

Priority Issues, Objectives and Strategies

11.1 INTRODUCTION

In the analysis presented in Section B of this document, a set of issues were identified within each of the five thematic areas. The complementary streams of information which informed that identification included community consultative meetings, council workshops, the Quality of Life Study and a few other means including the work of the respective Task Teams. Through a process of consultation with the Representative Forum and at workshops with Buffalo City councillors, the extensive list of issues has been refined to something that can now represent the priority issues for Buffalo City Council to find solutions to, as well as being opportunities for further development of the Municipality.

The technique applied to plan for the future has been to formulate objectives for each and every issue and thereafter to formulate strategies for the fulfillment of the objectives. The objectives are meant to give the answer on what Buffalo City intends to achieve in rectifying a certain state of affairs that is not satisfactory, or when enhancing a developmental opportunity. The strategy is meant to outline how this will be achieved, what means will be used and what methods will be applied. The objective will answer the questions **what and when**, while the strategy will answer the question **how**.

Throughout the process, the five themes – social, economic, environmental, spatial & infrastructural, and financial & institutional – have been applied. In doing so the Thematic Task Teams have also applied a set of cross-cutting issues related to LA 21, HIV/AIDS, gender, youth/children, poverty etc. This has been done in an attempt to mainstream these issues, which are seen as critical, in the planning process.

The resulting set of issues, objectives and strategies is intended to form the basis for identification of the programmes and projects that will follow for concrete implementation in order to progress towards the objective. In some instances the difference between a strategy and the following programmes and projects is somewhat difficult to distinguish, owing to the fact that strategies are sometimes very operational in character.

The reason for formulating strategies is to give structure and logic to the identification of implementable projects. The limited resources available also call for a structured approach, and the technique also gives an opportunity for an integrated approach in the formulation of the development plan. Strategies serve

as a bridge in defining the building blocks for achieving the set goals and objectives.

A variety of strategies have been applied, categorized as follows :

- ❑ Formulation of policies and plans
- ❑ Regulatory interventions by means of laws, by-laws and regulation enforcement
- ❑ Institutional arrangements
- ❑ Information gathering and management
- ❑ Internal capacity building and training
- ❑ Community information, participation and incentives
- ❑ Building partnerships and networks
- ❑ Direct action (operational) through physical measures in projects

As can be seen from the strategies listed below, many are geared towards planning and institutional interventions. This is a predictable consequence of the recent amalgamation of the former TLCs and TRC areas into the present new Buffalo City Municipality. The state of transition and transformation that is still prevailing, both in terms of the new area of jurisdiction as well as the new developmental function of South African municipalities, certainly requires a period of institutional consolidation, as well as time for local organizations to plan properly for the organic extension of operations and investments.

Having formulated the strategies for each sector, these strategies have also been analyzed together with all other strategies in order to identify synergies, contradictions etc. in a process of integration and alignment at specifically the local level and as far as possible with district, provincial and national plans.

A workshop with councillors and a Representative Forum meeting were held to scrutinize, discuss and develop the proposed strategies, together with some preliminary identified strategic programmes and projects. A series of community meetings were held during the month of February, with the result that in most cases the set of issues, objectives and strategies that would apply to the way forward have been confirmed.

When priority issues are presented below, the focus is on new activities and projects. This does not exclude, however, the absolute necessity of looking after and maintaining what is already there on the ground in terms of physical assets, buildings, equipment etc. as well as the proper nurturing of the human capital that the existing staff of Buffalo City represents.

During the course of the above work, institutional issues have often been at the forefront of the discussion, as well as the capacity-building needs of the various units and departments. These issues are in most cases found under the Institutional heading, but are also to be found in some of the thematic arenas.

11.2 CROSS-CUTTING ISSUES

11.2.1 LOCAL AGENDA 21

The necessity of achieving increased sustainability – social, economic as well as ecological – in the development of societies all over the world was manifested strongly at the Un Conference on Environment and Development in Rio de Janeiro in 1992, where the concept of a Local Agenda 21 was agreed upon. This applies also to Buffalo City where lack of sustainable development and inappropriate use of resources has been identified as an issue. This situation is proposed to be rectified through the development, adoption and implementation of a Local Agenda 21 programme. The World Summit on Sustainable Development in Johannesburg in August 2002 is seen by Buffalo City as a contributing driving force in this respect, and an opportunity to consolidate the mainstreaming of sustainable development as a central pillar of Buffalo City's IDP.

The municipality has in accordance with Chapter 28 of the Agenda 21 document a very important role in the development and implementation of Local Agenda 21. No institutional arrangements for Local Agenda 21 activities are yet in place, and these need to be developed preferably in conjunction with a review of the environmental sector with which Local Agenda 21 has much in common.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
Lack of sustainable development due to inappropriate use and management of resources	CC 1 Increased sustainability - social, economic and ecological - in development and management of resources	To promote sustainability through the introduction, organization and implementation of a Local Agenda 21 programme

11.2.2 HIV/AIDS

One of the biggest challenges for all municipalities in South Africa and in many other countries all over the world is the fight against the HIV/AIDS pandemic. Apart from being a tragedy for the affected individual human beings and their families, the disease has enormous social and economic implications for entire communities, as well as particularly for the municipality as an organization. While the extent of the prevalence of HIV/AIDS is not accurately known at a local level so that adequate prevention, treatment, care and support programmes can be established and executed, recent research has suggested that an infection rate of approximately 11% – 12% of the total population may be well-founded.

Buffalo City has an obvious role to play in the fight against the disease and its causes and effects. This applies not only to Buffalo City Council's role as employer but also as the local authority responsible for the well-being of all the people of the municipality. This latter role has to be exercised in close co-operation with other relevant organizations, private and public, for it to be fully effective.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
Inadequate access to a comprehensive package of HIV/AIDS prevention, treatment, care and support.	CC 2 Adequate access to a package of HIV/AIDS prevention, treatment, care and support	i. Provision of an adequate package of HIV/AIDS prevention, treatment, care and support within 3 years
Fragmented service provision and lack of information on the prevalence and impact of HIV/AIDS on the community	CC 3 Buffalo City Council must be prepared to deal with HIV/AIDS internally and externally	ii. Improved information on HIV/AIDS for planning and resource allocation
	CC 4 An information management system on HIV/AIDS within 1 year.	iii. Increased community participation and involvement in HIV/AIDS programmes
There is a general lack of involvement in HIV/AIDS Programmes	CC 5 Active internal and external involvement in HIV/AIDS Programmes	iv. Capacitate Buffalo City Municipality to manage HIV/AIDS both internally and externally
Increase in HIV/AIDS amongst the Buffalo City Council workforce		

11.2.3 POVERTY

There is widespread poverty in Buffalo City with the most commonly-earned monthly household income being between R1 and R1,499. Poverty alleviation and meeting the basic needs of the poor – inter alia by providing access to free or affordable basic services – is a top priority for the Buffalo City Council. The objective of creating opportunities for all to sustain themselves through productive activities and to protect the poor and other disadvantaged groups has to be an integrated part of all development programmes and projects which should be designed to enable the participation of the marginalized groups in society.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
Widespread poverty in Buffalo City	CC 6 Basic needs of the poor met by the provision of access to basic services	i. Formulate a poverty alleviation policy for Buffalo City
	CC 7 Opportunities for all to sustain themselves through productive activities	ii. Develop and implement a poverty alleviation programme iii. Encouragement and support for the participation of marginalized groups in poverty alleviation programmes

11.2.4 GENDER

Buffalo City fully subscribes to the national developmental priority of the advancement of groups that previously suffered negative discrimination. In this respect, the municipality believes that the consideration of gender equity as a central issue in all municipal programmes and projects is a necessary step to take towards addressing the social, economic and other inequalities that continue to pervade the municipality, both within its administration as well as in civil society more generally. Buffalo City further believes that in order to achieve greater gender equity, the mainstreaming of gender issues will require the engagement of staff, and society generally, on the basis that gender equity is an issue that requires the equal involvement of both men and women.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
Gender inequalities exists in the social, economic, physical and institutional environment of Buffalo City Municipality	CC 8 Reduced gender inequalities as they affect access to jobs, land, services and housing	i. Develop a gender policy ii. Support to the establishment of gender structures and capacity-building programmes
	CC 9 Improvement of the quality of life of especially women	iii. Establish and maintain links with other municipalities and organisations

11.2.5 YOUTH AND CHILDREN

Buffalo City has recognized that the long-term welfare of the entire community is dependent on its addressing the needs of vulnerable groups, particularly the younger generation. The municipality further recognizes that social stability and an educated citizenry form the bedrock on which economic growth is to be built, and that meeting the needs of the young is critical therefore to creating new opportunities for prosperity for all citizens.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
Youth and children in Buffalo City are the most vulnerable and are greatly affected by the social ills ravaging our society	CC 10 Full attention to be paid to the needs of children and youth	i. Develop and implement a Youth and Children Care and Development Program
There is general lack of childcare facilities in Buffalo City especially for handicapped and disabled children		ii. Prioritise the involvement and participation of young people in the municipality's developmental projects iii. Create partnerships with other governments, departments and agencies iv. Establish a Special Programme Unit to look at youth and children issues within Buffalo City

11.3 SOCIAL

11.3.1 PRIMARY HEALTH

Primary health care services are not provided adequately by all clinics in Buffalo City. There are not enough staff and a lack of continuity in services after hours and during week-ends. The people, especially in the rural areas, have to travel long distances for their health care needs. The poor condition of roads in both urban and rural areas contributes to the poor service delivery, for example hampering mobile clinic services from reaching these areas.

The provision of accessible and equitable services in Buffalo City would assist poorer citizens to utilise basic health care services. Accessibility ideally should ensure provision of health care services within a distance of 5km. Additional mobile health services will be required to reach the unserved areas especially rural areas. Equity would ensure the provision of similar high quality and standards in all areas, thereby preventing fragmentation of services.

Today health services are provided by three different authorities. Integration of these services, including the support services (pharmacy, dental, laboratory and X-ray facilities etc.) would assist in the provision of efficient and comprehensive health services.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
Inadequate and inequitable primary health care services	S 1 Accessible and equitable primary health service for all communities.	i. Formulation, adoption and implementation of a comprehensive and integrated primary health care and support programme ii. Development of community health promotion and capacity building programme
Fragmented health care services	S 2 Institutional integration of primary health care services by December 2003	

11.3.2 ENVIRONMENTAL HEALTH

As described in the analytical section, the situation with respect to the environmental health conditions in Buffalo City is not satisfactory. A number of environmental health conditions have been identified that have a negative impact upon the health of communities. A concerted effort has to be made to rectify the

situation especially as it affects the high-risk communities, which are almost universally those who are poor.

In order to provide an effective preventative environmental health service that leads to an improvement in the health of the people and meets the statutory obligations of the municipality, it is necessary that strategies address the following aspects:

- ❑ Public awareness on health matters and active community involvement in addressing health issues.
- ❑ Monitoring of the environment and health status of the community in order to ensure rapid interventions.
- ❑ Focus of service delivery on high-risk communities without jeopardising the health of the remainder of the community.
- ❑ Ensure an integrated approach to service delivery.
- ❑ Enforcement of health legislation.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
Poor health status of communities as a result of the negative impact of adverse environmental conditions	S 3 An integrated and sustainable environmental health service that meets statutory obligations in 5 years (with emphasis on high risk communities)	<ul style="list-style-type: none"> i. Development and implementation of an integrated and sustainable environmental health management programme ii. Development of environmental health policies and municipal by-laws iii. Community information and capacity building iv. The co-ordination and development of networks and partnerships

11.3.3 COMMUNITY FACILITIES

The community facilities that are provided by Buffalo City include community halls, libraries, sports facilities, parks and recreation areas and cemeteries. There are insufficient facilities to match the actual needs, and many of the existing facilities are in poor condition.

Community facilities represent a considerable capital investment, as well as incurring maintenance costs. Therefore a carefully-formulated policy and programme for the provision and maintenance of the facilities is required in order to reach an appropriate and sustainable level of services.

With respect to cemeteries there is an acute shortage of suitable land for burial purposes. With the increased number of deaths caused by the AIDS pandemic, a top priority must be to identify sustainable and affordable interment solutions:

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
Insufficient community facilities and poor condition of existing facilities	<p>S 4 Adequate community facilities for all communities in the next 10 years.</p>	<p>i. Formulation, adoption and implementation of a Community Facilities Policy and programme</p>
	<p>S 5 Reinstate existing community facilities to an optimum level within the next 3 years.</p>	
Current fragmented service delivery and maintenance of cemeteries and crematoria	<p>S 6 Sufficient, regulated cemeteries and crematoria, with an acceptable standard of service delivery and maintenance</p>	<p>i. Development of an integrated and sustainable interment plan</p> <p>ii. Develop a community awareness programme</p> <p>iii. Develop a regulatory framework for interment and an interment policy</p>

11.3.4 SAFETY AND SECURITY

The situation with respect to safety and security in Buffalo City is not satisfactory. The law enforcement authorities are quite fragmented and insufficiently staffed and equipped. Fire and emergency services are based mainly within the urban areas resulting in considerable delays in attending to emergencies in rural areas.

The high crime rate prevailing in the area is partly a result of the above-mentioned shortfalls but is certainly also a result of other factors, for example unemployment and the poor quality of life generally. The crime prevention and safety aspects should therefore be integrated into the development planning of new settlement areas, as well as in the upgrading of existing areas.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
A high crime rate in Buffalo City	S 7 Reduced crime rates	i. Crime prevention through an integrated approach in the development of new areas as well as in the upgrading of existing areas
Insufficient emergency resources and manpower	S 8 Effective emergency services to all the citizens, inhabitants and visitors to Buffalo City.	ii. Provision of appropriate and adequate emergency services iii. Establishment of a Municipal Police Force

11.3.5 DISASTER MANAGEMENT

Disasters result from a complex interrelationship of underlying causes, dynamic pressures, unsafe conditions and trigger events, and often result in widespread human, economic and environmental losses.

The effects include sometimes avoidable loss of life and injury, unnecessary and avoidable damage to infrastructure and property and disruption of essential services. They can also result in increased risk of epidemics and have often a negative impact on the environment.

The management of disasters therefore requires a multi-sectoral and integrated approach and must address prevention and mitigation, preparedness and response, relief, rehabilitation and reconstruction in a developmental context.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
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<p>Lack of integrated approach to disaster management in BCM results in unsustainable development with unacceptable human, economic and environmental losses</p>	<p>E 4 Proactive and reactive integrated disaster management for all communities in the BCM, so that the consequences of disasters can be eliminated or reduced through a safe and sustainable environment</p>	<ul style="list-style-type: none"> i. Formulation and adoption of a Disaster Management Plan ii. Development of an information management system iii. Promotion of awareness and capacity building at all community levels iv. Inclusion of disaster management in developmental planning
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11.3.6 HOUSING

As stated in the analytical report, it is estimated that there is a housing shortage of about 85,000 units in Buffalo City. This backlog results in a number of societal problems, for example multiple families living within single formal houses, informal dwellers on infill sites within formal townships or green belts and scattered settlements in urban fringes and in rural areas.

The slow pace in housing delivery can be attributed to some of the following factors viz. lack of comprehensive data on housing needs, insufficient serviceable and developable land, lack of bulk infrastructure and unpredictable funding streams.

The pressure on the housing market is further increased by the effects of the HIV/AIDS pandemic which causes a skewed demographic profile with changed household economies (e.g. children heading a household) and new needs for housing for elderly people and orphans. Comprehensive data on the actual housing and infrastructure needs for the poor, aged, and people with HIV/AIDS are currently not available. This information is required to ensure that the planning process results in sustainable settlements.

Existing infrastructure capacity (especially water and sanitation) within the urban areas is limited, thus not allowing new areas and even infill sites to be developed for housing, especially in and around East London and in the King William’s Town area. Major capital grant funding is required to upgrade or to provide new services for all areas. This has been a stumbling block in terms of the required housing delivery.

A land audit needs to be undertaken urgently with a view to acquiring more state/private-owned land for future housing developments.

Currently capital funding and Municipal Infrastructure Grant Funding for housing projects are vested with the Provincial Housing Department. Such funding is limited, thus impeding the housing delivery process. In order to avoid bureaucratic procedures and by ensuring upfront capital funding to limit delays, it is proposed that the Municipality works towards becoming an accredited municipality to unlock the direct transfers of required funding.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
Insufficient and inappropriate housing provision especially for the poor, the aged, the disabled and people with AIDS.	S 9 All citizens especially the poor, the aged, the disabled and people with Aids shall have access to appropriate housing.	i. Development of a Municipal Housing Policy ii. Formulation, adoption and implementation of a housing development programme iii. Development of a Housing financing system

11.4 ECONOMIC DEVELOPMENT

One of the cornerstones for development is to have growth in the number of viable and sustainable employment opportunities. This objective is valid for the whole of Buffalo City including disadvantaged communities and school leavers.

The reason for the generally slow progress in economic development can be found in a number of factors, for example poor global competitiveness, low investment rates, weak domestic markets and a low level of savings. The effects of large-scale unemployment include low morale which often leads to increased crime, apart from the fact that the tax base remains limited if not even reduced.

Other factors leading to the vulnerability of the Buffalo City economy are as follows :

- ❑ A high degree of dependency on one or two economic sectors
- ❑ Crime, or the perceived lack of safety and security
- ❑ Lack of profitability experienced by businesses
- ❑ Lack of working capital
- ❑ Removal of regional incentives by Government
- ❑ Lack of skilled human resources
- ❑ Inadequate infrastructure (bulk) and the cost of services (tariffs and connection fees)

The effects of these negative factors have been the relocation of businesses particularly from King William's Town to other areas, the abandonment of farms, the reduction of property values in some areas, and crime which is both an effect and a cause of the weak economic situation.

A big portion of Buffalo City's population lives below the subsistence level. This affects especially women, youth, the disabled and elderly people. The effect of this is a low level of payment of municipal rates and services, a poor quality of life, crime, and dependency on welfare and indigent policies, resulting in a financial burden on the city.

There are, however, a number of opportunities that could form the basis for economic development within the municipality. Tourism, agriculture and SMME development may be such opportunities if properly planned and supported by appropriate means, for example within the transport and infrastructural sector. The reduction of crime rates within the area is also a prerequisite for economic initiatives and investments.

The creation of an adequately staffed and functioning LED unit is seen as a vital strategy to come to grips with the objective of economic development, and the municipality has prioritized this as one of the fundamental pillars of its process of institutional transformation and development.

The development of LED capacity within the municipality is further viewed as a process that will best achieve its desired outcomes if embarked upon in partnership with the business community and aimed at building networks with other agencies and supportive groups provincially, nationally and even internationally.

In the context of Buffalo City, it is also seen as vital to formulate a focused rural economic development strategy, an agricultural development strategy aimed at both rural and urban communities and a strategy aimed at maximizing the tourism potential of Buffalo City.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
High unemployment with too few job opportunities	EC 1 Growth in the number of viable and sustainable employment opportunities	i. Creation of an adequately staffed LED Unit to support economic development in Buffalo City
Economic decline	EC 2 Economic growth and a diversified economy	ii. Formulation of a commerce and industry development programme
The majority of the people live below the subsistence level	EC 3 Reduced poverty through the redistribution of economic resources and opportunities for the benefit of all residents	iii. Partnerships; Networks and Skills Development Strategy
High crime rate has a negative influence on economic activities in Buffalo City	EC 4 Reduced the crime rate	iv. Rural Economic Development Strategy v. Formulation of a Tourism Development programme
Lack of mobility, limited access to participate in economic and social activities and opportunities due to deficiencies in the transport system, especially public transport	EC 5 To develop a fully integrated transport system to promote economic development.	vi. Formulation of an urban and rural agricultural development strategy.
Under-utilized potential for urban and rural agriculture	EC6 Increased and sustainable agricultural production in urban and rural areas	

11.5 ENVIRONMENT

11.5.1 OVERALL ENVIRONMENTAL MANAGEMENT

As described in the analytical section, the Buffalo City natural environment consists of huge tracts of land that are primarily pristine and wilderness in nature (e.g. coastal areas including estuaries, indigenous forests) and as such it holds great tourism potential. However, certain parts of the area have been cultivated for a long period, or have been developed for urban and rural settlements.

These latter human activities have obviously had implications for the natural environment in terms of generally unsustainable management and use of the natural resources, pollution of land, soil and water etc.

Of particular concern are issues such as deforestation, expansion of informal settlements in sensitive areas, erosion, dune denudation, pollution of water courses, an increase in alien invasive vegetation, illegal dumping and inappropriate use of developed parks.

In order to achieve a safer, healthier and more sustainable environment within Buffalo City, with a minimized loss of biological diversity and disturbance of the ecosystems, a number of strategies have been proposed. These include the formulation and adoption of an overall Integrated Environmental Management Programme, the review of by-laws, policies and procedures for monitoring etc.

Although a lot of data exists, there is also a need to retrieve, systemize and make it available to the various actors within the environmental field.

The need to pay specific attention to the coastal resources has been expressed as a separate objective but the strategies to achieve this objective should be seen as interwoven with the overall environmental strategies.

On the institutional side a clear organization is needed to implement the integrated environmental programme and thereby interact with all relevant departments internally as well as with external affected and interested parties and the communities. The sustainability aspects of development as pronounced in the Local Agenda 21 programme are of the utmost importance in this respect.

Fundamental to any strategy aimed at ensuring a well-managed natural environment, will be the development of strong partnerships with urban and rural communities and the private sector, in furtherance of both the values and goals of Local Agenda 21.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
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<p>Unsustainable management and use of the environment by different stakeholders</p>	<p>E 1 A safe, healthy and sustainable environment within the BCM</p>	<p>i. Formulation and adoption of an Integrated Environmental Management Programme (EMP)</p>
	<p>E 2 Minimised loss of biological diversity</p>	<p>ii. Development and review of policies and bylaws</p> <p>iii. Collation and management of data and information</p> <p>iv. Develop a plan for organisation, staffing and provision of other resources</p> <p>v. Community participation and awareness creation regarding the implications of unsustainable environmental practices</p> <p>vi. Capacity building of all councillors and staff</p> <p>vii. Continue to identify and develop public-private partnerships to assist in environmental management and control</p>

<p>Unsustainable management and use of the coastal resources</p>	<p>E 3 Sustainable use of coastal resources (including estuaries); paying specific attention to sensitive, vulnerable, highly dynamic or stressed ecosystems.</p>	<ul style="list-style-type: none"> i. Development and implementation of a Coastal Management Programme in conjunction with an EMP ii. Promotion of community and stakeholder participation: iii. Establish coastal community forums and maintain existing forums iv. Establishment of partnerships with relevant parties within 5 years
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11.5.2 SOLID WASTE MANAGEMENT

Solid waste management has been dealt with as a subsection of overall environmental management because of the negative environmental and health impact that results from unsustainable solid waste management practices. The objectives in this respect include improved waste collection, management and treatment services for the presently serviced urban areas, as well as the provision of the same services to large rural areas previously not serviced by either the East London or the King William’s Town TLCs.

The strategies to apply in order to reach the objectives are based initially on the formulation, adoption and implementation of an Integrated Waste Management Plan. Such a plan would include activities that improve the knowledge regarding waste sources (especially within rural areas), location, types and volumes, laying out of efficient collection services, treatment and depositing facilities etc. The plan would also deal with awareness-raising programs and the involvement of the communities and industries in the activities, all with the aim of making waste management throughout Buffalo City more efficient and effective. Programmes for waste reduction, re-use and recycling would also have to be formulated.

Finally, current by-laws in the municipality are fragmented and out-of-date and need to be reviewed.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
<p>Negative environmental and health impacts due to unsustainable solid waste management (e.g. lack of long-term planning).</p>	<p>E 5 Comprehensive integrated long-term waste planning</p>	<p>i. Formulation, adoption and implementation of an Integrated Waste Management Plan (IWMP)</p>
	<p>E 6 Efficient, effective and appropriate waste collection and treatment services in the entire BCM</p>	
	<p>E 7 Landfills and transfer stations which comply with national and local (environmental) legislation and meet the long-term needs of the BCM.</p>	<p>iii. Continue and increase efforts to raise awareness among public and staff on basic waste management and legislation</p>
	<p>E 8 Decreased landfill waste by 35 % volume within 5 years through the 3R's (waste reduction, re-use, recycling) and alternative treatment</p>	<p>iv. Locate and initiate partnerships with external organisations, communities and industries</p> <p>v. Review and rationalise by-laws to harmonise with existing by-laws of the entire BCM</p>

11.5.3 WATER, SOIL AND AIR POLLUTION

The Buffalo City Municipality is obligated under various legal requirements to provide safe drinking water and to address public health risks of polluted water, soil and air affecting the entire municipal area. These requirements are, however, at the present moment not met due to a number of factors.

The resulting effects are unsafe drinking water, waterborne and airborne environmental health problems, and lack of appropriate attention to the degradation of the ecosystems. The objectives set include improved air and water quality and land pollution management throughout Buffalo City.

No proper monitoring system exists and the fragmentation of environmental and pollution control services coupled with no clear Environmental Policy and lack of a Management Plan has resulted in weak programme management and minimal interdepartmental collaboration on matters of pollution control and environmental management.

To remedy the situation an adequate pollution control and management function within Buffalo City should be established and necessary resources for information gathering and management be provided. Especially within the rural areas, there are big gaps in information.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
High pollution levels in water, soil and air	E 9 Improved air and water quality and land pollution management	i. Laboratory information management system
Health risks associated with inadequate water quality monitoring	E 10 A comprehensive, effective and acceptable water quality monitoring programmes throughout the BCM	ii. Obtain South African Bureau of Standards (SABS) accreditation for Scientific Services, within 4 years.
Lack of capacity to provide effective Environmental Management and Pollution Control services.		iii. Establish and implement a Land and Water Quality monitoring programme in compliance with national standards and permit conditions set by regulatory authorities iv. Establish an Atmospheric Pollution Control Unit and develop an Air Quality Monitoring Programme v. A restructured well-functioning institutional framework, based on both lateral and vertical communication, with sufficient and well-trained staff supported by a clear Environmental Policy and Management Plan.

11.6 SPATIAL PLANNING

11.6.1 SPATIAL PLANNING, LAND USE AND LAND ADMINISTRATION

As described in the analytical section, the existing urban areas and settlements are spatially fragmented, which is a feature of the entire Buffalo City and a result of a combination of topographical features and the legacy of the past apartheid system. This spatial fragmentation creates a negative urban dimension that is profoundly destructive to the quality of life of those living in peripheral and poorer areas.

The effects are also that there is an existing high level of segregation with resulting higher cost of services. Rapid urbanisation is taking place as a result of natural growth of the urban areas, as well as a substantial in-migration from rural areas by people who are moving to have better access to facilities and services.

The effects of rapid urbanisation are an increasing demand for land and services in the urban areas, beyond the ability of the areas to provide these services. More informal settlements are occurring in different areas of the city. Unplanned and uncontrolled urbanization puts a high financial burden on the city due to urban sprawl.

The strategy to apply in dealing with urban and rural development would be to acknowledge the existence of the urban and rural linkages and build upon the strengths of that interactive system.

Another objective related to the built environment is to gain better knowledge of the cultural heritage, and particularly currently unknown historical sites, and ensure that such sites are preserved and utilized for the economic benefit of the community. This would also benefit the strategy of promotion of cultural values as part of the tourism potential of Buffalo City.

A substantial list of objectives in relation to spatial planning, land use and land administration is provided in the table below.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
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Spatial fragmentation	SI 1 A well structured, efficient and sustainable city	i. Consolidate and integrate spatial development in the urban centers by developing land in proximity to existing infrastructure efficiently
	SI 2 Corrected historically distorted spatial patterns	
Rapid and unmanaged urbanisation	SI 3 Adequate land and services for urbanising (existing and new) communities	ii. Implement a Land Reform and Settlement Programme by identifying zones of opportunity for integrated development in peri-urban and rural areas
Low density settlements / urban sprawl	SI 4 Higher density settlements	
Uncoordinated spatial development	SI 5 Environmentally sustainable and spatially co-ordinated sectoral practices	iii. Manage land use sustainability in urban, peri-urban and rural areas iv. Implement the principles of integrated environmental management (IEM)
Culture and heritage sites within the built environment are not being exploited to the maximum economic potential due to the fact that they are not known	SI 6 Improved knowledge and record of currently unknown indigenous cultural and historical sites and events and ensurance that such sites are preserved and utilised	i. Develop, through a participatory process, a comprehensive database of cultural heritage sites with special reference to rural areas and indigenous culture and history
The linkage between culture/heritage issues and tourism appears to be virtually non-existent and requires formalisation	SI 7 Active promotion of cultural and heritage issues as part of the tourism potential of the city	ii. Draft a plan to develop and market cultural and heritage sites that can attract domestic and international tourism
Complex land management, administration, tenure and land needs	SI 8 Optimised land usage and improved viability and sustainability	i. Conduction of a comprehensive survey of land needs and identification of suitable

	<p>SI 9 Improved use, management and administration of municipal properties and land.</p>	<p>identification of suitable land to meet these needs</p>
<p>Limited access to land for development (e.g. housing, community facilities, transport)</p>	<p>SI 10 Equitable access to land with tenure security</p>	<p>ii. Promotion of legislative and structural reform to address land tenure legislation</p> <p>iii. Creation of a more appropriately resourced staff structure for Buffalo City</p>

11.7 INFRASTRUCTURE

11.7.1 TRANSPORTATION AND TRAFFIC SAFETY

There are substantial deficiencies in the present public transport system as described in the analytical section. Lack of mobility, access to jobs and services is affecting the quality of life, the living environment and appeal of the city.

In order to remedy the situation a number of objectives have been formulated. Increased mobility of people and goods and an infrastructure that satisfies social, economic and strategic investment criteria is the aim, together with an improved traffic safety situation especially for pedestrians and cyclists.

The strategies to be applied to achieve this include the formulation and implementation of an Integrated Transport Plan and the simultaneous implementation of more practical and physical measures to improve the traffic safety of citizens.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
Deficiencies in the transport system, especially public transport	SI 11 A fully integrated transport system to meet the needs and to increase the mobility of people and freight in the whole of BC	i. Develop, adopt and implement an integrated transport plan
	SI 12 An infrastructure that satisfies social, economic or strategic investment criteria.	ii. Undertake an institutional reform for transport department
	SI 13 A prioritised public and non-motorised transportation system.	iii. Improve traffic safety in Buffalo City
Traffic safety problems, especially for pedestrians and cyclists.	SI 14 Improved traffic safety situation in BC, especially for pedestrians and cyclists.	
	SI 15 An attractive and user-friendly environment for non-motorised transport	

11.7.2 ROADS

As described in the analytical section, the roads network is in a fairly poor condition especially with respect to the rural areas. Also, other factors like lack of resources, fragmented administrative responsibilities for road maintenance also negatively affect the provision of a safe, efficient and effective roads network.

The objective now is to upgrade the roads system to an acceptable standard to enable public transport to function and services to reach the rural areas. Attention will also be paid to the needs of the non-motorized transportation sector.

One of the first steps in a move towards the achievement of the objectives is to get a better understanding of the actual needs so that the limited resources available can be used in the most appropriate way. The formulation of a roads

programme would therefore be started upon as a strategy for co-ordinated and efficient implementation.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
Inadequate maintenance and funding for the road network has led to rapid deterioration of the road surfaces, sidewalks, stormwater system and structures.	SI 16 A safe, economical road and pedestrian network, storm-water system and bridges to serve the communities.	i. Data collection ii. Formulation, adoption and implementation of a roads and stormwater programme
Poor condition of main gravel and access roads to and within rural areas	SI 17 An acceptable standard of roads to enable public transport and emerging services to reach rural settlements	

11.7.3 WATER AND SEWERAGE

Water and sewerage infrastructure is at capacity and in a poor condition. There is also a limited raw water supply. A reduction in the backlog of basic service provision is one of the prime objectives for the municipality. This also applies to the sanitation system, whether or not it is a matter of water-borne system or on-site solutions. The bottlenecks in the water and sewerage infrastructure also pose severe problems for further development of the urban areas affecting the housing sector as well as industrial development.

A Water Services Development Plan is currently under preparation and this plan will serve as the prime strategic tool to plan and implement the necessary action to remedy the situation.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
Fragmentation of water and sewerage service provision	SI 18 An integrated and sustainable water and sewerage service provision	i. Formulation, adoption and implementation of a Water Services Development Plan

Backlogs in the provision of and access to basic services, especially water and sewerage	SI 19 Reduced water backlog by 80 % in 5 years and by 100 % in 6 years	
	SI 20 Reduced sanitation backlog by 50 % in 5 years and by 100 % in 8 years	
Water and sewerage infrastructure is at capacity and in a poor condition due to maintenance problems and vandalism	SI 21 Increased infrastructure capacity to support development within the city	
	SI 22 All treatment works in compliance with the National Water Act	
	SI 23 Efficient and improved maintenance of infrastructure.	
Limited raw water supply	SI 24 Adequate raw water supply to support development within Buffalo City	
Organisational inefficiencies.	SI 25 A capacitated and efficient water services delivery institution within 5 years	

11.7.4 ELECTRICITY

The electricity network is ageing and in a poor condition because of lack of maintenance. Many households, especially in the rural areas, do not have access to electricity. The objective is now to improve the situation through the upgrading of the existing system thereby facilitating universal access to electricity. Equitable and viable tariff policies have to be established and institutional arrangements carried out to facilitate effective and efficient delivery.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
Unsafe and unstable environment (electricity) due to a lack of maintenance and ageing equipment	SI 26 A safe and stable environment for the provision of electricity and associated services to the community	i. Formulation, adoption and implementation of an Electrification Policy and Programme ii. Data Collection and Synthesis
Frequent communication failures in the municipality with poor accessibility to the rural areas	SI 27 Improved communication facilities for all inhabitants in Buffalo City.	ii. Institutional Reform and Community Information v. Establish an equitable and viable tariff policy for Buffalo City and streamline bureaucratic procedures
Tampering and loss of revenue	SI 28 Reduced tampering and loss of revenue	
Counter funding for electrification	SI 29 External funding to provide electricity to the community	
Disparate tariff structures and unaffordable connection fees	SI 30 Rationalised tariffs and synchronised annual tariff increases to attract economic development and to achieve parity	
The implications of delivery of free electricity	SI 31 Provision of free electricity	
No customer forum	SI 32 Improved customer relations	

11.8 FINANCE

A fundamental prerequisite for the sound and sustainable overall development of Buffalo City is the viable and sustainable financial basis for the execution of the new developmental and service delivery functions of the Municipality.

A number of strategies have been formulated which when implemented are aimed to achieve the objectives of effective, co-ordinated and efficient financial management.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
The financial viability and sustainability of Buffalo City Municipality	F 1 Effective, co-ordinated and efficient financial management through streamlined expenditure process and increased revenue, funding streams and improved expenditure management.	The formulation, adoption and implementation of: <ul style="list-style-type: none"> i. Revenue raising strategies ii. Asset management strategies iii. Financial management strategies iv. Capital financing strategies v. Operational financing strategies vi. Cost-effective strategies

11.9 INSTITUTIONAL

Throughout the analysis of the various sectors of Buffalo City's functions and activities a number of issues related to the bureaucratic system, the shortage of financial and human resources and methods for the effective and efficient delivery of service and other statutory functions have been highlighted. The working conditions for the staff have also been discussed and amongst these the HIV/AIDS issue has come to the forefront.

A number of objectives have been formulated and corresponding strategies to apply in trying to achieve the set objectives have been formulated. These are aimed at addressing the municipality’s most critical internal transformation needs.

PRIORITY ISSUES	OBJECTIVES	STRATEGIES
<p>Buffalo City has a cumbersome, bureaucratic system, which limits communication and access to information</p>	<p>F 2 Improved efficiency, communication and access to information within the organisation</p>	<p>i. Develop a human resource policy including the formulation of a clear vision, mission and a list of core values</p>
	<p>F 3 Reformed management through objective- and result-orientated management, effectiveness- and efficiency-orientated management (“value for money”) as well as service- and client orientated management</p>	<p>ii. Develop a performance management system iii. Development of a sustainable employee benefit plan iv. Extend the digital infrastructure and provide GIS tools to the organisation</p>
	<p>F 4 Effective and co-ordinated human resource management</p>	<p>v. Formulation of a skills level index for Buffalo City vi. Establish a corporate identity including the relevant levels of corporate governance</p>
<p>Chronic shortage of institutional resources, including staff, tools and technology, which impacts on the City’s ability to provide basic services</p>	<p>F 5 An appropriately staffed and equipped organisation for efficient delivery of basic and other services</p>	<p>vii. National awareness of Buffalo City</p>
<p>Shortage of technical, specialist, professional, technological and managerial skills in the market place resulting in a problem obtaining and holding skilled human resources.</p>	<p>F 6 Developed methodologies and institutional capacities to deliver on its Constitutional mandate.</p>	<p>viii. Development of mutual respect and understanding between staff ix. Further development of the organogram for Buffalo City’s integrated development planning and transformation needs</p>

<p>The corporate mindset reveals a general lack of cultural and gender sensitivity</p>	<p>F 7 Buffalo City workforce to be characterised by mutual respect and understanding between staff</p>	<p>needs</p> <ul style="list-style-type: none"> x. To make Buffalo City pro-active and responsive to the impact of Aids on the organisation xi. To educate the Buffalo City workforce and fully inform them about the dangers and implications of HIV/AIDS
<p>There is a lack of cohesive, unified sense of pride, vision and direction within the organisation. Therefore we are ill-prepared to deal with the challenges of developmental local government.</p>	<p>F 8 The creation of a developmental ethos amongst the employees</p>	
	<p>F 9 An organisation characterised by trust, cohesiveness, pride, accountability and transparency.</p>	
<p>HIV/ Aids amongst employees will have a huge financial impact on Buffalo City's financial viability, institutional efficiency and ability to function.</p>	<p>F 10 The creation of a mechanism to ensure the sustainability of employee benefits</p>	
	<p>F 11 A healthy and productive workforce that is fully aware of the dangers and implications of HIV/Aids</p>	