 of the Municipal Systems Act, 2000 prescribes several HR-related issues as functions of the Municipal Manager, as administrative head of the Municipality, including:

(b) the management of the municipality's administration in accordance with this Act and other legislation applicable to the municipality;
(c) the implementation of the municipality's integrated development plan, and the monitoring of progress with implementation of the plan:
(d) the management of the provision of services to the local community in a sustainable and equitable manner;
(e) the appointment of staff other than those referred to in section 56(a), subject to the Employment Equity Act, 1998, (Act No. 55 of 1998);
(f) the management, effective utilization and training of staff;
(g) the maintenance of discipline of staff';
(h) the promotion of sound labour relations and compliance by the municipality with applicable labour legislation;
(i) advising the political structures and political office bearers of the municipality;
(j) managing communications between the municipality's administration and its political structures and political office bearers; and
(k) carrying out the decisions of the political structures and political office bearers of the municipality.

Strategic Human Resource Management

Strategic human resources management, which is also called strategic human resources planning, links HR management directly to the strategic plan of the organization. Municipalities have a strategic plan (IDP) which guides the institution in successfully meeting its mission. Based on the strategic plan, the Municipality develops a strategic human resource strategy, which will guide them in making human resources management decisions now to support the future direction of the municipality.

The overall purpose of strategic human resources management is to:

- ❑ Ensure adequate human resources to meet the strategic goals and operational plans of the Municipality – the right people with the right skills at the right time.
- ❑ Keep up with social, economic, legislative and technological trends that impact on human resources in the Municipal area and in the voluntary sector.
- ❑ Remain flexible so that the Municipality can manage change if the future is different than anticipated.

(Source: HR Council for Voluntary / Not-for-Profit Organisations. Adapted from http://www.hrvs-rhsbc.ca/hr_overview/pg003_e.cfm.)

The HR strategy of this Municipality is driven by the following **commitments:**

- Our commitment to the delivery of high quality services to other components of the municipality and to the development and maintenance of a strong internal capability across the municipality.
- The acknowledgement of the strong link between excellent service delivery and strong, committed human resources.
- Our continuing commitment to widening participation and fair access in our human resource Management practices.

Within our **strategic goals** the Municipality seeks, amongst other things:

- To provide equal opportunities, particularly through our Employment Equity Plan.
- To deliver our HR Strategy, which supports our strategic goals and demonstrates through the opportunities, flexibility, support and rewards offered that we value our staff, its commitment and responsiveness.

In turn, the delivery of this core strategy is explained through the following **HR priorities**:

1.1 Plan, provide and evaluate staff development to meet the Municipality's evolving needs, to support individuals' personal and career development, to equip managers and supervisors with the necessary skills and abilities and to meet emerging municipal and regional developments.

1.2 Ensure that the planning and disposition of human resources is integrated into service delivery, alongside financial, planning;

1.3 Refine methods and approaches to the attraction, recruitment and selection of staff that are consistent with best practice, well understood, effective and flexible, and which enable the Municipality fulfill its mandate.

1.4 Ensure that performance expectations are clear to staff and those arrangements are in place to support them in meeting those expectations;

1.5 Recognise and reward contributions to, and achievement in, support of the Municipality's strategic goals and priorities.

1.6 Ensure that the Municipality's commitment to equal opportunities is incorporated in the review, development and operation of human resource policies and practice in order to reflect the Municipality's core values;

1.7 Monitor HR policies and their delivery to ensure that they remain consistent with best practice and relevant to the Municipality's strategic aims;

1.8 Maintain a framework within which managers are committed to the delivery of a safe and healthy working environment and the well being of staff.

The Human Resource Management Function

Human Resources have the following main functions to be executed within the Municipality:

- Recruitment and Selection
- Service Benefits
- Termination of Services
- Staff Development and Training
- Labour Relations

Strategies are developed in terms of all these functions, to give direction in terms of service delivery in line with appropriate legislation.

Recruitment, Selection and Induction

Recruitment and Selection of Staff for the Municipality are of vital importance to the functioning of the Municipality.

The Employment Equity Act, 55 of 1998 requires the Manager Corporate Services to advise the Municipal manager and management, and report on the achievement of employment equity targets in the Municipality; including the compilation of the Employment Equity Plan for the municipality and the annual update thereof.

Employee benefits

- In order to ensure that **leave** are well managed and administered the Municipality will develop a leave policy in line with Section 51 of the Local Government Municipal Systems Act in conjunction with Section 57.
- In line with the Basic Conditions of Employment act, a policy for the compensation of **overtime** to employees has been developed. It is important that overtime remuneration only be granted should employees qualify according to the approved policy and sufficient funds are available. Overtime remuneration can be in the form of compensation or time off.
- As part of service benefits, the Municipality contributes toward the medical benefits of the employees of the Municipality.
- Participation in the Essential Car Usage Scheme is determined and limited by cost advantages and economical considerations. It is the responsibility of the Municipalities to determine to what extent private transport is to be utilized for official purposes.

  In order to ensure effective management and control of the Essential Car User Scheme the municipality has developed a policy for the implementation thereof. Approval of Vehicles allowances is subject to the availability of sufficient funds and whether the employee qualifies according to the policy (when employees are required to utilize private transport in the execution of their duties) and prior agreement was made with the Municipality.
- An appropriate policy to regulate **housing benefits** to employees is in place.
- An appropriate policy to regulate **bursaries** to employees is in place.

Termination of Service

The Municipality has a policy in place to regulate termination of services in instances of resignation, Ill health, death, pension/ retirement, expiring of contract or forced termination of services due to misconduct.

Staff Development and Training

In order to reach the objectives as set in the Integrated Performance Plan of the Municipality, the municipally strive towards developing the staff to ensure that the objectives are reached.

The Municipality strives towards employing and developing employees to ensure that they are --

- experts in what they do
- regarded as leaders in their fields or who have the capacity to become leaders in their field
- given direction to the working environment
- willing to go the extra mile
- willing to challenge the norms or objectives as set
- creative in thought and innovative
- entrepreneurs
- self motivated
- outcome/result driven
- dynamic
- energetic

Development of human resource capacity is in line with Section 68 of the Municipal Systems Act.
The municipality has an induction manual that is used to familiarise new employees of the Council with its policies and related important information.

Labour Relations

Labour Relations in the Municipality is guided by its Labour Relations Policy.

Individual Performance Development and Improvement

A municipality's performance management system entails a framework that describes and represents how the municipality's cycle and processes of performance planning, monitoring, review and reporting and improvement will be conducted, organised and managed, including determining the roles of the different role-players.
The following local government legislation was considered with the design of the employee performance management system:

- Local Government: Municipal Planning and Performance Management Regulations, 2001 (Chapter 3)
- Local Government: Municipal Performance Regulations for Municipal Managers and Managers Directly Accountable to Municipal Managers, 2006

The Performance Management System is illustrated as follow:

Presentation 5.34: *Performance cycle*

Presentation 5.35: *Performance Planning*

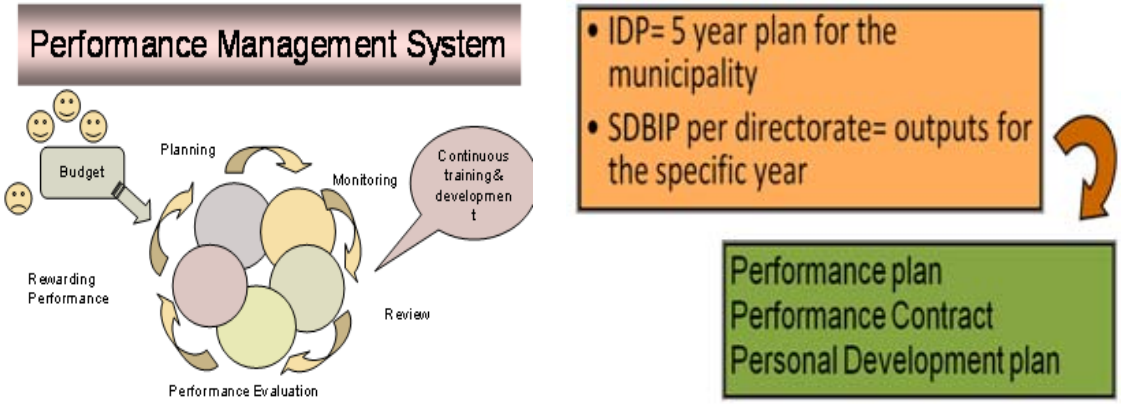


Table 5.36: *Performance Management System for the Municipal Manager and Section 57 managers*

Objective	Indicator	Target	Responsibility
Performance Planning in line with legislation	IDP compiled	Annually before the end of June	IDP manager Municipal Manager Heads of departments to provide inputs
	SDBIP compiled	Before 1 May annually	CFO IDP manager Municipal Manager Heads of departments to provide inputs
	Compile performance plan Ensure that the performance contract are in place Personal development plan updated	After approval of the SDBIPs	Mayor Municipal Manager Section 57 Managers
Ensure effective monitoring of performance	Continuous monitoring must be done to ensure that the employee copes with the demands of the	Continuously	Mayor Municipal Manager

Objective	Indicator	Target	Responsibility
	post and the objectives set		
Informal reviews to be done in line with the approved policy	Informal review sessions held	After quarter 1 and after quarter 3	Mayor Municipal Manager Section 57 Managers
Formal evaluation of performance against the set objectives as set in the SDBIP	Formal evaluations	After quarters 2 and 4	Prescribed panels Municipal Manager Section 57 Managers
Rewarding outstanding performance	Should an employee qualify for a performance bonus or reward, the reward to be paid in line with the policy	After approval that the specific manager qualifies for the bonus	Human Resources Salaries
Ensure that specific development needs in line with the Job Description	Personal Development plan updated	After each evaluation session/ quarterly	Mayor Municipal Manager Section 57 Managers

In the instance of non-section 57 employees, performance is not directly linked to pay. Currently the employee receives an annually bargained increase determined by the South African Local Government Bargaining Council (SALGBC). These Employees must receive rewards for performance, but these Employees receive non cash rewards, until such time as a national remuneration policy dictates otherwise.

Performance is measured against a performance plan i.e. previously established agreed performance standards as well as the Code of Conduct. A Score is calculated according to prescribed key performance areas and Code of Conduct. The reward in the form of leave will be determined by the total score.

Employee wellness initiatives

- ✓ Implement National and Departmental Wellness Guidelines, Policies and Strategies and ensure compliance.
- ❑ Ensure implementation of interventions to promote the Health and Wellness of employees and their family members.

- Provide effective counselling /consultation services to diverse clients in a professional and confidential manner.
- Design, implement, monitor behaviour management programmes and evaluate its impact.
- Ensure intra, inter- collaboration and celebration of Health and Wellness programmes and events.
- Manage the effective referral and confidential record keeping system and monitor the statistical/directed reports

Safe working environment

As part of employee wellness, it is important that the Municipality ensure a safe work environment for all employees.

The following aspects are taken into consideration:

- Provide suitable working space and work stations
- Keep premises clean and avoid overcrowding
- Provide suitable and sufficient lighting and ventilation
- Provide emergency lighting
- Provide adequate and clean sanitary facilities
- Provide wash hand basins with hot and cold water, soap, and towel
- Ensure that there are safe easy to open skylights and windows
- Supply clean and wholesome drinking water
- Sedentary workers must have suitable seating
- Provide adequate and clean eating facilities
- Keep floors, passages and stairs clear
- Fence dangerous machinery and put safety devices on them
- Provide safety signs and safety information
- Supply facilities for clothing storage
- Ensure the minimum workroom temperature after the first hour is 18 degrees centigrade
- Remove refuse regularly
- Avoid trailing wires
- Send staff on proper training courses
- Service machinery and equipment regularly
- Provide and use personal protective equipment
- Provide safe vehicle and pedestrian routes [7]

HIV/Aids

HIV/AIDS is one of the biggest challenges we face as a country. The rate of infection is rapidly increasing and more and more people are getting ill and dying from AIDS. Of all the people living with AIDS in the world, seven out of every ten live in Sub-Saharan Africa. South Africa has one of the fastest growing rates of infection in the world.

South Africa is currently experiencing one of the most severe AIDS epidemics in the world. By the end of 2005, there were five and a half million people living with HIV in South Africa, and almost 1,000 AIDS deaths occurring every day.

The impact of HIV and Aids in terms of service delivery cannot be neglected. Currently there are lots of one-person households due to death. Illness in households also contributes to lots of time off.

[7] The Royal Borough of Kensington and Chelsea (http://www.rbkc.gov.uk/EnvironmentalServices/HealthAndSafety/hs_essentials.asp)

Employee Assistance Programme

The municipality's employee assistance programme caters for:

- Implement National and Departmental Wellness Guidelines, Policies and Strategies and ensure compliance
- Ensure implementation of interventions to promote the Health and Wellness of employees and their family members
- Provide effective counselling /consultation services to diverse clients in a professional and confidential manner
- Design, implement, monitor behaviour management programmes and evaluate its impact
- Ensure intra, inter- collaboration and celebration of Health and Wellness programmes and events
- Manage the effective referral and confidential record keeping system and monitor the statistical/directed reports

Women Support Programmes and Initiatives

The South African government has passed a number of laws to create an enabling environment to promote gender equality and to eradicate the legacy of sexism and discrimination. The Constitution characterises South Africa as a sovereign, non-racial, non-sexist state and makes provision for gender equality in the Bill of Rights, as well as in Section 187.

The BPFA specifies 12 critical areas of concern considered to represent the main obstacles to women's empowerment and which require concrete action by government and civil society:

- Women and Poverty
- Education and Training of Women
- Violence Against Women
- Women and Armed Conflict
- Women and the Economy
- Women in Power and Decision Making
- Institutional Mechanisms for the Advancement of Women
- Human Rights of Women
- Women and the Media
- Women and the Environment
- The Girl Child

(Source: Western Cape Department of Education (http://curriculum.pgwc.gov.za)

In all the activities of the Municipality Women's rights as stated above are acknowledged.

5.8 INSTITUTIONAL PERFORMANCE MANAGEMENT SYSTEM

5.8.1 Principles and Structure of the Institutional Monitoring & Evaluation System

The overall purpose of developing a performance management system is to measure the extent of the implementation of the Phumelela Local Municipality's integrated development plan. This will indicate whether key focus areas such as basic service delivery extension, poverty alleviation and local government transformation are being addressed.

There are four key phases in the performance management cycle. These phases must be linked to the planning and reviewing phases of the organisation as a whole. Within the Municipality the annual cycle of planning and budgeting takes place in the form of the IDP. Out of that the broad outcomes and key performance areas for a municipality are developed or re-confirmed by the political leadership. Based on the broad indicators the various Departments should develop business plans or technical SDBIP's that translate the Municipality's key performance indicators (KPI's) into indicators for the Department. The targets set out in the SDBIP or operational plan for a Department become the key performance objectives or indicators for the head of a particular Department.

Thus the performance management cycle is linked to the local government financial year. As soon as the IDP is adopted in ***June***, managers and staff sign their annual performance agreement or scorecard in ***July***. Monitoring takes place throughout the year, and reviewing and rewarding are carried out the following ***June*** at the end of the financial year.

The following table details the timing and activities required for each of the four key phases in the performance management cycle:

Table 5.37*: Timing and Activities of the Four Phases of PMS*

Phase	Timing	Activities
PLANNING	July each year i.e. beginning of financial year	1. Manager/Supervisor to schedule meeting with Employee to agree on performance objectives* for the year. 2. Both the Manager/Supervisor and the Employee are required to prepare for this meeting.

Phase	Timing	Activities
COACHING	Ongoing throughout the year	1. Manager/Supervisor to create both formal and informal opportunities to provide feedback to the Employee on his/her performance against the agreed objectives. 2. Employees to ask for feedback and assistance when required.
REVIEWING	December of each year – mid year review June of each year - final review	3. Manager/Supervisor to set up formal mid-year review in December to assess the relevance of the objectives and the Employee's performance against the objectives. It is recommended that formal scoring of objectives achieved to date is done so that non-financial rewards can be administered twice a year – see reward section of this policy document for further details. 4. Manager/Supervisor to set up a formal final review in June. **The process for reviewing performance is as follows:** 1. Manager/Supervisor to request input from "customers" on the Employee's performance throughout the year. 2. Manager/Supervisor to prepare scores of Employee's performance against agreed objectives as a result of the evidence and "customer" input. 3. Manager/Supervisor to ask Employee to prepare for mid-year review or formal review by scoring him/herself against the agreed objectives. 4. Manager/Supervisor and Employee to meet to conduct formal performance review and agree final scores. It may be necessary to have two meetings i.e. give Employee scores and allow him/her time to consider them before final agreement. Where an Employee and Manager/Supervisor disagree on the score, the Manager's/Supervisor's decision is final. 5. Manager/Supervisor and Employee to prepare and agree learning plan – **this only needs to be done at the final review in June and not at the mid-year review.**
REWARDING	Budget in February of each year Reward in January and July of each year	1. In February of each year the Manager/Supervisor is required to provide information to the Finance Department in relation to the budget and the possible maximum payout required in terms of the performance reward scheme. 2. Manager/Supervisor to review the results of his/her department's performance reviews and determine appropriate reward as per the reward section in this policy 3. Manager/Supervisor to set up meeting with the Employee to give feedback on the link to reward as a result of the review.

The performance management system of Phumelela Local Municipality must -

(a) promote efficiency and effectiveness in the operation of the municipality
(b) reflect the developmental priorities of the municipality
(c) promote the economic use of resources
(d) comply in all respect with the relevant legislation
(e) even handed and transparent in its impact on all role players in the municipality
(f) measure performance at the municipal, departmental, project team and individual level
(g) recognise and reward superior performance
(h) identify performance that is sub standard and have procedures and processes in place to address such performance be politically driven, but administratively managed.

The Institutional Framework

The institutional framework for the performance management process is as follows:

(1) The Council will receive a performance report from the Mayor on a mind-year basis (half-yearly).
(2) The Mayor is responsible for ensuring that the senior management of Phumelela Local Municipality gather relevant information throughout each reporting period and submit progress reports on a quarterly basis.
(3) The Municipal Manager and the senior management team must ensure that the key performance indicators and performance targets set are met. This requires proper work planning and scheduling, appropriate resourcing of activities and continuous supervision. The senior management must also identify sub standard performance and take corrective action where necessary to ensure that performance targets will be met.
(4) The internal auditing function must audit and assess –
- ❒ the accuracy of performance reports;
- ❒ the functionality of the performance management system;
- ❒ whether the performance management system complies with the Municipal Systems Act;
- ❒ the extent to which the municipality's performance measurements are reliable in measuring performance;
- ❒ the performance measurements of the Local Municipality; and
- ❒ submit quarterly reports to the Municipal Manager and the Performance Audit Committee.

(5) The Performance Audit Committee must -

- ❒ review the quarterly reports submitted to it;
- ❒ review the performance management system focusing on economy, efficiency, effectiveness and impact in so far as the key performance indicators and performance targets set by Phumelela Local Municipality are concerned and make recommendations in this regard to the Council through the Mayor; and
- ❒ at least twice in a financial year submit an audit report to the Council through the Mayor.

(6) The Municipal Manager must compile an annual performance management report for submission to the Council through the Mayor. Access to this report must be provided to community structures, the MEC for local government, the Auditor General and the Minister for Provincial and Local Government.

The Documentation

A Service Delivery Budget Implementation Plan (SDBIP), and Departmental Service Delivery and Budget Implementation Plans for each of the departments of the municipality, in line with appropriate guidelines and legislation, must be developed annually.

Section 57 Employees are required to sign a Performance Agreement, as prescribed in the Local Government: Municipal Performance Regulations for Municipal Managers and Managers Directly Accountable to the Municipal Manager, in line with published regulations and/or amendments

Reviewing Performance

Two review sessions are held as follows:

1. A midyear review is conducted in January to assess the relevance of the objectives as well as the Employee's performance against the objectives. The mid-year performance score is used to determine the link to non-financial rewards.
2. A compulsory formal final review is conducted at the end of the financial year i.e. in June (assessment to be conducted in July). The final performance score is used to determine the link to non-financial rewards. A learning plan for the Employee must be developed at the end of the final review.

5.8.2 Integrated Performance Management System

A fully functional Performance Management System (PMS) has been introduced in the Phumelela Local Municipal, consisting of the following elements (or sub-systems):

(1) **IDP goals and objectives** represent the long-term (5 year) performance indicators and targets for the municipality over the term of the elected Council.

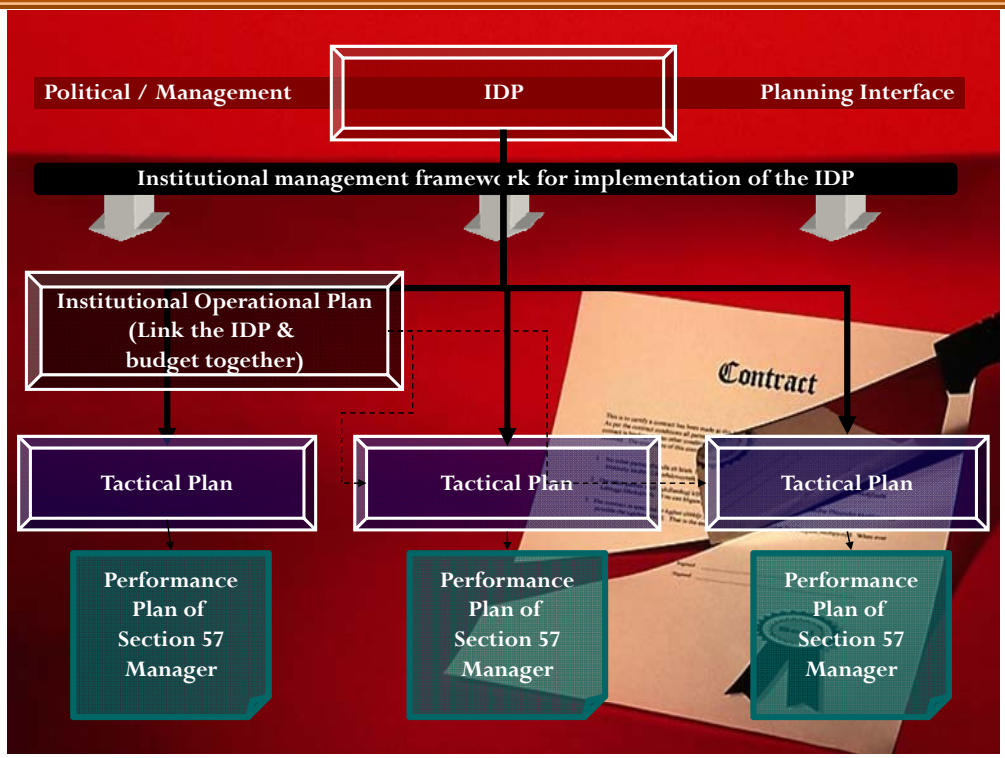
(2) The IDP indicators and targets are annually **aligned** to the **municipal budget** on an activity level (programmes and projects) as part of the IDP review process.

(3) Funded IDP goals, objectives, strategies, programmes and projects are annually cascaded down into the municipal **Service Delivery and Budget Implementation Plan** (SDBIP), where it is translated into annual municipal key performance indicators and targets.

(4) IDP activities are also cascaded down **to Departmental SDBIPs** (one for each of the different Departments of the Municipality); a process whereby the responsibility for the implementation of the IDP is aligned with the --

(5) annual **individual Performance Plans** (which is part of the Performance Agreements of the respective section 57 managers), because the departmental SDBIPs are used as a reference source for the formulation of the key performance indicators and targets against which the different section 57 managers will be evaluated and performance assessed.

Figure 5.38: *Relationship among individual and institutional performance plans*



Municipal PMS[8]

The municipal monitoring and evaluation system, which is one of two main sub-elements within the Performance Management System (the other one being the individual PMS), is directed in terms of the *Organizational Performance Management Policy* of the municipality and has the following features:

(6) The Municipality derives its inputs, outputs and outcomes indicators from the IDP.

(7) The required key performance indicators specified in the Municipal Planning and Performance Regulations (Regulation 10) are included in the municipal SDBIP to be measured as part of the quarterly measurement of municipal performance projected in the municipal SDBIP.

(8) The Municipality annually review its key performance indicators as part of the process of reviewing its IDP, PMS and SDBIPs, as required in Regulation 11 of the Municipal Planning and Performance Management Regulations.

(9) The Municipality attempts to structure its planning and organising systems and processes in such a manner that it is capable of complying with Regulation 12 of the Municipal Planning and Performance Management Regulations, 2001, as it relate to the setting of **key performance targets**. The Key Performance Targets of the Municipality will therefore be –

❒ practical and realistic;

[8] *Organisational PMS Policy of the Phumelela Local Municipality*

- measure the efficiency, effectiveness, quality and impact of the performance of the municipality, administrative component, structure, body or person for whom a target has been set;
- commensurate with available resources;
- commensurate with the municipality's capacity; and
- consistent with the municipality's development priorities and objectives set out in its integrated development plan.

(10) A *multi-year plan (Departmental Service Delivery and Budget Implementation Plan)* is prepared for each of the Departments in the municipality. These Plans are requirements for the structured cascading down of the IDP to implementation levels in the municipality.

(11) A *Municipal (to-layer) Service Delivery and Budget Implementation Plan (SDBIP)* is then compiled to integrate the individual Departmental SDBIPs and guide the design and development of an organisational scorecard for the Municipality in respect of planned performance for a specific financial year.

(12) The Municipality align its budget with its Municipal (top-layer) Service Delivery and Budget Implementation Plan as part of the annual planning and budgeting processes as prescribed in the Municipal Systems Act, 2000 and the Municipal Finance Management Act, 2003.

(13) The Municipality annually reviews its institutional *performance scorecard.* The scorecard reflects a balanced approach to measuring, reviewing and assessing organisational performance. In this regard the word *balanced* implies that the scorecard must reflect the Key Performance Areas and IDP Objectives of the Municipal IDP.

(14) Performance planning and monitoring in the municipality is done according to the format of the prescribed five Key Performance Areas, which are derived from Government's strategic agenda for local government, which are:

- Basic Service Delivery and Infrastructure;
- Local Economic Development;
- Financial Viability and Management;
- Institutional Transformation and Organizational Development; and
- Good Governance and Public Participation.

Table 5.39: *Regulatory framework for an organisational PMS (monitoring and evaluation system)*

Municipal Monitoring and Evaluation System	❑ Chapter 6 of the Municipal Systems Act, 2000 ❑ Chapter 3 of the Municipal Planning and Performance Management Regulations, 2001
Performance Reporting	❑ **Mid-year budget and performance report**: Section 72 of the Municipal Finance Management Act, 2003 ❑ **Annual Performance Report**: Section 46 of the Municipal Systems Act, 2000 ❑ **Annual Report:** Sections 121-129 of the Municipal Finance Management Act, 2003 and MFMA Circular No. 11, dated 14 January 2005.

Table 5.40: *GANTT Chart: PMS (Municipal)*

Municipal Monitoring & Evaluation System		Milestone	2010					2011						2012	
			Mar	May	Jun	July	Oct	Jan	Apr	Jun	Jul	Aug	Jan	Mar
	1	Draft IDP												
	2	IDP Road shows												
	3	Approved IDP												
	4	Municipal SDBIP												
	5	Departmental SDBIPs												
	6	Performance Scorecard												
	7	Performance review: Q1												
	8	Performance review: Mid-year												
	9	Section 72 Report												
	10	Performance review: Q3												
	11	Closing of the FY												
	12	Performance review: Annual												
	13	Annual Performance Report												
	14	Annual Report												
	15	Oversight Report												

Critical milestones

Supporting Milestones

Individual Performance Management System[9]

The Municipal Individual Performance Management Policy

The purpose of the municipal performance management policy is to provide guidance in the creation of pressures for change, help in providing meaningful capacity building interventions which eventually result in a culture of shared learning among employees and councillors of the Municipality, thereby resulting in a culture of best practice, which will guide the development of municipal capacity building programmes and initiatives.

While the Performance Management Policy aims to encourage and provide guidelines for rewarding good performance, the monitoring and correcting of poor performance will be far more imperative in the attainment of the developmental mandate of the Phumelela Local Municipality. The performance Management system ensures implementation of the following core components.

- ❒ Setting of appropriate key performance indicators;
- ❒ Setting of measurable performance targets;
- ❒ Monitoring performance (Quarterly monitoring);
- ❒ Measuring and reviewing performance at least two times a year;
- ❒ Taking steps to improve performance
- ❒ Establishing a process of regular reporting.

The performance management system is linked to the operational budget of Lejweleputswa District Municipality through the determination of performance targets in the service delivery budget implementation plan (SDBIP). The

[9] *Individual PMS Policy of the Phumelela Local Municipality*

budget and IDP process is linked to each other, reflected each year in the budget and planning framework. Budget priorities will be integrated with development plan priorities and the areas that the performance management system is developed to measure.

There are four key phases in the performance management cycle. These phases must be linked to the planning and reviewing phases of the organisation as a whole. Within the Municipality the annual cycle of planning and budgeting takes place in the form of the IDP. Out of that the broad outcomes and key performance areas for a municipality are developed or re-confirmed by the political leadership. Based on the broad indicators the various Departments should develop business plans or technical SDBIP's that translate the Municipality's key performance indicators (KPI's) into indicators for the Department. The targets set out in the SDBIP or operational plan for a Department become the key performance objectives or indicators for the head of a particular Department.
The performance management cycle is therefore linked to the local government financial year. As soon as the IDP is adopted in ***June***, managers and staff sign their annual performance agreement or scorecard in ***July***. Monitoring takes place throughout the year, and reviewing and rewarding are carried out the following ***July*** after the specific financial year.

The four phases of the cycle are explained below.

Planning

This involves the development of a top-layer SDBIP and technical SDBIP that logically rolls down and translates indicators to functions, departments and ultimately individuals within the organization.

Monitoring

In order to monitor, it is necessary to put mechanisms and systems in place to monitor implementation of plans. This includes reporting frameworks, tracking systems and feedback mechanisms.

Measuring

Measuring is about the measurement of targets that have been set. Measurement includes mechanisms such as benchmarking. Various departments will need to conduct exercises on benchmarking to assist in setting achievable, yet world-class targets.

Reviewing

This involves a systematic process of reviewing achievements against stated plans and understanding the reasons for the variance where there is variance. It also involves the consideration of new developments and how these need to be incorporated into existing or new plans.

Table 5.41: *Timing and Activities of the Five Phases of PMS*

Phases	Timing	Activities
Planning	July each year i.e. beginning of financial year	3. Manager/Supervisor to schedule meeting with Employee to agree on performance objectives* for the year. (*In respect of the Municipal Manager or Section 57 Managers to be directly linked to the SDBIP of the respective directorate to be reflected in the Performance Agreement and Performance Plan. *In the case of Non Section 57 Employees (lower ranking officials) **job descriptions** can be used to set performance objectives. However it is important to always consider the IDP and each Department's respective SDBIP in setting performance objectives. To be reflected in the Performance Management Tool and Performance Plan) 4. Both the Manager/Supervisor and the Employee are required to prepare for this meeting. 5. Ensure that the following documentation in respect of the Municipal Manager as well as Section 57 Managers are compiled for the financial year or updated when necessary: ❒ Employment Contract ❒ Job Description ❒ Performance Agreement with Key Performance Areas and Core Competency Criteria ❒ Performance Plan ❒ Personal Development Plan ❒ Code of Conduct ❒ Financial Disclosure form 6. Ensure that the following documentation in respect of Non Section 57 Employees are compiled for the financial year or updated when necessary: ❒ Job Description ❒ Performance Plan ❒ Personal Development Plan ❒ Performance Management Tool with Objectives and weights in terms of relevant Codes of Conduct to the specific posts
Monitoring	Ongoing throughout the year	5. Manager/Supervisor to provide ongoing feedback and assistance to the Employee on his/her performance against the agreed objectives. 6. Employees to request for feedback and assistance when required.
Reviewing	First 2 weeks of October for Quarter 1 First 2 weeks of April for Quarter 3	*Municipal Manager And Section 57 Managers* 1. Informal review sessions to be held between the Section 57 manager and the Municipal Manager in the first 2 weeks of October as well as well as the first 2 weeks of April to determine whether objectives as set for the specific quarters has been met or not and to what extent. 2. Remedial actions if need be.
Evaluation	In January for Mid-Year evaluations In July for end of the year evaluation	*Municipal Managers And Section 57 Managers* 1. Formal review sessions to be held twice a year as set in the Regulations to be done by the panels.

Phases	Timing	Activities
Rewarding	Budget in February of each year Rewards to be paid in September after the respective evaluation cycle each year Pro-rata rewards to be paid upon termination of contract should the employee qualify	*Municipal Manager And Section 57 Managers* 1. Employees to be rewarded according to the policy 2. Ensure that Development needs are addressed. *Non Section 57 Employees* 4. The Quality Assurance Committee and the Chief Financial Officer to determine affordability in terms of rewards. 5. Allocation of rewards 6. Ensure that development needs are addressed.

A Service Delivery Budget Implementation Plan (SDBIP), and Departmental Service Delivery and Budget Implementation Plans for each of the departments of the municipality, in line with appropriate guidelines and legislation, must be developed annually.

Section 57 Employees are required to sign a Performance Agreement, as prescribed in the Local Government: Municipal Performance Regulations for Municipal Managers and Managers Directly Accountable to the Municipal Manager, in line with published regulations and/or amendments.
All other Employees will receive a Performance Management Pack and Agreement, as compiled by the Human Resource Section, which contains, amongst others, the following documentation:

(a) The Performance Management Policy
(b) Job Description
(c) Performance Development Plan
(d) Code of Conduct
(e) Personal Development Plan
(f) Performance Management Tool with Objectives and prescribed codes of conduct on which the employee will be evaluated.

Performance Evaluation

Municipal manager and Section 57 Managers

a. Formal review sessions to be held twice a year as set in the Regulations.
b. To be conducted by the prescribed panels.

65. Non Section 57 Employees:

3. Manager/ Supervisor to set up formal mid-year review in the first 2 weeks of January to assess the Employee's performance against the objectives.
4. Manager/ Supervisor to set up a formal final review in the first 2 weeks of July.
5. Internal Quality Assurance Committee Meetings to be held as prescribed.
6. Quality Assurance Committee Meetings to be held as prescribed.

Regulatory framework for the Municipal Individual PMS

Individual Performance Management System	❑ Chapter 6 of the Municipal Systems Act, 2000 ❑ Chapter 3 of the Municipal Planning and Performance Management Regulations, 2001 ❑ Regulations for the Performance Management of the Municipal Manager and Managers Directly Accountable to the Municipal Manager, 2006

Table 5.42: *GANTT Chart: PMS (Individual)*

		Milestone	2010				2011				
			Mar	May	Jun	Oct	Jan	Apr	Jun	Jul	Aug
Individual PMS	1	Draft IDP									
	2	Draft Performance Plans									
	3	Approved IDP									
	4	Departmental SDBIPs									
	5	Final PPs									
	6	Informal performance evaluation: Q1									
	7	Formal performance evaluation: Mid-year									
	9	Informational performance evaluation: Q3									
	10	Closing of the FY									
	11	Formal annual performance evaluation									
	12	Performance Bonus System (s. 57 managers)									

Critical milestones

Supporting Milestones

5.9 INTEGRATED HIV AND AIDS PROGRAMME

HIV and AIDS PROGRAMME	***Available?***	✓
Reviewed as required?		✗
Adequate to be regarded as management framework for the functional area?		✗

The purpose of the Integrated HIV/AIDS Programme is to determine a set of measures, that is systematic and conclusive, to prevent the spread of HIV/AIDS and to deal with it's consequences. A broad range of role-players determines these measures, and its prevention and consequences require coordinated responses of all institutions and sections involved in municipal development.

Although no direct figures could be obtained to reflect the HIV/AIDS prevalence at local levels, it is evident from discussions with health personnel that a drastic rise is being experienced. The close vicinity of the municial area to provinces such as KwaZulu Natal and Mphumalanga (known for relatively high prevalence rates), as well as the high volumes of truck distribution routes probably contribute to this.

Ignorance and misconceptions regarding HIV/AIDS forms the core reasons for the causes of this epidemic. Poverty plays an important role in the spreading of HIV/AIDS, because in many cases women have to resort to prostitution for an income to be able to care for her family and children. Unemployment is regarded as a cause of the spreading of HIV/AIDS. Mainly because this may lead to prostitution, and because people are idling away their time, when they should have been working.
The most important factor in the prevention of HIV/AIDS is to abstain from having sexual intercourse outside of marriage. And if this is not possible, to always use a condom when having sex.
It is also very important to educate people on the great dangers HIV/AIDS holds. And educate people on how to avoid the spreading of HIV/AIDS.

The role-players involved in assisting the prevention of the spread of HIV/AIDS are the following:

- Government
- Municipalities
- NGO's
- Businesses
- Welfare organizations (Hospice, for example)

These organizations all have a very important role to play in assisting the prevention of the spread of HIV/AIDS, but it is important to note that responsibility for this does not only lie with these organizations, but with everyone in the Phumelela district.

The Free State HIV/AIDS, Sexually Transmitted Illnesses and Communicable Disease directorate in the department had budgeted an amount of R1 million for NGO and CBO funding for the year 2001/2002. These funds are part of

the partnership campaign launched in October 1998 for government, NGOs, CBOs and Faith Based Organisations (FBOs) to join hands in the fight against HIV/AIDS and TB.

Funding is allocated according to district consortiums which are NGOs, CBOs and FBOs clusters based on different roles these structures play in the fight against HIV/AIDS, whether awareness or care. Furthermore the funding is based on provincial priorities, namely:

- Information, Education and Communication (IEC)
- Counselling
- Training
- People Living With Aids support services
- Legal issues and consultation on HIV/AIDS
- Rural programmes and outreach
- In and out of school youth programmes
- Women programmes
- Condom education, promotion and distribution

The main criteria for funding were as follows:

- NGO, CBO and FBO consortiums must be according to district needs and recommendations.
- Consortium to comprise of NGOs, CBOs and FBOs with good track record on HIV/AIDS.
- Members of the consortium who were previously funded to submit audited financial statements.
- Organizations were funded as consortiums/clusters not as individual organizations.
- Application from individual organizations to be accepted only from Xhariep for consolidation by the mentor (Naledi Hospice)

However, no funds have been allocated to any of NGOs or CBOs within the municipality.

Table 5.43: *HIV and Aids Management Framework*

PREVENTION
1. STD Management
2. Promoting safer sex
3. Reducing mother-to-child transmission
4. Ensuring safe blood supplies
5. Appropriate post-exposure services
6. Voluntary HIV testing and counseling
TREATMENT, CARE &
7. Care in health facilities
8. Care in the community (Home Based Care)
9. Orphans
SA's STRATEGIC HIV/AIDS PLAN
RESEARCH, MONITORING &
10. Vaccine development
11. Treatment and care options
12. Policy implementation
13. Surveillance & monitoring
RIGHTS
14. Culture of openness and acceptance
15. Monitor human rights abuses related to HIV

5.10 POVERTY ALLEVIATION AND GENDER EQUATY PROGRAMME

POVERTY ALLEVIATION AND GENDER EQUATY PROGRAMME	*Available?*	✓
Reviewed as required?		✗
Adequate to be regarded as management framework for the functional area?		✗

Each municipality experience similar and different local poverty situations and gender related problems. The following is a set of principles/guidelines that can be incorporated within the strategies of the municipality:

- ❑ Involve disadvantaged groups at the planning stage to ensure full ownership of projects/development/transformation.
- ❑ Community profile: establish a directory of organizations and vulnerable people at ward level.
- ❑ When disadvantaged people receive ownership of land a conscious effort must be made to ensure access to sustainable methods of production.
- ❑ Engage with farmers' unions/merging associates to enable involvement of all role-players in agriculture development.
- ❑ Involve tribal authorities in planning and projects.
- ❑ Cluster similar organizations /projects to use resource better.
- ❑ Consciously develop skills.
- ❑ Provide support to disadvantaged people with tender applications and simplify the process to promote access to tenders.
- ❑ Community mobilization e.g. street committee, networking.
- ❑ Illegal immigrants should be dealt with and planned for together with other areas and SADC.
- ❑ Implementation of free basic water.
- ❑ Focused targeting.
- ❑ Intervention based on well-researched information.
- ❑ Allocate funds over long periods.
- ❑ Appropriate support, monitoring and capacity programs.
- ❑ Integrated approach (multi sectoral)
- ❑ Strengthen local partnerships.
- ❑ Contextualise intervention (local context).

5.10.1 Integration of Targeted Groups

The Phumelela Local Municipality has taken a conscience decision to integrate the principle of enhancing the interests of women, the youth, persons with disabilities and other targeted groups into all of its programmes, projects and initiatives. It efforts in this regard are driven by the following initiatives:

The African Youth Charter

- Every young person shall be entitled to the enjoyments of the rights and freedoms recognized and guaranteed in this Charter irrespective of their race, ethnic group, colour, sex, language, religion, political or other opinion, national and social origin, fortune, birth or other status.
- Every young person has the right to leave any country, including his/her own, and to return to his/her country.
- Every young person shall be assured the right to express his or her ideas and opinions freely in all matters and to disseminate his or her ideas and opinions subject to the restrictions as are prescribed by laws.
- Every young person shall have the right to free association and freedom of peaceful assembly in conformity with the law.
- Every young person shall have the right to freedom of thought, conscience and religion.
- No young person shall be subject to the arbitrary or unlawful interference with his/her privacy, residence or correspondence, or to attacks upon his/her honour or reputation.
- The family, as the most basic social institution, shall enjoy the full protection and support of States Parties for its establishment and development noting that the structure and form of families varies in different social and cultural contexts.
- Every young person shall have the right to own and to inherit property.
- Every young person shall have the right to social, economic, political and cultural development with due regard to their freedom and identity and in equal enjoyment of the common heritage of mankind.
- Every young person shall have the right to participate in all spheres of society.

- Every State Parties shall develop a comprehensive and coherent national youth policy.

- The policy shall be cross-sectoral in nature considering the interrelatedness of the challenges facing young people; b) The development of a national youth policy shall be informed by extensive consultation with young people and cater for their active participation in decision-making at all levels of governance in issues concerning youth and society as a whole; c) A youth perspective shall be integrated and mainstreamed into all planning and decision-making as well as programme development.

- Every young person shall have the right to education of good quality.

- States Parties shall: Recognise the right of young people to a standard of living adequate for their holistic development.

- Every young person shall have the right to gainful employment.

- Every young person shall have the right to enjoy the best attainable state of physical, mental and spiritual health.

- In view of the important role of youth in promoting peace and non-violence and the lasting physical and psychological scars that result from involvement in violence, armed conflict and war, States Parties shall:
  a) Strengthen the capacity of young people and youth organisations in peace building, conflict prevention and conflict resolution through the promotion of intercultural learning, civic education, tolerance, human rights education and democracy, mutual respect for cultural, ethnic and religious diversity, the importance of dialogue and cooperation, responsibility, solidarity and international cooperation;
  b) Institute mechanisms to promote a culture of peace and tolerance amongst young people that discourages their participation in acts of violence, terrorism, xenophobia, racial discrimination, gender-based discrimination, foreign occupation and trafficking in arms and drugs;
  c) Institute education to promote a culture of peace and dialogue in all schools and training centres at all levels;
  d) Condemn armed conflict and prevent the participation, involvement, recruitment and sexual slavery of young people in armed conflict;
  e) Take all feasible measures to protect the civilian population, including youth, who are affected and displaced by armed conflict;
  f) Mobilise youth for the reconstruction of areas devastated by war, bringing help to refugees and war victims and promoting peace, reconciliation and rehabilitation activities;
  g) Take appropriate measures to promote physical and psychological recovery and social reintegration of young victims of armed conflict and war by providing access to education and skills development such as vocational training to resume social and economic life.

- Every young person accused or found guilty of having infringed the penal law shall have the right to be treated with humanity and with respect for the inherent dignity of the human person.

- States Parties shall ensure the use of sustainable methods to improve the lives of young people such that measures instituted do not jeopardise opportunities for future generations.

- States Parties shall take the following steps to promote and protect the morals and traditional values recognised by the community: a) Eliminate all traditional practices that undermine the physical integrity and dignity of women; b) Recognise and value beliefs and traditional practices that contribute to development; c) Establish institutions and programmes for the development, documentation, preservation and dissemination of culture; d) Work with educational institutions, youth organisations, the media and other partners to raise awareness of and teach and inform young people about African culture, values and indigenous knowledge; e) Harness the creativity of youth to promote local cultural values and traditions by representing them in a format acceptable to youth and in a language and in forms to which youth are able to relate; f) Introduce and intensify teaching in African languages in all forms of education as a means to accelerate economic, social, political and cultural development; g) Promote inter-cultural awareness by organising exchange programmes between young people and youth organisations within and across States Parties.

- States Parties shall recognise the right of young people to live anywhere in the world. In this regard, they shall**:** a) Promote the equivalence of degrees between African educational institutions to enable the youth to study and work in State Parties; b) Promote the recruitment of African youth with specialized skills, in the spirit of African solutions for African problems, according to national policies and priorities; c) Facilitate youth organisations to liaise and collaborate with the African youth Diaspora; d) Establish structures that encourage and assist the youth in the diaspora to return to and fully re-integrate into the social and economic life in Africa;e) Promote and protect the rights of young people living in the diaspora; f) Encourage young people in the diaspora to engage themselves in development activities in their country of origin.

- Young people shall have the right to rest and leisure and to engage in play and recreational activities that are part of a healthy lifestyle as well as to participate freely in sport, physical education drama, the arts, music and other forms of cultural life.

- States Parties acknowledge the need to eliminate discrimination against girls and young women according to obligations stipulated in various international, regional and national human rights conventions and instruments designed to protect and promote women's rights.

- States Parties recognise the right of mentally and physically challenged youth to special care and shall ensure that they have equal and effective access to education, training, health care services, employment, sport, physical education and cultural and recreational activities.

- State Parties shall take all appropriate steps to eliminate harmful social and cultural practices that affect the welfare and dignity of youth

- Every young person shall have responsibilities towards his family and society, the State, and the international community. Youth shall have the duty to: a) Become the custodians of their own development; b) Protect and work for family life and cohesion; c) Have full respect for parents and elders and assist them anytime in cases of need in the context of positive African values; d) Partake fully in citizenship duties including voting, decision making and governance; e) Engage in peer-to-peer education to promote youth development in areas such as literacy, use of information and communication technology, HIV/AIDS prevention, violence prevention and peace building; f) Contribute to the promotion of the economic development of States Parties and Africa by

placing their physical and intellectual abilities at its service; g) Espouse an honest work ethic and reject and expose corruption; h) Work towards a society free from substance abuse, violence, coercion, crime, degradation, exploitation and intimidation; i) Promote tolerance, understanding, dialogue, consultation and respect for others regardless of age, race, ethnicity, colour, gender, ability, religion, status or political affiliation; j) Defend democracy, the rule of law and all human rights and fundamental freedoms; k) Encourage a culture of voluntarism and human rights protection as well as participation in civil society activities; l) Promote patriotism towards and unity and cohesion of Africa; m) Promote, preserve and respect African traditions and cultural heritage and pass on this legacy to future generations; n) Become the vanguard of re-presenting cultural heritage in languages and in forms to which youth are able to relate; o) Protect the environment and conserve nature.

(Source: African Youth Charter)

The Phumelela Local Municipality also prescribes to the principles set out in the *Framework for Youth Development at Local Government* (published by the former Department of Provincial and Local Government in 2008), which are as follows:

- **Strengths-based:** young women and young men have gifts and talents that should be identified, and they should be provided with opportunities to exercise and enhance these gifts and talents;
- **Human rights:** Youth development must promote non-discrimination, adhere to democracy and good governance and protect human rights;
- **Partnership**: Young women and young men are active partners and beneficiaries in their own development; therefore, young women and young men should be provided with opportunities for leadership during the course of the programme;
- **Diversity:** Young women and young men are a heterogeneous group: e.g. women; rural based with a disability; HIV and AIDS infected and affected; and may have particular needs that should be catered for;
- **Holistic:** Young women and young men have a broad range of inter-related needs; therefore, youth development should address young people's needs holistically in an integrated manner;
- **Empowerment**: Young women and young men need opportunities to engage in skills development, education and sustainable livelihoods;
- **Dignity and respect:** Youth development should instill a sense of worth, purpose and direction;
- **Transformation:** Youth development is a dynamic process that transforms individuals, communities and society;
- **Relevance:** Youth development should be located in relevant contexts: family, community and work place sectors;
- **Participation:** Youth development should assist young people to become active and contributing citizens;
- **Equity:** Young people should have equal access to developmental opportunities. Youth development should promote equal redistribution of societal, political, and economic power and should strengthen young people's power to utilize such resources to meet their needs;
- **Effectiveness:** Youth development should meet the needs of young people and produce desired results and outcomes;
- **Sustainability:** Youth development should meet the needs of the current and future generations through social advancement, environmental protection, and economic prosperity. Sustainability must be reflected in strategic and business plans, and budgets. It must inform planning and decision making; and

- **Accountability:** Everyone who renders youth development services should be held accountable for the delivery of appropriate and quality services. Youth development initiatives should instill accountability and responsibility in young people.

Convention on the Rights of Persons with Disabilities

The principles of the present Convention shall be:
(*a*) Respect for inherent dignity, individual autonomy including the freedom to make one's own choices, and independence of persons;
(*b*) Non-discrimination;
(*c*) Full and effective participation and inclusion in society;
(*d*) Respect for difference and acceptance of persons with disabilities as part of human diversity and humanity;
(*e*) Equality of opportunity;
(*f*) Accessibility;
(*g*) Equality between men and women;
(*h*) Respect for the evolving capacities of children with disabilities and respect for the right of children with disabilities to preserve their identities.
(Source: Convention on the Rights of Persons with Disabilities)

In operationalising these ideals, the Phumelela Local Municipality prescribes to the principles and best practices set out in the *Disability Framework for Local Government, 2009-2014* (published by the former Department of Provincial and Local Government and SALGA). This document identifies the following issues that face persons with disabilities; which could thus be regarded as focal points for future interventions:

Other key issues and challenges that face people with disabilities in achieving equality, inclusion and empowerment are:

- Employment: There is a serious lack of employment opportunities for people with disabilities and a high level of discrimination against them.
- Transport: There is lack of accessible public transport for the physically challenged, the visually impaired and hearing impaired people, which makes it extremely difficult for them to travel to places of employment and health facilities.
- Housing: Houses are often not accessible to people with disabilities.
- Accessibility: Most public and private buildings are not designed to cater for the needs of people with disabilities.
- Public schools: These are often not designed to be accessible for people with disabilities, and children whose parents have some form of a disability are often excluded from education opportunities due to financial constraints.
- Social security: There is still a problem in that some people with disabilities are still not able to access disability grants.
- Assistive devices: People with disabilities have inadequate access to assistive devices, such as wheel chair, white canes and Braille machines.
- Advocacy: Not enough awareness programmes are implemented which could curb misconceptions about people with disabilities and enhance the concept of self-representation.

- Funding: There is a lack of adequate funding to support disability-related initiatives.

The Municipality is envisaging planning future strategies and initiatives focused on persons with disabilities based on the following structural arrangements recommended in the above-mentioned guidelines:

Role of the Mayor and Executive Mayor's Offices

The role of mayors is to:

- Politically champion disability issues in line with the Mayor's Handbook stipulations.
- Ensure that programmes and projects are coordinated and implemented, and oversee the promotion and advancement of the rights of people with disabilities.
- Provide oversight and respond to advocacy campaigns by civil society organizations.

Role of the Municipal Managers' Offices

The role of the municipal managers' offices is to:

- Prioritize disability issues and integrate them in IDPs.
- Implement agreed performance management targets related to disability.
- Ensure a twin-track approach to mainstreaming disability components in all the departments/directorates of the municipality.
- Coordinate and mainstream disability policies in strategies and structures.
- Monitor and evaluate programmes implemented by departments and directorates for disability responsiveness or sensitivity.
- Network and liaise with disability forums.
- Develop progress reports on disability issues in the local level sphere.
- Ensure that all reports (e.g. the Section 46 Reports) provide information about employment of people with disabilities within municipalities, service delivery to members of the community with disabilities and overall mainstreaming of disability within the municipality.

Roles of Disability Focal Persons

The National Disability Policy suggests the following roles and responsibilities of the disability focal person:

- Liaise with the Provincial and Local Government Department and Office on the Status of Disabled Persons in the Premier's Office on disability issues.
- Lead the process of developing sector-specific indicators in the municipality.
- Conduct sector-specific analysis on disability disparities to ensure a comprehensive sector plan.
- Provide guidance for disability analysis and facilitate mainstreaming of disability into the IDP.
- Develop and facilitate the implementation of the Municipal Disability Action Plan.
- Implement and evaluate cross-cutting programmes such as poverty alleviation, job creation, HIV and AIDS and rural strategy and ensure responsiveness to disability.
- Ensure the implementation of the Disability Framework for Local Government.
- Collaborate with other components within the municipality to ensure the mainstreaming of disability throughout the municipality.

Role of Municipal Departments

In order to effectively address the needs of and provide development opportunities for people with disabilities, municipal directorates should, among other things, undertake to:

- Set performance measures in relation to disability for directorate personnel and monitor and evaluate performance.
- Integrate disability components into budgets, programmes, policies, legislation and strategies.

- Implement programmes of benefit to people with disabilities in conjunction with civil society organizations of and for people with disabilities.
- Establish disability directorates/units/focal points with built-in appraisal systems.
- Prepare and submit reports to oversight committees and to management structures.
- Include disability information in all reports.

Disability Forums

Local Government is a sphere of government that consists of three levels of government which are autonomous. The implementation of this framework will be at all the three levels and it will require a coordinating forum to steer its implementation. The forum will be at the national level, ensuring the implementation and monitoring the progress thereof.

The forum will comprise disability coordinators from the COGTAs, Provincial and National, and the South African Local Government Association. Its role should be to:

- Develop mechanisms to monitor the progress and impact of disability.
- Ensure participation by people with disabilities in decision-making forums and other structures.
- Establish links with mayors' offices, municipal managers and the Human Rights Commission to monitor human rights violations.
- Visit NGOs and CBOs to establish and promote optimal utilization of resources and give assistance where possible.
- Develop progress reports on disability service provisioning and programming with recommendations every six months and submit them to councils.
- Identify needs and opportunities for lobbying.

Role of Organizations for People with Disabilities

Monitoring and evaluation of the implementation of this framework is a key to effectively mainstreaming disability at local government. Participatory monitoring with organizations representing the interests of people with disabilities is crucial to ensure that proper developmental priority needs of people with disabilities are addressed.

The role of organizations for people with disabilities should be to:

- Identify needs and priorities of people with disabilities in workplaces and communities and communicate them.
- Participate in the planning, implementation and evaluation of services and measures concerning the lives of people with disabilities.
- Contribute to public awareness and advocacy for change.
- As instruments of self-help, provide and promote opportunities for the development of skills in various fields, mutual support among members and information sharing.
- Perform their advisory role in many different ways, such as having permanent representation on ward and other committees, municipal and local government structures and boards of government-funded agencies, serving on public commissions, and providing expert knowledge on different projects.
- Play an ongoing advisory role in order to develop and deepen the exchange of views and information between the state and these organizations.
- Make sure that they are permanently represented on the provincial and local government coordinating committees or similar bodies.
- The role of local organizations of people with disabilities should be developed and strengthened to ensure that they influence matters at the community level.

Empowering Women

The Phumelela Local Municipality has aligned its decisions regarding appropriate strategies to address issues related to the empowerment of women with the following guidelines of ETU regarding this topic:
(Source: http://www.etu.org.za/)

Repealing discriminatory laws and passing new laws to give rights to women

One of the most important tasks of the democratic government was to repeal laws and policies that discriminated against women. These laws and policies give women rights that they were previously denied.
New laws such as the Employment Equity Act, the Labour Relations Act and the policy of affirmative action, mean that employers (in the public and private sector) must introduce programmes, which ensure the representation of women in all professions and job grades, at equal pay and guarantees maternity rights.
Government is also working to ensure that gender issues are mainstreamed in all its programmes and structures, and has created a gender machinery to monitor and advise government. This consists of the Offices on the Status of Women in the Presidency, Premiers and Mayoral offices, the Commission for Gender Equality, gender desks in departments and gender committees in Parliament and Legislatures.
The intention of the Municipality is to align itself to this ideal by ensuring that its by-laws, policies and strategies are women-friendly, supportive of women development and non-discriminatory on the basis of gender.

Empowering women

Part of mainstreaming gender is to ensure that specific attention is paid to the improvement of the status of women. And, since women make up the largest percentage of the poor and unemployed, all poverty alleviation programmes and projects target women. Furthermore, because women continue to be the primary care givers in communities, programmes aimed at other vulnerable groups such as children, the elderly, disabled and sick also tend to target them.

Ending woman abuse

Women abuse - physically, emotionally, financially, and sexually, is a serious social problem in our communities. The Justice system also includes new protections against all forms of woman abuse. For example, laws against rape and domestic violence have been strengthened and the police and courts now have new mandates to deal with violence against women.
See the paralegal manual on this website for more details..

Transforming gender relations

Gender relations are also about interpersonal relations and cultural norms, which government cannot regulate. Government can for example enforce the law that men must pay maintenance, but it cannot force men to help with childrearing and nurturing. That is why women continue to mobilise and join hands with men to ensure transformation of gender relations in all aspects of our society - in the family, religious institutions, culture, the media, etc.

The Municipality aligns itself with the sentiments and proposed actions aimed at improving the role and co-option of women into local government expressed by Deputy Minister, *Nomatyala Hangana*, regarding the then Department of Provincial and Local Government's response to the issue:

- The first intervention targeted the workplace, with the expressed aim to increase job opportunities available to women. We have in the Employment Equity Act, a tool to ensure the upward mobility for women in the labour market and to break the glass ceiling that has prevented women from growing and having the same access to job opportunities as their male counterparts. This challenge calls for a decisive and comprehensive response. It

requires that the institutional capacity must be created in municipalities that will promote awareness around issues of gender equity. Like the Chief Directorate for Women in the National COGTA**,** these units would be required to monitor progress, make recommendations and implement capacity building programmes.

- The second intervention is a more direct attack on the economic condition that most women find themselves in. In this regard preferential procurement processes have been developed to ensure that women benefit directly – strategy which encourages businesses to bring more women into their management and ownership structures. Municipalities are ideally placed to fulfil this role due to their proximity to communities. They have the power to bring large numbers of women into the formal economy and in doing so, reduce the size of the second economy.
- Local economic development is a key weapon in the war against poverty, a social scourge that affects the lives of South Africans. Women are particularly vulnerable as they are mostly afflicted by the lack of basic services and underdevelopment. Local economic development is critical because it stimulates economic activity where people live. Local economic development means creating jobs where people live. Local economic development plays a central role in our job creation and moral regeneration programmes.
  A woman-friendly local economic development plan is aware of the obstacles that women face and provides an enabling environment to facilitate their participation.

Based on the above-mentioned, the Phumelela Local Municipality aligns itself with the following aims expressed by the then Deputy Minister:

- Development of a strategy to raise the public profiles of women councillors and municipal managers;
- Mobilising political party support for equal representation; and
- Facilitating democracy and governance training for councillors.

(*Nomatyala Hangana - Women in local government: Deeping democracy through local government elections - Tshwane women assembly, 26 August 2005)*

5.11 INTEGRATED COMMUNITY PARTICIPATION AND COMMUNICATION STRATEGY

The community participation strategy of the Phumelela Local Municipality focuses on compliance with the requirements of the Municipal Systems Act, 2000 and the Municipal Planning and Performance Management Regulations, 2001 in the manner in which the municipality organises its engagement structures and processes. In this regard, overall aim of the Municipality's participation strategy is to develop a culture of municipal governance that complements formal representative government with a system of participatory governance. In this regard, the objectives of the Municipality's participation processes are as follows (related to the requirements of s. 16 of the Systems Act, 2000):

- Encourage, and create conditions for, the local community to participate in the affairs of the municipality, including the preparation, implementation and review of its integrated development plan; the establishment, implementation and review of its performance management system; the monitoring and review of its performance, including the outcomes and impact of such performance; the preparation of its budget; and strategic decisions relating to the provision of municipal services.
- Contribute to building the capacity of the local community to enable it to participate in the affairs of the municipality; councillors and staff to foster community participation; and use its resources, and annually allocate funds in its budget, as may be appropriate for the purpose of implementing the IDP, PMS and community engagement initiatives.

The Municipality has implemented the following arrangements to ensure compliance with the requirements of section 17 of the Municipal Systems Act, 2000:

Table 5.44: *Community Participation Arrangements*

Receipt, processing and consideration of petitions and complaints lodged by members of the local community	Addressed comprehensively in the Municipal Turnaround Strategy; with the aim of ensuring easier and speedy attention will be given to petitions and complaints of the community.
Notification and public comment procedures, when appropriate; public meetings and hearings by the municipal council and other political structures and political office bearers of the municipality, when appropriate; consultative sessions with locally recognised community organisations and, where appropriate, traditional authorities; report-back to the local community.	The Municipality advertise community engagements sessions regarding its budget, IDP, PMS and/or annual reporting cycles in local newsletters. Councilors, with specific reference to ward councillors, are also utilised to inform the community about such events

The Phumelela LM strives to render its services within the context of Batho Pele. This implies that its service improvement structures and procedures recognises the eight principles associated with Batho Pele as critical performance indicators to measure the manner and spirit in which services are rendered to community. These are:

1. **Consultation**

There are many ways to consult users of services including conducting customer surveys, interviews with individual users, consultation with groups, and holding meetings with consumer representative bodies, NGOs and CBOs. Often, more than one method of consultation will be necessary to ensure comprehensiveness and representativeness. Consultation is a powerful tool that enriches and shapes government policies such as the Integrated Development Plans (IDPs) and its implementation in Local Government sphere.

2. **Setting service standards**

This principle reinforces the need for benchmarks to constantly measure the extent to which citizens are satisfied with the service or products they receive from departments. It also plays a critical role in the development of service delivery improvement plans to ensure a better life for all South Africans. Citizens should be involved in the development of service standards.

Required are standards that are precise and measurable so that users can judge for themselves whether or not they are receiving what was promised. Some standards will cover processes, such as the length of time taken to authorise a housing claim, to issue a passport or identity document, or even to respond to letters.

To achieve the goal of making South Africa globally competitive, standards should be benchmarked (where applicable) against those used internationally, taking into account South Africa's current level of development.

3. **Increasing access**

One of the prime aims of Batho Pele is to provide a framework for making decisions about delivering public services to the many South Africans who do not have access to them. Batho Pele also aims to rectify the inequalities in the distribution of existing services. Examples of initiatives by government to improve access to services include such platforms as the Gateway, Multi-Purpose Community Centres and Call Centres.

Access to information and services empowers citizens and creates value for money, quality services. It reduces unnecessary expenditure for the citizens.

4. **Ensuring courtesy**

This goes beyond a polite smile, 'please' and 'thank you'. It requires service providers to empathize with the citizens and treat them with as much consideration and respect, as they would like for themselves.

The public service is committed to continuous, honest and transparent communication with the citizens. This involves communication of services, products, information and problems, which may hamper or delay the efficient delivery of services to promised standards. If applied properly, the principle will help demystify the negative perceptions that the citizens in general have about the attitude of the public servants.

5. **Providing information**

As a requirement, available information about services should be at the point of delivery, but for users who are far from the point of delivery, other arrangements will be needed. In line with the definition of customer in this document, managers and employees should regularly seek to make information about the organisation, and all other service delivery related matters available to fellow staff members.

6. **Openness and transparency**

A key aspect of openness and transparency is that the public should know more about the way national, provincial and local government institutions operate, how well they utilise the resources they consume, and who is in charge. It is anticipated that the public will take advantage of this principle and make suggestions for improvement of service delivery mechanisms, and to even make government employees accountable and responsible by raising queries with them.

7. **Redress**

This principle emphasises a need to identify quickly and accurately when services are falling below the promised standard and to have procedures in place to remedy the situation. This should be done at the individual transactional level with the public, as well as at the organisational level, in relation to the entire service delivery programme.

Public servants are encouraged to welcome complaints as an opportunity to improve service, and to deal with complaints so that weaknesses can be remedied quickly for the good of the citizen.

8. **Value for money**

Many improvements that the public would like to see often require no additional resources and can sometimes even reduce costs. Failure to give a member of the public a simple, satisfactory explanation to an enquiry may for example, result in an incorrectly completed application form, which will cost time to rectify.

(Source: http://www.dpsa.gov.za/batho-pele/Principles.asp)

The Municipality has arranged its strategic planning and operating arrangements in such a manner that it complies with the requirements for the publication of service standards and the measuring and reporting of actual delivery against these standards. This includes the requirements of the Batho Pele programme regarding service standards, *viz.:*

- ❑ specify the main services to be provided to the different types of actual and potential customers, based on an assessment of their needs;
- ❑ contain the consultation arrangements with actual and potential customers to determine their needs;
- ❑ specify the mechanisms or strategies to be utilized progressively to remove the barriers so that access to services is increased; with due regard to the customers' means of access to the services and the existing barriers to increased access,
- ❑ contain arrangements as to how information about services is to be provided; and
- ❑ stipulate a system or mechanisms for handling complaints.

In setting service standards, the Municipality incorporates the viewpoints and wishes of its customers through its engagement structures and systems. In applying this principle, the municipality attempts to address the following requirements through its IDP and/or SDBIPs and subsequently its performance reports:

- **Quantity**: Are the services and products supplied in sufficient volume and diversity to sustain basic needs?
- **Quality**: Are the services and products of such quality that they will last for an appropriate period of time so that they do not have to be re-supplied at additional cost?
- **Time/Timeliness**: Are the services and products rendered on time so that customers can derive maximum benefit from them?
- **Value for money**: Is the cost of the product or service balanced against the value derived by the recipient? Irrespective of whether or not customers pay directly for products and services, it is important that the cost of the product or service is balanced against the value derived by the recipient.
- **Access**: Are the services and products being delivered at the ideal locality to relevant customers to enable them to make best use of them, without incurring undue cost to gain access to the point of delivery?
- **Equity**: Are the services and products provided without discrimination?

(Source: http://www.dpsa.gov.za/batho-pele/Principles.asp)

Communication Strategy

The purpose of communication in local government is to fulfil the mandate and duty to consult with and inform the public about services impacting on their daily lives. Councillors, managers and the public should understand the chain of events in a municipality's communication system and they should be sensitive to all conditions that impact on the environment in which they are operating.

The function of communication in municipalities is directly linked to the function of meeting the information needs of society. Therefore, all councillors and employees should perform their functions with the knowledge that the purpose of all messages is to satisfy the community's most urgent expectations.

Communication in local government is a process aiming at the sharing of information between a municipality and all its stakeholders. It requires the establishment of an interactive process that should be aligned with the Integrated Development Plan of a municipality. To ensure that the flow of communication is effective and efficient, it is essential that a communication strategy is developed. The purpose of a municipal communication strategy is to convey correct, clear and simple messages on a regular basis to all internal and external stakeholders in a transparent manner. This will, on the one hand, ensure that councillors and career officials:

- Are familiar with the expectations of the stakeholders;
- Convey clear messages to all relevant stakeholders;
- Identify and apply appropriate communication methods; and
- Frequently communicate with all the stakeholders.

On the other hand it would ensure that community members are informed about the processes available to them to participate in local government affairs and to play a watchdog role in the level and quality services that they are getting from their municipality.

In addition to the theoretical foundation for communication in a municipal setup, there is also a comprehensive policy framework comprising of national government legislation and other policy documents. It is essential that any municipality's communication strategy is aligned with the directives stipulated in the legislation and the relevant policy documents.

Communication Policy Framework

A variety of local government related legislation, including the **Constitution of the Republic of South Africa, 1966** (Act 108 of 1966) (herein after referred to as the Constitution) contains provisions in respect of communication. In order to ensure that the municipality adheres to these provisions, it is necessary to provide an overview of these directives and requirements.

The Constitution

One of the objectives of local government is to encourage the involvement of communities and community organisations in the matters of local government [Section 152 (1) (e)]. In practical terms this 'involvement' requires, amongst others, the existence of a sound basis for communication through which, on the one hand, the stakeholders can be informed about municipal matters and requirements. On the other hand it serves the purpose of enabling community members to inform the municipality about their needs and opinions.

In addition to this stipulation, the Constitution also provides for basic values and principles governing the activities of all spheres of government. In terms of Section 195 (1) (e), peoples' needs should be responded to and the public must be encouraged to participate in policy-making. Also this provision can be directly related to communication as an essential component of participation.

The White Paper on Local Government, 1998

The White Paper on Local Government has clear references to community participation and, as explained above, by implication also to communication. In the White Paper developmental local government is defined as the establishment of local institutions that are committed to work with citizens and groups within the community to identify and implement sustainable ways to meet social, economic and material needs of the community. This requires the active participation of community members in their capacities as voters, participants in policy processes, clients as consumers of goods and services and as partners in the mobilization of resources. For this to happen, municipalities must create an environment within which all the stakeholder including the municipality itself could communicate effectively and efficiently.

Local Government: Municipal Systems Act, 2000 (Act 32 of 2000)

The Systems Act contains numerous references to participation by community members in the affairs of municipalities. The idea is not to provide a complete list of these provisions here, but merely to indicate to which

extent communication forms part of the whole system of local governance. Chapter 4 of the Systems Act deals extensively with the issue of community participation. Section 21 deals directly with communication to local communities. In terms of this Section, notifications to the community must be done by means of newspaper advertisements and reports or radio broadcasts. It furthermore regulates the use of official languages in communication. Members of the community could also be invited to prepare and submit their own written comments on particular matters. In cases where certain members of the community are not able to prepare their own submissions, municipalities must assist such persons to compile their submissions.

The processes that municipalities must follow for the development of their integrated development plans include consultation of communities with regard to their development needs and priorities as well as participation in the drafting of the IDP.

Stipulations by the Systems Act regarding communication are not limited to external affairs. It also contains provisions that deal with internal communication in implementation and review of the performance management system of a municipality. In particular the community must be involved in the development of appropriate key performance indicators and performance targets for a municipality. In terms of Section 51 (1) (iii) of this Act, municipal managers should be responsive to the needs of the community to participate in municipal affairs.

Local Government: Municipal Structures Act 1998 (Act 117 of 1998)

This Act regulates matters connected with local government and its internal systems and structures, including ward committees. These committees serve the purpose of increasing the participation of community members in local government affairs. A ward committee is the link between the inhabitants of a ward and a particular municipality. It serves as advisory body on matters affecting the people residing in a ward. The most important role of such committees is to make recommendations to the municipality.

STRATEGIC GOAL: Communication with all stakeholders is effective and efficient.

Objective 1: *Consultation*- Members of the community are consulted about the level and quality of services they receive.

Objective 2: *Service standards*- Community- and staff members are aware of the standard of communication.

Objective 3: *Access*- Community members are aware that they are entitled to equal access to all communication processes.

Objective 4: *Courtesy*- All members of the community are treated in a courteous way during communication with councillors and/or career officials.

Objective 5: *Information*- Full and accurate information about all municipal services and other affairs is available to the public as and when required.

Objective 6: *Openness and transparency*- The public is informed how municipal decisions and operations are taken and conducted and what their implications are/will be.

Objective 7: *Value for money*- Messages to the public are conveyed on a value for money basis.

Objective 8: *Redress*- Complaints by the public about deviations from promised communication standards are responded to in a sympathetic and positive way, apologised for, explained and speedily remedied.

Table 5.45: *Operationalisation of the Municipal Communication Strategy*

Strategic Objective	Activity	Key Performance Indicator	Base-line	Key Performance Target				
				Quarter 1	Quarter 2	Quarter 3	Quarter 4	Annual Target
Consultation: Members of the community are consulted about the level and quality of services they receive.	NGO & CBO data base is developed and updated.	List of all NGOs and CBOs is kept and available to the public.						
	Stakeholder forums are established and functional.	Number of forums established.						
		Number of forum meetings per annum.						
	Community members participate actively in IDP review processes.	IDP representative forum established.						
		Number of IDP consultation meetings per annum.						
	Assessment of the state of service delivery completed and responded to.	Number of service delivery research projects completed.						
		Community satisfaction surveys conducted and research findings implemented and monitored.						
	The public receives feedback after every consultation session.	Number of post-consultation feedback given to communities.						
	Consultation and official notices are conducted and disseminated in Afrikaans, Sesotho and	Number of consultations and official notices conducted and disseminated in Afrikaans, Sesohto and English.						

	English.							
	Frontline staff members are trained in professional communication	Number of frontline staff trained in professional communication.						
Service standards: Community- and staff members are aware of the standard of communication.	The standard of communication is evaluated frequently.	Frequency of evaluation of the standard of communication.						
		Number of updates in the alignment of communication standards with district and provincial standards conducted.						
		Number of reviews of communication standards.						
		Number of feedback sessions to the public about communication standards evaluation.						
		Number of opportunities open and accessible for inputs to the public for feedback on communication standards.						
	Internal communication channels are created and utilised to full potential.	Number of newsletters distributed to all internal role players.						
		Number of staff meetings conducted at all levels of the hierarchy.						
		Number of surveys conducted to establish the employee satisfaction levels.						
Access: Community members are aware that they are entitled to equal access to all municipal services.	Equality among the public is promoted by means of news letters and workshops	Number of equality awareness news letters distributed.						
		Number of equality awareness workshops conducted by ward committees.						
	Consultation	Number of separate						

	sessions are conducted on a regular basis in all towns to identify the unique needs.	consultation sessions held in all towns to identify their specific needs.						
	Community structures are invited to participate in the identification of key performance indicators.	Number of representatives of different community structures invited to participate in identifying key performance indicators.						
	The obligation to treat all customers equally is enshrined in the job descriptions	Number of job descriptions with specific reference to the equal treatment of all customers.						
	Community forms are established and encouraged to interact with the MLM.	Number of community forums actively involved in municipal affairs.						
	Ward committees conduct regular information sessions in their wards.	Number of monthly information sessions conducted by ward councillors in their wards during each financial year.						
	Regular liaison takes place with the media.	Number of media releases made.						
		Number of media enquiries received.						
	The Mayor is actively involved in public communication events.	Number of ceremonial functions organised by the Office of the Mayor and attended by the Mayor.						
		Number of meetings and functions attended by Mayor.						

		Number of media releases made by Mayor.						
		Number of public addresses by the Mayor.						
	Mechanisms are utilised to market the MLM.	Number of marketing material distributed.						
		Number of marketing and publicity events.						
Courtesy: All members of the community are treated in a courteous way during interactions with councillors and/or career officials.	Communication with stakeholders is impartial at all times.	Number of stakeholder groups that participated in communication sessions.						
		Number of interpreters identified and available on request.						
	Councillors and career officials set the example for practicing mutual respect.	Number of frontline staff equipped with communication skills to handle difficult customers.						
		Number of training sessions in courtesy communication to municipal councillors and employees.						
		Number of opportunities created for community forms to participate in the development/participation in the performance management system.						
	Interpersonal communication between staff is strengthened by the application of sound management and team - building	Number staff members who attended team building sessions.						
		Number of staff members of each department attended listening skills						

	practices.	training.						
Information: Full and accurate information about all municipal services and other affairs is available to the public as and when required.		Number of ward committees established.						
		Number of ward committee meetings conducted per annum.						
		Number of members of the public attended ward committee meetings and other proceedings.						
		Number of ward committee suggestions included in council agendas per annum.						
		Number of council resolutions made based on ward committee inputs.						
	All information is available in Sesotho, Afrikaans and English at request.	Number of translations done in the language of choice at the request of members of the public.						
		Number of dictionaries available at information points where minority languages are being used.						
		Number of staff members attended courses to learn a new language (Afrikaans, Sesotho or English).						
		Number of councillors attended training in communication during his/her first						

		year in office.						
	Information is readily available at any reasonable time to any member of the public.	Number of decisions classified as confidential by Council.						
Openness & Transparency: The public is informed how municipal decisions and operations are taken and conducted and what their implications are/will be.	Stakeholders participate actively in local government affairs	Number of members of the public attended council meetings.						
		Number of meetings conducted to disseminate information to all staff members.						
		Number of newsletters circulated to all stakeholders.						
		• Number of responses by Council to suggestions made by means of suggestion boxes.						
		• Minimum timeframe for feedback to customers.						
		• Frequency of availability of statistics on public feedback on employee communication.						
		• Performance standards include communication standards.						
		• Number of communication development programs and projects attended by council members.						

		• Number of invitations to community to participate in properly coordinated and managed events to ensure that all residents have an equal right to participate.						
		• Number of community and stakeholder organisations invited to register as members of the IDP Representative Forum.						
Value for Money: Messages to the public are conveyed on a value for money basis.	Guidelines for communication are developed and implemented.	• Guidelines developed and made available to the public.						
	Funds are allocated annually for communication development and communication resources and infrastructure development.	• Number of communication development programmes presented.						
		• Budget allocation for communication resources and infrastructure.						
	External communication channels are developed and utilised to full potential:	• Number of information sessions held (community meetings, road shows, awareness campaigns, etc). • Number of community members attending information sessions.						
Redress: Complaints by the public about deviations from promised communication standards are responded to in a sympathetic and positive way, apologised	Complaints by the public are responded to sympathetically and in a positive spirit.	• Number of official complaints from the public regarding unsympathetic and negative responses by councillors and officials to complaints launched						

for, explained and speedily remedied.		by them.						
	Deviations from communication standards are apologised for, explained and remedied.	• Number of queries and enquiries about poor communication received.						
		• Number of queries and enquiries responded to.						
		• Minimum timeframe for responses to complaints is communicated to staff members and councillors and adhered to.						

5.12 REFERENCE TO SECTOR PLANS

No.	Reference to Applicable Plan	Status	Comments
1	Detailed Spatial Development Framework	✓	Available: Presently under review
2	Detailed Disaster Management Plan	✓	Available: Reviewed in March 2008
3	Land Use Management System	✗	Not yet available – to be developed
4	Waste Management Plan	✗	Not yet available – to be developed
5	Water Services Development Plan	✗	Not yet available – part of the Municipality's SDBIP objectives
6	Housing Plan	✗	Not yet available – to be developed
7	Energy Master Plan	✗	Not yet available – part of the Municipality's SDBIP objectives
8	Local Economic Development Plan	✗	Not yet available – part of the Municipality's SDBIP objectives
9	Infrastructure Investment Plan	✗	Not yet available – to be developed

No.	Reference to Applicable Plan	Status	Comments
10	Anti-Corruption Strategy	✘	Not yet available – to be developed