

# SECTION C SYNTHESIS AND PROPOSALS

---

## 9. Synthesis of Key Development Issues and a Proposed Planning Strategy

### 9.1 A New Planning Context and Concept

Through the implementation of the new municipal dispensation, where municipalities consist of both rural and urban areas, a totally new planning situation emerges. Previous planning concepts have up to now been shaped to deal with either rural or urban communities, where urban planning has received most attention. The rural areas surrounding the cities and towns, if at all noticed in the urban planning process, have mostly been perceived as an additional burden to the urban society, rather than as an asset and a potential for economic growth and well-being.

Now, with urban and rural areas as equal parts of the municipality, the challenge will be to develop a new planning philosophy that promotes **rural-urban inter-action and integration**, to the benefit of both parts and to the entire municipality. Additional and modified powers and functions of the local authorities will add to this challenge.

One of the key words in planning of today is **sustainability** - that is "development that meets the needs of the present, without compromising the ability of future generation to meet their needs".

This means that, whatever development is promoted, any planning and implementation should be preceded by an analysis of the sustainability of the various projects and programmes from an economic, social as well as environmental point of view. The application of the concept of Agenda 21 to the planning process, which has sustainability as its main theme, ensures that aspects related to environmental, social and economic development are addressed with equal weights in an integrated manner.

The Agenda 21 also ensures adequate involvement by the public and stakeholders, another **democratic pre-requisite** for sustainable development. Finally, local Agenda 21 helps initiatives at grass root level to be promoted and supported by the administration, in a combined bottom-up/top-down process.

By applying this democratic perspective to the planning process, another pre-requisite is established for sustainability, namely **gender equality**. Gender balance refers to equality between women and men, with equal rights, responsibilities and opportunities for women, men, girls and boys. Equality is not a "women's issue". On the contrary, both men and women should be engaged. Equality does not mean that women and men should become the same, but that rights, responsibilities and opportunities should not be dependant on whether a person is born male or female.

Within the overall goal of **poverty alleviation** there are two main goals for the CUP project:

- To outline strategies for sustainable development and use of resources;
- To improve the environment and living conditions of the people;

In this regard, the most essential aspects are seen to be sustainable economic development and employment creation, as this provides the basis for most aspects of development. It is however realised that there is no clear-cut route to follow to the future. The development of a society is a very complex process, which only can be steered by political decisions to a certain degree. Development planning is a combination of indicative and imperative components. Incentives can be created and development control can be exercised.

In Section B, Existing Situation and Analysis, a number of issues presented in the form of Summary Statements were identified in relation to Regional Setting, Human/Cultural Resources & Social Development, Economic Resources & Local Economic Development, Natural Resources & Environmental Conservation and Urban & Rural Spatial Development respectively. The grouping of the issues was made according to the Agenda 21 approach.

Most of the issues, whether they are constraints or opportunities, match each other and even reinforce the need/opportunity to take a certain action. Others are conflicting, requiring a well-founded choice to be made or a compromise. However, by and large they clearly form a pattern that more or less coincide with the critical development issues that, in the perspective of the set goals and objectives, were formulated in Section A as a working hypothesis. The critical and key development issues can now be described in the following synthesised way and in the form of a planning strategy.

## **9.2 Planning Strategy**

### **9.2.1 Local Economic Development**

The overarching factor, which affects peoples living conditions, is whether or not they can take part in economic activities that support themselves and their families. Therefore, the availability of jobs through employment or self-employment and the location and accessibility of workplaces determines the standard of life as well as where people live.

Local economic development therefore constitutes an important structural element and has been of paramount importance in the development of the settlement pattern historically and will remain so for the future. For the foreseeable future it is believed that subsistence agriculture will continue to contribute to the livelihood in rural areas and that there is scope as well as a need for a developed agricultural sector over the years to come. However, not very many new employment opportunities will come out of this since farming methods and mechanisation might lead to more efficient production and thereby limited need for additional manpower.

The bulk of new jobs will certainly be found in urban areas, which is in line with the worldwide trend. Modern sector jobs (and hopes for these) will be created in the presently urbanised areas in terms of large-scale manufacturing but mostly in the form of small, medium and micro enterprises in both manufacturing industries and service sectors. IT-technology and knowledge-based enterprises will in the long run be prevailing features.

The local economy is very much the basis for any development, be it social, cultural or environmental. It widens the range of choices for people in all aspects of life. The challenges are however manifold.

*Firstly*, the Local Authority has to actively and in an innovative manner develop and implement means and measures that efficiently and appropriately support economic growth of the private sector. *Secondly*, the private sector, and even more important, the individual citizens themselves,

have to accept that it is only through their own initiative, that improvements can be made. And *thirdly*, trust and confidence have to be developed among all concerned parties, as a basis for co-operation and co-ordinated joint efforts.

The various King William's Town communities represent significant investments made in the past, in terms of technical and social infrastructure by the society, and business investment by the private sector. In order to capitalise on and take advantage of these investments, future development efforts should be geared to support these areas. Further, a proper focusing of future development to existing communities and growth nodes will in most cases result in reduced cost per capita for delivery of services - an important aspect to consider in view of limited available resources. The grouping of similar types of economic activities in clusters has also proven to generate further business opportunities, as is the case with the establishment of networks and partnership between public and private sector.

The concept of "critical mass" could equally and perhaps even more appropriate be mentioned in connection with the local economic development, where a substantial amount of businesses and networks of business people are essential to produce emerging business ideas and entrepreneurs. There are a lot of examples of these kind of intensive economic activity nodes from all over the world, where a creative and innovative atmosphere boosts the economy. This vibrant environment will more easily be created in a development scenario, where economic development is proposed to be concentrated to developmental nodes. The most important of these is the existing Central Business District (CBD), which is fundamental to the local economic development. Other developmental nodes are found in Dimbaza, Bisho, Ginsberg, Zwelitsha and Breidbach as well as in Phakamisa, Ndevana and Ilitha.

A concentrated development scenario gives bigger potential for the CBD to become a vibrant and developmental node that can serve as a driving force to boost other economic activities such as tourism, events and entertainment industry, higher order retail and service provision, restaurants and other service providing businesses. This will be vital and beneficiary also for other parts of the urbanised area as well as for the adjacent rural areas.

## **9.2.2 Population Development and Settlement Structure**

The demographic characteristics, migration, fertility, death and birth rates are all factors that affect the population development within a given area. There is also a strong interrelation between economic development and population growth. The factor, that recently has become the most severe obstacle to health and population development, is the spread of HIV/AIDS. It is likely that this pandemic will cause the planning area to lose its positive population growth within 10-12 years from now, if only natural growth is counted. However, there are trends that the coastal regions of South Africa attract migrants to an extent, which may result in a continued growth of the planning area although focused on the urban areas.

From the above discussion on economic development and population growth it is evident that urban areas will continue to grow at a much higher rate than rural areas, where basically only natural growth will take place. This calls for a well planned strategy for urban development that is sustainable and provides a well balanced settlement pattern that caters for good housing areas, public and commercial services that are interlinked with the rural hinterland and with each other through an appropriate transport and communication system.

In balance with such a strategy, rural settlements will also have to be planned from a service perspective and from a land accessibility and availability perspective.

If the population increase in the King William's Town planning area will be of the magnitude that is projected in this planning study, there will be an influx of about 70 000 persons coming from places outside KWT area during the next ten years. This will have a huge impact on the existing social and cultural networks and hopefully the communities will be able to assimilate the newcomers without too much friction. Otherwise feelings of alienation and segregation easily could lead to outburst of criminality and social unease.

At the same time the influx of people, all of them with different ideas and perceptions, represents great possibilities and potential adding to the "melting pot" of existing ideas and entrepreneurship amongst the citizens, eventually reaching the "critical mass" where real change can take place. This in turn requires educated and motivated persons not having to concentrate on how to survive the day. Again the huge and overwhelming task is to create new jobs and see to that children and youngsters are given a good education.

### **9.2.3 The Consequences of HIV/AIDS**

The effects of HIV/AIDS implies, as already stated in 9.2.2, that from year 2012 and onwards, the population growth of King William's Town area will by and large stagnate and may even decrease, provided that no efficient measures are taken to significantly reduce the present trends. Any further population growth will be heavily dependant on in-migration.

The negative effects of this state of affairs will be dramatic. Apart from the enormous human suffering among the people affected and their families, the impact will be significant on the economy in terms of loss of skilled personnel in all fields of economic and administrative activities, as well as in terms of increased costs for medical care.

Recognising the fact that the HIV/AIDS is a national problem, and consequently is being addressed by national authorities, the challenge still remains: "What can be done at the local level?"

Measures to consider may include:

- information and rising of public awareness;
- preventive measures;

- increased social security;
- specific considerations in physical layouts of housing and business areas.

More attention has to be paid to the changing demographic profiles of the communities and households since this will affect housing, educational and health services as well as other public facilities including orphanages and graveyards.

### **9.2.4 Public and Commercial Services**

In order to maintain and improve the economic development and living conditions for everyone it is crucial that public and commercial services are provided at least at a basic level. Water and electricity and a functioning and affordable public transport system are basic services that should be available in all settlements whether they are rural or urban. Educational facilities and health services also should be accessible within reasonable distances.

Social and cultural meeting places are of great importance to human settlements. They have to be found both on a very local level in the residential areas as well as serving as meeting places for communities or whole cities in places that enjoy good access. Meeting places for different purposes and for different age groups are equally important, whether to play soccer, for teenagers to meet, talk, dance and have a party or for political meetings.

### **9.2.5 Environment**

The issue of environment concerns can be divided into three main challenges to be addressed in the planning process.

*Firstly*, the promotion of sustainable use of natural resources for example by means of improved user-practices to reduce the consumption as such, the re-use and re-cycling and finally the opportunities for bio-degradable waste products. This will call for introduction of new and innovative technologies, as well as an increased awareness among the citizens about environmental concerns. Just the management of the entire water cycle per se is a real challenge in itself.

The *second* challenge implies increased emphasis on measures for improving the living environment for all citizens of King William's Town. Greening of the local communities, clean surroundings, and access to safe open space for daily recreation will be vital components.

The *third* challenge is to build-up a mechanism that ensures that environmental concerns are included and properly recognised in all decisions related to urban and rural development and the use of resources.

As mentioned above the overall structure and location of existing and new residential areas in relation to work places and the CBD are essential when it comes to the need for transportation. To save the natural resources (fossil fuel) and to avoid pollution and carbon dioxide effluents to the atmosphere we should reduce car traffic and promote pedestrian and bicycling modes of transport. The preferred development scenario should build on short distances to focal points for transportation e.g. CBD and work places in Zwelitsha and proposed development areas in Bisho and west of Ginsberg.

Thus by concentrating new development, the existing investments in technical infrastructure etc. will be better utilised and the usage of natural resources reduced. New links in the road network should aim at reduced traffic load in the core area.

Considering that car ownership might double in ten years time, provided sustained economic development, alternative means for commuter traffic between KWT-Bisho and East London-Mdantsane-Berlin e.g. by light rail commuter trains, should be explored. Otherwise unreasonable strain will be put on the roads network and on the environment.

### **9.2.6 Transport and Communication**

Transportation is another issue that cuts across most development aspects. Reliable, affordable and safe means of transportation are pre-requisites for economic development in terms of proper delivery of inputs and products, as well as access to labour and jobs respectively. Good communication systems also widen the opportunities for social and cultural inter-action and access to services and facilities, be it social, commercial or recreational. Moreover, a properly developed public transportation system reduces the threat to the environment and has a positive impact on social security.

The challenge will be to develop the infrastructure and a transportation system, where all modes are recognised as important means, and co-ordinated in an efficient multi-modal operation, be it pedestrians, cyclists, private cars or public transport in the form of trains, buses, mini-buses and taxis. The local authorities will be challenged with regard to their role and responsibility in building up such systems in collaboration with other relevant authorities and stakeholders within the transportation sector.

By significant improvement of communication - in practical terms up-grading of road and railway systems and means of public transportation - travel comfort and safety will be increased. At the same time travel time as well as travel cost will be reduced if fully utilised. It also requires that an acceptance is established within the society for an efficient and intensified inter-action between all role players.

In terms of social and cultural aspects, the result of easy and affordable means of travelling will be:

- increased social and cultural integration, and thereby:
- enhanced sense of partnership in the society;
- improved access to a wider range of social and commercial services and to jobs, and thereby:
- increased economic integration and enhanced quality of life;

In terms of local economy and job creation, improved communication will be a significant facilitator for business inter-action between the rural and urban areas. The rural-based production will benefit in terms of easier and less expensive access to markets for their outputs, be it agro-, forest- or manufacturing products, as well as for supply of inputs and implements. The urban businesses will benefit from improved overview of scope, content and quality of the rural production sources, as well as easy access and reliable delivery of goods.

Concentration of housing and economic development to locations easy accessible from a public transportation system gives short transport distances and cheaper fares for the commuter. Equally important is to locate residential areas close to work places and to the CBD and other economic activity nodes to minimise the need for transport and to promote pedestrian or cycling modes of transportation. This will also be very important from an ecological point of view since it is energy efficient and will mean less use of natural resources and less air pollution.

### **9.2.7 The Inter-action King William's Town - East London**

King William's Town and East London are both situated within the development corridor, which stretches from the Indian Ocean inlands to Dimbaza. A great potential for economic development exists within that area if it only could be released by appropriate incentives and other measures. Up to now East London often is perceived as an unbeatable magnet, attracting investment, services and population growth at the cost of its hinterland in general and King William's Town in particular. Supporting this perception is the historical development in East London, with heavy manufacturing industries and easy access to deep-water harbour facilities, railway and air services.

The challenge now is to identify the comparative advantages that King William's Town possesses, and develop those in a manner that contributes to the well-being of the entire new municipality - to complement, rather than compete, as a means toward sustainability.

### **9.2.8 Rural-Urban Inter-action**

King William's Town's hinterland is characterised by numerous small communities maintaining traditional life styles and land uses. Much of the disposable income of rural residents is derived from pensions and remittances but also from salaries of civil servants working in the rural settlements as well as in the urban areas. Strong socio-economic linkages exist between urban and rural areas.

The provision of basic services and communication systems, especially the roads, is critical to the development of the economic potential of the area. Communities in the immediate vicinity of King William's Town, many of which lie within the planning area, can play an extended role in providing residential functions and acting as a buffer against excessive in-migration to the town itself.

The challenge facing the new municipality is how and to what extent the municipality can actively involve itself in the simultaneous development of the rural as well as the urban areas in order to strengthen the economic and social base of the entire area. The stronger the surrounding rural economy, the greater will be the benefit to the urban centres and vice versa.

Finally, recognising the fact that the new municipality will consist of both rural and urban communities, the overarching challenge will be to develop a common sense of one society - embraced by all citizens, regardless of where they live or where they come from.

## **9.3 Summary of Planning Strategy**

Given the development challenges and planning pre-conditions as discussed above a planning strategy can be outlined as follows.

The strategy is based on the provision of basic opportunities for improved living conditions to everyone, in rural as well as in urban areas, in terms of income, housing and public services. Higher order services and modern sector job opportunities will be found in the urban areas specifically in King William's Town.

This means in practical terms that, for example, the basic road's infrastructure is improved within the entire planning area. Not the least that rural settlements are inter-linked with each other as well

as with urban areas through an adequate roads network, a “rural-trunk-road-system”. Existing public transport systems are upgraded and new are established to cater for the transportation needs, both for people and goods and made as efficient as possible in terms of cost and travel time. In the development of this system, it is assumed that the local authority will play a vital role as co-ordinator and catalyst.

In a regional perspective the East London – King William's Town - Dimbaza development corridor is further developed specifically in terms of public transport. The labour market is widened and includes the entire corridor for daily commuting between places of residence and modern sector employment in specific growth nodes.

This Corridor concept plays an important role in determining the way forward for the entire King William's Town Area. The spatial interpretation of the concept is that it should be perceived as a framework for “string of pearl development”, rather than a continuous ribbon development along the highway. That implies that the now existing settlements and economic activity nodes should be in focus for development, rather than using a “filling-in” approach to close-up the gaps between them. It will be essential to consolidate the individual settlement structure of these nodes, through densification and intensified use of land within present boundaries, rather than to “add on” in the peripheries.

In addition to improved communications, a basic upgrading of the individual rural communities should be carried out. The scope of the upgrading should be determined through a survey, aiming at identifying the more outstanding deficiencies with regard to social and technical services and facilities. Access to land and the issue of secure tenure system should receive special attention, in view of their importance to social, cultural as well as economic development. As to housing, the natural population growth should be catered for.

The overall development framework is based on the assumption that about 8 - 900 hundred houses will be needed per year over the first ten years in the rural areas, and about 2 000 per year in the urban areas. The dominating housing demand refers to low-income housing.

The implementation of this scenario will imply significant improved opportunities for inter-action between the various rural communities and with the core area of King William's Town, leading to:

- improved access to markets, as well as to inputs and implements in support of rural production - be it based on agriculture, forestry or manufacturing;
- improved knowledge of “market demands” and development of linkages between sellers and buyers;
- improved access to jobs;
- improved access to higher order commercial and social services and facilities;
- improved opportunities for an integrated rural-urban society, in support of sustainability;

Given the limitation in available financial resources, and the priority thus placed on improved communication, a proper and careful phasing of the community up-grading has to be carried out, while accepting a longer period of time for its realisation. However, it is anticipated, that the expected growth of the local economy will speed up the delivery of the needed social services and technical infrastructure.

In summary the planning strategy can be formulated as follows:

- improved infrastructure for communication between communities in general and rural and urban communities in particular;
- focused development efforts on existing communities and growth nodes;
- provision of basic services in all settlements
- location of higher order services in urban centres with good accessibility
- stimulation of modern sector economic development within the corridor
- reinforcement of clusters of businesses and industries;
- establishment of networks and partnerships;
- support to agro-based economic activities in rural areas;
- co-ordinated and complementing developmental activities between East London and King William's Town
- conservation of natural, cultural and social resources for long-term sustainability
- pro-active measures at local level in the fight against HIV/Aids

In addition to these main components of the planning strategy, there are of course also a number of straightforward issues that have to be addressed. Those will be presented directly in the implementation part of the Plan proposal, as proposed actions to be taken.