

2014

# **Eastern Cape Vision 2030 Provincial Development Plan**

*Flourishing people in a thriving province*

# CONTENTS

A FUTURE WE CAN BUILD .....	I
OUR VISION FOR 2030 – a point along a journey towards ubuntu.....	IV
A note on the design and structure of this document.....	V
<b>PART 1: OVERVIEW OF THE PROVINCIAL DEVELOPMENT PLAN.....</b>	<b>1</b>
INTRODUCTION AND BACKGROUND.....	2
A provincial plan rooted in the NDP and a vision for a just society.....	2
Approach to planning, implementation and accountability .....	3
A SUMMARY OF CHALLENGES AND OPPORTUNITIES FOR THE EASTERN CAPE.....	4
Key Challenges reiterated .....	4
Opportunities summarised.....	9
STRATEGY, GOALS AND ACTIONS .....	13
An integrated framework for human development .....	13
A principled approach.....	16
A summary of the five goals .....	17
CATALYTIC FLAGSHIPS AND MILESTONES .....	26
ILIMA LABANTU .....	26
Ematholeni! .....	33
Infrastructure for equitable, sustainable development.....	36
Capabilities for local action and development – getting the basics right.....	41
INSTITUTIONAL ARRANGEMENTS FOR IMPLEMENTATION AND ACCOUNTABILITY .....	46
Implementation principles.....	49
Risks to successful implementation .....	49
Key success factors and actions .....	51
<b>PART 2: THE PLAN ELABORATED.....</b>	<b>53</b>
RURAL DEVELOPMENT AND TRANSFORMATION .....	54
Prioritising rural development .....	54
Challenges .....	57
The PDP’s approach to rural transformation.....	58
The rural development agenda.....	62
Institutional arrangements for rural development.....	63
Conclusion .....	64

GOAL 1: A GROWING, INCLUSIVE AND EQUITABLE ECONOMY.....	65
Challenges .....	67
Strategic objectives and actions .....	70
GOAL 2: AN EDUCATED, EMPOWERED AND INNOVATIVE CITIZENRY.....	87
Challenges .....	88
Strategic objectives and actions .....	92
GOAL 3: A HEALTHY POPULATION .....	103
Challenges .....	104
Strategic objectives and actions .....	105
GOAL 4: VIBRANT, EQUITABLY ENABLED COMMUNITIES .....	116
Challenges .....	116
Strategic objectives and actions .....	118
GOAL 5: CAPABLE, CONSCIENTIOUS AND ACCOUNTABLE INSTITUTIONS.....	131
Challenges .....	132
Strategic objectives and actions .....	133

# A FUTURE WE CAN BUILD

## An introduction by the Premier of the Eastern Cape



When the National Development Plan (NDP) was presented to the nation in 2011, it set out a vision for South Africa – a prosperous country with no poverty or inequality. The NDP states that South Africa has the means, the goodwill, the people and the resources to achieve this goal. The NDP further states that at the core of the plan are capabilities – capabilities for people and country to thrive and flourish, and the creation of opportunities for such capabilities to manifest across citizens, the state, institutions and all sectors of society.

The people of the Eastern Cape share this vision. In 2014, the Executive Council of the Eastern Cape Provincial Government appointed the Eastern Cape Planning Commission (ECPC) to facilitate a participatory exercise of defining what the NDP should mean for the province. The objective was to interpret the NDP against specific challenges facing the Eastern Cape, and develop a Provincial Development Plan (PDP) that can focus the province’s creative response to these challenges.

A sustainable future for the Eastern Cape rests on a people-centred development to achieve five related goals as agreed by all stakeholders involved in the process to develop this plan. These goals are:

- An inclusive, equitable and growing economy for the province
- An educated, innovative and empowered citizenry
- A healthy population
- Vibrant, equitably enabled communities
- Capable agents across government and other institutional partners committed to the development of the province.

These goals will be pursued with a focus on rural development to address serious inherited structural deficiencies – the legacy of apartheid has left the rural regions of the Eastern Cape underdeveloped on the one hand, and an urban economy that is unduly stressed and experiencing slow growth on the other. Addressing this spatial unevenness in endowment and development will take time and hard work, but it can be done with the right will and commitment.

The design of implementation processes for the PDP, the organisation of agents, and careful planning around intended effects and targets, should also be done with the additional objective of positively shifting our attitudes around gender and other arbitrarily discriminative biases..

To realise the plan’s development goals, the province has also identified four catalytic flagships that will establish a sound foundation for other developments to flourish. These catalytic initiatives cut across sectors and integrate the efforts and resources of many role-players. The provincial catalytic flagships, outlined in further detail in this plan, are as follows:

## ILIMA LABANTU

ILIMA LABANTU is an agricultural development initiative that aims to revive the rural economy and encourage other areas of development in the province. The Eastern Cape is endowed with significant natural resources that can be used to help address its food security needs, expand its capacity to provide jobs, raise income levels and trigger development in allied industries and other sectors. ILIMA LABANTU aims to mobilise communities and a range of departments and entities across government to act in a focused, integrated and coordinated manner on various elements of the programme:

- **Research and development (R&D) institutions** to develop appropriate technology to support production and related activities at various levels of the agricultural value chain.
- **Education and training institutions** to build the capabilities of producers and producer organisations, and support improvements in the capabilities of state and non-governmental agents who work with communities.
- **Government** to provide resources to drive the initiative, and ensure that there is proper coordination of the programme and accountability for mandated actions.

ILIMA LABANTU, while predominantly focused on reviving and growing the rural economy, should also foster a different pattern of mutually beneficial relationships between rural and urban regions, while connecting the Eastern Cape to broader national and international economies.

## Ematholeni!

Ematholeni! (children first!) is appropriated from 'inkunzi isematholeni' in isiXhosa. The 'dropping' of the first word referring to the male bull is intended to re-state the idiom with a progressive take on gender – it is about nurturing wholesomeness in all 'calves', female and male. The call and programme is about a societal rededication to giving all children a quality start to human development and learning, and establishing the basis for a future of equal opportunity to flourish. This begins from the level of an integrated and better-coordinated early childhood development (ECD). The initiative also aims to build systemic continuity from ECD through the foundation and intermediate phases of primary schooling. A third key feature of the initiative is mobilising and developing the capabilities of communities to support the development and learning of their children. With regard to ECD, all contributing departments and public entities, institutions and communities across the province will ensure that all children get the basic nutrition they need for healthy growth, that they grow in nurturing and loving family environments, and that they receive the appropriate stimulation and foundations to learning at home, ECD centres and the early grades of schooling.

## Infrastructure

The third catalytic flagship focuses on the provision and maintenance of infrastructure for spatially equitable social and economic development. This includes social infrastructure (human settlements, public institutions) and economic infrastructure (irrigation systems, factories, production technology, equipment and systems, as well as information and communication technology). Infrastructure development should be a concern for all development partners. The initiative will encourage the private sector to expand its investment in infrastructure; R&D institutions to come up with innovations around appropriate technology, materials and design; and communities to build, maintain and sustain key infrastructure. The latter will also promote a changed consciousness among citizens for the care of our environment, surroundings, public assets and facilities.

## **Back to Basics: Building human and institutional capabilities for local development action**

The fourth catalytic flagship, in keeping with the NDP's goals and the Back-to-Basics campaign, aims to build human and institutional capabilities for inclusive and meaningful local development action. This includes building and consolidating a capable state with strong local government and sub-entities; accountable sub-regional agents of national and provincial departments; skilled leaders and functionaries of non-governmental organisations and citizen associations; and capable and responsible citizens as the core of civil society.

The PDP is a plan for all of the province's people, and many have participated in its formulation – leaders of government and civil servants, citizens, civil society organisations and the private sector. It is a living plan that will only find meaning if all role-players are committed to its implementation. The plan will be subject to ongoing monitoring and evaluation involving key stakeholders, and this will periodically inform any necessary changes going forward.

The PDP frames a social compact against which we will hold each other accountable – across the state, civil society and the private sector. Through this plan, we are cementing our commitment to a brighter future for the province of the Eastern Cape. It is a future that cannot become a reality without the participation of all; without careful listening and learning, action, reflection and respect for each other's worth and contributions.

*LETSOHO MOHOMENG!!* (All hands on the plough!) Let us work together to build an Eastern Cape we can be proud to hand down to future generations.

**Phumulo Masualle**  
**Premier of the Eastern Cape**

## Our vision for 2030 – a point along a journey towards ubuntu...

Unyaka ka1994... unyaka owaba sisiqalo sohambo lokubuyisa isidima kubantu baseMzantsi Afrika. Unyaka oweza nokwakhiwa ngokutsha kwesizwe nokubuyisa ubuntu obusekelwe kwintlonipho yobomi, ukuqonda intsingiselo yemvelaphi yethu, impatho-ntle phakathi kwabantu, ubunjani bukamasilingane nobulungisa kwezentlalo nezoqoqosho.

Unyaka ka2014 uluphawu olubalulekileyo koluhambo. Lithuba lokuqwalasela ngokunzulu uhambo esele luhanjiwe nokuzibophelela ekusebenzeleni ubomi obulungileyo kumntu wonke.

Ngonyaka ka2030, sakuzibona iziqhamo zoku -

- ngePhondo leMpuma Koloni elinemveliso nelenza izinto ezintsha kunye nabahlali abakwaziyo ukuzondla
- ngabantwana nentsha ebonisa ukungqinelana nenkolo eyimbumba ukuba basisiseko sengomso lethu
- ngothatho nxaxheba kuphuhliso lwasekuhlaleni ngabahlali abazinikeleyo nabanobuchule bencedisana nabo basemagunyeni kumaziko ajongene nophuhliso lwabantu.

Luyaqhuba uhambo njengoko sizama ukugcina nokulondoloza oko sikusebenzele nzima, yaye siyaqhuba siyavelisa siyakha nangaphaya konyaka ka2030

The year 1994 marked the beginning of a journey towards reclaiming human dignity for all in South Africa – a societal reconstruction towards *ubuntu* and its respect for all life, its recognition of the past, its care for present and future well-being, its consciousness of human interdependency, and its philosophy of equality, and social and economic justice.

The year 2014 marks an important point in this journey – a critical reflection and a collective recommitment to working towards a future of well-being for all.

In 2030 we will see the fruits of careful and collective hard work towards this commitment in:

- An Eastern Cape with a proliferation of innovation and industry, and citizens who can feed themselves.
- All children and youth manifesting our shared belief that they are the cornerstone of the future.
- Participatory local development action driven by committed, capable citizens and conscientious institutional agents.

The journey continues, as we sustain what we have worked for and gained, and continue to innovate and build beyond 2030.

Die reis om aan almal in Suid Afrika weer hul menswaardigheid terug te besorg, het in alle erns in 1994 begin. Hierdie proses van “sosiale herkonstruksie” is geskoei op die beginsels van *ubuntu*, met die gepaardgaande respek vir alle lewe, erkenning aan die verlede, die omgee vir huidige en toekomstige welstand en ‘n voortgaande bewussyn van die interafhanklikheid van alle mense gegrond op die filosofie van gelykheid en maatskaplike en ekonomiese geregtigheid.

‘n Belangrike mylpaal is in 2014 bereik – ‘n algemene en kritiese herbesinning oor en toewyding aan die bou van ‘n gesamentlike toekoms van voorspoed en welstand.

Deur gesamentlike en sorgvuldige harde werk aan hierdie ideaal behoort ons in 2030 die vrugte te pluk in die Oos Kaap deur:

- ‘n drastiese toename in innoverende nywerhede met burgers wat voedselsekureit beleef.
- Kinders en jongmense wat die geloof uitleef dat hulle die hoeksteen van die provinsie en land se toekoms uitmaak.
- Deelnemende plaaslike ontwikkelingsaktiwiteite wat gedryf word deur toegewyde en bekwame burgers en plaaslike instellings.

Die reis sal voortgaan terwyl ons opbou en beskerm dit wat ons reeds tot stand gebring het – wel wetende dat ons deur innovasie sal voortgaan om selfs na 2030 verder te bou.

The PDP, developed collaboratively with citizens, organisations and institutions within and outside of the Eastern Cape, sets out a plan to achieve this vision. The plan is grounded in the NDP, but it is also shaped by critical priorities specific to the Eastern Cape as agreed by stakeholders in the Province.

## **A note on the design and structure of this document**

This document is made up of two parts. Part 1 is an overview of the PDP, presenting the plan in summary. It sets out the key challenges to be addressed, the principles underpinning the plan, the thrust of the provincial development agenda in terms of goals and objectives to be pursued, the pivotal priorities that the plan hinges on, as well as targets and milestones to be achieved over the three medium terms to 2030 (2020, 2025 and 2030). It also sets out the plan's implementation arrangements, and risks to be minded.

Part 1 can be read as a stand-alone overview to provide readers with a reasonable understanding of the province's development path.

For those wanting to explore the PDP in more detail, Part 2 provides this detail. Part 2 consists of six chapters:

- The first chapter makes a case for why the Eastern Cape should prioritise rural development. It sets out the rationale for such bias, the key challenges to be addressed, an approach to doing rural development, as well as a proposition on institutional arrangements.
- The next five chapters then address each of the five main goals of the plan. Against each goal are set out objectives and strategic actions that respond to particular challenges identified, or actions that will deliver certain desired ends.

# **PART 1: OVERVIEW OF THE PROVINCIAL DEVELOPMENT PLAN**

## Introduction and background

### A provincial plan rooted in the NDP and a vision for a just society

The NDP sets out a vision and roadmap for the development of South Africa up to the year 2030. While the plan acknowledges the achievements of the first two decades of a free and democratic South Africa, it also responds to key challenges still facing the country today. The NDP seeks to build on the opportunities that lie not only in natural and material endowments, but also in innovative approaches to addressing the country's challenges.

In its introduction, the NDP sets out a number of important premises to underpin a reconsidered approach to development. These premises also inform the Eastern Cape's plan. They are reiterated here with some rephrasing to reflect emphases from stakeholders consulted in the formulation of this PDP:

- The implementation, monitoring and review cycle of the PDP must encourage the *active and critical participation of all citizens* of the Eastern Cape in their own development. Key to this will be people-centred local action.
- The PDP and its implementation must be decisive in redressing injustices of the past effectively, while fostering a *consciousness for justice* in future judgments and arrangements.
- The PDP should foster *equitable economic growth and investment*, as well as opportunities for *meaningful work*.
- High-quality education, a healthy population and effective social protection are important to the realisation of a flourishing future for all. The PDP should particularly *guarantee an equal start for all children*, and *ensure that no child suffers from malnutrition*.
- The PDP should foster creative links between economic and social strategies to promote inclusive and equitable participation in the economy by an active, hardworking and cohesive society.
- Collaboration between communities, the public and private sectors should be strengthened, with greater attention paid to strengthening the *capabilities of a community-anchored agency* for sustainable development.
- *An effective and capable government* and public institutions, with ethically committed leaders, are key to the success of the PDP.
- *An ethical, accountable private sector* is equally important to the success of the PDP.
- *Conscientious leadership* is encouraged from all sectors of society and there should be a conscious, ongoing effort to develop and strengthen such leadership.
- The PDP should foster the province's knowledge-driven, evidence-based development.

The NDP states that the success of the national plan, and by extension the PDP, hinges on “creating a virtuous cycle of expanding opportunities, building capabilities, reducing poverty, and involving communities in their own development, all leading to rising living standards and well-being.” This virtuous cycle “requires agreement across society about the contribution and sacrifices of all sectors and interests”, with an awareness that “the majority of South Africans who have remained poor have demonstrated remarkable patience”, which we dare not take for granted.

A sustainable future for the country and province needs to move beyond testing the patience of the poor. The call, therefore, is for a commitment to just development, especially from those who were unfairly privileged by our colonial and apartheid past, as well as those newly privileged by the post-1994 democracy.

While it is acknowledged that colonialism and apartheid gifted white citizens inequitable privilege that should spur humility and a commitment to working for a fairer future, there may not be enough appreciation by recently privileged black citizens of their obligation to an even greater commitment to working for a fair upliftment of all. While their rise has not been through unjust laws, the new democracy and the opportunities it has enabled have been won through the struggles of those who still make up the bulk of the poor majority. A just upliftment of the present-day poor, and an equalisation of opportunity for all – inclusive of levelling the playing field through redress for historical racist and sexist discrimination, should be the concern of all capable of lending a hand to this cause.

## **Approach to planning, implementation and accountability**

As was done for the NDP, the development of the PDP started with research, reflection and conversations with stakeholders across the Eastern Cape, including communities across the province, government at all levels, learning and research institutions, and people living and working outside of the province who are committed to the development of the Eastern Cape.

This stakeholder engagement established a shared understanding of core challenges confronting the province and positive attributes we can build upon. It enabled a co-generation of ideas, visions and propositions for the plan, while building consensus around strategic interventions and approaches. Contradictory views were weighed carefully to ensure a fair outcome for all.

The engagement process also laid the basis for a shared multi-institutional agency for implementation and accountability. The planning process sought to mobilise and identify key agents in the public and private sector best placed to drive and support the plan's implementation. It also primed stakeholders and implementation agents for cross-accountability for their actions.

Based on this engagement and planning process, the ECPC first produced the *Diagnostic Overview of the Eastern Cape*, a detailed report that includes data and analyses describing the main challenges facing the province, as well as attributes and accomplishments to build upon. It also produced the *Strategic Perspectives Towards Vision 2030*, a document that sets out propositions on principles, a suggested vision, outcomes and goals, as well as strategic actions proposed for the PDP. The propositions set out in that document informed further discussion and planning, which ultimately culminated in the plan presented here.

Following the adoption of the plan, departments and other institutional stakeholders will develop detailed sub-plans and implement key propositions of the plan, independently as well as collaboratively. Implementation will be complemented by ongoing monitoring and evaluation of the PDP, and fostering a culture of accountability.

# A Summary of Challenges and Opportunities for the Eastern Cape

## Key Challenges reiterated

At the root of South Africa's developmental struggle is the structural legacy of underdevelopment and deprivation inherited from colonialism and apartheid<sup>1</sup> – the dispossession of land and property, the disruption of families and social institutions, the undermining of opportunities for the majority of the population, the disruption of an organic indigenous intellectualism, the denial of the right to self-definition and determination, and the systematic destruction of self-worth that persists across generations and whose effects are felt today.

The cumulative effects of all this are manifest in among others two negative factors that feed into each other to worsen the condition of the majority dispossessed and poor: The first is a psycho-social, cultural and spiritual alienation as well as identity crisis that is the inevitable consequence of dispossession and disempowerment – a loss of knowledge of self, as well as loss of the means to generate and ensure self-sustenance. The second, is material poverty and deprivation that deepens the condition of powerlessness and alienation. Our core challenge therefore is to restore our human condition through confronting these impediments to a dignified human existence.

Some present-day effects of this underdevelopment are illustrated in the following maps that summarise the Eastern Cape's condition. The province remains spatially imbalanced, with deep deprivations in the rural east and north-east – the former 'homelands'. The first map captures the socioeconomic circumstances of the provincial regions through an index of socioeconomic underdevelopment. The index integrates Census 2011 data for education, income and unemployment,<sup>2</sup> and presents weighted scores on a scale of 0 to 100. A high score indicates higher levels of deprivation – in other words, socioeconomic underdevelopment. While most of the province registers below-satisfactory levels of socioeconomic development, the map shows that the former Bantustan areas are generally much more underdeveloped than the urban regions.<sup>3</sup>

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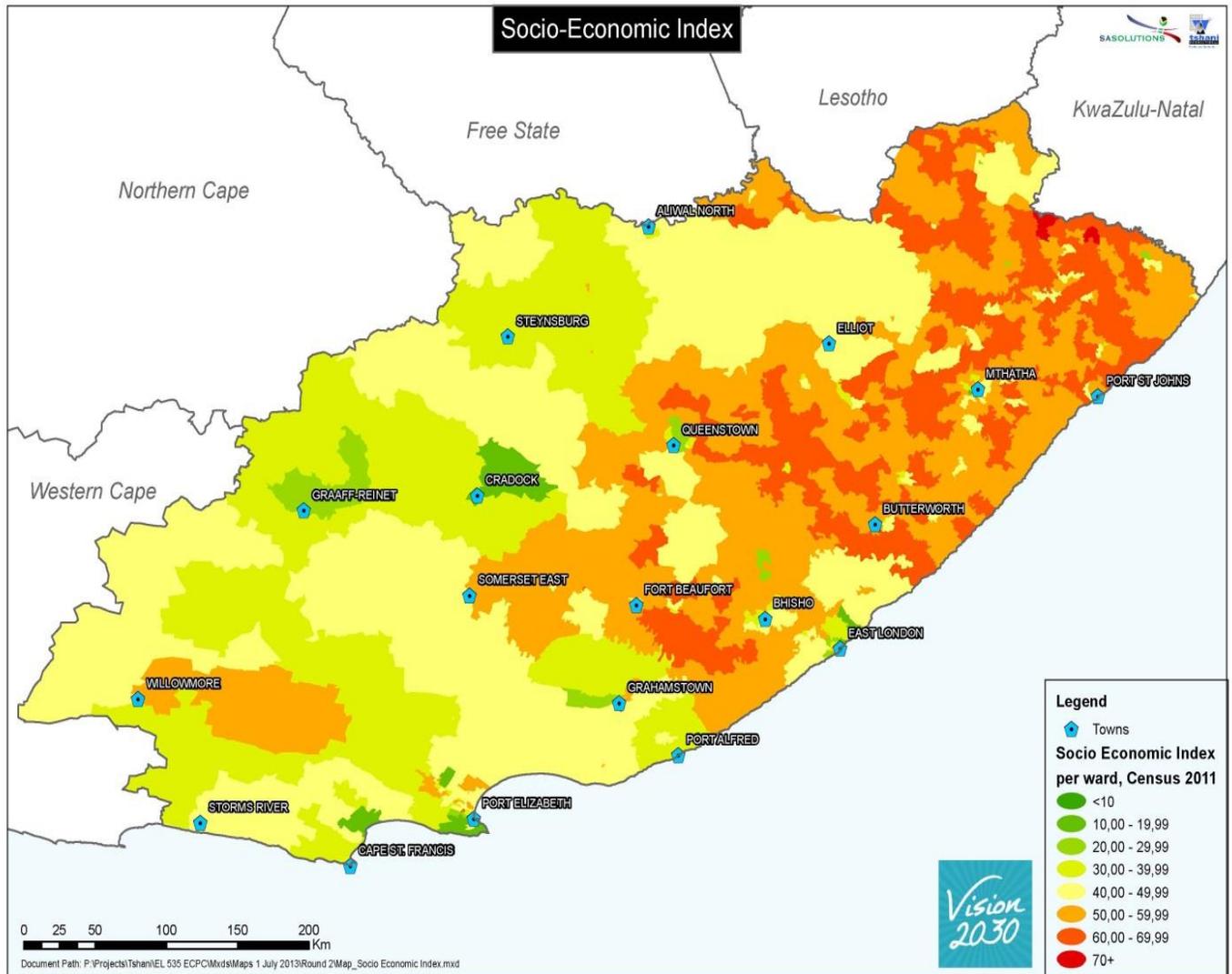
<sup>1</sup> The NDP characterises these areas of deprivation as “poverty traps” to be eliminated by 2050 (p233). In maps showing “spatial dislocations at a national scale” (NDP, p236–7), the density of deprived rural settlements in the Eastern Cape is also graphically illustrated.

<sup>2</sup> Education is measured by the percentage of people 20 years or older with some secondary education (Grade 9 or less). Income levels are measured by the percentage of people with income of less than R800 per month, in itself so low it is debatable as a reasonable measure of poverty borderline. Unemployment is measured by the percentage of people unemployed, using the official definition. Equal weight is given to the three indicators in the index.

<sup>3</sup> These averages mask differences in the seemingly better parts of the provinces, with urban indices distorted by a higher presence of a middle class as well as industry that is concentrated in these areas, against the reality of high levels of urban poverty also clustered around these sites.

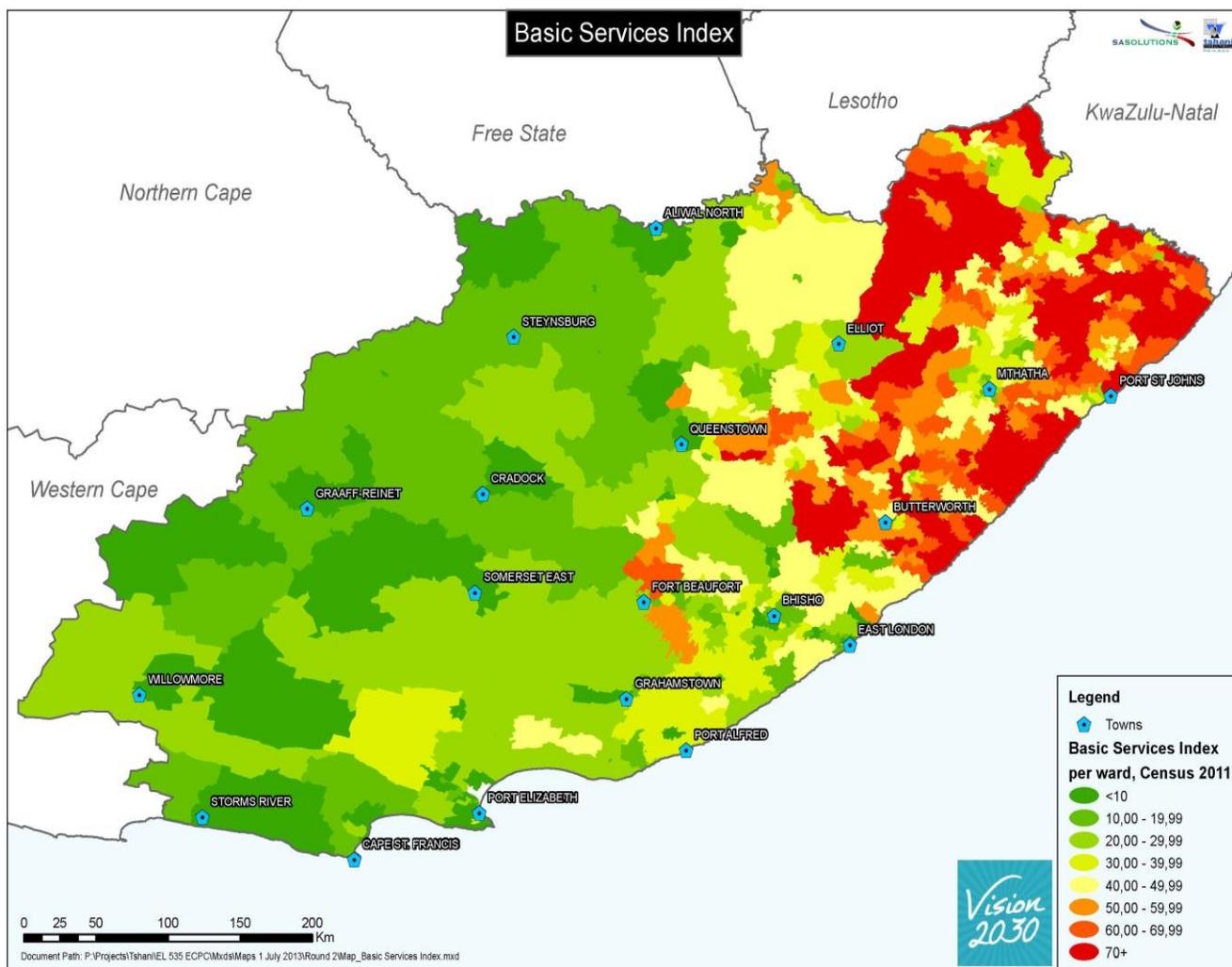
The second map focuses on the province's basic services. It uses a basic services index to provide scores for deprivations against RDP-level access to water and sanitation, as well as the use of electricity for lighting.<sup>4</sup> A high score indicates high deprivation – in other words, poor access to basic services. The basic services index reveals even greater spatial contrasts than the socioeconomic development index, indicating an urgent need to accelerate the development of social infrastructure in these parts of the province.

### Socioeconomic index map



<sup>4</sup> Access to water is measured by the percentage of the population with no access to water. Access to sanitation is measured by the percentage of the population in the ward with no sanitation, defined as pit toilets without ventilation, bucket toilets, or no facility at all. Access to electricity is defined by the percentage of the population that do not use electricity for lighting – they use gas, paraffin, candles, independent solar power, or there is no lighting.

## Basic services index map



Given the spatial imbalance in the province and the persistent underdevelopment of its rural regions where the majority of citizens live, the Eastern Cape's long-term plan prioritises rural development as key to sustainable development.

The NDP sets out nine key challenges, which are also addressed in detail in the Eastern Cape's *Diagnostic Overview*. These challenges are summarised below, with details relevant to the Eastern Cape:

1. **Too few people work.** Unemployment statistics for the Eastern Cape – at 27.8 percent (narrow rate) and 43.5 percent (expanded rate including discouraged work-seekers) – fall below the national averages of 24.1 percent and 34 percent respectively.<sup>5</sup> The situation is worse still in the economically depressed rural regions where the majority of the province's population resides – a stubborn inheritance from the colonial and apartheid era.

<sup>5</sup> Unemployment figures (4<sup>th</sup> quarter 2013) from Statistics South Africa Quarterly Labour Force Survey.

2. **The standard of education for most black learners is poor.** The Eastern Cape has fared worse than other provinces, despite its early history of educational leadership. Over the period 2000 to 2011, about 22 percent of learners who entered Grade 1 progressed to Grade 12 within the 12-year period, with only 14 percent successfully completing the National Senior Certificate examination. Children from poor backgrounds perform significantly worse than their richer counterparts in reading, writing and maths, and there is an uneven regional distribution of resources and infrastructure.
3. **Infrastructure is poorly located, under-maintained and insufficient to foster higher growth and spatial transformation.** Despite efforts to address backlogs, infrastructure needs remain high, especially in rural regions. The road network is severely stressed and deteriorating. There is inadequate bulk infrastructure for services due to persistent underinvestment and poor maintenance. Energy transmission and distribution networks are under-maintained and undercapitalised. While the province's infrastructure budget has increased from R2.3 billion in 2005/06 to R6.2 billion in 2011/12 and Municipal Infrastructure Grant allocations to municipalities have also increased, these allocations are inadequate to address historical backlogs and needs.
4. **Spatial patterns exclude the poor from development.** Development patterns still reflect the inherited structure of the colonial, apartheid and Bantustan economies. Historically unequal land ownership patterns persist and exacerbate stresses on the land. In the west of the province, freehold white-owned farms still make up the bulk of the province's agricultural output. In the centre is the border patchwork of quitrent, white-owned farms, marginal black-owned freehold farms, colonial and apartheid expropriations, and a trickle of restitutions. In the east, customary tenure continues, while land administration and planning in the former Ciskei and Transkei is still governed by old-order proclamations and ordinances dating back to 1921 – a situation exacerbated by patrilineal patterns of inheritance and leadership.

The province's two metropolitan areas together account for 65.5 percent of gross value added (GVA) to the provincial economy (42.5 percent in Nelson Mandela Bay Municipality and 23.0 percent in Buffalo City Municipality). A further seven municipalities contribute 17.6 percent of GVA (King Sabata Dalindyebo, Mquma, Amamhlati, Lukanji, Ngqushwa, Makana and Kouga). This leaves the 30 remaining municipalities making a combined contribution of 16.8 percent.

5. **The economy is overly and unsustainably resource intensive.** A different challenge confronts the Eastern Cape – an over-reliance of the provincial economy on the motor manufacturing industry and small manufacturing sector. The province has the smallest primary sector in the country (both absolute<sup>6</sup> and as a percentage of provincial gross domestic product [GDP]), a relatively small agricultural sector, and the largest tertiary services sector of all the provinces. Despite its infrastructure backlogs, the province has smaller utilities and construction sectors than the country as a whole (as a percentage of GDP). The contribution of government services to the provincial economy is significantly higher than the national average.

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<sup>6</sup> The provincial primary sector GVA in 2010 was R4.3 billion. The next-smallest primary sector GVA was the Western Cape at R14.7 billion – more than three times larger.

6. **A widespread disease burden is compounded by a failing public health system.** Low life expectancy and high infant and maternal mortality are clear indications of a dysfunctional health system, as well as a symptom of poverty and other adverse socioeconomic conditions. Other critical challenges faced by the health system in the province include instability in leadership at all levels; inadequate financial resources; poor financial management; a low ethos of care among those who should care for the sick; and dilapidated health infrastructure. Some parts of the population seek healthcare either in the private health sector or outside the province. The rural nature of the Eastern Cape, with dispersed settlements, poor infrastructure and inaccessibility in some areas, also contributes to the complexities of providing healthcare services.
7. **Public services are uneven and often of poor quality.** The province's civil service is unprofessional and underperforms across all spheres. It is characterised by poor administration, a poor work ethic and weak consequence management. Central coordination mechanisms are weak and systems of accountability for both political representatives and public officials need to be revisited and consolidated.
8. **Corruption is widespread.** Corruption in the public service continues, including fruitless and wasteful expenditure and unaccounted-for funds. This is further exacerbated by low levels of closure of cases referred to the province by the National Anti-Corruption Hotline.

But systemic corruption in the private sector also deserves attention. Tighter regulatory mechanisms led by the state serve as an important check on corrupt practices if they are diligently applied. Corruption must be tackled in the province as a societal matter, and there is a need to build a social compact and active programmes involving all key stakeholders in combating corruption. This calls for a holistic and integrated approach with a balanced mix of prevention, investigation, prosecution, public participation, education and awareness-raising, joint campaigns between government, civil society and the private sector, and societal shaming of corruption.

9. **South Africa remains a divided society.** The landlessness of dispossessed black citizens in the province and across the rest of the country, the slow pace of land reform and other forms of redress, and the stresses of continued exclusion from the economy still pose significant hurdles to social stability and cohesion. The pace of movement towards the creation of a new society that attaches equal value to cultural differences is too slow. Meaningful, dynamic and lasting development will continue to elude us if the languages spoken by the majority of citizens of the province are not respectfully accommodated in domains and functions associated with power, nor developed for use in education and other development endeavours.<sup>7</sup>

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<sup>7</sup> This is not a new concern. Writing in *Tsala ea Becoana* over a century ago in 1911, Sol Plaatje had this to say – “Our language(s) is(are) not understood by everybody because it(they) is(are) not used as a medium in public places nor in the arena of education ... and our agony and misery is a laughing matter to others” (quoted in S. Modiri Molema’s *Sol Plaatje: Morata Wabo*, 1965).

## Opportunities summarised

The Eastern Cape is endowed with a number of resources that give it a competitive edge. These include water, biodiversity and an extensive coastline of over 800km along the Indian Ocean with enormous potential for an ocean economy, as well as mineral and energy resources. The potential for agriculture and forestry also remains under-tapped. The province has arable, relatively well-watered land that is not optimally utilised – arable fields are used for grazing mainly due to a lack of capital to make necessary land improvements for profitable farming. While farming in the former Bantustan areas has been in decline since the 1920s, there are still over 500 000 farmers (according to Statistics South Africa’s Quarterly Labour Force Survey) who typically produce about 10 percent of their household food requirements in homestead gardens. This means that there still exists a rudimentary culture of farming in the province, despite the fact that a significant number of citizens remain landless as a result of colonial and apartheid dispossession.

The Eastern Cape also has an illustrious history, most significantly its history of a centuries-long struggle waged against colonial dispossession across the then Cape region. It is a province that bears a strong imprint of the early inhabitants of the southernmost region of the continent – in language<sup>8</sup>, cultural practices, artistic impressions and artefacts. This rich heritage is an asset for the province.

The Eastern Cape is also home to four universities and a number of further education and training (FET) colleges (which in future will be known as technical vocational education and training [TVET] colleges) that play an important role in the province’s development. These institutions need to strategically reposition themselves and be supported to more effectively play this role. There are also a number of non-governmental organisations and private institutions that can support development across the province.

When analysing the province’s potential and opportunity, it is important to consider assets and strengths found in various sub-regions of the province in order to aid regional and local planning and development. A regional<sup>9</sup> development approach allows for targeted investment and development initiatives, while fostering connections and linkages between provinces. Regional development should also be approached from a holistic spatial perspective that brings together urban, rural and wilderness areas. Furthermore, including ecological considerations in the conception of regional development can ensure environmental resilience.

Based on a brief regional analysis, the following opportunities need careful attention across different parts of the province:

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<sup>8</sup> IsiXhosa is perhaps the most prominent admixture of the languages of the Khoi, San and Nguni. Many name places across the Eastern Cape are also indicative of the Khoi and San imprimatur.

<sup>9</sup> For purposes of this document, we adapt the definition of a region in the Spatial Planning and Land Use Management Act (2013): “[A region is] a circumscribed geographical area characterised by distinctive economic, social, [cultural] or natural features which may or may not correspond to the administrative boundary of a province or provinces or a municipality or municipalities.”

## **The East and North-East – OR Tambo, Alfred Nzo, Chris Hani, Joe Gqabi and parts of Amathole**

These are generally high-density, poverty-stricken rural areas, with teeming underdeveloped towns that largely serve as trading hubs. The predominant enterprise is consumption-oriented, with little production both primary and secondary value-adding. Yet, this region also accounts for the bulk of arable land, and has high rainfall patterns and water to sustain agriculture and forestry

By 2030, the **OR Tambo District** is expected to be the third most significant economic hub in the province, with the King Sabata Dalindyebo municipality working towards metro status. The region should also see an increase in information and communication technology (ICT)/knowledge services, logistics, agribusiness, tourism and property development. The impending development of the N2 across the region and its proximity to KwaZulu-Natal, with the latter's status as a gateway to international markets, should also improve the OR Tambo District's economic development.

The **Wild Coast Development Zone** is also being established within this region, and it should significantly improve agriculture and raise agro-industrial development, eco-tourism, nature conservation and small-town revitalisation for towns like Port St Johns, Mbizana and Coffee Bay.

**Alfred Nzo** and **Joe Gqabi** districts also have development potential, with strong contributions from forestry and livestock production. Mbizana in Alfred Nzo and Sterkspruit in Joe Gqabi are potential growth nodes. The development of the **Umzimvubu River Basin** in Alfred Nzo will also present opportunities. Besides the dam earmarked for Umzimvubu, the NDP has proposed substantial investment in irrigation infrastructure and agriculture-based enterprise.

The **Chris Hani** District has significant agricultural potential, with good water resources and some irrigation infrastructure in the schemes established during the homeland era. An ambitious and detailed plan for agriculture-driven development has been proposed, covering all local municipalities of the district, with a proposed agro-industrial hub conjoining Sakhisizwe, Engcobo and Emalahleni. This presents the province with an opportunity to develop a large agro-industrial hub and significantly re-order spatial patterns of economic activity and growth by promoting value-adding agro-processing industry, related industries and services, and develop new settlements of a technical and professional class in this region. This development could also benefit Lukhanji (Queenstown), positioning it as a growing logistics nexus and light-manufacturing hub. The Chris Hani District is also establishing itself as a model district by piloting new forms of collective enterprise – mainly cooperatives to help grow the participation of the excluded majority in the economy. Cradock is also a growth node for agriculture and the emerging biofuel industry in the province, with its proximity to the port city of Nelson Mandela Metro a distinct advantage.

These developments largely focus on developing the rural regions of the province. In the short term, they will take place at production sites not yet significantly altered by land-reform efforts led by government. In the long term, even greater opportunities will open up as the land-reform process unlocks more land for expanded farming, together with growing local capabilities for agricultural production and enterprise.

## **The Central Region – Amathole and Buffalo City Metro**

The central region, covering Buffalo City Metro and the Amathole District, is made up of coastal areas, parts of both the Sunshine and the Wild Coast, and the inland areas of the former Border region and the Ciskei. It is similar to the eastern region, but with greater urbanisation and peri-urban informal sprawl. Amathole includes one of the most densely populated regions in the province.

The Buffalo City Metropolitan Municipality and rural Amathole region could expand development through a secondary export hub in the East London Industrial Development Zone, agribusiness, knowledge services, light manufacturing, tourism and property/small-town development. There are also various opportunities for heritage tourism, including the linking of heritage, eco-tourism and sustainable agricultural land use. The Amathole Heritage Initiative is already under way, comprising the Maqoma, Sandile and Makhanda routes, which are named after leaders of the resistance against colonialism.

Other areas of potential development include:

- The Mbashe region, which has good potential for expanded agricultural production. This is due to the many industrious communities already mobilised through government-supported farming programmes and investments in the area. The AgriPark is supported by the national and provincial departments of rural development, as well as research institutions.
- Gcuwa/Mnquma, which is a potential growth node for light manufacturing industries, with capacity to regenerate brown-field industry using infrastructure inherited from the old Transkei. The stretch of coast running through the Mnquma and Mbashe municipalities also holds potential for tourism.
- Nkonkobe, Qoboqobo (Keiskammahoek) and Amahlathi (Stutterheim), which are potential growth nodes for agriculture and forestry-based industry (Amahlathi for forestry) towards the west and north-east of the Amathole District.

## **The Western Region – Cacadu and Nelson Mandela Bay**

A significant portion of the Eastern Cape's extensive coastline towards the west stretches across the Sunshine Coast from Amathole into Cacadu, the Nelson Mandela Bay with its deep ports of Ngqura and Port Elizabeth, and further south along the Garden Route. This stretch of coast presents untapped economic potential. Other coastal growth nodes include the towns of Port Alfred and Jeffreys Bay, as well as the Tsitsikamma tourist reserve.

The western and central parts of the Cacadu District have unique flora and fauna, offering a competitive advantage for the region. There needs to be increased investment in R&D focused on the beneficiation of products from the rare natural bounty of this region – products such as fynbos, aloes, agave and a range of cacti species. The region's mohair production industry also has room for expansion. Cacadu also holds potential for the generation of renewable wind and solar energy. The ongoing prospecting for fracking may also offer new opportunities in the region.

The Nelson Mandela Bay/Cacadu region could expand its industrial manufacturing and subsidiary industries, its trading enterprises and capabilities as a major exporting hub, its knowledge services, tourism and property developments.

Over the next 15 to 20 years, the two major urban areas of Nelson Mandela Bay and Buffalo City are expected to grow significantly. Port Elizabeth and East London have experienced rapid urbanisation since 1994, overloading the existing infrastructure network and causing a range of economic and social stresses. For the metros to play their role as regional drivers, therefore, these challenges will have to be addressed creatively. In the west, there has to be a continuous industrial development in the Coega-Port Elizabeth-Uitenhage triangle and the Buffalo City corridor. They should be linked to cross-benefit developments in the rural regions.<sup>10</sup>

In time, the two metros will be joined by King Sabata Dalindyebo Municipality, driving regional growth and transformation in reconfigured regional relationships. For this to happen, however, there needs to be further urban development, transformation and growth in these cities.

In order to take advantage of the opportunities across the various regions of the province presented here, it will be important to task properly capacitated regional and local development agents to lead actions and tasks they are best suited for, and to integrate and coordinate contributions from relevant government departments and other organisations.

The province will need to create clear plans for its development initiatives, for inclusion in the integrated development plans (IDPs) of municipalities.

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<sup>10</sup> A Department of Cooperative Governance and Traditional Affairs discussion document on an Integrated Urban Development Framework argues that “successful towns and cities are essential to rural transformation. Urban and rural areas are connected through complex patterns of social, economic, environmental and cultural interactions. In practical terms, urban areas depend on rural areas for food production, minerals, energy, water, recreational areas and eco-system services, while rural areas depend on urban areas for agricultural inputs such as machinery, equipment and fertilisers. But over and above such economic transactions, the developmental needs of rural areas, including traditional areas and their communities, must be understood in order to achieve a fully integrated developmental state.”

## Strategy, goals and actions

The province's long-term development strategy is built on a focused set of goals, interventions and programmes. While these are informed by the country's overall development vision in the NDP and related policies and strategy, the province has tailored the national directives to respond to its regional circumstances.

### An integrated framework for human development

At the centre of our development quest is the vision of *well-being and flourishing for all in a thriving province*. To achieve this vision, the province's development goals and interventions respond to three important questions, namely:

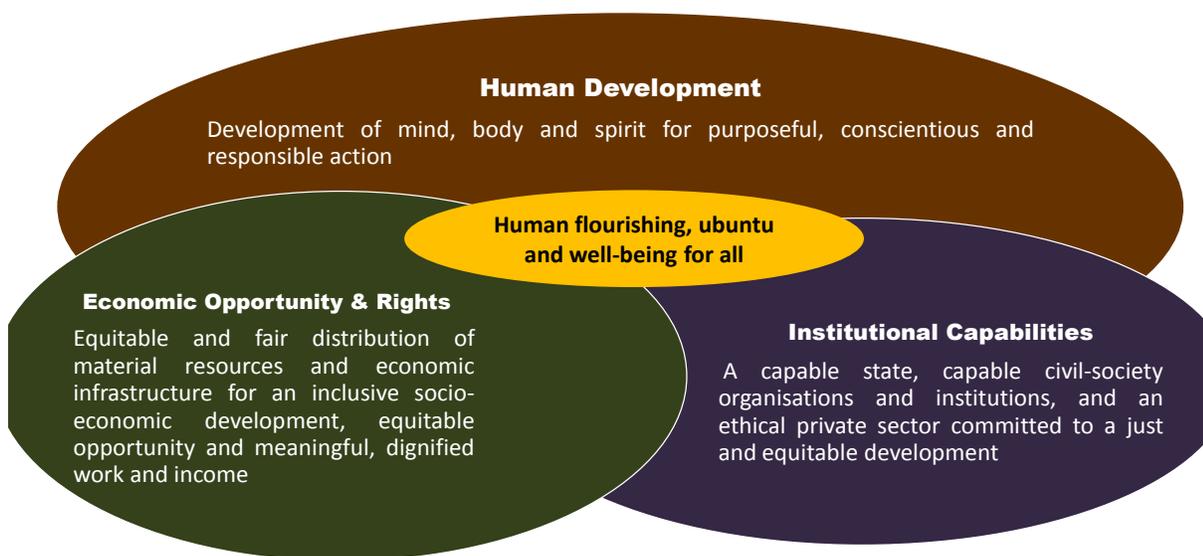
- How can we improve our human capabilities and worth?
- How can we improve our material and economic circumstances?
- What forms of agency are best suited to deliver on the first two objectives, and how can we build and strengthen institutional capabilities to enable this?

In response to these questions, the ECPC has developed the following conceptual framework to inform the province's long-term development strategy, goals and strategic actions.

#### The PDP's conceptual framework

##### Conceptual Framework on Aspirational Ends for the Human Condition

(as basis for analyses, vision, strategy and interventions – departing from promise of justice in Constitution)



Human development is the principal focus of the vision. It refers to the development of mind, body and spirit for purposeful, conscientious and responsible action – through dynamic cultural systems underpinning a morally grounded socialisation; quality education and skills acquisition; knowledge creation and innovation; the arts, recreation and sports; healthy, harmonious living and quality healthcare systems; and enabling social infrastructure. Human development is understood to affirm the self-worth and social value of all citizens.

Economic opportunity and rights are both a means and an end for human development. The equitable and fair distribution of material resources and economic infrastructure is needed for inclusive socio-economic development, as well as equal opportunity and meaningful, dignified work and income – the economic philosophy of *ilimalletsema*. We seek to improve the ability of people to obtain gainful employment and ownership of enterprises and assets that will provide the economic basis for human development. There should be a particular focus on economic opportunities for under-educated and unskilled young people, in order to foster inclusion and rescue future society from the disruptive consequences of sections of the population living on the periphery of the economy. There should also be a particular interest in innovative and redistributive interventions that can transform the fortunes of the rural regions of the province while re-patterning the economy of the Eastern Cape.

By ‘economic rights’<sup>11</sup> we are specifically referring to the consideration of a basic threshold of material wherewithal for decent livelihoods.

Institutional capability refers to the individual and collective ability, power and willingness to participate and collaborate in the province’s development. Participants include the state as a conscientious enabler and key actor in the development effort, citizen and civic organisations as champions of their own development, and the private sector as an ethical partner in development endeavours. There must be a healthy appreciation of each partner’s role, as well as a healthy balance of interests and ethical conduct from all concerned, to ensure that the public good is not compromised. Social agency and personal responsibility are a critical part of this process. It is also important that the skills and talents of all citizens are developed and mobilised. This has to be supported by improved functioning of state institutions, particularly the provincial and local spheres of government.

The PDP seeks to achieve a flourishing and thriving province by strengthening positive interactions between human, economic and institutional development:

- Economic development contributes to human development through increased household incomes and greater fiscal resources for public services.
- Economic development contributes to institutional development through increased fiscal resources for public institutions, parastatals, non-government organisations, private-sector partners and service providers to development programmes and projects.
- Human development is a prerequisite for institutional development by providing well-educated and ethical institutional leadership and employees.

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<sup>11</sup> The post-1994 government has made commendable efforts to address this societal objective, most visibly through the development of infrastructure that extends basic social amenities to all, as well as programmes such as the Expanded Public Works Programme (EPWP) and the Community Works Programme (CWP) in the social economy. Social measures such as grants can also be seen in this light, much as they are derided by some for inducing so-called ‘dependency’, or – in an extreme derisive formulation of this view – ‘indolency’. The idea of economic rights and basic social entitlements is not new – it is an ages old concept that found expression even in ancient societies, as well as in contemporary comparative initiatives such as India’s Right-to-Work programme and other similar examples. Important to buttressing these measures, however, is also the stimulation economic activity that will also grow resources available to the society to sustain them.

- Human development contributes to economic development through a well-educated, creative, healthy and productive workforce.
- Institutional development and the creation of a capable and developmental state are crucial for driving rapid and equitable economic development.
- Institutional development contributes to human development through better use of public resources, for example, better health and education.

Spatial development, particularly spatial planning, affects all three components of the PDP conceptual framework in terms of location, access, connectivity and mobility. Spatial and land-use legislation, planning, policy and incentives affect the location of public services, amenities and the investment of public resources. The implementation of the PDP must ensure that the interaction between people, development and ecosystems is well articulated and understood.

## A principled approach

The following principles and assumptions underpin the PDP's propositions and their implementation:

### Understanding of context

The current and future opportunities presented in the PDP are rooted in the province's historical context. The economic structures and social relations that this plan responds to have deep roots and these must be properly understood in order to develop realistic proposals for the province.

### Social justice

The PDP should intensify the quest for social justice by a capable state, a responsible private sector, and a citizenry aware of its role and responsibilities in building a working, sustainable and accountable democracy. Social justice should be paramount in the equal treatment of citizens across gender and class, as it should also underpin strategy for the redress of historical injustice.

### Spatial equity and justice

The PDP strives for spatially equitable development, with a serious commitment to confronting and addressing the colonial and apartheid structural features of the Eastern Cape that disadvantage the rural and underdeveloped parts of the province. The main premise of spatial justice is to reverse the historical policies of segregation and ghettoisation, reverse the unfair allocation of public resources between areas, and ensure that the needs of the poor are addressed first rather than last.

### Intergenerational equity

There are two critical aspects to this principle. The first is providing all citizens, especially the young, with equal chances and the resources to prevent inequalities being passed down to future generations. The second aspect concerns respecting the idiom that "*eli lizwe silibolekiwe*" – the belief that we have been lent this earth and must leave it in good shape for generations to come.<sup>12</sup> This means we should consciously protect the natural environment in all respects, leaving subsequent generations with a valuable endowment. Sustainable patterns of consumption and methods of production that cause minimal harm to the natural environment should be supported. Fundamental to sustainable development is also recognising the interdependence of economic, social and environmental systems, and how policy decisions affect each system. Policy, spatial and investment decisions must be approached in a manner that supports and promotes this principle.

### People-centred development

The primary purpose of development is to address the well-being of citizens. The PDP aims to promote a culture of service and respect for citizens by capable development practitioners and public servants. This will encourage healthier relations between the state, development practitioners and citizens, improving our ability to realise development outcomes. The notion of the state being the only

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<sup>12</sup> Elinor Ostrom, 2009 Nobel Laureate in Economics, expresses her indebtedness for lessons that informed her life's work on the economic philosophy of the commons as follows: "Our problem is how to craft rules at multiple levels that enable humans to adapt, learn, and change over time so that we are sustaining the very valuable natural resources that we inherited so that we may be able to pass them on. I am deeply indebted to the indigenous peoples in the US who had an image of seven generations being the appropriate time to think about the future. I think we should all reinstate in our mind the seven-generation rule. When we make really major decisions, we should ask not only what will it do for me today, but what will it do for my children, my children's children, and their children's children into the future."

developmental actor can be debilitating for future growth and should be avoided at all costs. As such, it is important to restore and encourage the notion of social agency – enabling people to become agents of their own development, while also building institutional capabilities.

### **Keeping the public good public**

Public resources should always benefit the public. The state in particular needs to guard against a “privatisation reflex” at the expense of building capabilities for greater public benefit. Government must prioritise the common interest above personal gain.

### **Distributed agency and shared agenda-setting**

Positioning developmental agency, resources and decision-making beyond the sole preserve of government is critical to the success of a people-centred development process. A broadly subscribed agenda for development builds trust between key social partners, especially the state and sections of civil society, and improves cooperation and coordination between government structures – in other words, effective intergovernmental relations.

The long-term development of the province needs to be approached through a process that will clarify what the shared agenda for development should be, provide for a collective determination of strategy, and negotiate and assign responsibility for the successful implementation of the PDP through multi-agency partnerships. These effective partnerships should create conditions for the emergence of a strong and independent civil society committed to the development of the province.

### **Integrated coordination and efficiencies**

The weak central coordination mechanisms of government must be addressed by institutionalising long-term planning and ensuring a plan-led development. A less hierarchical approach to interdepartmental coordination will enhance the implementation of the PDP. Most importantly, integration must take place at the point of delivery, and not only at the level of head-office management.

### **Resourcing the PDP**

The PDP should inform provincial budget priorities and must be adequately resourced. This plan locates priority projects within national priorities in order to better focus the spending of budgets from national departments and state-owned entities within the province. The province will also ensure that a range of instruments for regional development are used to leverage additional funding for the plan. Resources (financial, human and technical) should, however, also be drawn from outside the state, and the commitment of the private sector in this regard will be important.

### **A summary of the five goals**

There are five related goals set out for the PDP, all accommodating a rural development bias that is intended to address the spatial and structural imbalances highlighted as a critical challenge for the Eastern Cape. For each goal is summarised a vision, key objectives as well as strategic actions. Further detail on these is further provided in the elaborated chapters around the goals in part 2 of this plan.

The five goals and the logic of their relationship are as summarised in the diagram below:

## The PDP's goals



As can be seen in this diagram, the first three goals are set as core, with education and knowledge empowerment at the centre. All the goals also cross-enable each other. For instance, across the first three, economic well-being and an enlightened disposition are important to purchasing good health, while good health is important for effective learning and productive economic activity, and so forth.

The first three goals also feed to the realisation of the fourth goal, even as there are actions in the development of the fourth goal, such as infrastructure development, that also enable the first three goals.

The fifth goal enables all the first four, while it is also influenced by them – e.g. education and training being important for the development of capabilities for robust institutions.

### Goal 1: A growing, inclusive and equitable economy

The PDP promotes a growing, inclusive and equitable economy. This includes a larger and more efficient provincial economy that optimally exploits the competitive advantages of the Eastern Cape, increased employment and reduced inequalities of income and wealth. Objectives and strategic actions for this goal are:

- **Improved economic infrastructure that promotes new economic activity across all regions of the Eastern Cape.** This will be achieved by improving provincial infrastructure planning; ensuring close collaboration with the Presidential Infrastructure Coordinating Committee (PICC); improving infrastructure maintenance; building new, and reviving old, irrigation infrastructure; establishing strategic freight and passenger corridors; positioning the Eastern Cape as a key investment hub in the energy sector and ensuring reliable energy supplies to high potential sectors; and working towards universal and cheap broadband access.

- **Accelerated economic development of rural areas and all regions.** This will be achieved by developing and implementing regional development strategies based on the competitive potential of each region in the province; increasing rural economic production through investments in agriculture and new industries in rural regions, particularly in the former Bantustans; and using infrastructure investment to promote equitable regional development, trigger new economic activity and crowd in private capital.
- **Stronger industry and enterprise support.** This will be achieved by encouraging and creating partnerships to drive economic development; improving the use of and increasing public resources for industry and enterprise support (micro, small, medium and large businesses and cooperatives); ensuring the development and supply of skills to growth sectors; supporting R&D and innovation initiatives; developing new enabling policy instruments; strengthening the capabilities of regional and local economic development agencies to more efficiently drive integrated local development action; and augmenting provincial capacities for economic intelligence, policy analyses, planning, monitoring and evaluation.
- **An accelerated and completed land-reform process.** This will be achieved by designing, implementing and completing a new land redistribution plan; conducting communal land tenure reform; fast-tracking the land restitution process; and supporting the productive use of resettled land.
- **Rapid development of high-potential economic sectors.** This will be achieved by implementing sector strategies. The table below summarises suggested high-level sector strategies:

#### **Sector strategies for the Eastern Cape**

<b>Sector</b>	<b>Suggested strategies</b>
Agriculture and associated industry	<ul style="list-style-type: none"> <li>• Address land ownership and water issues to enable rapid capital accumulation and development.</li> <li>• Focus on irrigation opportunities and value-addition through agro-industrial hubs, strategically located to establish an even and economically efficient spatial distribution of regional centres of economic activity.<sup>13</sup></li> </ul>
Mining and energy	<ul style="list-style-type: none"> <li>• Optimise benefits from Karoo shale-gas, including feedstock for provincial petrochemicals, and grow the Eastern Cape as an energy hub.</li> </ul>
Construction	<ul style="list-style-type: none"> <li>• Ensure the infrastructure pipeline is properly planned, resourced and implemented.</li> <li>• Create enabling conditions for property development and build the skills base, including deepening existing programmes to broaden inclusive participation in the sector.</li> </ul>
Manufacturing	<ul style="list-style-type: none"> <li>• Exploit coastal competitive advantages and realise potential of industrial development zones/special economic zones. Create multi-agency partnerships to drive industrial expansion and diversification.</li> </ul>
Tourism	<ul style="list-style-type: none"> <li>• Use competitive advantages to grow eco-tourism, heritage and sports tourism.</li> </ul>

<sup>13</sup> Examples here would be the operationalisation of the Chris Hani plan around commodity clusters, the proposed agro-industrial zone anchored on the confluence of the Sakhisizwe, Ntsika Yethu and Emalahleni areas, and the planned development of the Wild Coast and Mzimvubu areas.

Sector	Suggested strategies
Social economy	<ul style="list-style-type: none"> <li>• Improve access to infrastructure and build stronger local tourism networks.</li> <li>• Leverage public employment programmes to systematically develop citizen and organisational capabilities for productive activity and sustainable enterprises across sectors.</li> <li>• Develop a strong cadre of local development support agents in the form of community development workers, community health workers and youth working in various programmes.</li> <li>• Establish a common provincial point of coordination for public employment programmes to improve efficiency, coherence and accountability. A centralised capable agency for public employment could be attached to the Department of Roads and Public Works, which has established a good track record and systems for managing the Expanded Public Works Programme (EPWP), or the Department of Cooperative Governance and Traditional Affairs, given its coordinative responsibility for integrated local level action.</li> </ul>
Ocean economy	<ul style="list-style-type: none"> <li>• Take advantage of the province's extensive coastline and exclusive economic zone of 296 000km<sup>2</sup> (landmass of 169 000km<sup>2</sup>) off the Eastern Cape coast.</li> </ul>
Knowledge-based services	<ul style="list-style-type: none"> <li>• Increase quantity and quality of skills formation, form multi-agency partnerships around strategic R&amp;D and deepen ICT access and usage.</li> </ul>

## Goal 2: An educated, empowered and innovative citizenry

The PDP seeks to ensure that people define their identity, sustain their livelihoods, live healthy lives and raise healthy families, develop a just society and economy, and play an effective role in the development of their communities, as well as the politics and governance of the state at all levels. Objectives and strategic actions for this goal are:

- **Access to quality ECD.** A basic threshold will be guaranteed for child health and nutritional security. At a minimum, the province will endeavour to provide nutritional support to all children as quickly as possible and address the malnutrition and stunting that has affected many children from poor families. The provincial ECD programme will also be characterised by quality, culturally sensitive stimulation, play and early learning. The province will establish a structure to ensure that ECD is properly integrated and coordinated, so that contributions from various institutional collaborators are properly guided and managed.
- **Quality basic education.** High-quality basic education is based on strong foundations of literacy and numeracy during primary schooling, the use of mother-tongue languages across the primary grade range (R to 7), building foundations for bilingualism are built across these grades, as well as quality and relevant teaching and learning materials.

A critical part of this strategy is improving the capabilities of adults in families and mobilising whole communities to support learning and school development. Strengthening secondary-level schooling – general and further education and training phases – is also important. This level should build seamlessly from primary school, underpinned by the equitable development of quality high schools and targeted centres of excellence across the province – maths, science, agriculture and technology academies, centres of excellence for pupils with learning disabilities and restoration of historical schools.

- **Teacher development.** New relationships will be forged and existing relationships strengthened between practitioners in schools and theoreticians at higher education institutions. The objective of such structured relationships will be to enable – (i) a participatory, praxis development of curriculum for teacher education and development both pre- and in-service, (ii) collaboration in teacher-training and support between practitioners in schools and the various branches of the Department of Education, and lecturers and researchers in higher education institutions, and (iii) collaboration around the co-development of teaching and learning resources. A *Professional Development and Innovation Coordinating Council*, lean but of high quality, is proposed as an instrument to manage this collaborative development.
- **Improved leadership, management and governance.** This should ensure effective leadership and management in schools and from supporting communities, improved leadership and support for schools from the district and sub-district levels of the Department of Education, as well as accountable governance across all levels of the system.
- **Infrastructure.** Adequate infrastructure should be equitably provided, and public school infrastructure optimally used.
- **Quality and relevant post-schooling with expanded access.** While higher education institutions continue with their traditional mission of research and teaching, new demands should be pressed upon these institutions for relevance and innovation that can bring about a qualitative difference to our collective well-being in the long term. There should be a new commitment to better understand the real nature of challenges facing present-day society, our economy, our ecology, and the sciences and other apparatus that sustain and re-creates these. The end objective should be to reshape research, knowledge production and reproduction, as well as education and training to better serve the creation of a world we would like to remake for the flourish of all.

In the context of the Eastern Cape, and in line with policy developments relating to the post-school education and training sector, this means a careful reconstruction of a differentiated quality post-school sector. The province's four universities will be consolidated and further developed; FET colleges, which are transforming into TVET colleges, will be improved; and appropriately configured community colleges will be introduced, as propositioned in the White Paper for Post-School Education and Training (2013).

### Goal 3: A healthy population

The PDP seeks to ensure that all citizens of the Eastern Cape live longer and healthy lives. This will mainly be achieved by providing quality healthcare to people in need. The health system must value patients, care for communities, provide reliable service and value partnerships. In addition, the system should rest on a good primary healthcare platform and be integrated across primary, secondary and tertiary levels of healthcare.

To achieve the NDP 2030 targets of a life expectancy of 70 years and an AIDS-free under-20 generation, the objectives and strategic actions for this goal are:

- **Health system stability through primary healthcare re-engineering.** The Eastern Cape aims to invert its priorities and place people-centred primary healthcare above hospital-based curative care. This will require system re-engineering and public commitment and support. A strong primary healthcare system would lay the foundation for a service delivery platform that strengthens lower levels of care. The province aims to improve the health system by building on what exists. Stabilising the health service platform includes establishing robust referral systems, stabilising leadership and ensuring appropriate health system financing through budget allocations from the Treasury, the implementation of national health insurance, and the consolidation of robust financial management practices.
- **Quality improvements.** Health system leaders need to ensure that quality issues in health services are addressed, including workforce planning, development and management; improving the quality of management; enhancing clinical governance; improving workforce skills and knowledge; refurbishing or redeveloping physical infrastructure; ensuring the acquisition and proper maintenance of medical technology; modernising and improving supply chain management; strengthening support services; and establishing reliable connectivity in health facilities.
- **Leadership and social partnering.** To improve leadership, the PDP proposes the following critical strategic actions: creating long-term stability, particularly at senior levels, establishing and achieving the requisite knowledge and technical expertise at appropriate levels, and establishing leadership development programmes for health.

Social partnering refers to community and health-sector integration and a provincial civic health education campaign. This is underpinned by the belief that individuals and families should take ownership of their health. To encourage social partnering, the PDP proposes the following strategic actions: developing community health education and awareness programmes, intensifying health promotion through the community health worker programme, and improving the level of community commitment to the governance of local health facilities.

- **Social determinants of health and disease.** The social determinants of health in the province involve a complex mix of political, social and economic issues. They also relate to matters outside of the direct scope and control of the Department of Health, such as water, sanitation, nutrition, education, energy, communications, transport and infrastructure. As a result, the response to this challenge cuts across various goals in the plan, including improving education, developing the economy and the related positive effect on income and livelihoods, and improving human settlements and other social infrastructure. The plan emphasises the importance of interventions and programmes to improve nutrition and food security, roads infrastructure, water and sanitation, the safe disposal of refuse and waste, as well as proper spatial planning for human settlements. The health sector should play a role in planning for these programmes.

#### **Goal 4: Vibrant, equitably enabled communities**

The PDP seeks to ensure that by 2030, the Eastern Cape is characterised by vibrant communities in which people can responsibly exercise their growing freedoms. The plan aims to address spatial disparities across the province, and seeks to guide the development and use of instruments to achieve

this. These instruments include legislation and policy, spatial targeting of infrastructure and other investments, and planning itself. Where and how people live and work is the most visible manifestation of spatial equity. Objectives and strategic actions for this goal are:

- **Spatial planning and land-use management.** An updated provincial spatial development plan must be developed to translate the vision outlined in the PDP. This plan should express a clear strategy for future spatial changes, while being responsive to a dynamic and moving population's needs. The provincial spatial development plan should be completed by the end of 2015 and be supported by more detailed plans for identified regions. The plans will be implemented through local spatial development frameworks driven by local municipalities. This will require the strengthening of provincial and local capabilities, and elevating spatial planning to a provincial priority. In addition, spatial planning must be enabled by a functional and integrated land administration system. Now that the relevant national legislation (the Spatial Planning and Land Use Management Act, 2013) is in place, the province needs a provincial system that is suited to its historical and cultural context, with distinct socio-spatial zones and attendant planning legislation. This process would include the repeal of old-order planning legislation and ordinances pertaining to all areas within the Eastern Cape.
- **Integrated, quality human settlements.** Dispersed mandates and vertical accountability make integrated planning for settlements, space and infrastructure difficult. Departmental and institutional mandates should be reviewed to establish a central physical planning authority and clearing house for the province. This authority would develop criteria for project approval and provide hands-on support to settlements and infrastructure planning at provincial and local level. This should be linked to the budgeting process. The province will establish a provincial spatial planning observatory and information management system to support the proposed central authority, relevant provincial departments and local government. This will increasingly be used as the basis for project planning and approval. The province will need to build technical planning capability and improve the technical, administrative and political interface. Substantive community participation in settlement planning and design is an important feature of development.
- **Universal access to social infrastructure.** To achieve universal access to social infrastructure (water, sanitation, electricity and refuse) the province will improve infrastructure planning capability and review its infrastructure delivery mechanisms. A provincial infrastructure plan will be developed by 2015 as part of the spatial development plan. To achieve universal access to water and sanitation, the province will upgrade and rehabilitate existing, and develop new, bulk-water supply and waste-water infrastructure; manage, monitor, protect and use water resources; review institutional arrangements for water resource management and water services management; and expand water services and sanitation to cover under-serviced rural areas and informal settlements. The province will review and resource the integrated public transport plan to ensure an improved public transport network.
- **Promote safer communities.** Personal safety is a necessary condition for human development, improved quality of life and enhanced productivity. This is particularly important for women, who are often more vulnerable and less likely to achieve their potential in unsafe environments. As part of this plan, the province will increase community participation in crime prevention and community safety initiatives by strengthening and expanding a variety of community safety platforms. The

province will focus on combating crimes and violence against women and children through active civic campaigns. It will also take measures to strengthen the provincial criminal justice system.

### **Goal 5: Capable, conscientious and accountable institutions**

This goal seeks to build capable, conscientious, and accountable institutions that engender and sustain development partnerships across domains of social action – public, civic and private. It sets out actions for the mobilisation and construction of multi-agency partnerships for development as well as the seeding of conditions for the emergence of a strong, capable, independent and responsible civil society committed to the development of the province development at all levels – from local level action to the regional and provincial levels. It promotes the building of requisite capabilities that will anchor these multi-agency partnerships, and propagates a development that is human-centred and people-driven, as well as democratic practices whose primary purpose is liberating and empowering people to meaningfully participate in their own development.

The objectives and strategic actions for this goal address:

- **A leadership renewal across society:** There is a need to establish a critical mass of a leadership cadre that will manifest inspirational leadership in all domains of public action – the political, administrative, as well as the social domains. With regard to particularly the political and administrative domains, it is important that a firmer stance be adopted towards fostering a culture of accountability and consequence management where ethical and/or performance breaches occur. The drive for leadership renewal should further commit to a principled long term development process that is supported by a continuous conscientisation of public servants, other institutional development partners, activists and the broader citizenry on the importance of a persistent, patient and enduring co-operative pursuit of the shared goals of the PDP. Also important here will be the development and/or deepening of the technical capabilities of leaders of all key sectors of society so that they play their roles competently in the shared development process.
- **Institutional development:** In addition to strengthening the capabilities of leaders and key functionaries, there should be a commitment to a systematic development of key institutions and organisations facilitating and supporting development at all levels, from the local level upward. This should be aided by the establishment of a provincial School of Governance and Leadership to innovatively drive the development and renewal of leadership, strategic and technical capabilities of the province across sectors and spheres of government, as well as organisational systems.
- **A capable provincial and local government:** This is about building a capable state committed to a just development; a state with a people-centred strategic orientation, and a state capable of propagating ideas and mobilising society behind a common vision and development agenda. It is about a state shored up by institutional capabilities to champion and facilitate development as well as effective and efficient services. It is about a state capable of building and sustaining development partnerships essential to driving a common vision for the development of the province. Internal to the state, this implies enhancing efficiencies and impact through well coordinated programme-driven intergovernmental actions across sectors and levels. Finally, it is about strengthening the cohesion of the coordinative axis responsible for overall strategic leadership, support and co-ordination of the work of government, especially the Office of the Premier (*as the core of the coordinative axis*), Co-operative Governance and Traditional Affairs and the Provincial Treasury.

- **Multi-agency partnerships:** In consonance with the ideals of the NDP the province has committed to embracing the utility of, building the institutional capabilities and related instrumentalities of, as well as positioning a developmental agency extending beyond the confines of government alone – the idea of an organised citizen-centric multi-agency for development action. The aim is to cultivate social and shared values and practical development actions that bind stakeholders at the provincial, regional and local levels, across and within sector. Multi-agency partnerships should also contribute to promoting a culture of dialogue, accords and practical commitments, as well as platforms for citizen participation and joint accountability which manifest a new compact of an inclusive development across the province.
- **Citizen-centred development:** The province should build and deepen an approach to development, as well as capabilities that enable citizens to substantively participate in decisions on the kind of development they desire, its detailed planning and implementation, its critical evaluation, and further planning for progressively consolidating action. In doing so, the people become the principal agents of their own development, are affirmed and over time grow in their confidence and ability to manage their development path. This is about enhancing the utility of instruments such as the IDP process, as well as introducing other instruments and methodologies that can stimulate and sustain greater citizen participation.

## Catalytic flagships and milestones

The PDP has identified four catalytic flagships that anchor an integrated development addressing the goals discussed in the previous section. These flagship initiatives:

- Are designed around negotiated interventions likely to have significant, multiple positive effects.
- Promote and integrate cross-sectoral, multi-institutional and multi-agent action mobilised around shared goals.
- Encourage innovation and changed practice.
- Are spatially dispersed to address spatial equity and enable differentiated experimentation and learning across multiple sites.
- Motivate for creative but responsible uses of public and other resources for development, carefully weighing trade-offs and effects.

To be sure, the above considerations are not only reserved for the catalytic initiatives; they should also apply to other strategic actions propositioned in this plan.

Given their need for a multi-institutional and multi-agency effort and ownership, the catalytic initiatives will be closely monitored by the Office of the Premier, which will assign programme champions to coordinate government's inputs in the shared initiatives, while extra-governmental partners will be represented by leaders of relevant development compacts.

The catalytic flagship initiatives are discussed below, including what they aim to achieve, institutional partners and their roles, as well as key targets and milestones.

### ILIMA LABANTU

ILIMA LABANTU<sup>14</sup> is a multifaceted, agriculture-led development to reconnect citizens of the Eastern Cape with the land and other natural resources essential for sustainable living and a future of dignity for all – a future of industry and prosperity, without hunger and want. The initiative aims to grow widespread capabilities for increased participation in agricultural activity, production and beneficiation across the value-chain, as well as across a range of scale – from households, to organised small-scale farmers, fishers and foresters, through to large-scale commercial enterprises. The primary objective is to address the food security needs of the province, revive the rural economy and increase its value-add to the overall economy. While the emphasis is on the rural economy, the impact of the programme will be society-wide and will encourage the practice of agriculture even in urban spaces.

The initiative is framed around two important concepts. First is '*lima*' (Nguni), or '*letsema*' (Sotho), a word that speaks to a philosophy of human interdependence and solidarity, and a culture of co-operative work across a range of endeavours. While historically practice the concept has been predominantly associated with a form of industrial organisation around community work-parties, it is now extended to embrace other forms of development co-operation – within families, among members of communities, between communities and public as well as private institutions, across enterprise forms, and co-operation across institutions and a variety of development agents. The second concept invoked is '*labantu*', which translates to "of and for the people", a word profound in its implications for a people-centred development

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<sup>14</sup> ILIMA LABANTU is appropriated from the *Rural Development Strategy* of the Eastern Cape initially crafted in 2010.

as well as vesting ownership and control over resources in people and communities, with a deliberate intent to promote economic justice.

Key to the success of the provincial ILIMA LABANTU will be a development that addresses the following related elements of the initiative –

## Land

The availability of land, an understanding of its potential across regions of the province, as well as an understanding of its upkeep and conservation, are an important pillar of ILIMA LABANTU. Against ongoing constitutional efforts at a land reform process that may take a while to yield substantive results, the following two-track strategy should be considered relating to actions in the short, medium and long term:

Short & medium term

- Available arable land in the hands of families and communities should be optimally used, with sustainable farming techniques and technology. Local stakeholders, particularly communities and traditional leaders, should lead the identification of communal land for cultivation and other productive uses, with mediation by relevant development agencies that can be trusted to ensure fair arrangements.
- Negotiations should also be held with public bodies that hold land, such as churches and state institutions, to encourage them to put underused land at the service of communities.
- Enabling partnerships between communities and technical partners should also be explored, assisted by competent public development agencies, which will act as trustworthy mediators to ensure fairness and the safeguarding of common interest.
- The land-reform process should be pursued with greater rigour and systematic determination to free up more land.

Long term

- The nationally-driven land-reform process should be carefully managed to ensure that allocations of freed-up agricultural land in the province, while fair and equitable, favour those with the interest, capabilities and commitment to put the land to productive use. It is also important that beneficiaries are supported, and that they participate in key decisions on the stewardship and use of land. Decisions should be carefully and democratically approached to avoid unnecessary misunderstanding and conflict.

## R&D, knowledge and innovation

R&D should be encouraged and incentivised towards the development of technology and multi-commodity products relevant to the differentiated range of farming and other agricultural enterprise, from homestead level to large-scale enterprises. At homestead, community and small-scale farmer level it is particularly important that greater effort be paid to approaches that can guarantee greater sustainability<sup>15</sup>. Coincidentally, produce from sustainable approaches such as organic farming and conservation agriculture now also commands a premium in the market. There is thus very little reason to continue with approaches that degrade the quality of the land and the health of citizens through inappropriate fertiliser and pesticide

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<sup>15</sup> Lessons from the industrialisation of agriculture post the world wars, inclusive of short-lived successes of the so-called ‘green revolutions’ in a number of countries, should be carefully heeded so as not to repeat costly mistakes.

treatments, while placing inputs beyond the reach of many farmers and squeezing them out of the agricultural economy through the propagation of non-replenishable genetically modified materials<sup>16</sup>.

### **Infrastructure and material support**

In addition to infrastructure such as roads that connect rural farming communities to the logistical network of markets locally and beyond, ILIMA LABANTU should avail to communities irrigation and related infrastructure to enable the efficient production of a range of commodities. The priority here will be the recapitalisation of existing irrigation schemes, as well as the establishment of new ones, together with infrastructure for water-holding and conservation across scale<sup>17</sup>. For each region of the province should also be established relevant infrastructure for agro-processing as warranted by commodities most competitive per region. Care should be taken to ensure that government investments are predominantly biased towards benefitting the economically excluded and marginalised, and that their interest is protected<sup>18</sup>.

### **Capabilities**

ILIMA LABANTU focuses on three related sets of capabilities:

First, all citizens should have a shared consciousness and a common skills base in agriculture and related areas of human activity. Beyond this, some will develop more complex competencies for agriculture and related disciplines. This should begin during childhood, incorporated into ECD and school curricula, and develop into a common practice in families and communities. This will also help establish a basis for economic inclusion that can be built from the ground up, from participating in and benefiting from agriculture for subsistence and food security, through to complex agro-industrial and related enterprises.

Second, it is important that education and training institutions, R&D institutions and other development-support organisations, as well as professionals and agents within them, are capable and equipped for their tasks. It is also critical that this institutional capability is placed within the equitable reach of all communities across the province. To achieve this, regional development agencies should be strengthened, and departmental functionaries working at regional and local levels should be made accountable to local communities, in addition to being administratively accountable to their principal departments and other supra-local institutions.<sup>19</sup>

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<sup>16</sup> This is not meant to be an indiscriminate rejection of what can be benefited from scientific research – non-deleterious methods should themselves be, and indeed are being continually improved through conscientious applications of science.

<sup>17</sup> It is important here to make sure that we heed the advice of the country's principled stance on land, water and other resources use for the production of bio-fuels: the biofuels strategy (2007) explicitly states that biofuel crops should *not* be grown on irrigated prime lands, which can be put to use to grow higher value crops with more intensive employment (such as fruit and other high value products). This is also borne out of a global concern about the threat to food security posed by a non-strategic diversion of natural resources to the production of biofuel. The Provincial Planning Commission also aligns with this view.

<sup>18</sup> There currently exist a number of government-supported projects and agribusinesses that purportedly pursue a private-public-community benefit, but which upon closer scrutiny prove to be schemes led by wily private operators whose calculations do not really manifest mutually beneficial arrangements. Communities often feature as token partners in such schemes. The poor need committed advocates in government and other institutions to look out for the common public interest.

<sup>19</sup> This should impose a new discipline on the behaviour of government functionaries to ensure they do not drift in and out of local areas making promises they do not keep.

Third, local institutional arrangements need the capability to coordinate joint local action between citizens and state functionaries, as well as development support agencies. This institutional arrangement is often referred to as a local action group. It is important that this arrangement is based on the key underlying principles of local leadership, democratic decision-making, and the strategic and inclusive use of local assets and resources, including skills.

Government and university leaders should also ensure that all universities in the province build strong collaborative programmes in rural development and the agricultural sciences – a faculty of agriculture and rural development should be established at Walter Sisulu University, while relevant complementary programmes are strengthened at the other three universities. Relevant and articulated programmes should be developed for other component parts of the post-school education and training system, mainly TVET and community colleges. The latter institution type is particularly important to drive the mass capacitation of communities for Ilima Labantu and other programmes, and its design should be such that it is embedded in community life, in form and substance.

## Markets

ILIMA LABANTU targets three key markets, each requiring a differentiated strategy.

**Public sector:** Markets offered by the public sector should predominantly privilege emerging producers and entrepreneurs. This market sector is yet to be properly developed. Not only can these markets open up opportunities for sustainable jobs, but they can also offer an important training and confidence-boosting platform for agri-entrepreneurs working towards more demanding private-sector markets. The Eastern Cape should move decisively to implement the National Growth Path's *Accord on Local Procurement*, which shares this objective, so that all departments procuring food benefit local producers and suppliers.<sup>20</sup>

**Local trade and the social economy:** The province aims to re-stimulate local trading networks to move local produce and products between regions. Growing capacitated cooperatives will support this objective, as they enable economies of scale from bulk-buying and marketing, organise logistics for warehousing and retail, and promote more affordable prices in local markets.

**Private market:** The more developed private-sector market, both domestic and exports, is the third focus area. The public and private sector should support the entry of emerging entrepreneurs into this developed market sector.

## Information

ILIMA LABANTU aims to facilitate the intelligent management and application of development-support information to underpin the initiative. This information will be appropriately packaged to be accessible to communities, farmers and entrepreneurs. This will involve the creative use of ICT, including community radio.

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<sup>20</sup> Various departments of the provincial government have announced intentions in this regard, but none have moved with any degree of seriousness to date, notwithstanding support for production that has come from departments such as the provincial Department of Rural Development and Agrarian Reform, and the national Department of Rural Development and Land Reform, as well as Agriculture, Forestry and Fisheries.

## Integrated and coordinated action

It is important that government departments and partner entities work together on ILIMA LABANTU. This calls for a number of related developments, including:

- Strengthening capabilities for interdepartmental and inter-institutional strategy setting and planning at provincial level, mainly through the coordinating Office of the Premier and the technical agency of the Eastern Cape Rural Development Agency (ECRDA). A number of provincial departments will be involved in the programme, including the Department of Rural Development and Agrarian Reform for agricultural support, the Department of Economic Development, Environmental Affairs and Tourism for entrepreneurship development, the Department of Cooperative Governance and Traditional Affairs for local government facilitation, as well as the departments of Social Development, Health and Education. Public entities and some national departments will also be involved. It is therefore important to have a mechanism that will foster integrated planning and coordination.
- Growing and strengthening the capabilities of collaborating institutional agents, and the devolution and careful assigning of responsibilities for local action, to local government, institutions and non-governmental organisations.
- Growing and strengthening a community and citizen-based capability for own-initiated and own-driven actions.

There has to be a commitment to supporting development across all areas in the ILIMA LABANTU initiative. While the highest value-add to a growing and sustainable economy will come from higher levels of agro-industry, development and growth along successive stages of entrepreneurial sophistication is a step-by-step process. The critical mass of economic agents necessary to sustain successively higher levels of entrepreneurship has to be grown and emerge from lower levels that also add value to the process. More detail is provided in the matrix below.

## ILIMA LABANTU agri-entrepreneurial organisation and implications across scale

	Homestead and community-based production (for food security, barter & income)	Small and medium size entrepreneurial agriculture	Large-scale agro- industrial enterprise
<b>Objective</b>	<ul style="list-style-type: none"> <li>Consciousness and capabilities for an <i>agri culture</i> for food security, meaningful work and sustainable livelihoods</li> </ul>	<ul style="list-style-type: none"> <li>Sustainable entrepreneurship, decent jobs in agriculture and related enterprise</li> <li>Light rural industrialisation</li> </ul>	<ul style="list-style-type: none"> <li>Significant contribution to economy, jobs, income and rural industrialisation</li> </ul>
<b>R&amp;D, Knowledge &amp; Innovation</b>	<ul style="list-style-type: none"> <li>State-supported R&amp;D, and civic science for sustainable methods and technology</li> <li>Contextual social philosophy and practice of <i>ilima</i></li> </ul>	<ul style="list-style-type: none"> <li>State and private R&amp;D, sustainable methods and technology</li> <li>Business theory and systems, including cooperative enterprise</li> </ul>	<ul style="list-style-type: none"> <li>Predominantly private-led, with collaboration by R&amp;D institutions</li> </ul>
<b>Infrastructure</b>	<ul style="list-style-type: none"> <li>Infrastructure for primary production, information, and markets access; enabled and supported by state</li> <li>Common access to irrigation, 1<sup>st</sup> level processing and preservation infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>Infrastructure investment support by state, with some private investment</li> <li>Beneficiation and value-add through regional agro-processing hubs</li> </ul>	<ul style="list-style-type: none"> <li>Infrastructure investment mainly by private sector, with targeted subsidies for strategic industrialisation</li> </ul>
<b>Human &amp; Institutional Capabilities</b>	<ul style="list-style-type: none"> <li>Community-initiated, state-supported capacity-building and systems development, mediated and supported by public education and training institutions and others</li> </ul>	<ul style="list-style-type: none"> <li>Capacity-building by public education and training institutions and others; systems development own-driven plus state-supported</li> </ul>	<ul style="list-style-type: none"> <li>Own capacity-building and systems development; with some support by public institutions</li> </ul>
<b>Markets</b>	<ul style="list-style-type: none"> <li>Social and local markets</li> <li>State procurement markets – School Nutrition etc</li> <li>Mediated entry into private sector markets</li> </ul>	<ul style="list-style-type: none"> <li>Private sector markets (including export) and state markets, with bias towards group-owned enterprise and co-operatives</li> </ul>	<ul style="list-style-type: none"> <li>Private sector markets, and public sector participation for co-operatives</li> </ul>
<b>Integration &amp; Coordination</b>	<ul style="list-style-type: none"> <li>Community-managed by capacitated communities and community organisations, with support from local development agents</li> </ul>	<ul style="list-style-type: none"> <li>Local level support by local institutional agents</li> <li>Provincial level integrated planning and coordination through ECRDA</li> </ul>	<ul style="list-style-type: none"> <li>Own coordination mechanisms; direct engagements with state mediated through own structures</li> </ul>
<ul style="list-style-type: none"> <li>Progression from food security, multi-commodity and light value-add, to commodity specialisation and large-scale agro-industrialisation</li> <li>State and institutional support progresses from heavy to less as people and enterprises develop and grow along continuum</li> </ul>			

## Milestones and targets

2020	2025	2030
<ul style="list-style-type: none"> <li>• Clearer status on land holdings, policy, strategy and plan to accelerate land reform and ensure productivity of resettlement allocations</li> <li>• Visible progress on processing backlog of claims</li> <li>• Agriculture infrastructure plan, and significant public investment in production and related infrastructure in all regions of the province</li> <li>• 90 000 employed in agriculture and allied industries</li> <li>• Quality education and training, research and innovation in agricultural sciences, rural development studies, and related disciplinary areas – across all education levels and institutions</li> <li>• Strengthened provincial coordination of relevant departments through strong Eastern Cape Rural Development Agency</li> <li>• Local development support agents across state and non-governmental organisations driving coordinated, integrated local action</li> </ul>	<ul style="list-style-type: none"> <li>• Significant gains on land reform</li> <li>• 140 000 employed in agriculture and allied industries</li> <li>• Increased practice of agriculture across various domains of public life</li> <li>• Eastern Cape Rural Development Agency strengthened even further, with deepened capability for effective coordination of multi-institutional partners, and stronger enabling relations with local development support agents</li> <li>• Increased R&amp;D in agriculture and allied disciplines, with improved innovation in technology, products and systems</li> <li>• 5 percent contribution of agriculture to provincial GDP</li> <li>• Strengthened capabilities for local development facilitation and coordination, with growing devolution from provincial and national institutions</li> </ul>	<ul style="list-style-type: none"> <li>• Even more gains on land reform</li> <li>• 180 000 employed in agriculture and allied industries</li> <li>• Even stronger Eastern Cape Rural Development Agency</li> <li>• Increased R&amp;D in agriculture and allied disciplines, with innovations in technology, products and systems</li> <li>• 10 percent contribution of agriculture to provincial GDP</li> <li>• Further improved capabilities for local development facilitation and coordination, and greater devolution to local institutional agents</li> </ul>

## Ematholeni!



Ematholeni!<sup>21</sup> is a multi-institutional collaboration to ensure that all children in the province have an equal start to quality development and growth. The catalytic flagship comprises three key related elements: (i) an integrated coordination of quality ECD to provide all children with adequate nutrition, as well as stimulation and learning; (ii) seamless curricula articulation of ECD with an improved foundation and primary phase of schooling; and (iii) community involvement in supporting children at these levels.

### Integrated, quality ECD

The integrated ECD programme comprises quality healthcare and nutrition support; stimulation through playing, learning and the arts; parental support and community care; and infrastructure. It will require the effective and efficient coordination of contributions from institutional partners such as the Department of Social Development, which is responsible for registering and subsidising ECD centres that are established and run by community-based entities; the Department of Education, which focuses on the learning needs of children and effective foundations for their smooth progression into basic schooling; the Department of Health, which supports the healthy development of young children; the Department of Sports, Arts and Culture, which contributes to the development of young children's physical, mental and aesthetic capabilities; the universities and other post-school institutions, which should support the knowledge-development needs for ECD as well as the education and training of ECD practitioners and communities providing ECD care and support; the Department of Human Settlements and the Department of Public Works, which are responsible for providing infrastructure; the Department of Cooperative Governance and Traditional Affairs, which supports and enables local development action; non-government and other civil society organisations involved in the provision of ECD and the day-to-day running of ECD centres, as well as a number of other local agents and activists linked to ECD through public employment programmes, such as the EPWP, the Community Work Programme (CWP) and Community Health Workers (CHWs).

A provincial ECD coordinating agency is needed to ensure coordinated action and efficiencies in the development and delivery of quality ECD. The agency will:

- Develop a joint strategy for ECD
- Plan and coordinate programmes to be collaboratively developed by relevant institutional partners. A key knowledge-development partner here will be the ECD Institute that is being established at the University of Fort Hare.
- Mobilise and allocate resources
- Ensure joint budgeting and financial management by key contributing departments and partners
- Facilitate integrated execution
- Monitor and ensure accountability for ECD.

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<sup>21</sup> This is derived from the isiXhosa idiom "*inkunzi esematholeni*", meaning that greatness (of the bull/*inkunzi*) is nurtured in the young calf. We have dropped *inkunzi* to appropriate the idiom in its non-sexist meaning.

The design and nature of long-term development plans such as the NDP and PDP imply a gradual implementation of actions towards desired goals, with results often expected in the long term. There should, however, be exceptions considered where the rule of gradual change may pose a risk to society.

The provision of basic nutrition to young children is an urgent issue that should be attended to without delay. Over a quarter of young children across the province currently suffer from stunted growth. This cannot continue. Addressing nutritional security will also have related benefits, such as reducing the burdened public services health bill, decreasing inefficiencies in the economy and removing the social stresses that malnutrition exacerbates. Providing a basic package of nutrition for all deserving children in the province will also stimulate agricultural production. Small-scale and community-based producers, when properly organised and supported, can have a guaranteed market for their produce, while they grow their capabilities to join other markets. At the current population of children aged 0–5, over 9 000 jobs in primary agriculture could be sustained to provide a basic nutrition package for these children.

### **Articulation of ECD and primary schooling**

Stakeholders working together on the ECD programme will ensure that curricula and training provide a navigable transition from ECD into the foundation phase of schooling, and lay the basis for a development that will systemically build up across the whole of primary schooling.

### **Community participation and support**

Community participation and support for ECD and the foundation phase is important. This will be achieved through community education programmes, as well as systematic exercises and related campaigns, to grow the consciousness, knowledge and capabilities of families, communities and community-based organisations to provide better care for young children and support their learning and development. These interventions and campaigns can also help address social ills such as the abuse of children within families and communities.

A professional cadre of child care-givers and ECD educators will be developed within communities to participate in an ECD programme that is embedded in community life. This increases opportunities for public employment, with a minimum target of 30 000 ECD practitioners by 2030 in the Eastern Cape.

A cadre of youth will also be encouraged to support child literacy through a structured programme of reading with young learners. Higher education institutions in the province will be encouraged to create pathways for youth that show promise to develop and qualify as professional educators.

Other opportunities will be opened for communities to benefit socially and economically from an expanded ECD programme, including through providing food for young children (as mentioned), and establishing and maintaining ECD infrastructure that can create local jobs. This infrastructure should be designed to enable a healthy mix of local aesthetics with modern developments in the built-sciences, and should draw on the expertise of local artisans, including both those who are formally qualified and artisans with proven experience.<sup>22</sup>

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<sup>22</sup> Rural communities are known for having artisans skilled in the design and building of traditional huts, and the thatching thereof, together with skills in various crafts of indigenous heritage. These are skills not normally taught at conventional

An important institutional contributor to the development of communities' capabilities will be the new community colleges, which will be introduced in the post-school education and training sector. Their input into the ECD programme, along with input from other collaborators, will be coordinated through the proposed ECD agency.

### Milestones and targets

2020	2025	2030
<ul style="list-style-type: none"> <li>Provincial ECD agency established by 2015</li> <li>Essential package for ECD is established – nutrition, health, stimulation and learning</li> <li>Deserving children are provided basic nutrition by 2016, sourced from community producers</li> <li>Standard designs for community-embedded ECD centres are developed</li> <li>Curriculum and training resources are developed – ECD articulation to foundation phase is established</li> <li>Two cohorts of ECD caregivers and educators totalling 10 000 graduate from a minimum two-year development programme</li> <li>First cohort of youth readers working with ECD centres and schools enrolled in teacher development programmes</li> </ul>	<ul style="list-style-type: none"> <li>ECD agency consolidated</li> <li>Essential package expanded and quality improved</li> <li>Nutrition package improved; significant reduction of stunted children</li> <li>20 000 ECD trained caregivers and educators in system; improved curricula and resources</li> <li>Cadre of youth readers expanded</li> </ul>	<ul style="list-style-type: none"> <li>ECD agency further consolidated</li> <li>Comprehensive package in place, with nutrition further improved</li> <li>30 000 ECD trained caregivers and educators in system</li> <li>Cadre of youth readers has become a norm across schools and ECD centres</li> </ul>

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post-school training institutions. With regard to the infrastructure of ECD centres, conventional architects, materials scientists and others can collaborate with these community artisans to develop new standardised designs fitting the ecology of these communities, as well as other communities in non-rural settings. The skills of local crafts-persons can also be drawn on to create toys and other stimulation and learning aids, and skilled people from communities can also be integrated into the instructor teams of community colleges.

## Infrastructure for equitable, sustainable development

This catalytic initiative aims to accelerate the provision, maintenance and location of infrastructure for spatially equitable socioeconomic development. Infrastructure can play a major role in promoting growth. There are strong linkages between infrastructure investment and the key indicators of social well-being, such as health status, human development and education. In addition, infrastructure investment enables and spurs economic activities by lowering the cost of production and opening new markets, presenting new opportunities for production and trade.

The catalytic flagship infrastructure initiative has two primary aims:

- Accelerate the current infrastructure programme to ensure universal access to basic infrastructure and spatial connectivity by 2030.
- Maximise local development through innovative and participatory approaches to infrastructure development, maintenance and use in order to unlock local economic potential.

### Accelerate infrastructure programme to ensure universal access by 2030

Using an integrated approach, led by the Office of the Premier, all current and planned infrastructure projects should be reviewed and an acceleration plan developed to ensure that all households have water, sanitation, electricity and public facilities by 2030. To achieve this, the province will need to review and accelerate bulk and household infrastructure. The programme will also require funding above the current allocation. Infrastructure should support the broader plan for spatial restructuring of the province. The programme will review service access levels and work to ensure universal rural access.

Spatial connectivity will be achieved through a comprehensive roads programme and roll-out of ICT infrastructure, particularly broadband. Access to broadband will give remote villages access to real-time news and information, and give people the ability to conduct a wider range of transactions. This will promote financial inclusion and encourage new service offerings, with implications for health monitoring, education and access to materials, and much more. All public facilities should have access to broadband internet services by 2020 and all households by 2030.

Because there are existing plans for the major arterial routes in the province, the programme will focus on building feeder and secondary roads, particularly rural and access roads, to ensure that no village is without a well-maintained connection to national roads and service centres by 2030.

### Maximise local development and opportunity

Maximising local benefit and creating jobs will be achieved through community participation in construction and maintenance, EPWP transformation (phase 3 and beyond), and enterprise and contractor development.

**EPWP transformation:** The current EPWP/CWP can be transformed into a major platform for sustainable enterprise development that underpins a flourishing community enterprise sector. This can be achieved by increasing labour intensity and growing skills through the EPWP and infrastructure maintenance, as well as linking the EPWP and CWP to sustainable enterprises and employment. Increasing civil society participation in decision-making on EPWP priorities is important. Local roads

forums are being established at municipal level to identify road upgrading priorities linked to Local Economic Development strategies (for example, prioritising the upgrade of roads to agriculture production centres). Establishing local EPWP forums would facilitate community participation.

The following activities are required to transform and scale-up the EPWP:

- Extend the EPWP to all feasible areas and all public bodies. All maintenance of public works (including schools and hospitals) should include EPWP components.
- Ensure that consultants and contractors comply with requirements to adopt labour-intensive methods and collaboration with communities (including heavy penalties for non-compliance).
- Eliminate state under-spending, which reduces EPWP employment opportunities (for example, the Municipal Infrastructure Support Agent is working to reduce municipal under-spending on infrastructure and maintenance).

The EPWP can become a major platform for sustainable enterprise development (and sustainable employment) through education and training; R&D; enterprise development and contract management; and exit strategies.

**Community participation in building and other public works maintenance:** Maintaining assets is critical to the sustainable provision of services. The scarcity of financial resources and human skills often necessitates making tactical choices between various maintenance strategies. Community participation largely takes place as part of preventative maintenance, where less technical skills are required.

**Community participation in roads maintenance:** Rural and access roads should be maintained by youth cooperatives using non-motorised equipment (such as graders) as a core element. Tractors made available for community agriculture through Ilima Labantu can be used for horse power for non-motorised graders. The use of such graders should be linked to strengthening the TVET sector to enhance maintenance skills and curriculum relevance through the manufacturing of non-motorised graders through campus industry. This also provides opportunities for training (diesel) mechanics in tractor maintenance.

**Enterprise development:** The EPWP, cooperatives and community-based enterprises will require funding and further training/mentoring. Funding should be made available from Eastern Cape Development Corporation, Small Enterprise Finance Agency, the Department of Trade and Industry, the Hlumisa Development Fund and other sources. National, provincial and local government, the private sector and civil society must be coordinated through the EPWP to achieve enterprise development.

## Enablers

The key enablers for catalytic infrastructure development include the following:

**Decisive priority setting and integrated planning:** Integrated infrastructure planning is needed to enhance public access by developing new infrastructure and ensuring that existing portfolios are functioning suitably.

Limited maintenance, late refurbishment and asset stripping, combined with a lack of long-term decision-making, lead to unnecessary capital expenditure. Lack of planning, large backlogs and severe budget constraints result in budget-driven planning and short-term interventions. The province aims to strengthen integrated planning to:

- Build, rehabilitate and rebuild infrastructure
- Coordinate construction activities for greater efficiencies
- Optimise the overall cost/benefit of improved infrastructure
- Ensure value for money and resource optimisation.

The PDP seeks to provide an integrated framework for infrastructure planning and maintenance (taking the infrastructure life-cycle into consideration) at a provincial level, incorporating both national and municipal plans (particularly integrated development plans). While the focus of this catalytic initiative is on social infrastructure and basic services, the link with economic infrastructure is unavoidable.

The province needs a spatially based, long-term integrated infrastructure plan. This should be the basis for vetting and approving any infrastructure project, including at local level. Capacity should be strengthened in terms of spatial planning, infrastructure master planning and project planning for execution. The link between planning, management and implementation must also be strengthened. Information management and monitoring is a critical component of integrated planning.

**Infrastructure life-cycle management and asset management:** To ensure new and current portfolios are maintained, there is need to strengthen infrastructure life-cycle and asset management. This provides the desired level of service in the most cost-effective manner, extends the service life of existing infrastructure and accommodates future demands. The life-cycle approach to infrastructure delivery implies that options, strategies and costs are considered throughout the life of an infrastructure asset – from planning, to construction, operation and maintenance, refurbishment and/or enhancement, and finally to disposal. This will be driven by the implementation and extension of the approved infrastructure delivery management system to departments and local government.

**Reviewed financing, delivery mechanisms and governance:** The province needs to review its infrastructure delivery mechanisms, including appropriate mechanisms for implementation. This particularly pertains to procurement, the supply chain, contract management and client management. In addition, infrastructure funding mechanisms must be reviewed and mechanisms created for long-term financing.

**Education and training:** Stronger technical capacity is needed for infrastructure delivery, maintenance and management, both in the public and private sectors. This should build on and accelerate existing initiatives and focus on developing apprenticeship. Skills requirements should be identified along various value chains and in maintenance strategies. There should also be capacity-building within state structures in labour-intensive project planning, design and management.

Education and training should develop and enhance civil society's skills to allow the public to fully participate in localisation schemes. EPWP household contractors comprise 50 of the poorest households from each ward and are each paid R500/month. These household contractors should form potential enterprise groups and be provided with relevant technical and business training. Training

would be coordinated among several service providers, including: TVET colleges, new community colleges, Eastern Cape Development Corporation, non-government organisations and the EPWP's apprenticeship programme.

**R&D:** R&D is important for the design and dissemination of alternative labour-intensive technologies for new enterprises that emerge from the EPWP. The Council for Scientific and Industrial Research and the Nelson Mandela Metropolitan University are already active in this field.

This R&D would include alternative energy and green technologies to meet the demand for energy to power the industrialisation of rural areas. All four universities in the province will be approached to participate in making R&D inputs to enhance the strategies and implementation of universal access, spatial connectivity and localisation.

### Institutional partners and roles

The effective planning, construction, management and use of infrastructure relies on a range of actors and agents. Various public and private institutions and organisations have formal mandates in the infrastructure management life-cycle. To further plan for and drive this catalytic infrastructure initiative, the following institutional players are required to form enabling multi-agency partnerships, each with their own clearly defined mandate. To minimise duplications and ensure that the province has an integrated infrastructure development programme working towards a common goal, the Office of the Premier will ensure that the roles of all players involved are carefully defined, and their actions properly monitored.

PARTNER	ROLE IN THE PROGRAMME
Office of the Premier (supported by the Eastern Cape Socioeconomic Consultative Council)	<ul style="list-style-type: none"> <li>Champion for integrated planning and strategic infrastructure</li> <li>Driver of integrated, spatially based infrastructure planning</li> </ul>
Department of Roads and Public Works	<ul style="list-style-type: none"> <li>Public asset custodian, playing a key role in maintenance and management of public works</li> <li>Main public infrastructure implementing agent</li> <li>EPWP management</li> </ul>
Provincial Treasury	<ul style="list-style-type: none"> <li>Project and multi-year financing – project approval</li> <li>Financial reporting</li> <li>Ensuring value for capital expenditure</li> </ul>
Department of Cooperative Governance and Traditional Affairs	<ul style="list-style-type: none"> <li>Management of Municipal Infrastructure Grant</li> <li>Municipal support</li> <li>Custodian of spatial planning</li> </ul>
Department of Human Settlements	<ul style="list-style-type: none"> <li>Integrated settlements planning and execution</li> <li>Strategic driver of spatial planning</li> </ul>
All local and district municipalities	<ul style="list-style-type: none"> <li>Responsible for municipal infrastructure throughout life-cycle</li> </ul>
National Treasury	<ul style="list-style-type: none"> <li>Financing and final project approval</li> <li>Responsible for infrastructure delivery management system</li> <li>Municipal infrastructure</li> </ul>
Department of Water and Sanitation	<ul style="list-style-type: none"> <li>Custodian for bulk water and sanitation</li> </ul>
Department of Telecommunications and Postal Services	<ul style="list-style-type: none"> <li>Custodian of ICT infrastructure and broadband</li> </ul>

Eskom	<ul style="list-style-type: none"> <li>• Custodian of electrification</li> </ul>
Department of Health, Department of Energy	<ul style="list-style-type: none"> <li>• Line departments with major infrastructure budgets</li> </ul>
Public and private implementing agents	<ul style="list-style-type: none"> <li>• Will play a secondary role in the planning and execution of this initiative</li> </ul>
Four universities in the Eastern Cape	<ul style="list-style-type: none"> <li>• Research and knowledge provision to the partnership</li> <li>• Human capital development</li> </ul>
TVET colleges	<ul style="list-style-type: none"> <li>• Technical skills development</li> </ul>
Community colleges	<ul style="list-style-type: none"> <li>• Build capabilities for community-wide participation in infrastructure maintenance</li> <li>• Support to community organisations</li> </ul>

## Milestones and targets

2020	2025	2030
<ul style="list-style-type: none"> <li>• Provincial infrastructure plan developed by 2016, adopted into all institutional partners' operational plans</li> <li>• Provincial authority for strategic and project life-cycle management established</li> <li>• Investment framework and funding plan adopted by national government</li> <li>• 90 percent of households have access to water, sanitation and electricity</li> <li>• 90 percent of education, health and other public facilities have access to basic services and ICT</li> <li>• 60 percent of the population have internet access</li> </ul>	<ul style="list-style-type: none"> <li>• 95 percent of households have access to water, sanitation and electricity</li> <li>• 95 percent of education, health and other public facilities have access to basic services and ICT</li> <li>• 80 percent of the population have access to broadband internet services</li> </ul>	<ul style="list-style-type: none"> <li>• 100 percent of households have access to water, sanitation and electricity</li> <li>• 100 percent of education, health and other public facilities have access to basic services and ICT</li> <li>• 100 percent of the population have access to broadband internet services</li> </ul>

## Capabilities for local action and development – getting the basics right

The call for getting the basics right<sup>23</sup> is premised on two related points of view. Firstly, we need to revisit and collectively refine generally shared understandings across society of what should be held dear – the values that guarantee justice and fairness, constructive conduct, public assets and their proper upkeep, as well as work and industry that grows our corporate well-being and personal worth. This understanding should include defined boundaries of social behaviour that we should endeavour not to cross in order to avoid potential harm to our collective well-being, our environment and the well-being of future generations.

Secondly, the province faces complex and inter-connected development challenges, whose scale and cumulative legacies outstrip the capacity of any single institutional actor within the Eastern Cape to overcome on its own. The state, important as it is, cannot be the sole driver of change, nor the sole provider of solutions to our development challenges.

Government is meant to play an enabling role in the shared development process, catalysing certain initiatives and supporting endeavours initiated by others. Lessons from the first 20 years of democracy clearly show that these challenges require the combined efforts of many capabilities across the province, including civil society – both institutionalised social capital, as well as the people of the province.

A developmental focus underpinned by capabilities for effective local action thus requires three key elements:

- Conscientisation towards a shared understanding of, and principled approach to, participatory development action.
- Capabilities for joined-up local action of state institutions, government and public entities – coordinated through strengthened local government, to act with communities and other non-state agents in inclusive local action groups.
- Citizen-capabilities for a sustainable developmental agency – consciousness, skills and organisation.

Building capabilities for meaningful local action will require determination, vigour and consistency in support of this programme. Unwavering leadership commitment to enable this programme is paramount.

Successful implementation requires strong and active citizenry and collective leadership from government, business, labour and civil society... active citizenry and social activism is necessary for democracy and development to flourish. The state cannot merely act on behalf of the people – it has to act with the people, working together with other institutions to provide opportunities for the advancement of all communities.

Making the plan work will require a complex interplay of actors and actions, and progress in any one area is almost always dependent on progress in another.

– *National Development Plan, 2012*

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<sup>23</sup> “Getting the basics right” is inspired by the renewed commitment by government to re-imagine local government as a sphere that serves communities better and puts people first. We extend its usage for purposes of this PDP to include getting the basics right as a broader societal concern going beyond a preoccupation with government.

## Conscientisation for participatory development action

The element of the flagship aims to prepare people for critical participatory action. It is about re-learning what lies at the core of such an undertaking, and taking a stand to shift from behavioural stances which undermine the prospects of an inclusive and participatory development that benefits all. It is also about the wisdom of consciously acknowledging that learning is a life-long process, and therefore a willingness by all to submit to the process of learning – from political and administrative leaders to common citizens.

The following key actions are suggested:

- A systemic and continuous consciousness-building drive at all levels of leadership across society about the PDP's principles and the province's development agenda. This will ensure a shared understanding of the development imperatives and the commitment required from all actors.
- Re-orientation and reinforcement of communities as central to the effort to build people-centred development action. Programmes should be developed and supported to empower communities, so that citizens can hold their leaders accountable, while remaining conscious of the public's role as champion and steward of its own development.
- Community colleges could play a critical role in developing a cadre of conscious community development agents, while intervening to address existing leadership insufficiencies. College curricula will have to incorporate principles of development and societal evolution, predicated on the need to harness, exploit and systematise local knowledge and the development potential of communities.
- Conscientisation should lead to a new development paradigm based on equitable and citizen-centred development and a responsible, ethical development process. This will require ongoing critical dialogues about development paradigms, which will inform policies and actions for inclusive development and greater economic justice.

## Joint public action and capable local governance

Building and sustaining joint public action and capable local governance for development will require the following activities:

- Actors in development need to jointly plan, execute and monitor development programmes.
- Actors need to appreciate and commit to collectively developing, driving and renewing a citizen-centred development programme.
- Joint public action must result in the building, linking, mobilisation and harnessing of capabilities and knowledge resources in various institutes, educational institutions, communities of practice and activists. The example of local action groups, which draw on the capabilities of many development actors and institutions, needs to be carefully studied and adapted to the province's needs.
- Joint public action and capable local governance should result in a new culture of service to the people – in other words, a return to *batho pele* (people first). As part of this new culture, government could develop instruments to systematically test programme plans and actions against principles.

- An analysis of efforts to make developmental local governance work over the last 15 years is needed to draw lessons and develop new approaches to capability development. This will help establish a baseline to avoid kneejerk responses to the major structural, systemic and political challenges facing local governance. It will also lead to a wide range of medium- and long-term propositions to improve local governance.
- Conduct intermediary and long-term applied research studies on the current and future capabilities for joint public action and capable local governance in the context of people-centred development. This is a critical part of creating a forward-looking approach to building dynamic capabilities, while addressing present-day challenges.

### **Citizen capabilities and agency for sustainable development**

The sustainability of development efforts depends on the people of the Eastern Cape. In order to sustainably develop the province, the PDP suggests the following:

- Build capabilities for strong leadership, capable local government and an active citizenry that is committed to inclusive local development.
- Establish a coordinating centre or agency to provide strategic support to partners building citizen and institutional capabilities for sustainable development. The agency would:
  - Identify and propose approaches, as well as develop tools and coordinate processes, to build the individual and collective capabilities of agents involved in local action and development.
  - Develop a repository for knowledge, information, resources and reflective learning on capabilities for local action and development across sectors. This function should not be farmed out to conventional academic centres.
  - Establish platforms for reflection on citizen-centred and joint development action. Such reflections would be primarily based on the application of models and approaches to build strong leadership, capable developmental local governance and an active citizenry.
  - Serve as a link between various agents involved in development, profiling the programme’s innovations, experiences and lessons for large-scale adaptation and replication.

### **Partners for local action and development**

<b>PARTNER</b>	<b>ROLE IN THE PROGRAMME</b>
Four universities in the Eastern Cape	<ul style="list-style-type: none"> <li>• Research and knowledge provision to the partnership</li> <li>• Innovation and its management at local governance level</li> <li>• Human capital development</li> <li>• Leadership development</li> </ul>
TVET colleges	<ul style="list-style-type: none"> <li>• Technical skills development</li> <li>• Provide resources and facilities for the training of agents in the partnership</li> </ul>

Community colleges	<ul style="list-style-type: none"> <li>• Build capabilities for community-wide participation in development and local action</li> <li>• Support to community organisations</li> <li>• Provide resources and facilities for the training of agents in the partnership</li> <li>• Create platforms for simulation and sharing local practices based on indigenous ways of enacting development</li> <li>• Prepare and ameliorate development-conscious future community leaders, while addressing today's leadership deficits at community level</li> </ul>
Department of Cooperative Governance and Traditional Affairs and other national departments	<ul style="list-style-type: none"> <li>• Enabling policy framework</li> <li>• Technical support and empowerment</li> <li>• Funding support and mobilisation</li> </ul>
Provincial government – Cooperative Governance and Traditional Affairs, Treasury and the Office of the Premier	<ul style="list-style-type: none"> <li>• Technical support in policy development and fashioning of plans</li> <li>• Monitor and provide support</li> <li>• Technical support and empowerment</li> <li>• Mobilise resources and advocacy</li> <li>• Department of Cooperative Governance and Traditional Affairs to lead the flagship programme</li> </ul>
Traditional leadership	<ul style="list-style-type: none"> <li>• Involved in programmes affecting communities</li> <li>• Facilitate access and release of land for development purposes</li> <li>• Participate in the development and implementation of community development plans</li> <li>• Be part of collaborative relationships to foster development</li> </ul>
Local government – municipalities	<ul style="list-style-type: none"> <li>• Lead implementation of community-driven development plans and action</li> <li>• Serve as a nucleus of the partnership to build capabilities for local action and development</li> <li>• Support mechanisms for transparent, accountable and effective governance</li> <li>• Create conditions for community-based planning</li> </ul>
South African Local Government Association	<ul style="list-style-type: none"> <li>• Participate in the development of capabilities for local action and development</li> <li>• Help identify and fashion areas of intervention</li> </ul>
Civil society organisations	<ul style="list-style-type: none"> <li>• Research and knowledge generation</li> <li>• Building social consciousness based on <i>ubuntu</i></li> <li>• Leadership development</li> <li>• Facilitate community participation in the development action</li> </ul>
Professional organisations (e.g. accountants, town planners and engineers)	<ul style="list-style-type: none"> <li>• Technical support and provision of skills in critical areas</li> <li>• Develop, mobilise and deploy capabilities relevant to local governance development imperatives</li> </ul>

## Milestones and targets

### 2020

- Programme developed and implemented to build consciousness of the PDP's principles and the requisite commitment and collective action to realise its goals, with a focus on building leadership across society
- Platforms created for joint planning and execution of local development programmes
- Capabilities in local governance reviewed to develop an informed intervention for the next 15 years
- Appropriate agent identified and capacitated to facilitate, strategically support and anchor the programme
- "Getting the basics right" maturity model developed for joint local governance
- Pilots established for implementing the maturity model to develop capabilities
- Foundations built for knowledge base and social capital as key enablers for the programme by mobilising various agencies' capabilities for development action
- Funding support solicited and the programme is embedded in the relevant budget baselines

### 2025

- Roll-out of the programme on conscientisation of leadership and communities continues
- Full implementation of the joint local governance maturity model with its attendant capabilities development
- Capable local government is an integrated centre for local development plans – some responsibilities from province and districts are devolved to local government for speedy action and full integration
- Social capital and a knowledge base for the programme are continuously built
- Reflective and learning platforms are established and programme lessons are profiled for replication and to add to the body of knowledge
- Research on current and future capabilities for joint public action and developmental local governance is conducted
- A mid-term review of the programme is conducted and appropriate adjustments are made
- Improved local governance and increased community participation in development
- Emerging innovative joint public action and capable local governance

### 2030

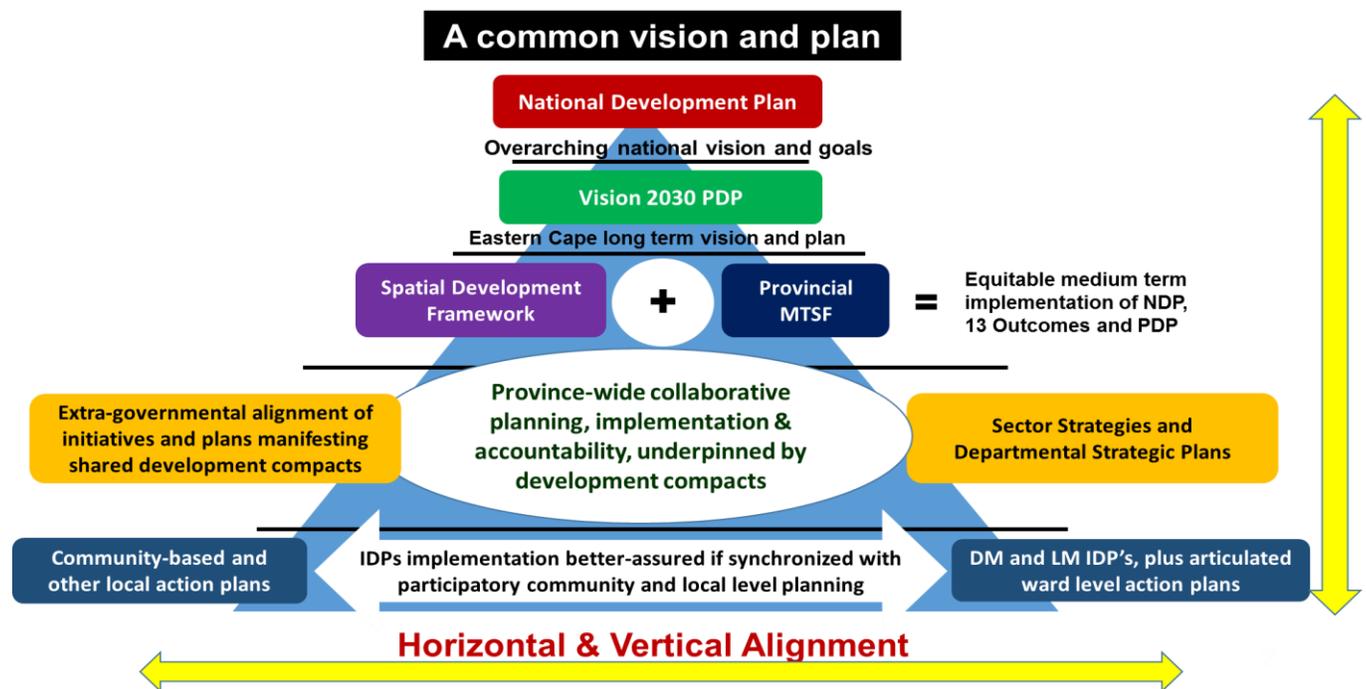
- Roll-out of the programme on conscientisation of leadership and communities continues
- Mature partnerships with visible improvements in the culture of service and quality of life in communities
- Capable local government is an integrated centre for local development plans – more responsibilities from province and districts are devolved to local government for speedy action and full integration
- Firm foundations (demonstrable outcomes) for participatory development action established and consolidated:
  - Active citizenry engaged citizenry in its own development
  - Solid foundations laid for more innovations in building capabilities for joint public action and capable local governance
- Reflections and inputs on long-term planning for citizen-centred developmental local governance (vision 2050):
  - A consolidated and strengthened programme based on research outcomes, evidence of progress and acknowledgement of shortcomings
- A knowledge hub on the evolution, development and future prospects for joint public action and capable local governance emerges

## Institutional arrangements for implementation and accountability

Various arrangements have been suggested for driving particular development priorities and programmes set out in this PDP. These arrangements will need an implementation coordination, monitoring and accountability process. Established public-sector structures will continue to coordinate and monitor government’s contributions to the PDP, even as these structures continue to strengthen their capabilities. Work is driven by departments, clusters foster integration across departments and public entities, and the Office of the Premier is responsible for transversal coordination.

It is proposed that implementation of the PDP follows the scheme depicted below. This graphic illustrates the processes and relationships required for collaborative planning, alignment, integration and co-ordination. The triangle represents the hierarchy of plans to work together for a common vision across state and non-state actors. The figure also shows the relationship between the PDP and statutory plans that the local and provincial spheres of government are required to develop and implement.

### A scheme for PDP implementation



To aid coordination and alignment, it is proposed that a portfolio management unit be established in the Office of the Premier. The unit will facilitate and support shared priorities and catalytic programmes, while fostering integrated action across departments and other state entities. The unit will also liaise with partner entities working with government on the design and implementation of key programmes.

Government will also need to improve its capabilities for strong evidence-based and integrated planning, intelligent programme design, monitoring and evaluation, and working with development

partners outside of the state. The Eastern Cape Socio Economic Consultative Council, a public entity directly linked to the Office of the Premier, will help strengthen these capabilities.

The energy of extra-governmental partners – civil society and the private sector – is also important. Although this energy will continue to be self-organising to a large degree, an appropriate institutional instrument will help mobilise various groups and organisations outside of the state around shared goals, mediate conflicts and broker fair arrangements. It is proposed that the Provincial Planning and Development Commission continues to play this role.

A facility dedicated to supporting provincial development priorities with high-end research and knowledge-based innovation is needed. This *Eastern Cape Research and Innovation Commons* will conjoin the four universities of the province as partners to collaborate with the state, the private sector and civil society. It will have a presence in each university, with a coordinating office hosted by one of the universities.

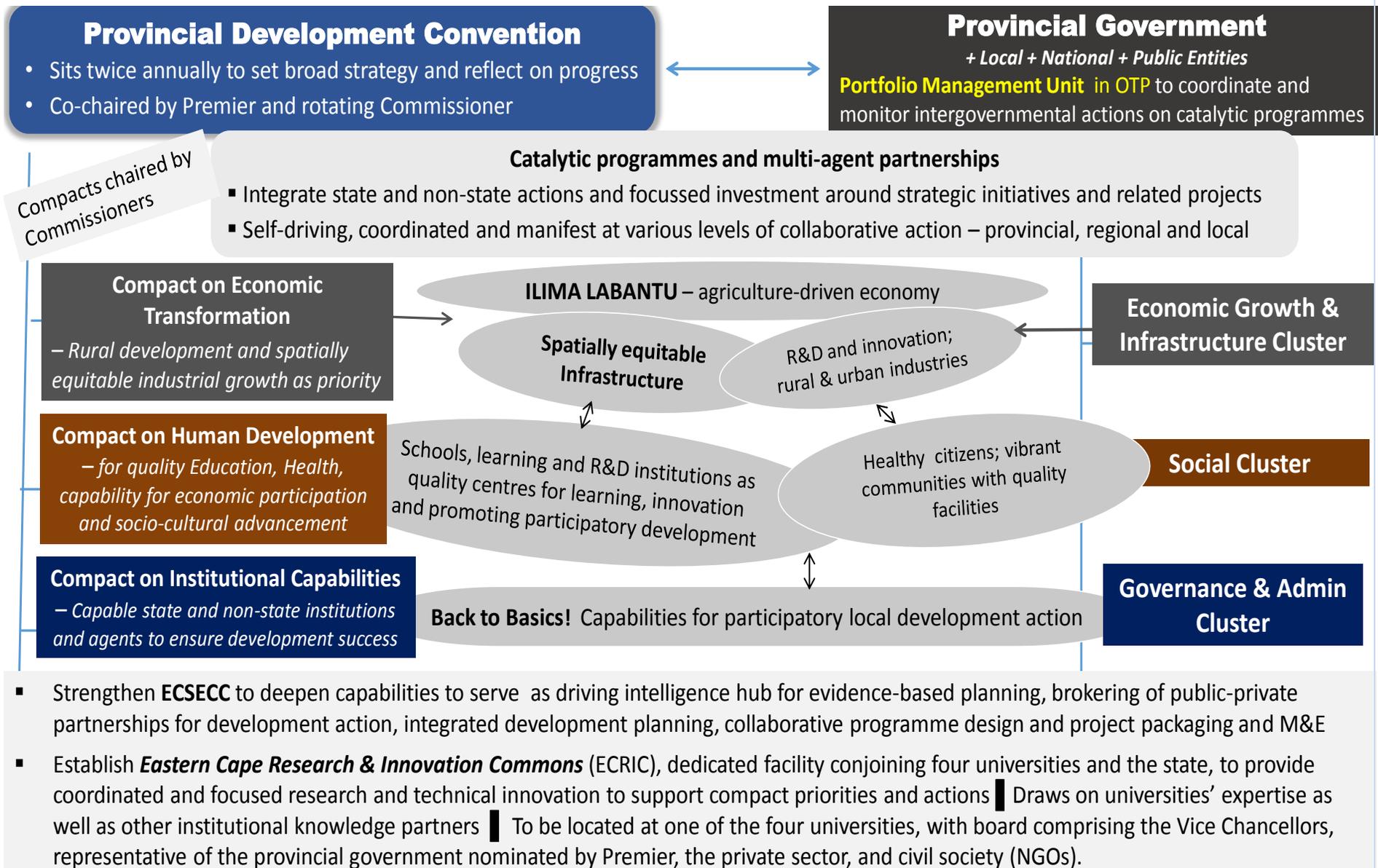
All these collaborating forces will be brought together twice a year for a Provincial Development Convention. The convention will critically review the plan's implementation progress, negotiating and agreeing on future actions to achieve targets. The convention will also keep the plan's collaborative spirit alive. It will be co-chaired by the Premier of the Province, assisted by an annually rotated commissioner co-chair.

Key capabilities need to be built and embedded, particularly in government, to ensure that the PDP's implementation is successful and sustained, with secure policy certainty. These capabilities include:

- Strategic mobilisation and compacting
- Policy research and evidence-based and integrated planning
- Programme design, delivery models and project packaging
- Participatory monitoring and evaluation.

The proposed arrangements are summarised in the following graphic, which notes state actions and organisation on the right, the coordinating structure on the left and collaborative actions in the middle.

## Institutional arrangements



## Implementation principles

The NDP states that failure to implement policy has been one of the biggest contributors to the country's lack of progress. The plan's implementation arrangements must be consistent with its approach to multi-agency partnerships and people-driven development action.

The implementation arrangements need to address weaknesses observed in previous development interventions. For example, the province can learn from the Provincial Growth and Development Plan's implementation failures. The PDP's successful implementation should be measured against the following:

- The plan's acceptance by the private sector, civil society and the general public, supported by a strong appetite and ability to mobilise existing resources outside of the state.
- Strong joint and individual accountability by social partners and individual actors in the development space.
- Sustained championship of the PDP over government terms.
- Strong coordinating capacity to integrate planning, resources and implementation across sectors and spheres.
- Capabilities for the qualitative translation of strategy into time-bound, budgeted programmes and projects.
- Strong evidence-based planning and ongoing monitoring and research. This should increase planned development and decision-making.

The PDP calls for all implementing agents to embrace and uphold the following implementation principles:

- Shared, multi-agency agenda-setting with partners and stakeholders.
- Mobilised development agency and critical capacities beyond the confines of government.
- New knowledge partnerships with universities and other knowledge centres to ensure evidence-based planning and development.
- Conscientisation and leadership development around PDP priorities within government and broader society.
- New mechanisms for joint multi-agency accountability, review and reflection.
- New and innovative methodologies for integrated implementation and leveraging of technical capacity for project packaging and structuring.
- Mobilised resources outside of the provincial fiscus, especially in light of severe fiscal constraints.

## Risks to successful implementation

The ambitious development envisaged in the NDP, the PDP and other policy frameworks and strategies is not without risks. The following risks, among others, must be carefully considered and addressed accordingly:

## **Political culture**

The success of this PDP requires a mature democratic disposition and commitment on the part of all concerned, especially from all leaders involved. Critically, the common interest in development must be prioritised. Leaders and constituencies that fail to rise above narrow interests will undermine the plan's success.

Building local government's capabilities for positive development change will fail if under-performance, lack of trust between state and citizens, and instability are not tackled with the requisite determination, vigour and consistency in support of this programme.

## **Bureaucratic stasis**

Government is a very important actor in the PDP, especially in an economically underdeveloped region such as the Eastern Cape. It has the ability to catalyse developments that can bring in other actors. However, this is unlikely to happen if provincial and local government are not open to learning and moving away from a "business as usual" approach that hasn't worked. Government will need to be open to learning from experience outside of the state, and creating spaces for this experience to influence different approaches and practice by bureaucratic functionaries. It also means a commitment to continuous systematic learning within public entities.

## **'Unrelating parts'**

One of the main factors contributing to underperformance is the silo mentality that many departments and other sub-units of state entities have. This leads to inadequate responses to challenges because they are only partly understood, with different responses to the same problem by different arms of the state, which results in duplicated work and wasted resources. Government needs to work in an integrated, coordinated fashion.

Not only are strong coordinating and integrating mechanisms necessary, but they must be given teeth to foster such integration. A number of such mechanisms have been suggested for the PDP's implementation.

## **The risk of the "lost generation"**

This plan highlights the unacceptably high incidence of children with stunted growth. Their misfortune of being born into poverty is exacerbated by our collective inertia to creatively rescue this generation from a future of ill-health, educational underachievement and an inability to perform in the economy. The cost of addressing this challenge now pales in comparison to the consequences of a lack of decisive action.

## **Shrinking fiscus**

Our ambitions for a better future have to be balanced against the prospect of a shrinking public budget available to accomplish these aims. Global pressures on our economy are a contributing factor, but our inability to fashion creative responses to development continues the cycle of slow growth. In the case of the Eastern Cape, this is compounded by allocations from the national fiscus that are undermined by increased outward migration – desperate citizens leaving the province in search of better opportunities. The PDP makes clear proposals on ways to creatively use public spending to trigger self-sustaining economic activity.

## Consistency, focus and agility

The catalytic programmes outlined in the PDP will be implemented over about 15 years. During this period, the attention needed to drive these programmes may stray. For example, focus may shift to address what are felt to be more pressing needs for immediate service delivery. While this deserves due attention, the province should guard against losing focus on long-term development.

## Key success factors and actions

The plan's implementation rests on the province's capabilities. Institutional arrangements on their own are meaningless if they do not respond to the new development imperatives imposed by the PDP. As discussed under goal 5, the province will need to revisit the institutional configurations of various agencies to test their alignment and ability to support and implement the plan.

Some of the province's existing agencies are not ready to implement the plan, but this should not delay implementation. These agencies will need to develop their capabilities, and this should be seen as part of the first steps of the plan's implementation. This critical stage will require a solid project management capability and the necessary oversight and leadership.

Once the plan is adopted, the implementation of its programmes will need to accelerate in order to clarify the additional implementation arrangements that will be needed. The programming phase will also require robust project management and its planning should begin immediately.

In less than two years after the Executive Council's adoption of the plan, the proposals for institutions and the formation of partnerships to drive implementation should be finalised. Specifically, the Office of the Premier will need to be brought on board as soon as possible, because it will inherit the plan. Given the reality that long-term planning was previously administratively and politically located in the Provincial Treasury, mechanisms to support the Office of the Premier will have to be put in place.

The provincial Department of Cooperative Governance and Traditional Affairs and the Provincial Treasury, led by the Office of the Premier, should drive and oversee the building of a developmental local government. They should do this in collaboration with their national counterparts.

Departments, municipalities and entities will be responsible for driving the plan's implementation. However, as highlighted in the PDP, the province will need to address functional overlaps and duplication between these public-sector role-players before the plan is rolled out.

The provincial Medium-term Strategic Framework should be aligned with the plan, especially at the level of outcomes. This should not be seen in contrast with the electoral mandate of the present administration – the two processes should complement and reinforce each other.

The financial year 2015/16 will be the first year of the plan's implementation, led by the Office of the Premier. Lessons can be drawn from national government in this regard. The process of implementation should be a dynamic process, not a linear one.

As part of the PDP's institutional arrangements, the province will need to develop a communication and mobilisation plan. It should be carefully formulated and implemented to ensure that the province

does not lose opportunities associated with launching and driving a new message that seeks to bring change. The drivers of provincial branding need to be quickly activated and orientated around the plan's vision and outcomes, so that these form the basis of the Eastern Cape's re-branding strategy. Integrated branding and communication led by the Office of the Premier will be central to the province's transition to a new development path.

# **PART 2: THE PLAN ELABORATED**

## Rural development and transformation

“At the heart of every human experience is the desire to survive and prosper, to live without fear, hunger and suffering, to imagine how your life could be better and then have the means yourself to change it ... The largest segment of the world’s poor are 800 million poor women, children and men who live in rural environments. These are subsistence farmers, farm workers, fishers, migrant workers, artisans and indigenous people whose daily struggles seldom capture world attention ...

“Empowering rural people is an essential first step to eradicating poverty. It recognises and respects the willingness and capability that each of us has to take charge of our own life and to seek out opportunities to make it better.”

– Excerpt from *Dimensions of Rural Poverty* by the International Fund for Agricultural Development

### Prioritising rural development

This chapter explores key rural development challenges in the Eastern Cape, motivating why rural development should be a key priority for the PDP and infused into its goals and programmes.

Part 1 of this document sets out the principles underpinning the PDP, which guide how the plan should be approached and applied across the province’s sectors. Two of these principles are particularly important for this chapter. First is the principle of people-centred development, which resonates with the International Fund for Agricultural Development’s call, excerpted above, for “empowering rural people as an essential first step to eradicating poverty”. This is also echoed in a resolution of the 2010 New Delhi International Rural Development Conference of four economies of the BRICS partnership – Brazil, India, China and South Africa.<sup>24</sup> The conference declared people’s empowerment as the key element and driving force of a rural transformation vision and agenda that “is about human development, as opposed to simply the development of assets...”, and went on to call for “heavy investments... needed for inclusive, sustainable and diversified rural development to occur...”.

The principle of empowering people for dynamic and sustainable development has been reiterated many times in international, national and local declarations, but its rhetoric has not been matched by practice. An ambivalent commitment to rural transformation undermines development. This is particularly pertinent in South Africa’s context of an inherited skewed political and social economy, with largely underdeveloped rural regions. The Eastern Cape, as noted in the overview, is predominantly rural, with over 70 percent of citizens living in depressed rural areas.

The second principle relates to spatial justice and spatially equitable development. This requires a commitment to decisively and constructively addressing the unresolved structural, class and racial divide that continues to marginalise and disadvantage citizens in the underdeveloped rural spaces, hobbling prospects for economic development and a thriving society. An ECPC document produced in 2013<sup>25</sup> notes some of the key features of this historical inequality:

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<sup>24</sup> Russia, part of the BRICS partnership, was not represented at the conference.

<sup>25</sup> *A Strategic Perspective and Propositions towards Vision 2030 for the Eastern Cape*, 2013.

Patterns of land ownership and the legislation governing land administration ensure that a near permanent record of the region's history of dispossession and inequality is retained: In the west are freehold white owned farms that still make up the bulk of the province's meagre contribution to GDP through agriculture, buffeted by among others an irrigation infrastructure bequeathed by the colonial and apartheid governments. In the centre is the Border patchwork of quitrent, white owned farms, marginal black owned freehold, colonial and apartheid expropriations, and a trickle of restitutions. In the east Transkei customary tenure still continues, while land administration and planning in the former Ciskei and Transkei is still governed by old order proclamations and ordinances dating back to 1921, and even clouded and skewed to a significant degree by predominantly patrilineal patterns of inheritance and leadership. None of these challenges – socially determined as they are, should be placed beyond the realm of critical scrutiny, discussion and resolution if the objective is to build a better future and renew even cultural fundamentals that people hold dearly to.

South Africa has made significant progress since 1994, including electrifying rural areas, providing running water and sanitation, eradicating “mud schools”,<sup>26</sup> encouraging agricultural production to improve food security, and extending social protection measures through grants and public employment schemes. But there is still much more to be done, particularly in the Eastern Cape, which has not fully transformed spatially or economically over the past 20 years. The province still feels the effects of colonial land dispossession, uneven development that has privileged the urban economy and continues to do so through interventions with an urban-centric bias, and a migrant labour system that has stripped rural regions of human capital and dislocated families and communities. Land reform needs to be accelerated if the province's underdevelopment and inequality is to be addressed for future generations.

### **Agricultural potential**

The Eastern Cape's agriculture and agri-based industry holds significant potential, but it has not experienced any significant growth over the past two decades, and it only contributes 2.6 percent of the province's regional gross domestic product. The Eastern Cape has thousands of hectares of arable land, but development needs to be approached cautiously – much of this land's quality has degenerated over time through overgrazing and other harmful practices. This land needs to be rehabilitated and appropriate farming practices and technology need to be encouraged, especially at the level of homestead, community and small-scale farming.

The province's deteriorating agriculture sector has also meant that the transfer of relevant farming knowledge through socialisation into an agrarian way of life has been so disrupted over the past century and some that the current generations have been so alienated from land as a means of production and livelihood that their affinity to agriculture and its potential for a flourishing self-sufficient development is weak. The *ILIMA LABANTU* catalytic intervention presented and described in the overview seeks to correct this, complemented by other relevant propositions made in this plan.

Since 1994, a new form of social dislocation has exacerbated the economic burdens of rural communities and the peri-urban poor. The rural poor are migrating towards urban areas, but the

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<sup>26</sup> “Mud schools” refer to inappropriate or inferior structures, which should not be confused with indigenous architecture. A more progressive orientation to the built environment would in fact encourage a creative blend of traditional design with contemporary scientific thinking and research which could see productive collaborations between modern materials scientists, architects and structural engineers on the one hand, and traditional artisans on the other.

formal economy cannot absorb them. This migration causes a number of problems – in the underdeveloped rural areas, women continue to predominantly shoulder the burden of impoverished dislocated families, while the rural migrants are crowded into peripheral urban areas, contributing to the intergenerational reproduction of urban poverty and the growth of what some call a *precariat* class.

While the province's rural east is underdeveloped and struggling, in the west we have commercial farms that provide an example of what a productive, developed, industrialised rural economy can look like. The pre-1994 government made significant investments in agricultural infrastructure – irrigation schemes, telecommunication facilities and farm road systems, as well as subsidies to white farmers to develop the Eastern Cape's western farmland region. The head start obtained through this discriminatory privilege has generally been sustained by the white beneficiaries' post 1994.

An addition to the commercial farms' benefits from the largesse of dispossessed land, there has also been the rise of game farms and golf courses on large tracts of land which sometimes stretch as far as the eye can see in the western region of the province. The success of these new farms and golf courses, and the lucrative tourism business they attract, point to the potential material and social successes to be realised if a well thought through and ambitious development of the deprived rural parts of the Eastern Cape were to be undertaken. Complementary to this will be a more determined, systematic and research-based policy shift on land reform and resettlements, coupled with the education and capacitation of emerging farmers. This vision of course assumes that we also take care not to repeat undesirable patterns of relationship and power that further the underdevelopment of the weak and vulnerable, as are sometimes found within these stories of commercial success to the west of the province and elsewhere. The deprived circumstances of many landless farm workers have not undergone much improvement and their security of tenure on farms has become even more precarious in some instances.

### **Sustainable development through a transformed rural economy**

The PDP believes that there can be no dynamic, lasting and sustainable development for the Eastern Cape until the transformation of the rural economy and society are addressed with a new, more determined and intelligent approach.

It is imperative that lessons learned since 1994 for planning and driving development are consciously and carefully noted, and that we eschew political irresoluteness or impulsiveness, hasty planning, prioritising service delivery at the expense of quality and innovation, and insensitivity to historical societal contradictions.<sup>27</sup> It is also important that the province consciously and decisively addresses weak policy and programme design, as well as weaknesses in programme coordination, execution monitoring and accountability.

The challenges discussed below also need greater attention.

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<sup>27</sup> We have examples of hasty decisions that, in the quest to dismantle the legacy symbols of a Bantustan existence, have led to the closure and abandonment of important pre-1994 rural development institutions and projects, which could have been built upon and consolidated in the new political dispensation. This would apply to disrupted irrigation schemes, closure of education institutions, including Clarkebury where Nelson Mandela attended high school, and the neglect of industrial hubs/centres in Dimbaza, Butterworth and Ezibeleni.

## Challenges

### Weak institutional mechanisms

The weaknesses of local government – people, systems and other instruments – to drive an evidence-based, participatory and integrated development process contribute to the overall inadequacy of institutional support for rural development initiatives. As a result, local government is incapable of adequately coordinating and focusing the inputs of other stakeholders, both state and non-state, contributing to local development. Non-government organisations also lack the capacity to develop and effectively apply appropriate models of participation<sup>28</sup> that will ensure communities are the key drivers of local development processes. These institutional difficulties are also compounded by the capacity of rural municipalities to attract personnel who are sufficiently skilled to develop municipalities into efficient institutions.

The coordination and capacity of government is also a challenge. Senior administrators, regional officers and extension officers may lack the technical vision and skills needed to implement an integrated rural development strategy. In addition, the departments and entities that drive rural development, while integrated in nature, are often not integrated in practice.

### The “projects” approach and its limitations

Given government’s limited resources and the pressure to demonstrate progress, there is a tendency to focus on “showy” projects instead of putting in the requisite work and targeted resources to systematically build replicable and sustainable development.

It is also tempting to try please everyone by focusing on many beneficiaries. In principle, this kind of benevolence is not a bad thing, but it becomes a problem when this results in little more than “poverty equalisation” – where the benefits to many beneficiaries are so minimal that they are rendered meaningless.

This calls for a sound, consolidated approach to project design, with more robust due diligence systems and processes. In the case of rural development, it is important to properly understand the effects of interventions.

### Youth participation in agriculture and rural development

Not enough young people in the province are interested in agriculture. Part of this is due to the Eastern Cape’s history of forced removals of black farming families from their land to places where they could not practice agriculture. As a result, successive generations became less exposed to an agrarian way of life, and the knowledge and skills also receded over time. Those born into commercial farming families are socialised into farming from an early age, and most often link their studies to a future as commercial farmers.

The province’s response to the alienation of the majority from the land and agriculture should be carefully constructed so that it addresses all facets of this challenge – from awareness campaigns and

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<sup>28</sup> The policy encouraging such participation exists, underpinning the integrated development planning process. It is the intelligent application of such policy that is still missing in most cases.

programmes to grow a proper appreciation of agriculture, to an understanding of its intricacies across different levels of education and training in schools and other institutions, to building relevant organisations. The ultimate aim should be to grow agriculture to the point where it is seen as an attractive option for youth, despite the hard work involved.

### **Lack of markets**

Lack of access to markets is one of the major challenges that confront rural development initiatives, largely because the majority of market entrants lack the wherewithal for productive and thriving livelihoods, while those who dominate the market are generally unwilling to share their stake with new entrants. In addition, established commercial farmers are more accustomed to producing at certain quality standards and economic costs that small-scale rural producers cannot easily match.

However, the agriculture sector does have space for new entrants. In the short to medium term, government should support these entrants by biasing its procurement markets towards these producers to supply the school nutrition programme and other needs. Despite various policy propositions, summits and conference declarations in this regard, this has not yet taken place. The public-sector market could also provide a good base to build the expertise and confidence of smaller producers to enter and navigate more demanding private markets.

### **A counter-developmental elite**

There is a tendency by some of the local elite to take opportunities targeted at the poor and unemployed in rural and non-rural areas. In extreme cases, these elite will use the poor to motivate for resources, sometimes setting them up as “partners”. In bigger projects supported by the state, it is also common to find business people using the poor as fronts to access state funding.

Government needs to effectively deal with this challenge, but it is equally important that citizens in communities are empowered to effectively represent themselves and protect their interests in these arrangements. Strengthening local development support institutions who act in the public interest will also help address this issue.

## **The PDP’s approach to rural transformation**

But if men (and women) of the future are ever to break the chains of the present, they will have to understand the forces that forged them.

– *Barrington Moore Jr, Social Origins of Dictatorship and Democracy*

Engagements held with, and inputs obtained from many stakeholders consulted during the course of preparing the PDP, reflections in the preceding section, as well as propositions set out in the overview of this plan, have informed the plan’s approach to rural transformation and the reflections that follow.

### **Rurality reconsidered**

Conventionally, “rurality”<sup>29</sup> is generally defined in terms of its traditional opposite “urbanity”. The former is often perceived as backward, primitive, remote, rough, uncouth, uncivilised, uninformed and poor.

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<sup>29</sup> We have borrowed generously here from a reflection by E. Motala, 2013.

Urban, on the other hand, is perceived as advanced, civilised, polished and modern. Indeed, to a large degree the country's capitalist economy bears out this characterisation of rural versus urban.

But this is only part of the story. There is a predatory relationship between the two spaces – with urban advancement and its “civilised” life purchased at the expense of rural underdevelopment.<sup>30</sup>

In the case of South Africa, there are also racially differentiated experiences of rurality, with some white, rural commercial farmers approximating or even surpassing their urban counterparts in material comforts.

This racially differentiated expression of rurality is reflected in our approach to rural development. In the day-to-day consciousness of many, “rural” and “people in rural areas” refers not to the “white, commercially developed rural areas”, but to the “black, poor, underprivileged and remote former homelands”.

We therefore cannot continue to overlook that rurality in the Eastern Cape is not homogenous. A resolute, well-considered, problem-solving and transformative approach is needed to decisively address the historical divide in the long term.

In addition, another concept, discussed by Motala (2013), is often overlooked in dealing with rural development:

Despite the heavy toll of oppressive regimes bent on destroying the very soul of the population, this did not remove entirely some elements of the earlier forms of livelihood and rural activity based on centuries of historical knowledge, social and cultural development and economic exchange derived from the production of mainly agricultural surplus in barter/exchange economies of past centuries which moreover had enabled the growth of a thriving population possessing knowledge and tradition, common rights of land and surplus producing cultivation.

This presents us with an opportunity to construct and agree on a definition of rurality that breaks away from conventional perceptions of rural spaces as subservient to urban areas. Towards this end, the Eastern Cape's PDP prioritises the advancement and economic empowerment of the rural poor. The plan's definition of rural goes beyond agriculture – it includes small towns and intermediate cities, such as Mthatha, and rural people include men and women involved in a variety of activities, both agricultural and non-agricultural. Rural development calls for a deliberate investment in rural social and economic infrastructure for the growth of rural economies.

### **Getting serious about rural development: A paradigm shift**

Rural development is characterised by complex interactions across diverse policies and programmes, government, the private sector, development organisations, knowledge institutions and R&D, human

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<sup>30</sup> The theme of exploitative parasitic unequal urban/rural human relations preoccupied a good number of early African writers and novelists, including those of the Eastern Cape Province. In Guybon Sinxo's novels, for example, he exposes the gains made by “white” urban centres through cheap black rural labour, while the human condition of black people is undergoing alienation, including a contradictory admiration of the very power that oppresses them (on alienation, see also Gottschalch, *Bedingungen und Chancen politischer Sozialisation: Aufsätze* 1972).

resources, physical resources, technology and, most importantly, rural people, their environments and their social formations.

However, rural development is often understood and treated like an autonomous sector or “pillar” next to other recognised development pillars, such as economic development, education, health, social development, science and technology. It was in this context in 2009 that a national Ministry of Rural Development and Land Reform was established, and the Department of Rural Development and Agrarian Reform was established in the Eastern Cape. This resulted in the following horizontal institutional architecture (not including all departments):

Health	Education	Economic Development, Environment and Tourism	Sports, Arts and Culture	Social Development	Finance and Planning	Agriculture	Rural Development
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While this is a step forward, explicitly drawing attention to the critical importance of rural development and leading to the formulation of rural development strategies nationally and provincially, it presents its own challenges. The successful coordination and integration of rural development programmes lies largely in how strategies are interpreted and programmed into the plans of various sector departments to ensure that they effectively contribute towards a common goal. If there is no common conceptual and integrating framework for rural development, it is likely that different departments are chasing different visions, which may even be contradictory in design, approach and effect. This results in different visions and actions for rural health, rural education, rural tourism and so on.

Planning for rural development and transformation requires comprehensive processes, programming and implementation management arrangements that take into account the cross-cutting nature of rural development. Plans should infuse rural development perspectives and imperatives into economic development, infrastructure, education and training, health, arts and culture and so on. Integrated planning and coordination needs to be ensured at a number of levels:

- At provincial level, where the macro strategy is set, where resources are allocated, where role-players are directed and coordinated, and where province-wide monitoring takes place.
- At regional level, where sub-regional or district-wide strategy is coordinated.
- At local level, where priorities are generated to inform strategy-setting and where development action occurs.

In its application, this multidimensional approach should lead to the establishment of diverse resources, priorities and approaches by ethically committed and empowered citizens and competent development agents, supported by capable institutions (proposals for institutional arrangements are discussed in detail in the PDP’s overview). If the province is to establish a principled approach that will privilege and prioritise the advancement and economic empowerment of the rural poor over the next 15 to 20 years, then the principles discussed below warrant serious consideration and action.

## Rural development is people-centred

The people have to be seen ... as being involved, and given the opportunity in shaping their own destiny, and not just as passive recipients of the fruits of cunning development programmes.

– Sen, 1999

Rural development should support and enable people to set priorities in their own communities, local areas and regions through truly participatory and democratic processes, bodies and structures. It focuses on the most marginalised – poor women, small-scale farmers, the landless and their families – to ensure that their livelihoods are bettered through interventions co-developed with them. This will be achieved by, among others, improving citizen's capabilities for participatory local development action, as well as the rigour and outcomes of state planning processes such as local integrated development plans.

The province needs to commit to education and training, especially through relevant programmes in the post-school education and training sector, which are accessible to those outside of the conventional schooling system. This sector also needs new types of institutions, such as the community colleges proposed in the White Paper for Post-School Education and Training. Investing in higher-order institutions and centres, such as the Walter Sisulu University's Centre for Rural Development, which support rural development with research and knowledge, and train an advanced cadre of local development support agents, will also be important.

People-centred rural development eschews top-down approaches, shortcuts and popular expediency. It accepts that development is a long-term process, opens itself up to learning from local experience and recognises the value of unconventional knowledge.<sup>31</sup>

The people-centred view also recognises the power of language, not only in the creation of shared understanding, but also in its potential for encouraging action. It is therefore imperative to build upon concepts that resonate with the people of the Eastern Cape. Ilima Labantu aims to do this, responding to a number of challenges set out here. For a detailed discussion of this initiative, please refer to Part 1 of this document.

### A multidimensional process

The province needs to recognise that rural development is a multidimensional and multi-sectoral process, and that the knowledge it draws from is trans-disciplinary. This has to be factored into programme design, the configuration of institutional coordination and support, and how the province approaches the development and presentation of knowledge, and the training of people for rural development.

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<sup>31</sup> One example is cited from interviews conducted by the Walter Sisulu University's Centre for Rural Development with communities in the rural east of the province. When interviewed about locally available raw materials that have potential for vibrant, innovative and tradition-based home and public industries, these communities revealed knowledge of different types of clay existing in abundance. This has potential for a vibrant ceramic industry and the built industry. They count no less than seven different types of grasses – *imizi*, *incema*, *umsingizane*, *ilala*, *irashu*, *ibande*, *ixonya*, *ingodongwana*, *ingca yokufulela* – which can be used for a variety of purposes.

## The rural development agenda

The PDP draws from the 2010 BRICS Rural Transformation Conference's resolutions to present the following summary points on the plan's rural development agenda. It should:

- Strive for inclusive development and growth, contribute to eradicating poverty and reduce inequalities.
- Ensure food security, accelerated agricultural development and opportunities for small-scale producers and family farmers in local, provincial, national and global value chains.
- Create more and better jobs, as well as economic self-sufficiency in rural areas.
- Take advantage of, and appropriate indigenous knowledge for development programmes in a range of areas and sectors.
- Encourage regional development and rural economic diversification, playing to the competitive strengths of the various regions of the province. This should also help improve rural labour markets and rural/urban migration in the long term.
- Be cognisant of the climate and environmental challenge, enhance environmental resilience and sustainability, use scarce natural resources efficiently, promote renewable sources of energy and leverage a green agenda for new jobs and income for the poor.
- Stimulate the growth of rural towns and intermediate cities and metros, and strengthen the links between them and their rural surroundings.
- Secure the rural population's universal access to basic public services, such as education (including adult education and ECD), health, housing, water and sanitation, electricity, transport and communication infrastructure.
- Develop land-reform and land-tenure systems that balance social equity, economic growth and environmental sustainability. These systems should encourage young, educated people to participate in agriculture and the non-farming rural economy.
- Secure widespread access to efficient and sustainable financial services and capital. This requires a significant expansion of financial resources and budgets, as well as major improvements in the efficiency and institutional sustainability of rural financial systems.
- Promote research and innovation in appropriate technology, foster the integration of indigenous knowledge systems, and focus R&D on the needs of rural communities, producers and rural economic institutions.
- Endeavour to make better and more creative use of the opportunities offered by the ICT revolution.
- Put in place social support schemes, including cash transfers, pensions, employment guarantees and subsidies for the most vulnerable, that secure every rural citizen's basic human dignity. Eradicating poverty and promoting social inclusion will lead to better long-term outcomes if the province's efforts rest on localised, inclusive growth – complemented, not replaced, by social support schemes.

## Institutional arrangements for rural development

Service delivery has been frustrated by insufficient integration and coordination across government departments and between different tiers of government (national, provincial, local) and the lack of institutional readiness to implement such programmes. The reasons for this are complex, and relate in part to the absence of clear strategic planning frameworks, institutional arrangements and problems of implementation capacity at the point of delivery. As a result the socio-economic impact of service delivery is not being optimised, and important in the context of fiscal restraint, targeting and budgetary prioritisation is not being sufficiently co-ordinated across departments and tiers of government.

– *Eastern Cape Rural Development Strategy, 2010*

Poor integration and coordination of rural development programmes is one of the main contributors to lack of progress. The departments mandated to lead and coordinate rural development programmes struggle to gain the cooperation and participation of various departments and individual sectors.<sup>32</sup>

These integration challenges could be attributed to the province's "one-dimensional" approach to rural development, as previously discussed. The Department of Rural Development and Agrarian Reform operates in a horizontal institutional arrangement, which does not give it an official mandate to intervene, direct and monitor the inclusion of rural development in departments' inter-sectoral strategic plans. Similarly, coordination discord in various government departments engaged in cross-cutting local programmes has hampered local economic and social development.

### Proposals for institutional platforms

Effective institutional arrangements are critical for the success of the overall rural development strategy and the proposed flagship programmes. In this regard, the PDP makes three recommendations:

1. An integrated model that **administratively separates agriculture from rural development**, while ensuring that the two functions are successfully coordinated.
2. An **adequately resourced and capacitated Eastern Cape Rural Development Agency** to facilitate a cross-cutting and multidimensional planning and implementation process, using all departments and a network of local agents. The agency should focus on:
  - Fostering integrated strategy-setting and planning, as well as co-monitoring implementation.
  - Complementing the Office of the Premier's monitoring of rural development programmes in the province.
  - Serving as an integrating planning centre for catalytic rural development programmes, including facilitating funding.

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<sup>32</sup> A major scientific study was conducted by Impact Economix, in collaboration with Walter Sisulu, Venda and Stellenbosch universities in 2013, which examines the impact of the National Comprehensive Rural Development Programme policy and programmes on rural livelihoods also points out weaknesses in programme's institutional and integration planning processes as instrumental in poor service delivery.

- Serving as an implementing agency for catalytic rural development programmes, working in partnership with other agencies and institutional actors.
  - Conducting and commissioning research to improve evidenced-based planning and development.
  - Building and sustaining multi-agency partnerships for rural development programmes. The agency will need to mobilise social capital to anchor its work.
3. The **organisation of and support for local development action**, based on local knowledge and research. Local institutional arrangements should coordinate joint local action between citizens, government and development support agencies.

## Conclusion

This chapter has argued that rural development should be a priority for the Eastern Cape, assessed challenges with our past approaches and proposed an approach to rural development transformation, including arrangements for integration and implementation. The chapter has discussed how the proposals are integrated into the four PDP catalytic initiatives. The proposed approach and the elements of the rural development agenda also lay the foundation for the goals, strategic objectives and strategic actions that the remainder of the plan will discuss. Each goal is required to highlight how they respond to the challenge of rural development, and how the proposed approach is utilised in programme design. Nowhere is this more important than under Goal 5 addressing capable, conscientious and accountable institutions, as this is at the heart of moving the Eastern Cape out of its current stalemate.

## Goal 1: A growing, inclusive and equitable economy

### *Vision for 2030*

The Eastern Cape has a growing, inclusive and equitable economy, which is larger and more efficient, and optimally exploits the competitive advantages of the province, increases employment, and reduces inequalities of income and wealth.

This vision will be realised addressing the key constraints to unlocking economic potential: production costs, economic development support, infrastructure, workforce issues, and land and water challenges. The focus will be on seven high-potential sectors.

The PDP vision for a growing and inclusive economy is based on the economic policy proposals contained in the NDP, as well as a thorough analysis of the province's economic potential and constraints.

To achieve this goal, the province will need to unlock its economic potential and address high unemployment rates. Several factors have contributed to high unemployment in the province:

- A small and slow-growing private sector with low levels of fixed investment
- A small agricultural sector with declining levels of employment
- Partial de-industrialisation, particularly of labour-intensive, non-automotive manufacturing
- Low levels of productive economic activity in the former Bantustans
- Inadequate state support for economic development.

Unemployment leads to other economic challenges: widespread poverty, extreme income inequality and migration out of the province. These challenges are linked to the PDP's overarching goal of a growing and inclusive economy. The economic strategy in this chapter is to achieve economic development by removing constraints and obstacles.

The PDP's strategy draws extensively on the NDP. The economic proposals contained in the national plan are organised around a realistic and coherent economic strategy, which aims to achieve faster and more inclusive growth. Elements of this strategy include:

- The need to increase the overall rate of investment (both public and private).
- Economic infrastructure as a foundation for economic development.
- The need for public investment in infrastructure to "crowd in" private investment. New infrastructure should promote private-sector efficiency and reduce costs. New infrastructure projects should be carefully selected to ensure this.
- An emphasis on partnerships to develop high-potential economic sectors.
- A multi-sector and multi-scale enterprise approach.
- A focus on creating the enabling conditions and addressing binding constraints on different sectors.
- A focus on rural economic development.
- The development of export industries.
- A recognition that human development and institutional development support economic development.

The PDP also draws on other national planning documents, including the National Infrastructure Plan and the Industrial Policy Action Plan, 2014 to 2016. Strategies for agricultural development have used four documents from the Department of Agriculture, Forestry and Fisheries.<sup>33</sup>

The Eastern Cape has great potential for economic development over the next 15 years. The province has abundant natural resources, which are presently underused (such as arable land, water, hydrocarbons, and an 800km coastline). It has reasonably good economic infrastructure and advanced plans to improve and extend infrastructure, which will support future development. The province has a number of competitive advantages – its ports and logistics infrastructure gives it a significant coastal competitive advantage that industrial development zones can help realise. Building on existing competitive advantages will also create new opportunities.

This will require planning, resource mobilisation, effective industry and enterprise support, and conducive macroeconomic conditions. Existing government structures with a developmental and pragmatic orientation will play a key role, with scope for improving efficiencies and effectiveness. The province also has communities with assets and enterprise opportunities, as well as demonstrated commitment to driving future economic development. The Eastern Cape's four universities<sup>34</sup> are preparing the province's future economic leaders.

There are seven sectors with high potential for development:

- Agriculture (including forestry and fisheries), particularly intensive and irrigated horticulture.<sup>35</sup>
- Mining and energy, particularly hydrocarbons (Algoa Bay offshore resources and Karoo shale-gas).
- Construction related to large infrastructure, new property developments and the upgrading of human settlements.
- Manufacturing, particularly diversification from automotive into maritime and new-generation products.
- Tourism, including eco-tourism, heritage, conferences and sports.
- The social economy, including public works and asset-based community development.
- Knowledge-based services, including R&D, professional services and business services.

The ocean economy, which affects many sectors, also has good potential for development.

All the above factors indicate a potential to significantly grow existing economic activity and to diversify economic activity in the Province.

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<sup>33</sup> Agricultural Policy Action Plan, 2014–19, Strategic Plan for smallholder support, 2013, Integrated Growth and Development Policy for Agriculture, Forestry and Fisheries, 2014; and Irrigation Strategy for South Africa, 2007.

<sup>34</sup> Nelson Mandela Metro University, Rhodes University, University of Fort Hare and Walter Sisulu University.

<sup>35</sup> Horticulture refers to the intensive cultivation of plants (such as fruit and vegetables). The agriculture sector is divided into horticulture, livestock and field-crops (such as wheat and maize). Horticulture accounts for 25 percent of the provincial agricultural value-added and about 50 percent of wage employment.

## Challenges

### Economic trends

In its diagnostic phase, the ECPC emphasised the importance of an improved understanding of the province's socioeconomic history. Many features of the present economy are strongly linked with the past. For example:

- The Eastern Cape's economic underperformance is a direct result of its historical peripheral position in relation to the mining core of the national economy.
- The former homelands (Ciskei and Transkei) were labour reserves supplying unskilled labour to the mines, factories and commercial farms. These rural areas remain relatively unproductive, with many unskilled and unemployed people.
- The decline of farming in the former Bantustans from the 1920s.
- The division of rural areas into two completely different economic structures: commercial farming areas and independent homelands/Bantustans.
- All municipal seats or head offices are situated in towns that existed in the 1890s, rather than in the newer towns.
- Strong agriculture subsectors remain the wool industry (from the mid-19<sup>th</sup> century) and fruit industry (from 1900).
- The automotive industry remains the dominant manufacturing industry due to government import substitution industrial policy.

However, the socioeconomic system has also seen important structural changes, including:

- A substantially larger population (10 times larger than in 1900).
- Transformation from a labour-scarce economy (pre-1960) to a labour-surplus economy. Provincial unemployment (broad definition) stands at 43.3 percent (fourth-quarter 2013) compared with 34 percent nationally.
- Increased migration from the province since 1990 (2 million people born in the Eastern Cape now live outside the province).
- Increased urbanisation and people leaving rural areas since 1990, particularly in inland municipalities in former Bantustan areas.
- Emergence of state-dependent economies, particularly in rural areas.
- Increasing capital-intensive and skills/technology-intensive economic production. Real provincial GDP increased by 36 percent between 2000 and 2010, but formal employment declined by 5 percent.
- Increased integration into the global economy post-1994 and lowering of import tariffs, leading to a collapse of parts of the non-automotive manufacturing sector due to cheaper imports.

In terms of economic structure, there are significant differences between the province and the country. The Eastern Cape has a very small primary sector – the smallest in South Africa both absolutely<sup>36</sup> and as a percentage of provincial GDP – a medium-sized secondary sector and the largest tertiary services sector (as a percentage of GDP) in the country.

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<sup>36</sup> Eastern Cape primary sector GVA in 2010 was R4.3 billion. The second-smallest provincial primary sector GVA was the Western Cape's, with R14.7 billion, more than three times larger.

### Sectoral contribution to GVA by province (2010) (percent)

	Primary (%)	Secondary (%)	Tertiary (%)
South Africa	12	21.2	66.7
Eastern Cape	2.4	20	78.2
Free State	17.3	17.3	65.5
KwaZulu-Natal	6.3	25.9	67.8
North West	39.9	9.1	51
Gauteng	3.3	24.9	71.6
Mpumalanga	25.6	26.3	48.1
Limpopo	35.3	8.3	56.4
Western Cape	4.3	22.7	73
Northern Cape	41.5	6.8	51.7

Within the tertiary sector, the largest subsector is general government (including community services), which accounts for 20 percent of national GDP and contributes 34 percent of provincial Gross Geographic Product.<sup>37</sup> This underlines the province's dependence on state spending (and social grants), and its high risk exposure to future fiscal contractions.

### Constraints on economic potential

An overview of economic constraints is presented here, with a focus on six issues that are critical for realising the province's economic potential – production costs, economic development support, infrastructure, the workforce, and land and water.

#### Production costs

All of the province's industries and enterprises face intense competition, and high-potential sectors will only succeed with viable and sustainable enterprises. This development can be hampered by high production costs. The province's enterprises face a range of increasing costs, including:

- High logistics costs (relating to the province's peripheral geographic position)
- High municipal charges (electricity, water, rates) and deteriorating delivery quality
- Centralised collective bargaining, which is dominated by large-scale and capital-intensive enterprises, and real wage increases that are higher than productivity increases.

#### Economic development support

The Eastern Cape has made great strides in developing enterprises. A well-known example is the automotive industry and the Motor Industry Development Programme/Automotive Production and Development Programme. A less-publicised example is PG Bison in Ugie, where provincial and local government mobilised to support the large timber processor with electricity, water and roads. The province's industrial development zones have also established a good reputation for supporting new enterprise development.

However, to realise its economic potential the province needs much stronger economic development support systems that improve the effectiveness of interventions (including economic policies, plans, projects, instruments and resourcing).

<sup>37</sup> The Eastern Cape Socio Economic Consultative Council database (Quantec).

To help address this issue, the PDP proposes the formation of multi-agency partnerships for high-potential sectors, comprising local, regional, provincial and national actors from different stakeholder groups (government, the private sector, communities and academia). These multi-agency partnerships will create and implement long-term commitments for economic development.

### Infrastructure

Strategic economic infrastructure can be a major catalyst for economic development, particularly when new infrastructure helps to lower enterprise costs and improve efficiencies. New infrastructure also encourages investment.

### Fiscal resource issues

The Eastern Cape Planning Commission believes that South Africa's fiscal system is insufficiently redistributive. Specifically, the Treasury's equitable share allocations to provinces and municipalities are based mainly (96 percent) on population numbers and do not sufficiently reflect differing rates of poverty, social infrastructure backlogs and own revenue generation (rates and service charges).

However, it is recognised that motivations to increase allocations to the province are unlikely to succeed until we spend our existing allocations more effectively, eliminate underspending (for example, of infrastructure grants), and access all other available funds (conditional grants and non-Division of Revenue Act<sup>38</sup> grants).

### The workforce

Enterprise development requires a reliable and well-trained workforce. It is critical that universities, TVET colleges and sector education and training authorities grow the province's skills base, with more on-the-job training opportunities.

In recognition of the importance of organised labour in economic development, trade unions could negotiate real wage increases linked to productivity increases and good work attitudes in exchange for job security, new jobs and training. This would create "win-win" outcomes in union-enterprise relations.

### Land and water

A critical enabling condition for private investment in high-potential, high-volume and high-value crops is institutional arrangements that provide long-term, secure access to land and water. This is currently not available in communal areas or commercial farming areas.

Commercial farm-owners are exposed to risks due to potential land reform and short-term (five-year) water allocations. These risks reduce private investment, particularly longer-term fixed investments. The future land-reform and water-allocation process should address these issues, increasing public investment to access much larger amounts of private capital.

Without sound economic strategies, including secure access to land and water, and much larger private capital inflows, the province will continue to underperform in agriculture and fail to achieve its economic potential,

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<sup>38</sup> DORA is the Division of Revenue Act, which annually specifies the division of national revenue to the three spheres of government.

## Strategic objectives and actions

Achieving the PDP’s goal of a growing and inclusive economy can be measured using three quantifiable targets:

- A larger and more efficient provincial economy
- More employment (including more high-wage employment)
- Reduced inequalities of income and wealth.

The table that follows sets out the proposed employment targets (all our other targets are aligned to NDP). Historical employment data is taken from Statistics South Africa’s Quarterly Labour Force Survey (with the exception of tourism and knowledge-intensive services, which are in-house estimates).

### Historical employment data

	2008 Q4	2013 Q4	2020	2025	2030
Total employment	1.3 million	1.3 million	1.6 million	1.9 million	2.2 million
Labour supply	1.8 million	1.9 million	2.0 million	2.2 million	2.4 million
Unemployment rate	25.2%	27.8%	20%	14%	8%
Poverty rate					
Gini coefficient	0.63	0.64	0.62	0.60	0.58
Agriculture employment	80 000	67 000	90 000	140 000	180 000
Manufacturing employment	203 000	134 000	180 000	250 000	300 000
Construction employment	111 000	151 000	200 000	250 000	300 000
Tourism employment		40 000	70 000	130 000	200 000
Social economy employment (estimate)		150 000	180 000	220 000	250 000
Knowledge-based services employment (estimate)		40 000	80 000	120 000	180 000

Reducing inequality is a major target of this plan, although we note that redistribution through the tax system cannot be driven provincially (progressive income tax and inheritance tax at the high end, see Piketty<sup>39</sup>).

However, a major driver of inequality is unemployment, and the NDP may have been too cautious in its target for reduction of the Gini coefficient.

The economic goal will be achieved through five strategic objectives:

1. Improved economic infrastructure that promotes new economic activity
2. Stronger industry and enterprise support
3. An accelerated and completed land-reform process
4. Rapid development of high-potential economic sectors
5. Rapid economic development of rural areas and all regions.

<sup>39</sup> See “Capital in the 21<sup>st</sup> Century” by Thomas Piketty (2014)

## **Strategic objective 1.1: Improved economic infrastructure that promotes new economic activity**

Strategic economic infrastructure can be a major catalyst for economic development, particularly when new infrastructure helps to lower enterprise costs, improves efficiencies and encourages new investment. Water, energy, transport and ICT infrastructure are particularly relevant to economic development.

### **Strategic action 1.1.1: Develop stronger provincial infrastructure planning capacities**

Infrastructure planning is a complex process, involving large long-term investments, projected benefits that are difficult to quantify, and a combination of engineering and economic thinking. While the theory of allocating available capital among alternative infrastructure projects is straightforward (select projects with the highest socioeconomic return on investment using a standardised methodology), the practice is much more difficult.

The province needs to build infrastructure planning capacity to ensure the following:

- New infrastructure investments are aligned with the provincial development agenda.
- New investments optimise potential economic benefits, encouraging new private-sector investment, increasing local content supply and creating local jobs.
- New investments are responsive to changing economic circumstances.
- Investments contribute to equitable development – all regions of the province must benefit from the infrastructure programme (see strategic objective 5 for more on this point).
- Infrastructure planning and delivery by state-owned entities and others around water, energy, logistics and ICT need to be integrated because different types of infrastructure are usually required jointly.
- More capacitated infrastructure planning is required to present convincing arguments to potential investors and to enable effective lobbying.

### **Strategic action 1.1.2: Work with the Presidential Infrastructure Coordinating Committee to plan and implement improved infrastructure**

The Presidential Infrastructure Coordinating Committee has done considerable work on the National Infrastructure Plan. A summary of this plan in the province is presented in Annexure E.

We support much of what the Presidential Infrastructure Coordinating Committee is planning for the province. Large elements of the plan in the Eastern Cape are unfunded and preliminary; therefore the province will work with the Presidential Infrastructure Coordinating Committee to ensure that the National Infrastructure Plan responds fully to development priorities.

### **Strategic action 1.1.3: Improve maintenance of existing infrastructure**

Infrastructure in the province is generally poorly maintained, reducing the value of infrastructure assets. Responsible public bodies should correct this by making the necessary budgetary adjustments. Increased maintenance activity would also contribute to increased employment, as infrastructure maintenance is employment-intensive.

#### **Strategic action 1.1.4: A major new provincial irrigation programme**

Increasing irrigated agriculture is an important contributor to creating jobs in rural areas. This is particularly the case in the Eastern Cape, which has abundant water resources and arable land.

We propose that the Department of Rural Development and Agrarian Reform, with its expertise in irrigation engineering, and the Eastern Cape Socio Economic Consultative Council should work together on a provincial irrigation plan. This plan will link to a new land redistribution plan (see strategic objective 3.1). It will:

- Report on existing irrigation agriculture activity.
- Discuss progress of the rehabilitation of old homeland irrigation schemes.
- Identify possible locations for new irrigation schemes.
- Discuss issues, including de-silting, raising dam walls, storm-water for urban irrigation, rainwater tanks, water wastage and so on.
- Report on all dam scales (including low-cost farm dams and hydroponic tunnels).
- Discuss costs and financing options.

Specific interventions to increase employment through irrigated horticulture include:

- Extending existing irrigation activity in the Langkloof valley (deciduous), Sunday's River (citrus), former homeland irrigation schemes and other areas.
- Reviving Kat River valley.
- The Orange River macro-scheme (e.g. employment-intensive apple orchards).
- Converting the irrigation of animal feed crops to more employment-intensive horticulture.
- The Mzimvubu scheme (linked to the Wild Coast agro-industrial special economic zone).
- Developing hydroponic tunnels in the Chris Hani District by the Chris Hani Cooperative Development Centre (Incucop). This could provide a useful provincial model and learning opportunity.

The Department of Rural Development and Agrarian Reform/Eastern Cape Rural Development Agency should lead this development, supported by the Department of Water Affairs. This provincial irrigation plan should be completed by 2015.

#### **Strategic action 1.1.5: Investment in strategic freight and passenger corridors**

The province needs to continue to upgrade its main freight transport corridors to support the growth of the manufacturing and agriculture sectors. Specific interventions include:

- Increasing investment in the East London/Port Elizabeth corridor (road, rail and sea).
- Establishing the feasibility of increased coastal shipping.
- Considering the Eastern Cape/Tambo Springs (Gauteng) "twin gateways" rail connection proposal (see [www.tambosprings.co.za](http://www.tambosprings.co.za)).
- Assessing the road and rail implications of the proposed irrigation programme (including cold chains and improved air freight for transport of produce).
- The Eastern Cape/KwaZulu-Natal corridor (new N2 project).

There is also a need to invest in better transport for workers and tourists. Specific tourism infrastructure includes the Wild Coast Meander and passenger airports.

### **Strategic action 1.1.6: Position the province as a key investment hub in the energy sector and ensure reliable energy supply to high-potential sectors**

The province is positioning itself as an investment hub in the energy sector (wind farms, imported liquefied natural gas, shale-gas and nuclear energy). This will provide opportunities to develop the capital goods sector and heavy industries.

This new investment could become a major catalyst for provincial economic development, particularly if the benefits and costs are well managed. Regional and local benefits accruing from new investment in the energy sector could include:

- Cheaper energy (fuel and electricity), leading to cheaper food and transport, and more competitive labour markets.
- Employment in the construction, operation and maintenance of new energy facilities.
- Employment in the supply of manufactured components for the new energy facilities.
- Downstream linkages (for example, in the petro-chemicals industry based on shale gas).
- New rental collection systems to capture a portion of the surplus from these new investments.

The province will need to position itself very carefully to ensure that these regional and local benefits are maximised, and costs (including externalities) are minimised.

Approved wind energy projects already account for 63 percent of the average provincial energy demand (1 700 megawatts [MW]). There are serious institutional hindrances to wind-farm developments (a reported 35 permits are required), particularly in the former homelands where there are land-tenure issues. Pre-authorisation arrangements in “renewable energy zones” (to be located in Cacadu and Chris Hani districts) will allow this industry to expand to its full potential (500MW).

In addition, municipalities need to improve their maintenance and upgrading of electricity distribution, and review their mark-ups on electricity prices.

This work should be spearheaded by the Department of Economic Development, Environmental Affairs and Tourism.

### **Strategic action 1.1.7: Universal and affordable broadband access**

Currently, poor people rely on relatively expensive internet connections using their cell phones. The Presidential Infrastructure Coordinating Commission’s strategic infrastructure project 15 is working to address this issue. Free Wi-Fi hotspots, for example, could be a useful developmental tool.

Targets for this strategic objective include:

- Complete all strategic infrastructure projects by 2025
- Quantify targets for provincial energy production
- Complete nuclear plant by 2030
- Set quantified targets for maintenance budgets

- Finalise provincial water and irrigation infrastructure plan by 2016.

### Strategic objective 1.2: Rapid economic development of rural areas and all regions

Different development approaches are required for different regions of the province. As previously noted, the former Bantustans, where the majority of the province's people live, have extremely low levels of economic production and high poverty rates.

Each region should have its own operational economic strategy. The table below provides a summary of the regional economies. The social economy has high potential in all regions of the province.

#### Regional economies in the Eastern Cape

	Agriculture	Mining	Construction	Manufacturing	Tourism	Knowledge services
Nelson Mandela Bay	Medium	Low	High	High	High	High
Buffalo City	Medium	Low	High	High	High	High
Amathole	High	Low	Medium	Medium	High	Medium
OR Tambo	High	Low	High	Medium	High	Medium
Alfred Nzo	Medium	Low	Medium	Low	High	Low
Chris Hani	High	High?	Medium	Low	Medium	Low
Cacadu	Medium	High?	High	Low	High	Medium
Joe Gqabi	Medium	High?	Medium	Low	Medium	Low

*High potential = real GVA growth of 7.5 percent/year over 10 years*

*Medium potential = 5 percent/year*

*Low potential = 2.5 percent/year*

*There is uncertainty about mining potential as explorations are still to take place for shale gas.*

Each region has significant economic potential. For example:

- The Nelson Mandela Bay/Cacadu region has energy potential (fracking, nuclear, wind), knowledge services, industrial manufacturing (Coega, smelters, petro-chemicals), agribusiness, tourism/property developments. It has potential as a primary trading hub, with Jeffreys Bay as a growth node.
- The Buffalo City Municipality/Amathole region has potential as a secondary export hub in agribusiness, knowledge services, light manufacturing, tourism and property/small-town development. Gcuwa and Alice are growth nodes.
- OR Tambo is expected to grow to become the province's third economic centre, with King Sabata Dalindyebo Municipality working towards metro status, based on ICT/knowledge services, logistics, agribusiness, tourism and property/small-town development. Port St Johns is a growth node.
- Chris Hani could become an agricultural region, with Sakhisizwe, Engcobo and Emalahleni as agriculture growth nodes.
- Alfred Nzo and Joe Gqabi regions could follow the provincial growth path, with stronger local state capacities contributing to increased economic opportunities. Sterkspruit, Burgersdorp and Mbizana are growth nodes.

### **Strategic action 1.2.1: All regions to develop and implement regional development strategies**

District municipalities and metropolitan municipalities have a legal responsibility for district-wide socioeconomic planning. The province's eight administrative districts must be developed to their full potential. Both of the Eastern Cape's metros have developed well-informed documents relating to their economic development, which provide a good basis for moving forward.

This strategic action should be read in conjunction with proposals made under Goal 4, particularly the active promotion of spatial equity through regional planning.

### **Strategic action 1.2.2: Increase rural economic production, particularly in the former Bantustans**

Strategic interventions relating to rural economic development include:

- Promoting and funding R&D that is relevant to rural development.
- Determining competitive advantages and actions to build economic activity around these (for example, using natural resources to create viable enterprises).
- Ensuring large investments in rural infrastructure to boost socioeconomic development.
- Boosting small and secondary towns as rural development hubs.
- Implementing the Integrated Wild Coast Development Programme.
- Expanding agricultural value chains.
- Promoting rural industries.
- Strengthening the Eastern Cape Rural Development Agency as lead provincial coordinating agent.
- Conducting interventions around irrigation and land reform (outlined earlier).

### **Strategic action 1.2.3: Use infrastructure investment to promote more equitable regional development**

New infrastructure investment is crucial for shaping regional development. Each of the eight regions has at least one mega-project in the pipeline:

#### **Regional mega-projects**

<b>Region</b>	<b>Possible mega-projects</b>
Nelson Mandela Bay	Port Elizabeth Waterfront; manganese channel; transshipment hub
Cacadu	Nuclear plant; wind farms
Buffalo City Municipality	East London sleeper site; airport to N2 road
Amathole	Wild Coast Meander; irrigation schemes (Kat River and so on)
OR Tambo	Mzimvubu project; N2 highway; Wild Coast Meander
Alfred Nzo	N2 highway
Chris Hani	Irrigation schemes (rehabilitation, extension and new projects)
Joe Gqabi	Boskraai Dam/Orange River mega-project

### **Strategic objective 1.3: Stronger industry and enterprise support**

#### **Strategic action 1.3.1: Create partnerships to drive economic development**

Lack of trust between social partners needs to be addressed and cooperation between government structures needs to be improved. This will help ensure that multi-agency partnerships are able to make a major contribution to the province's economic development.

The PDP encourages the formation of more multi-agency partnerships for high-potential sectors. These would comprise a variety of local, regional, provincial and national actors from various stakeholder formations (government, business, unions, and communities). The province can learn from existing multi-agency-partnership arrangements, such as the auto-industry cluster and the National Wool Growers' Association project.

Partnerships will drive the development of particular industrial segments, value-chains and clusters. The intention is to create strong and sustainable multi-agency partnerships that:

- Clarify the economic potential of a particular industry in a particular region.
- Design strategies to realise this potential, including removing constraints, adjusting policy, creating new policy instruments and mobilising resources.
- Drive strategies' implementation to create more jobs.
- Develop a roadmap of activities to lead to an identifiable outcome, measuring progress against key performance indicators.

Effective multi-agency partnerships rely on government structures to engage with private business and communities. To illustrate the operation of a multi-agency partnership, we examine a possible expansion project for the fruit industry.

The multi-agency partnership would define and implement measures to support the growth of the mature fruit industry, and set an employment target in the industry over the next 10 years. The existing fruit industry employs about 40 000 people. The introduction of more appropriate water management policies could increase citrus acreage by about 30 percent in the Sunday's River area, and create 8 000 jobs.

Partners (including the Department of Economic Development and Tourism, the Department of Rural Development and Agrarian Reform, the Eastern Cape Rural Development Agency, the Department of Agriculture, Forestry and Fisheries, the Department of Water Affairs, labour, and major private-sector players) would:

- Set employment targets
- Agree on specific support measures to expand the existing industry
- Improve water management and access to land for new plantations
- Identify new plantations in the east of the province for citrus, deciduous and stone fruit
- Make commitments of water and land resources.

### **Strategic action 1.3.2: Improve use of public resources for industry and enterprise support**

To ensure that public resources are used to support industry and enterprise development, with economic impacts commensurate with budget allocations, the province needs:

- Thorough monitoring and evaluation to assess effectiveness.
- Stable governance and focused developmental leadership (of the Department of Economic Development and Tourism, the Department of Rural Development and Agrarian Reform, the Department of Roads and Public Works and their agencies).

- Improved use of public procurement to stimulate local economic activity (such as food for schools – see goal 3).
- Improved state capacity to engage private capital and communities to create effective multi-agency partnerships. The Department of Economic Development and Tourism’s present allocations for cluster initiatives need to be increased to include greater support for multi-agency partnerships. The Department of Rural Development and Agrarian Reform must also create capacity for multi-agency partnerships.
- More efficient use of state spending to enable increased investment.
- To revisit the Department of Economic Development and Tourism’s mandate for inter-departmental collaboration in economic development. Coordination between the Department of Economic Development and Tourism and the Department of Rural Development and Agrarian Reform on agro-industrial initiatives should be seamless.

### **Strategic action 1.3.3: Increase public resources for industry and enterprise support**

Economic departments receive a relatively small share of the provincial budget, and there is scope to increase their allocations in future years. However, departments and agencies need to reallocate existing budgets to improve effectiveness before their allocations can be increased.

South Africa’s fiscal system is insufficiently redistributive. Specifically, the Treasury’s equitable share allocations to provinces and municipalities are based mainly (96 percent) on population numbers and do not sufficiently reflect differing rates of poverty, social infrastructure backlogs and own-revenue generation (rates and service charges). However, motivations to increase allocations to the province are unlikely to succeed until it spends its existing allocations effectively, eliminates underspending (for example, of infrastructure grants), and accesses all other available funds (conditional grants and grants not related to the Division of Revenue Act).

### **Strategic action 1.3.4: Support micro, small, medium and large-scale enterprises**

All enterprises, from large to micro, should be supported. Healthy large-scale enterprises support the growth of smaller businesses (as suppliers and out-growers). Developing small business should not be in a silo – it must be integral to all sector growth strategies and supported through multi-agency partnerships. In particular, the province would benefit from more small-business incubator initiatives.

### **Strategic action 1.3.5: Ensure supply of skills to growth sectors**

There is a global trend towards more skill-intensive and knowledge-intensive economic activity, reducing demand for unskilled and semi-skilled workers. The Eastern Cape is no exception. Improving the quality of the province’s basic education and increasing the supply and quality of post-school training is critically important. Mentorships and training should be used to improve the supply of high-priority skills.

However, the province has a large population of under-educated and unskilled young people. This means that growing low-skilled employment, such as fruit picking and labour-intensive manufacturing, is also important. The province needs an economy that develops across the skills spectrum.

### **Strategic action 1.3.6: Support R&D and innovation initiatives**

Innovation and R&D are critical for growing competitive enterprises. Partnerships between universities, industry and government are an effective way to grow this sector. In addition, R&D tax incentives from the Department of Science and Technology should be better publicised.<sup>40</sup>

The ECPC has taken particular interest in the work of Gunter Pauli ([www.gunterpauli.com](http://www.gunterpauli.com)) and his concept of the “blue economy”, which focuses on innovative technologies that can be used by small enterprises.

### **Strategic action 1.3.7: Develop new policy instruments**

Investment incentives cannot compensate for uncompetitive cost structures. It is crucial that all spheres of government design investment incentives that are competitive. For example, if other provinces offer rate holidays for new investments, then the Eastern Cape’s metros will need to offer something similar to remain competitive.

Particular attention should be given to:

- Ensuring incentives for industrial development zones and new special economic zones are fully competitive.
- Extending incentives to primary producers in the Wild Coast agro-industrial special economic zone.
- Subsidising air-freight (Ethiopia’s labour-intensive floriculture industry was greatly assisted by a similar initiative).
- Incentivising labour-intensive industries such as clothing and footwear.
- Publicising existing incentive packages and creating new capacity to facilitate provincial companies’ access to national incentives.

### **Strategic action 1.3.8: Improve capacity for economic policy analysis**

Provincial government needs to increase its capacity for economic policy analysis in order to present realistic, informed suggestions to national government. This could include suggestions for new policy instruments, the use of resources and cost-cutting efforts.

### **Strategic objective 1.4: Accelerate and complete the land-reform process**

Land dispossession is a festering wound in the body of the political economy of the Eastern Cape. This wound was inflicted by colonialism and apartheid, and the stalled process of land reform since 1994 has caused the wound to fester.

Land reform (redistribution, tenure reform and restitution) reduces secure long-term ownership rights to land, whether freehold or communal. This insecurity lowers fixed investment and contributes to rural poverty. Land reform is necessary to resolve the historical divide between underdeveloped and economically developed regions of the province.

The land-reform process must be accelerated and completed to ensure that land ownership is fixed, clear and secure.

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<sup>40</sup> Companies undertaking scientific and technological R&D can qualify for a 150 percent tax deduction for operational R&D expenditure in terms of section 11D of the Income Tax Act (1962). See [www.dst.gov.za](http://www.dst.gov.za).

### **Strategic action 1.4.1: Design, implement and complete a new land redistribution plan**

The ECPC propose a set of principles for the process of land redistribution. Firstly, land rights should be vested in people who are holders of the land and not in institutions, be they tribal or local authorities. Where the rights to be confirmed exist on a group basis, the rights-holders must have a choice about the system that will administer their land on a day-to-day basis. This will ensure that the system is directly accountable to the rights-holders. The basic human rights of all members must be protected, including the right to democratic decision-making processes and equality. Secondly, existing institutions should only be used where it has been established that they enjoy the support of rural residents. Government must establish dedicated structures to ensure effective and efficient operationalization of its tenure policies and laws. Adequate financial resources should be made available to ensure that the personnel in newly created democratic structures in local government and land reform are properly trained and assisted in providing basic services.

The PDP proposes the following:

- Design and implement a new land redistribution programme (involving all relevant role-players and institutions).
- Focus on high-potential land and employment creation, and link these to expanding agriculture and urban development.
- Decongest the former homeland areas through identifying potential agricultural farmers, families and other relevant enterprise units for resettlement. Develop resettlement strategies based on an understanding and knowledge of regional assets and peculiarities.
- Focus on underused land and land suitable for irrigation that is owned by the state, churches and absentee land-owners (see objective 1.1.4).
- Review and revise existing land-use plans in district municipalities.
- Include new ideas on land redistribution contained in the NDP (see page 227 of the plan).

Land redistribution strategies must be based on research and knowledge, and institutions of higher learning should be supported in this regard.

### **Strategic action 1.4.2: Address communal land tenure reform**

On 18 November 2013, *Business Day* reported on the following statement made by a then-MEC: “Leadership is needed to make deals with communities where land-tenure issues are a serious obstacle to development. We need leaders who can go in and make deals with rural communities and then legalise those deals ... Then they can continue to have their debates about land tenure if they want to.”

The problem with this statement is that it is not straightforward for communities to legalise land agreements. For example, villages around the Tyefu irrigation scheme (in Peddie) have tried for some time to formalise long-term leases for the commercial production of pomegranates and tomatoes. The provincial Department of Rural Development and Agrarian Reform and the national Department of Rural Development and Land Reform have been unable to formalise these leases, and so these developments have not happened, and communities have been deprived of income and employment.

The PDP suggests the following interventions:

- Address communal land tenure reform and the collapse of land administration. This could be achieved through the Interim Protection of Informal Land Rights Act (1996) and appropriate delegations in the short term.
- Pilot alternative land tenure arrangements, learning from similar projects in Mpumalanga.

### **Strategic action 1.4.3: Finalise restitution process**

Land restitution claims (for example, in Mthatha and Mbizana) inevitably reduce the appetite of property developers to invest. The land restitution process should be concluded as soon as possible to resolve the uncertainties surrounding land ownership.

Targets for this strategic objective include:

- New land redistribution programme to be designed and resourced by 2016
- Land redistribution programme to be completed by 2030
- Quantified targets for areas to be redistributed
- New tenure pilots to be launched by 2016
- New land tenure and administrative arrangements to be fully functional by 2025
- A target date for completing the land restitution process.

### **Strategic objective 1.5: Rapid development of high-potential economic sectors**

The PDP's diagnostic process identified seven economic sectors with strong development potential. The table below summarises the suggested high-level sector strategies:

	<b>Suggested strategies</b>
Agriculture	Address land ownership and water issues to enable rapid capital accumulation (multi-scale and complete value chains). Focus on irrigation opportunities and value addition.
Mining and Energy	Optimise benefits from Karoo shale-gas, including feedstock for provincial petrochemicals, and position the Province as an energy hub
Construction	Ensure present infrastructure pipeline is properly planned, resourced and implemented; create enabling conditions for property development and build skills base
Manufacturing	Exploit coastal competitive advantages and realise potential of industrial development zones/special economic zones; create multi-agency partnerships to drive industrial expansion and diversification
Tourism	Use competitive advantages to grow volume and value of eco-tourism, heritage and sports tourism; improve access infrastructure and build stronger local tourism networks
Social economy	Transform public works (EPWP/CWP) into a major platform for sustainable enterprise development (asset-based community development)
Knowledge-based services	Increase quantity and quality of skills formation; form multi-agency partnerships around strategic R&D and deepen ICT access and usage

### **Strategic action 1.5.1: Grow and develop the agriculture sector**

This strategic action should be read in conjunction with the ILIMA LABANTU catalytic intervention on agriculture development across scales of production.

Agricultural strategic planning in the province is informed by four documents from the Department of Agriculture, Forestry and Fisheries, and the NDP's discussion of agricultural development.

It is unlikely that the national fiscus will be able to provide sufficient finance for this strategic action due to the high levels of investment needed to fully develop agriculture in the province. The Eastern Cape needs to establish enabling conditions for private investment in the sector, specifically the settlement of land ownership.

The PDP proposes an agricultural strategy that addresses farms of all sizes and entire value chains. Proposed strategic interventions include:

- Stronger institutional support for agriculture with a focus on the smallholder sector.
- Developing effective training programmes for agriculture.
- Implementing a large-scale R&D programme for agriculture.
- Improving logistics for the sector.
- A new agriculture sector expansion plan focusing on high-value and labour-intensive irrigation crops (fruit, nuts, essential oils, high-value vegetables), with links to irrigation infrastructure and land redistribution plans.
- Coordinating agro-industrial expansion between the Department of Economic Development and Tourism and the Department of Rural Development and Agrarian Reform.
- Expanding the forestry industry.
- Developing a red-meat industry (multi-agency partnership with Karan Beef) and other livestock value chains (such as wool and mohair).
- Ensuring the irrigation potential of the Mzimvubu project is optimised.
- Signing and implementing the Eastern Cape Fruit Industry Accord.
- Developing the Wild Coast agro-industrial special economic zone.
- Developing an urban agriculture strategy with municipalities and relevant departments.
- Facilitating access to private and public markets.
- Working with national government on pilot/demonstration projects.
- Ensuring that agriculture development is environmentally sustainable.

Possible targets include:

- A plan to re-engineer support to the smallholder sector completed by 2015
- New agriculture expansion plan finalised by 2015
- Provincial irrigation plan by 2015
- Eastern Cape Fruit Industry Accord (multi-agency partnership) finalised by 2015
- Quantified targets for employment creation
- New special economic zones to be designed and start operating by 2016
- Forestry expansion completed by 2025.

### **Strategic action 1.5.2: Grow and develop the mining sector**

The main opportunity in the province is Karoo shale-gas. Karoo shale-gas is currently at the exploration stage, but provable reserves could be significant. The environmental impact of exploiting the resource would need to be carefully managed.

Additional benefits to the province include:

- The development of a downstream petro-chemicals industry at Coega
- Water for the fracking process could be used for irrigation
- Increased construction activity
- Coal and gas could be used for electricity generation.

### **Strategic action 1.5.3: Grow and develop the construction industry**

Despite the global recession, provincial employment in the construction industry grew from 111 000 in the fourth quarter of 2008 to 151 000 in the fourth quarter of 2013. This employment sector has medium- and long-term growth potential, based on:

- The large infrastructure pipeline
- Township upgrading and the development of human settlements more generally
- Small-town developments
- Major new property developments (in commercial business districts, tourism facilities and so on).

Proposed strategic interventions include:

- Reducing skill shortages
- Relaunching the integrated emerging contractor development model
- Upscaling the Department of Roads and Public Works contractor incubator programme
- Ensuring resourcing and implementation of planned infrastructure
- Effective partnership arrangements for major property developments
- Resolution of land tenure to boost property development.

### **Strategic action 1.5.4: Grow and develop manufacturing industry**

Nine identified manufacturing industries have potential for expansion. These should be examined in light of the Industrial Policy Action Plan with a view to multi-agency partnership formation.

The nine industries are:

- Maritime – connected to the province's three ports (ship repairs)
- Pharmaceutical – Aspen in Port Elizabeth employs 2 500 people
- Green/renewables – based on the existing pipeline of new wind-farms
- Agro-processing – based on increasing primary production
- Materials – products for the future through innovative R&D projects
- Light manufacturing – based on specialised clothing and footwear enterprises
- Automotive – increase manufacturing depth (first- and second-tier)
- Petro-chemicals – based on Karoo shale-gas and offshore resources

- Capital goods – based on investment plans of state-owned enterprises and heavy industry at Coega.

Possible interventions include:

- Improving regional competitiveness (logistics, skills, energy, R&D).
- Reviewing the Provincial Industrial Development Strategy (2009).
- Retaining and expanding the automotive industry, ensuring the auto cluster arrangement works effectively.
- Ensuring proper support for the growth of existing industrial development zones; expanding these zones to include other industrial areas in the metros; designing and implementing new agro-industrial special economic zones; and piloting a new rural industries programme.
- Reviving old labour-intensive industries, such as clothing and footwear.
- Promoting new-wave industries (green and maritime).
- Strengthening industrial cluster/multi-agency partnership initiatives.
- Ensuring the province's industrial development is environmentally sustainable and building industrial recycling enterprises (for example, platinum recycling).

#### **Strategic action 1.5.5: Grow and develop the tourism industry**

The tourism industry has high potential for growth, based on eco-tourism, heritage tourism, conferencing and sports tourism. The provincial tourism economy grew rapidly after 1994 until the global recession in 2009. Tourism investment accounts for about 10 percent of annual fixed investment and most of this is in the two metros.

It is estimated that 70 percent of provincial tourism economy is in the coastal zone. Six of the Eastern Cape's eight districts/metros have coastal access. Top attractions for international tourists<sup>41</sup> are game reserves (58 percent), beaches (52 percent), tree-top canopy tours in Tsitsikamma (16 percent) and the Nelson Mandela Museum in Mthatha (10 percent). International tourism spending is 40 percent greater than domestic tourism spending.

Strategic interventions include:

- Ensuring stronger support for heritage (including newly discovered archaeology sites of early humans) and sports tourism.
- Expediting the Eastern Cape Parks and Tourism Agency's commercialisation of provincial nature reserves.
- Unlocking Wild Coast tourism potential (the Wild Coast Meander) and addressing tenure issues for new investment in tourism facilities.
- Protecting the Wild Coast (and other sensitive areas) from environmental degradation.
- Improving tourist access (Port Elizabeth international airport).
- Focusing on the development of domestic tourism, particularly budget beach holidays (near Port Elizabeth and East London).
- Upgrading inner-city environments, beachfronts and associated tourism attractions in Port Elizabeth and East London, and throughout the province, including the Wild Coast.

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<sup>41</sup> According to Grant Thornton.

- Investigating the development of marina and waterfront developments at Port Elizabeth, East London and Port St Johns.
- Electronic marketing of the province's unique combination: nature, beaches and state subsidisation of high-potential tourism geographic clusters (marketing).

#### **Strategic action 1.5.6: Grow and develop the social economy**

Existing public employment programmes (EPWP/CWP) must be improved to underpin a flourishing community enterprise sector. Towards this end, various tested methodologies at community organisation and development should be used, such as the asset-based community development methodology promoted by the Eastern Cape NGO Coalition, the organisation methodology (OM) pioneered by the Seriti Institute, as well as other similar methodologies.

The province's accelerated professional trade competency development programme uses technical training and work experience to prepare young people to become independent contractors. This is a useful model that should be scaled up and replicated.

Possible strategic interventions include:

- Reducing under-spending on infrastructure grants.
- Increasing labour- and skill-intensity of EPWP and infrastructure maintenance.
- Scaling-up of the CWP, with a focus on its role in achieving asset-based community development.
- Merging the management of EPWP and CWP.
- Strengthening support for community empowerment via non-government organisations and the Eastern Cape Rural Development Agency.
- Increasing effective support for cooperative development (for example, food production).
- Improving the use of local procurement to build local economies (through school feeding schemes, uniforms and laundry services).
- Ensuring greater value from provincial departments and municipalities.
- Linking EPWP and CWP to sustainable enterprises and employment.
- Possible public-private partnerships to drive the administration of social economy projects, to improve delivery capability and speed.

#### **Strategic action 1.5.7: Grow and develop knowledge-based services**

A range of knowledge-based services is essential to developing other sectors. Professional and business services in engineering, quantity surveying, land surveying, law, accounting, ICT and R&D will continue to grow in importance.

Possible strategic interventions include:

- Attracting R&D enterprises and building the innovation "triple helix"; increasing resources for science parks.
- Funding universities to undertake high-end skills development for the education, training, health and ICT sectors.
- Addressing growth constraints on business process services, and cultural and creative industries.
- Building a maritime services subsector and other knowledge-based services.
- Supporting innovative business incubation.

The PDP proposes two key projects:

- East London knowledge and cultural precinct – a partnership between Buffalo City Municipality and the University of Fort Hare to develop the derelict “sleeper site” (55 hectares next to the existing central business district).
- Mandela knowledge and cultural precinct – a partnership between Walter Sisulu University and King Sabata Dalindyebo Municipality for a similar development in Mthatha.<sup>42</sup>

### Strategic action 1.5.8: Grow and develop the ocean economy

The ocean economy is a major new focus area for the province. The Eastern Cape has an 800km coastline along the Indian Ocean. Under the United Nations Convention on the law of the sea (1982), South Africa has an exclusive economic zone extending 200 nautical miles (370km) into the ocean from the coast. The exclusive economic zone off the Eastern Cape coast is larger than its landmass (296 000km<sup>2</sup> against a landmass of 169 000km<sup>2</sup>).

The ocean economy is defined by multi-sector economic activities that relate to the ocean, including:

- Marine transport (shipping, ports and logistics; marine manufacturing and repair)
- Fisheries and mariculture
- Maritime and coastal tourism
- Offshore oil and gas (and other offshore mining)
- Marine renewable energies (offshore wind, tidal and wave energy)
- Marine biotechnology
- Ocean monitoring and protection
- Ocean knowledge economy (training and R&D).

### Ocean-related activities and opportunities

Activity type	Existing activities	Possible new activities
Ports and logistics	Three major ports	Ngqura transshipment hub; Increased coastal shipping; Tambo Springs gateway project
Ship and boat repairs	Dry-dock at East London harbour; boat repairs at Port Alfred	Dry-dock at Ngqura; green ship recycling
Fisheries and mariculture	Small fishing industry (such as chokka); a few mariculture projects	Community fishing; new mariculture projects
Tourism	About 70 percent of Eastern Cape tourism is coastal; surfing, sailing, diving	Marina development (Port Elizabeth waterfront; East London and Port St Johns); increased cruise tourism; increased Wild Coast tourism; whale/dolphin watching boats; game fishing; marine archaeological expeditions; thalassotherapy
Offshore oil and gas	Exploration in Algoa Bay	Increased exploration activities
Ocean monitoring and protection	SA Maritime Safety Authority; Department of Environmental Affairs activities	Better environmental protection
Knowledge economy	Nelson Mandela Metropolitan University and Rhodes University offer marine-related studies	National Institute of Coastal and Ocean Studies of SA (at Nelson Mandela Metropolitan University)

<sup>42</sup> The concept of innovation districts or precincts in the Eastern Cape has been developed by Les Bank at the University of Fort Hare.

The Eastern Cape is participating in a national planning process to develop the South African ocean economy. This process should result in a roadmap for the development of the Eastern Cape ocean economy that identifies high-impact projects and interventions, and specifies key enablers, such as:

- Regulatory framework and governance issues
- Business development, marketing and investment promotion strategies
- Research, knowledge, technology, innovation and capacity-building initiatives
- International cooperation opportunities.

The ocean economy's development should be a priority for a number of reasons:

- The province's existing ocean economy-related assets and activities
- Positive future global trends for the ocean economy
- The need to diversify the provincial economy away from the automotive industry
- Considerations of spatial equity (six of the eight districts/metros have ocean coastline).

The PDP is therefore proposing an ocean economy programme to be led and coordinated by the Department of Economic Development, Environmental Affairs and Tourism.

## Goal 2: An educated, empowered and innovative citizenry

### *Vision for 2030*

Knowledgeable Eastern Cape citizens live in healthy and industrious communities, are empowered to do meaningful work and contribute to a just society and economy, and constructively participate in the politics and the democratic governance of their communities, the province and the nation at large.

This vision will be realised through education and training, innovation and human development.

The NDP states that education, training and innovation are “central to South Africa’s long-term development, constituting the core elements in the mission to eliminate poverty, reduce inequality and establishing the foundations of an equal society ... Education empowers people to define their identity, take control of their lives, raise healthy families, take part confidently in developing a just society, and play an effective role in the politics and governance of their communities.”

The NDP focuses on the three traditional domains of the education, training and innovation system: ECD, basic schooling, and post-school education and training (which includes adult education, technical and vocational education and training, and higher/university education). The PDP takes this framing of the system a step further, adding a fourth domain of community and public agency. In addition to the relevant policy developments since the NDP’s publication, the fourth domain has been added to the education, training and innovation system for the following reasons:

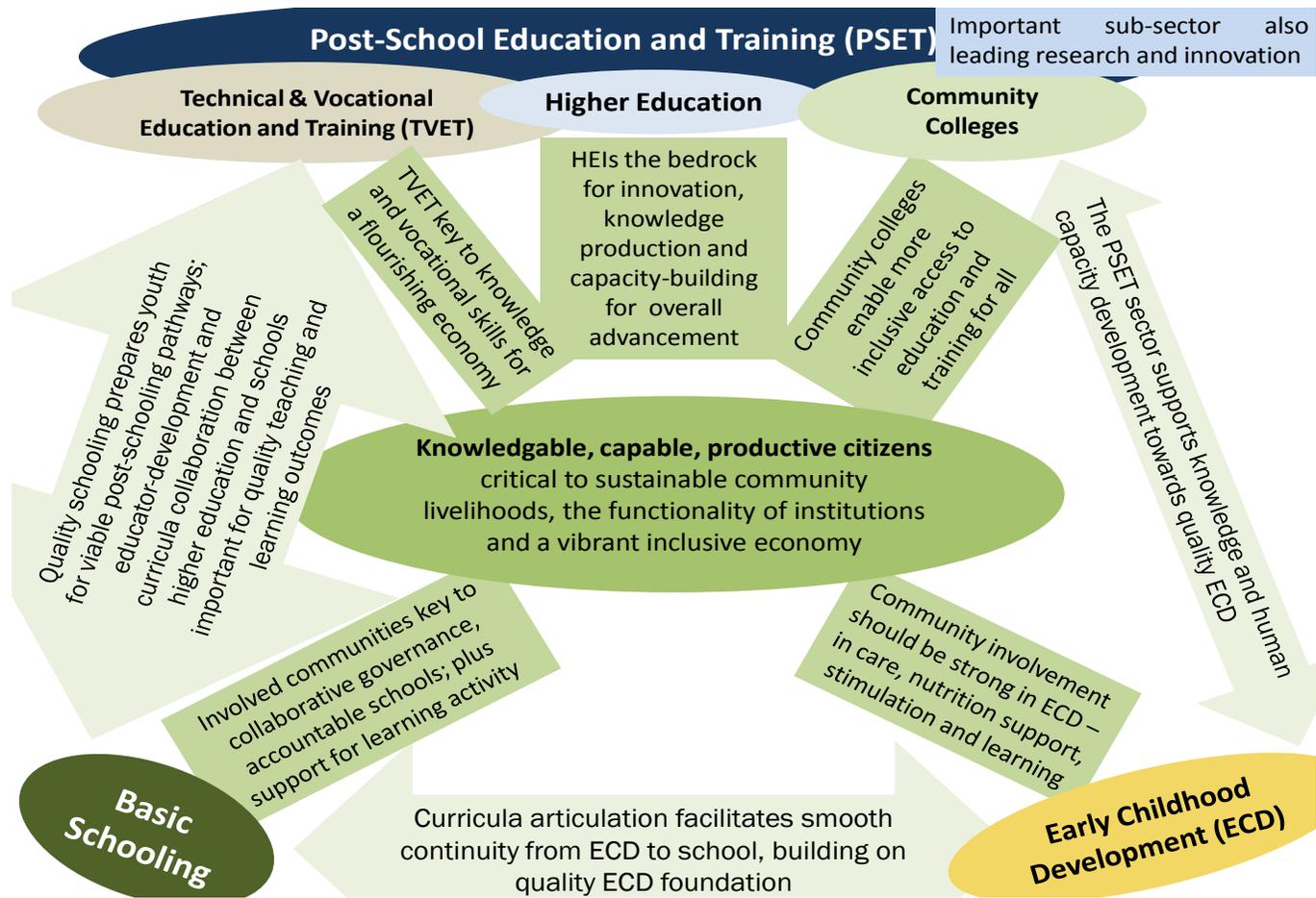
- The reconceptualised framework places communities and citizens at the centre of education development to build a society characterised by informed, democratic, conscientious and just public action.
- It gives expression to innovative thinking and practice noted by the ECPC in its interactions with various organisations and other stakeholders across and beyond the Eastern Cape.
- It gives practical meaning to the spirit of a multi-institutional and multi-agency partnership for development, which promotes solidarity, mutual learning, participatory development, and an efficient use of resources.
- Locating communities at the centre of education highlights the importance of thinking carefully about, and refashioning the cultural bases of, our ideas about knowledge and its relationship with human development and industry. What principles, pedagogy, curricula, and institutions will better enable relevant and inclusive development for all? How can learning be linked to activities and programmes that positively affect livelihoods and the social economy?<sup>43</sup>
- Given the PDP’s preoccupation with addressing the province’s spatial inequalities, adding community as a fourth domain also pushes us to think more carefully about the effect of development actions on particular spaces that require attention. The province needs to think carefully about a shared development strategy across sectors, and work to ensure that interventions are integrated to achieve a tangible impact.
- The evolution and consolidation of knowledge should be informed by reflections on practical experiences within and across the four domains of the system. Practice should in turn be enriched by advances in theory and knowledge.

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<sup>43</sup> An example here could be how education and training connects citizens to public programmes such as the EPWP, CWP, the Community Development Workers and Community Health Workers programmes.

The four interrelated domains central to the education system are presented in the figure below. The formal sub-sectors – ECD, basic schooling and post-school education and training – are in the corners of the diagram. The fourth critical domain – productive, informed citizens and a vibrant inclusive economy – is at the centre. This conveys the vision of a capable citizenry contributing to the ongoing development and maintenance of a robust and relevant system of education, training and innovation. The figure also details reciprocal expectations and actions across the four domains, as well as the underlying rationale, to ensure holistic development.

### The four domains of the education system



The PDP's implementation should work carefully across the four related domains in an integrated manner, building the content, quality, depth and robustness of each sub-sector.

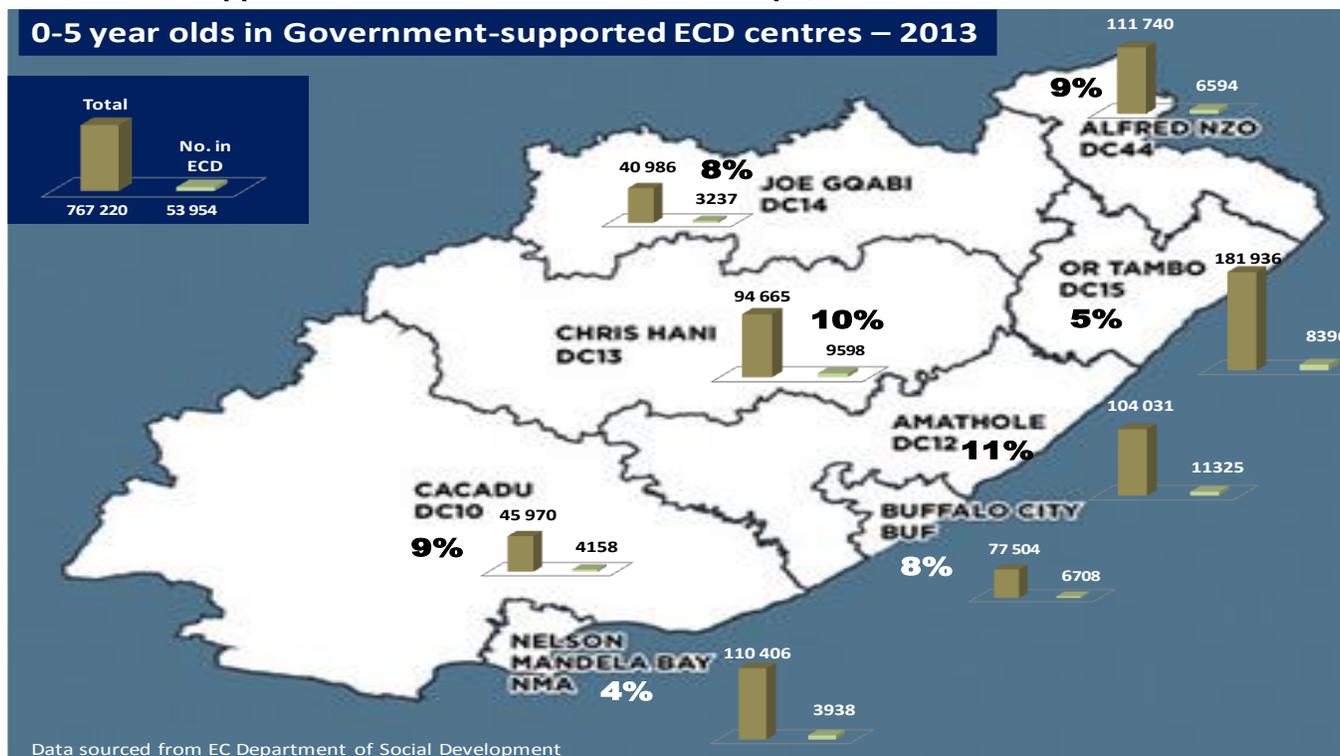
### Challenges

There can be no keener revelation of a society's soul than the way in which it treats its children.  
– Nelson Mandela

## Early childhood development

Government-supported ECD centres on average serve only 7 percent of the province's children between the ages of birth and five years. There are independent ECD institutions, but these are too few to effectively address one of the critical challenges facing education in the Eastern Cape – children not being provided with the resources they need to ensure decent foundations for early development and learning. The figure below shows how government support for ECD centres is distributed across the province.

### Government support for ECD centres in the Eastern Cape, 2013



The inadequate provision of ECD is compounded by food insecurity, resulting in malnutrition that stunts the physical, cognitive and affective development of children – 29 percent of children from the poorest 20 percent of families in the province were estimated to be victims of stunted growth in 2008. If this is not addressed decisively and quickly, we will reach 2030 with many children still living in poverty and excluded from society.

Beyond the ECD phase, learning is often delayed even further. Until 2013, only 4 percent of the province's children were enrolled in Grade R.<sup>44</sup> The provincial Department of Education is working to address this weakness by attaching Grade R to primary schools across the province. This initiative has already covered most schools in the Eastern Cape, but this is only a start – the issue of curricula readiness and quality professional preparation to handle Grade R still needs to be addressed by schools and the Department of Education, as well as higher-education institutions in their educator development programmes. Other teaching and learning resources are also needed for this phase of development and learning.

<sup>44</sup> ECPC research (2013). Gross enrolment rate is proportionate to the population age group.

Despite the best intentions of educators, the shaky learning foundations during ECD and Grade R continue into the first few grades of school, with foundation phase teachers in poor schools generally struggling to teach literacy and numeracy effectively. One of the fundamental goals of early schooling in the province should be to help children who speak isiXhosa in their home and community environments to become confident in literacy and numeracy.<sup>45</sup> The lack of careful research, developmental standards and teacher training to help children gain literacy and numeracy confidence through their home language in the earliest phases of their education reflects a colonial legacy that stubbornly persists despite the overwhelming evidence of the importance of mother-tongue development in the formative years.<sup>46</sup>

Despite a high participation rate of over 90 percent from Grade 1 onwards in primary school, the effects of a poor learning foundation carry into all subsequent phases of development – from childhood to adulthood. In addition to ECD and the reception year of primary schooling, there are a number of other important challenges that need to be addressed. These are discussed below.

### **Curriculum, teaching and learning**

- Learner progress through the schooling system remains unsatisfactory, with most children from poor backgrounds attending underperforming schools.
- The majority of learners do not qualify for post-matric institutions. For the few who do, the success rates at universities and colleges are generally poor, because they are not adequately prepared and the institutions do not provide adequate support.
- There is a significant need for the training and ongoing professional development of educators at all levels of the system – from ECD to post-school – to strengthen pedagogy and subject/disciplinary proficiencies.
- With few exceptions, universities' curricula for pre-service training and in-service professional development are generally lacking in innovation and an understanding of the real experience of educators in schools, as well as the social background and needs of learners.
- There continues to be a general lack of regard in teacher education for the importance of language in instruction and cognitive development, especially the use of mother-tongue languages.
- Teacher organisations are not driving their own professional development initiatives, which is exacerbated by the lack of collaborative teacher development programmes between educators and universities.

### **Governance, relations and institutional efficiencies**

- The Eastern Cape has been plagued by strife between the provincial Department of Education and teacher organisations. If this issue is not effectively addressed, it will continue to compromise the system's functionality.

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<sup>45</sup> Highlighting the importance of work at the interface of isiXhosa language development, literacy and numeracy is not to deny the importance of this work for all of the languages of our province, including seSotho, Afrikaans and English.

<sup>46</sup> Longitudinal school-based research and foundation phase teacher-support work done by the Nelson Mandela Institute at the University of Fort Hare draws our attention to the importance of aligning curriculum, teacher development and research to the linguistic context of children. The Nelson Mandela Institute's work not only confirms evaluative research by the Department of Basic Education itself, but also points us to methodologies for turning around the quality of teaching and learning in classrooms, key elements of which are culturally and language sensitive curricula and pedagogical support.

- Notwithstanding the existence of legislated school governing bodies, communities do not play a strong role in schools and the local district-level operations of the Department of Education. As a result, systems to hold the department and schools accountable are weak, as is the support that schools receive from ill-capacitated and unorganised communities.

### Infrastructure and learning resources

- While a range of policies and funding mechanisms have been put in place, most classrooms do not have access to quality, contextually relevant teaching and learning resources that make classrooms productive.<sup>47</sup>
- Infrastructure backlogs persist in poor, rural communities, despite the government's Accelerated Schools Infrastructure Delivery Initiative and related infrastructure programmes.
- Against the previous challenge is the need for a rationalisation of schools with unsustainably small numbers of children. Such schools often lack the teachers needed to effectively cover all the subject areas and learning needs of learners.<sup>48</sup>
- Many schools lack the resources needed for the effective teaching and learning of science and technology, including the availability of ICTs.
- While acknowledging the centrality of teachers to an effective education system, sufficient attention also needs to be paid to the development of innovative learner-centred learning resources, particularly for struggling schools that predominantly serve the poor.

### Innovation and relevance

The higher education sector, which should be playing a leading role in innovation, needs to put even greater effort into understanding the province's core development challenges. There are some efforts on the part of the province's institutions to come to terms with these challenges, evident in creatively responsive programmes that have been developed by universities in the province over the years, but a lot more needs to be done, including:

- Growing a more relevant and applicable body of knowledge, with collaboration across institutions and other public organisations, instead of fragmented work and research that has limited impact on transformation.
- Producing a new kind of graduate who can better understand, relate to and address challenges of underdevelopment.
- Developing relevant curricula that infuse, transfer and extend knowledge and innovations into development.
- Incorporating indigenous knowledge and non-formally accredited experience and expertise into new research and innovation.

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<sup>47</sup> Analysts suggest that it may not be a matter of injecting more funds into the systems to achieve this minimal package of resources and conditions, but rather taking a new look at the resources available, the policy and procurement mechanisms available, with a clear commitment to ensure that key resources are available at the classroom level.

<sup>48</sup> For example, at a school with fewer than 200 learners: At a pupil-to-teacher ratio of 30:1 (+/-) the school will be provided six teachers, one of whom will be the principal. It is a challenge for the teachers in such a school to efficiently cover the subject areas and learning needs of learners across all the grades of the school – you need a highly competent team who may also need to understand and handle multi-grade teaching.

Despite significant gains since 1994, the education system in the province still requires a lot of work before it is able to significantly contribute towards a flourishing future for all, especially for the rural poor and working class.

## **Strategic objectives and actions**

The Eastern Cape envisions an education system that helps create healthy, productive citizens, capable of defining their identity, sustaining their livelihoods, living in industrious communities that contribute to a just society and economy, and constructively participating in democratic politics and the governance of their communities, the province and the nation.

The goals and actions for each of the sub-sectors within the education, training and innovation system are presented in the following section.

Given the influence that education has on all aspects of society, the following objectives and actions also address the PDP's three central concerns – human development, economic opportunity and institutional capabilities. Each sub-sector of the education and training system has specific objectives, including the integration of communities into the system.

### **Strategic objective 2.1: Early childhood development**

All children should grow up healthy and happy in a stimulating environment within caring families and communities. To achieve this, the ECD community will need to cultivate a committed agency among women, men and youth to develop young children in a holistic and child-centred manner.

The ECD community will also need to develop happy and healthy children through the provision of adequate nutrition, access to quality learning, adequate resources, sustainable community initiatives, engaged parents and committed, capable leadership.

#### **Strategic action 2.1.1: Ensure quality early childhood development and learning foundations for all**

The PDP proposes the following strategic interventions:

- Enable ECD access for all children, including those with disabilities, at community-based facilities of reasonable quality.
- Provide adequate nutrition for all children to ensure physical and mental development.
- Develop a relevant, quality ECD curriculum that is stimulating, socio-culturally affirming, and in line with the schools' foundation phase.
- Develop qualified ECD practitioners through quality training and professional qualification opportunities to develop practitioners' theoretical insights and practical skills.
- Create employment opportunities for ECD practitioners by expanding access to public ECD programmes, creating new jobs for practitioners and managers in all regions of the province – about 30 000 jobs if ECD were to be universally accessible to all children in the 2014 age cohort.

- Establish a provincial ECD agency to anchor coordination in the province, enable efficient interdepartmental and multi-institutional collaboration, and lead certain development activities.
- Develop competent and committed administrators and knowledge leaders at ECD centres, in government departments, and at research, education and training institutions.

### **Strategic action 2.1.2: Promote community action for early childhood development**

Strategic interventions to promote community involvement in ECD include:

- Promoting society-wide literacy, a culture of reading, literary awareness, and support for children's development – communities and institutions will be mobilised to participate in and support a campaign to encourage reading, with a concurrent adult literacy programme.
- Capacitating adults to nurture and stimulate children at home.
- Providing education and training for community production and enterprise to support ECD, including a province-wide initiative to develop skills, promote community-based food production, and generate income through ECD centres procuring food from local producers and community agents.
- Developing leadership for communities' active involvement in ECD to ensure effective and accountable institutions.

### **Further considerations, targets and implications**

Universal access to ECD is an urgent priority. The Eastern Cape Department of Education's rapid progress towards universal access to Grade R demonstrates that there can be quick movement towards goals where the political will exists. But guaranteeing access to quality foundations will require adequate facilities and trained educators.

The provincial department is establishing ECD centres through conditional grants from the national government. The planned future roll-out of these centres should focus on underprivileged communities and underdeveloped regions of the province.

Relevant departments, working with post-school institutions and sector education and training authorities, need to train at least 30 000 ECD care-givers and educators by 2030. Ideally, two-thirds should undergo training by 2020, with a third trained at an intermediate level of skill or above by then. A training curriculum will need to be developed as soon as possible.

Malnutrition among infants and young children should be addressed as a matter of urgency, and the province needs to ensure that all deserving children are provided with basic nutrition by 2020. There are about 900 000 children under the age of five in the province, and more than a quarter of these children are stunted due to malnutrition. At the current government provision of R6 per day per child for nutrition (out of a R15 per day per child allocation for ECD), a budget of R1.08 billion is needed to

feed these children. If children from poor families are prioritised, making up 74.5 percent<sup>49</sup> of the population in this age cohort, it is feasible that at least 670 500 children can be fed at a cost of R849 million.

Addressing children's nutritional needs presents an opportunity for a virtuous cycle of development. ECD centres' food requirements could be met by community producers, supported by government, research and training institutions, and other development support agencies. A model developed by the Ilima AgriParks programme at Fort Hare estimates that about 9 000 sustainable jobs could be created in producer communities to supply food to ECD centres, based on the assumption that 60 percent of the menu is sourced locally.

The PDP proposes the urgent eradication of malnourishment among children. Linked to Ilima Labantu, all deserving children should be provided with a basic package of food within the next three years. The first year (2015) will be dedicated to preparing systems and appropriate products for packs, mobilising producers and establishing production infrastructure. In 2016, basic nutrition packs will be introduced to support children, and by 2017 all deserving children should be covered. A minimum of 60 percent of food requirements for young children should be sourced from local producers by 2017, while R&D and product development endeavours are accelerated to ensure that the full menu is sourced locally by 2020.

It is also important that ECD centres are accessible for communities. The centres should not be about taking young children out of familiar home and community environments, they should rather be about creating nurturing and learning environments within convenient reach, and stimulating environments that fit into the normal rhythm of family and community life. The following picture of the prize-winning Jujurha preschool in Xhora in the Mbhashe municipal area, established by the Bulungula Incubator community project, illustrates this point.



The virtuous cycle of development is also relevant here – many rural communities have skilled, albeit non-certified, artisans who can build ECD centres. They can be assisted by scientific research institutions such as the Council for Scientific and Industrial Research and the Eastern Cape Appropriate Technology Unit with appropriate materials and standardised designs for structures. Through registration and a validation process via the Department of Public Works' Amathuba Portal, they can earn recognition and local contracts, and be integrated into the community college system to become instructors by 2016.

There are also many unemployed youth who can contribute to building community structures, which means that the construction and maintenance budgets would contribute to local economies.

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<sup>49</sup> The poverty rate of 74.5 percent is calculated based on a minimum living level of R2 658 per month per household, estimating an average household size of four people. According to Census 2011, 1 256 508 have a monthly household income in income categories below this level.

Design work should be undertaken and completed by the end of 2016 for appropriate design options, drawing from the example highlighted here. Appropriate departments, architects, structural engineers, other experts and research scientists in the built environment should collaborate with local artisans and indigenous knowledge-holders to work on suitable designs. This should be accompanied by a consolidation of capacity and skills development, and the accreditation of local artisans to be the primary agents in the construction and maintenance of these facilities.

## **Strategic objective 2.2: Quality basic education**

The plan envisions a province with thriving learners in well-resourced learning environments, with dedicated, competent educators, involved parents, and an effective professional support and governance system.

To achieve this, the Eastern Cape government, schools, higher-education and research institutions, and communities will need to work together to develop a quality education system for all children, with high professional standards, a shared ambition for success, regional and class equity, ethical conduct and accountability by all.

### **Strategic action 2.2.1: Improve quality education across all levels of schooling system**

Interventions to achieve this include the following actions:

- Undertake ongoing participatory curriculum innovation and improvement through inter-institutional collaboration coordinated by the *Professional Development and Innovation Coordinating Council* (representing the provincial Department of Education, universities and teacher organisations).
- Strengthen capacity for literacy and numeracy (both foundation phase and upper grades), including teaching in mother-tongue languages and improving teacher competencies and learning materials.
- Strengthen professional development programmes and support for educators to improve teacher competencies in all subject areas across all levels of schooling, paying attention to languages and literacies, maths and science, and progressive social sciences. The *Professional Development and Innovation Coordinating Council* will facilitate a collaborative re-development and consolidation of relevant teacher development programmes.
- Provide quality teaching and learning resources, including ICT-mediated resources.
- Strengthen leadership and management capabilities across the education system to ensure quality leadership at provincial, district, circuit and school level.
- Build capabilities for cooperative and participatory education governance and management for quality outcomes, including strengthening rationalised education districts as key points of delivery, management, support and accountability; district education forums comprising government and civil society; and strengthening school governing bodies to deepen parental engagement in developing community-owned schools.
- Promote and build developmental links between post-schooling institutions, public schools and ECD centres.

- Develop targeted institutions of excellence across the education system, including a collaborative project to revitalise historic schools (former missionary schools pioneering formal education to black children), and develop specialised schools and academies (agriculture, maritime and other vocations).

### **Strategic action 2.2.2: Mobilise community action to ensure quality schooling and community development**

To achieve this, the PDP proposes the following interventions:

- Promote society-wide literacy, a culture of reading, literary awareness, and support for children's development. This will result in an empowered citizenry, growing in literacy, mobilised to participate in the development of schools and support their children's learning.
- Provide education and training for communities to support schools, including a province-wide initiative to develop skills to promote community-based production for food security (income will be generated through schools procuring food from local producers for the school nutrition programme); artisan training in communities for school infrastructure (building and maintenance); and the provision of other services by communities.
- Improve capabilities of school governing bodies through deepened and sustained training programmes, as well as capable and active district education forums.

### **Further considerations, targets and implications**

#### **Professional Development and Innovation Coordinating Council**

The Department of Education, higher-learning institutions and other agents are working to address the quality and relevance of the school curriculum and teacher capabilities. But these efforts tend to be disparate and piecemeal. Establishing the proposed Professional Development and Innovation Coordinating Council will integrate these initiatives, offering a comprehensive set of development support resources collated from various experiments. The council will also undertake initiatives that draw on the aggregated capabilities of a number of institutional partners and educators.

The Professional Development and Innovation Coordinating Council, coordinated by a lean team of six members, will consist of a coordinator/convener, a senior curriculum specialist, a whole-school development specialist, a specialist in ICT-in-education, and two support staff. The council will:

- Promote a renewal of the curricula for teacher education across universities, as well as in-service programmes facilitated by the Department of Education, schools and universities.
- Work with the department, schools and universities to reinvigorate university-based educators' understanding of the school and classroom experience. It will also provide opportunities to extend theory for school-based practitioners and their university counterparts.
- Coordinate the development of a shared knowledge-base on education practice and theory. This will include the development and ongoing maintenance of an ICT/web-based facility, as well as non-electronic materials for dissemination to the educator community. The facility will also link educators to sites with other relevant online resources.

- Promote structured reflection and discussion on improving the capabilities of educators and the overall teaching and learning system through conferences, symposia, seminars, workshops and various publications.
- Promote regional, national and international institutional relationships and networks, focused on the professional development of educators in the Eastern Cape.

The Professional Development and Innovation Coordinating Council will be governed by a collective representative of the Department of Education, educators nominated by teacher organisations and faculties of education in the province.

A suitable hosting public institution will be identified, and the provincial government, through the Department of Education, will support the establishment of the coordinating office of the council, which will begin operating from 2015.

### **Community literacy and schooling**

Across the world, educational success is directly linked to literacy activity in homes, communities and schools. The fundamental responsibility for providing quality education resides with the system of public education, but this should be complemented by community literacy resources to support, animate and hold the system accountable.

The PDP proposes an intervention to systematically mobilise resources for community literacy. This programme of work recognises that the government has not yet been successful in investing in the emergence of autonomous activity at a community level, and seeks to contribute to a new kind of partnership based on autonomous civil society activity in education. The programme will comprise the following activities, led predominantly by civil society and supported by government and other development partners:

- **Youth literacy workers.** The province will establish a programme of two-year service internships to help school-leavers build skills and capacities by mobilising school-based and community-based cultures of reading and writing.

This initiative is already being piloted at a small-scale in the province by youth who have been coached to become an important resource in supporting targeted schools. The youth visit schools, systematically reading to and with children, and provide valuable support to teachers. The programme will need to be formally recognised before it can expand, with opportunities for the youth involved in the initiative to enter post-school teacher education programmes and qualify as teachers. Universities in the province will be enjoined to support this programme by providing training and support to the youth involved, as well as linking the initiative to accredited educator-development programmes.

- **Home-language literature.** The programme will support the writing, publication, printing and distribution of home-language literature for children and youth, both fiction and non-fiction.

- **Community literature hubs.** A range of mechanisms (including community libraries and cell-phone-based literature distribution) will increase public access to home-language literature.
- **Community reading clubs.** The programme will build on the important work of the network of Nalibali reading clubs, supporting and extending community-based reading clubs in local primary schools and other community spaces.
- **A renaissance of community-based writing.** The programme will support the writing and publishing of, and festivals for, mother-tongue literature among teachers, youth and communities. This programme needs to be implemented as soon as possible, with 2015 dedicated to preparing a detailed plan and mobilising partners and resources.

### **Strategic objective 2.3: Post-school education and training**

The PDP aims to ensure that the province has successful learners, worker-learners, instructors and researchers working in accessible, vibrant, and socially engaged institutions, with highly qualified teaching and research staff leading innovation and knowledge development.

To achieve this, the Eastern Cape will build an articulated post-school education and training sector that will enable broadened access to quality education, training, research and innovation. The post-school sector will focus on the personal and professional development needs of programme participants and the development of communities, society and the economy. It will also embrace indigenous and informal knowledge frames.

#### **Strategic action 2.3.1: Improve access to and quality of university education and knowledge**

To achieve this, the PDP proposes the following interventions:

- Ensure that there are quality programmes across all disciplines at all universities, and that students are successful. Reorientating programme design, research and teaching will improve student success, promote engaged inquiry and develop cutting-edge knowledge for sustainable societies.
- Develop quality teaching and research capabilities for universities through appropriate graduate and staff development programmes.
- Develop quality staff for the TVET and community colleges.
- Promote research and innovation aligned with priority areas for sustainable development, labour absorption and economic growth.
- Develop curricula and articulated programmes at post-school institutions based on agreed priority areas, including sciences and skills for rural and industrial development, and relevant capabilities to empower citizens.
- Build relevant capabilities among education leaders to drive creative responses to socioeconomic development needs.
- Promote institutional diversification and invest in dedicated centres of excellence to promote equity in the sector, address regional needs and exploit regional advantages.

### **Strategic action 2.3.2: Improve access to and quality of TVET**

The PDP proposes the following interventions:

- Ensure quality and relevant programmes for learners, offering improved access to work and higher-learning opportunities to make TVET an attractive post-school option.
- Ensure funding support for TVET studies.
- Develop and deepen professional competencies of TVET lecturers and other critical staff.
- Establish a strong cooperative relationship between TVET institutions, employer organisations and sector education and training authorities to improve labour absorption for TVET graduates.
- Link TVET programmes to targeted public service and work opportunities, including artisan and soft skills, and the agro-industry.
- Rationalise and develop a diversified and efficient network of TVET institutions.
- Strengthen governance and administrative leadership of TVET institutions.

### **Strategic action 2.3.3: Build and grow quality community colleges for inclusive development**

The following interventions are proposed to achieve this strategic action:

- Develop relevant education and training programmes to address the differentiated human development needs of youth and other learners from communities.
- Develop education and training programmes that build solidarity and social cohesion, combining popular and community education models with applied skills for community development.
- Develop education and training programmes linked to various livelihood initiatives and projects, including public and community work programmes, and initiatives independently driven by communities.
- Develop a leadership cadre for community colleges, with technical leadership and management skills, as well as an understanding of politics, culture and the economy.

### **Further considerations, targets and implications**

At the end of 2013, the Department of Higher Education and Training released a White Paper for Post-School Education and Training, which envisions “an integrated system of post-school education and training, with institutions playing their role as part of a coherent but differentiated system to cater for millions of people, especially the youth, but also a large number of adults”. Community colleges will help achieve this vision, catering mainly for youth and adults who did not complete their schooling or who did not attend school at all, and therefore do not qualify to study at TVET colleges and universities.

The White Paper outlines the following purposes of community colleges:

- Build on public adult learning centres to expand vocational and skills-development programmes and non-formal programmes.
- Strengthen and expand popular citizen and community education.
- Link with public programmes such as the EPWP and the CWP to provide appropriate skills and knowledge through work-integrated learning, as well as classroom and workshop-based learning.

The PDP recognises the importance of community colleges as a key institutional vehicle to grow capabilities. It proposes urgent action to introduce community colleges in the Eastern Cape:

- An introductory pilot is proposed at two sites for the first two years (2015–2017) – one rural (Cofimvaba) and one urban (Nelson Mandela Metro). The curriculum and materials will be accessible beyond the pilot sites. By the year 2020, there will be eight community colleges, one in every district and metro of the province.
- The community colleges will connect and work with public adult learning centres and TVET colleges. They will establish relationships with universities, with the Centre for Integrated Post-School Education and Training (CIPSET) at the Nelson Mandela Metropolitan University playing an important role in curriculum innovation, development support and coordination. Universities will also play an important role in R&D for the community college programmes.
- The starting curriculum will focus on three key areas:
  - Civic education,<sup>50</sup> including adult literacy and numeracy, as well as conscientisation on the political economy, social justice and democratic citizenship
  - Education and skills development for sustainable livelihoods and social enterprise, focusing initially on growing agricultural capacity across the value chain, infrastructure development and maintenance, developing the arts and heritage sector, and training relating to community enterprise through cooperatives and related formations
  - Youth literacy workers, which will help build a new programme of community service interns (two-year programme for school-leavers) to support the reading and writing culture of children and their families.

The following targets and milestones will be pursued over the next 15 years:

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<sup>50</sup> This focus area will appropriate a model innovation co-developed by the Nelson Mandela Metropolitan University and University of Johannesburg, working with popular education practitioners in communities. The programme is built around solidarity learning groups called community learning and investigation circles.

2020	2025	2030
<ul style="list-style-type: none"> <li>• Two community colleges piloted from 2015–2017 with limited curriculum – first cohort enrolled from 2016</li> <li>• Community college programmes connected to community-based initiatives, including training for sustainable livelihoods linked to EPWP and CWP</li> <li>• Articulation platforms designed across community colleges and TVET colleges and universities</li> <li>• Community colleges established in all districts and metros by 2020, with focused curricula</li> </ul>	<ul style="list-style-type: none"> <li>• Expanded programmes, curricula and reach of community colleges</li> <li>• Articulation across community colleges and other post-school institutions</li> </ul>	<ul style="list-style-type: none"> <li>• Consolidated programmes and reach of community colleges, with articulation across post-school institutions</li> </ul>
<p><b>Implications for human development</b></p> <ul style="list-style-type: none"> <li>• Community colleges have increased the confidence, knowledge and skills of staff and learners by the end of the first medium-term cycle, especially in pilot areas</li> </ul>	<p><b>Implications for human development</b></p> <ul style="list-style-type: none"> <li>• Increased confidence and capabilities across community colleges</li> <li>• Community college graduates' lives are improved</li> </ul>	<p><b>Implications for human development</b></p> <ul style="list-style-type: none"> <li>• Consolidated professional capabilities across community colleges in all districts and metros</li> <li>• Improved livelihoods of community college graduates and communities</li> </ul>
<p><b>Implications for economic opportunities and rights</b></p> <ul style="list-style-type: none"> <li>• State has created enabling frameworks in procurement, and set clear targets for shifting provisioning for public needs to capable and organised community agents</li> </ul>	<p><b>Economic opportunities and rights</b></p> <ul style="list-style-type: none"> <li>• Increased community participation in state procurement, with skills and capabilities developed through community college programmes</li> <li>• Community entrepreneurs present in private- and social-sector markets</li> </ul>	<p><b>Economic opportunities and rights</b></p> <ul style="list-style-type: none"> <li>• Community participation in state procurement increased further</li> <li>• More community entrepreneurs in private-sector markets</li> </ul>
<p><b>Implications for institutional capabilities</b></p> <ul style="list-style-type: none"> <li>• Key personnel to run and govern community colleges are trained in management, governance, curriculum development and instructional techniques relevant to community college programmes</li> <li>• Institutional systems are developed and trialled, and institutional links across the post-school education sector are established</li> <li>• An emerging recognisable institutional identity for community colleges by the end of the first five-year cycle</li> </ul>	<p><b>Institutional capabilities</b></p> <ul style="list-style-type: none"> <li>• Capabilities of key community college personnel – management and other professionals, as well as governing members – are consolidated</li> <li>• Institutional systems are further developed and their quality deepened, and institutional links across the post-school sector are strengthened</li> <li>• Institutional identity of, and the public's identification with, community colleges is enhanced</li> </ul>	<p><b>Institutional capabilities</b></p> <ul style="list-style-type: none"> <li>• Institutional capabilities and identity of community colleges are consolidated</li> <li>• Institutional systems and links across the post-school sector are well-established and mature</li> </ul>

The content of community college programmes will closely support development priorities outlined in this plan. The programmes' design should involve all institutional actors key to the development issues under consideration.

## Goal 3: A healthy population

### *Vision for 2030*

The people of the Eastern Cape live long and healthy lives, with a life expectancy of 70 years and an AIDS-free under-20 generation.

This will be achieved through a health system that provides quality healthcare to people in need, values patients, cares for communities, provides reliable service and values partnerships. The system should rest on a primary healthcare platform, integrated across primary, secondary and tertiary levels.

The NDP envisions a health system that works for everyone and produces positive health outcomes. It aims to achieve the following by 2030:

- Raise the life expectancy of South Africans to at least 70 years.
- Ensure that the generation of under-20s is largely free of HIV.
- Significantly reduce the burden of disease.
- Achieve an infant mortality rate of less than 20 deaths per thousand live births, including an under-five mortality rate of less than 30 per thousand.
- Achieve universal healthcare coverage.
- Significantly reduce the social determinants of disease and adverse ecological factors.

Leaders who are committed to reforming the health system will play a key role in achieving these targets.

The PDP seeks to achieve these health outcomes by renewing public healthcare for the people of the province and establishing a series of partnerships. It is necessary to shift the focus from a curative to a preventative primary healthcare focus, with a well-developed district health system. The province's central challenges in the health sector are the poorly functioning primary and district healthcare systems within a generally hospital-centric health system.

The PDP sets out a strategy to deliver an evidence-based service package to address the burden of disease and the social determinants of health. The health system should provide universal access to public health services and prioritise evidence-based, low-cost, high-impact clinical services. To achieve universal coverage, quality service packages for communicable diseases, maternal and child health, and non-communicable diseases must be put in place.

Core values for an improved health system include valuing patients, partnerships and staff; caring for communities; and providing reliable services.

Establishing a quality healthcare system in the Eastern Cape will be aligned with government's implementation of national health insurance. To be ready for the implementation of national health insurance, the quality of health services and its infrastructure has to improve drastically.

Poorly functioning primary and district healthcare have contributed significantly to the failure of the health system in the province and the country. A dysfunctional referral system across the province is exacerbating the problem. The PDP aims to empower communities and include citizens in the primary

healthcare system to ensure good health outcomes. Community participation in the local governance of health facilities and the delivery of health services needs to be promoted. A step forward would be to delineate areas where community members can play a role in the management of local health facilities, for example, through hospital and clinic committees.

The PDP considers previous strategic documents that seek to enhance healthcare services for the people of the Eastern Cape, including the current strategic plans of the Eastern Cape Department of Health, the national Department of Health's policy positions on several health matters and the NDP's discussion of health.

The PDP should act as a guiding document for health workers, managers, decision-makers/politicians and communities in the following manner:

- Health workers and professionals – it provides strategic direction to improve healthcare for patients and communities.
- Health managers – it is a guide for detailed planning, decisions about resources (human, financial, plant and equipment) and improving the health system. Planning must improve accessibility to health services and make them affordable.
- Policy decision-makers – it provides a guide for the strategic provision of health services through budget allocations, infrastructure development and enablement of private-sector investments.
- Communities – it recognises their role and participation through collaboration between formal health services and community-led initiatives.

## Challenges

The poor performance of the provincial health system is affected by the country's quadruple burden of disease (HIV/AIDS and tuberculosis, maternal and child mortality, non-communicable diseases, and injury and violence). Health is also influenced by factors outside of the healthcare institutional scope. For example, nutrition has a fundamental role to play in health and the ability of the human body to fight disease, recover from illness and maintain a healthy status. Addressing the nutritional status of the province's people is crucial – 25 percent of the population do not have food security.

The quadruple burden of disease continues to complicate health service delivery. The burden of chronic lifestyle-related diseases requires attention, particularly at community level. Many of the province's women and children live in rural communities, with a high rate of maternal deaths attributable to non-pregnancy-related causes. Preventable deaths, such as mental illness/neuropsychiatric disorders, violence and motor vehicle accidents, are also a priority.

Other social determinants of health include households living in poverty that may not have access to clean water, nutrition and adequate sanitation systems. Strategies to address these social determinants involve sectors and departments responsible for clean water, sanitation, nutrition, education, power, communications, transport, infrastructure and poverty eradication.

The provincial health system faces many challenges. The ECPC has identified the following as the most critical issues:

- Unstable leadership at all levels
- Inadequate financial resources and poor management in the health system
- Socioeconomic conditions that negatively affect health
- Loss of a caring ethos among those who should care for the sick
- Dilapidated health infrastructure.

The performance of the provincial health system is also affected by weak administration, a poor work ethic and weak clinical governance. The system's success depends on appropriate leadership and management capacity at provincial, district and primary healthcare levels. Administrative management, complemented by improved workforce management and development, is needed to effectively structure and deliver health services. Good management of health services also requires long-term stability at all levels of the health system. Stable leadership is critical, especially at district health management and health-facility level.

Ensuring accessible, equitable and affordable healthcare is underpinned by a responsive system, quality services and appropriate financing. The health system's performance must be measured by looking at the province's citizens – it cannot be judged by measuring a department's financial well-being alone.

## **Strategic objectives and actions**

### **Strategic objective 3.1: Ensure leadership and stewardship at all levels of the health system**

The province has experienced frequent changes in senior management and clinical leadership, creating instability and poor governance. This is an impediment to a properly functioning and responsive healthcare delivery system in the Eastern Cape.

Stewardship is a critical part of achieving the PDP's vision for health by 2030. This approach will allow the province to concentrate on developing enduring solutions that address the root causes of its failing health system. Government is responsible for healthcare stewardship, based on a vision that is owned by the province as a whole. Stewardship promotes shared responsibility, encourages individual initiative, and focuses on cooperative multi-stakeholder planning and system management. Effective stewardship will empower communities to play an increased role in healthcare. Healthcare service delivery needs to be reorganised to suit patients and should be coordinated for easy navigation.

Healthcare in the Eastern Cape requires major investment and all available opportunities need to be exploited. The public and private health sectors in the province should be aligned through joint planning. The availability of timely, accessible and user-friendly health information from public and private health institutions is vital to successful stewardship.

#### **Strategic action 3.1.1: Improve the health system's governance**

Poor governance and ongoing instability are critical impediments to a properly functioning and responsive healthcare delivery system. The following 10 principles of governance – *strategic vision, participation and consensus orientation, rule of law, transparency, responsiveness, equity and*

*inclusiveness, effectiveness and efficiency, accountability, intelligence and information, and ethics* – form the basis for a renewed health system.

Priority interventions include:

- Strengthening all legislative and statutory structures that have the constitutional responsibility for health (professional councils, hospital boards and clinic committees).
- Ensuring good integration and coordination between political management, administration and clinical governance.
- Ensuring good administrative-political interaction.
- Ensuring administrative management is appropriately staffed, with advanced knowledge about health systems and good technical skills.
- Strengthening clinical governance.
- Strengthening interaction between management and the workforce, with managers given authority to exercise effective control and take responsibility for the performance of their facilities.

### **Strategic action 3.1.2: Ensure stability of political leadership and management**

The healthcare system needs political, administrative and clinical stability, which can only be attained through effective integration and coordination. Leadership across these spheres should be harmonised.

The provincial health system's senior leadership has suffered from instability for years, resulting in a failure to drive systemic interventions to significantly improve health outcomes. Short-term interventions include ensuring that:

- Health MECs stay in office for a five-year term.
- The administrative head of health stays in office for a minimum of five years, and a maximum of 10 years.
- No senior post is filled with acting people for more than six months.

At a systemic level, the Department of Health's organisational culture requires an overhaul to address the following issues: poor controls, ill-discipline, lack of consequence management, non-caring attitude towards patients, fear to take decisive action especially on disciplinary matters, failure to act against poor performance, absenteeism, insubordination and weak leadership. However, the Eastern Cape health system does have several pockets of excellence that can be built on and replicated. Priority actions include the following:

- Stabilise leadership at all levels
- Tighten control measures
- Deal with ill-discipline at administrative and clinical levels
- Mobilise organised labour to be a partner in strengthening health services
- Boost management leadership
- Eliminate vacancies by appointing appropriate staff and stabilise district health management leadership
- Ensure follow-through on decisions and develop an appropriate human resource strategy.

### **Strategic action 3.1.3: Establish a leadership development programme for health to develop appropriate leadership attributes at all levels of the system**

Lack of appropriate skills results in the appointment of unqualified people. The province needs to develop its health workers' skills across all categories through accredited skills-training institutions in both the public and private sectors.

Training should provide:

- An understanding of the field of work
- Clarity on governance principles and financial management
- A sense of fairness and justice
- A good work ethic and discipline.

The inter-sectoral planning approaches of the Department of Higher Education and Training and the Department of Health should be reviewed to ensure synergy between education planning and health-service needs.

### **Strategic objective 3.2: Strengthen primary healthcare to ensure better access, equity and quality**

To achieve this objective, the system will need to move from a curative to a preventative primary healthcare focus, with well-developed district health services. This shift is a national imperative that is already under way. The system's reengineering, however, has to be achieved while ensuring that quality health services already in place at secondary and tertiary levels of care are not broken down. These services will continue to be used, although probably to a lesser extent. Proper articulation of policy intentions is necessary to ensure the well thought-out coordination of context, content, process and stakeholder involvement, leading to broad community ownership of the system.

Primary healthcare emphasises globally endorsed values, such as universal access, equity, participation and an integrated approach. Critical elements include prevention and the use of appropriate technology, as well as better access to and use of first-contact care, a patient-focused (rather than a disease-focused) approach, a long-term perspective, comprehensive and timely services, and home-based care when necessary. The district health system embodies a decentralised, area-based, people-centred approach to healthcare.

#### **Strategic action 3.2.1: Reengineer primary healthcare and implement an ideal service delivery platform**

To reengineer primary healthcare, the province will need to shift investment from hospital-based care to focus on comprehensive primary healthcare service coverage, population-based public health services, and the social determinants of health.

A properly functioning primary healthcare system will serve as a catalyst for the successful implementation of national health insurance. Evidence-based interventions to achieve universal coverage must be delivered at household level through community outreach and local health facilities. The system must have a clearly defined balance between primary, secondary and tertiary levels of care. The system should also be biased towards healthcare services in rural and underserved areas.

Greater consensus among all stakeholders (especially public-sector role-players, communities, leaders and health programme implementers) should be a precondition for the successful conceptualisation, maturation and actualisation of the vision.

A strong primary healthcare mechanism will lay the foundation for the implementation of an ideal service delivery platform with the following strategic actions:

- Roll-out primary healthcare teams and expand coverage of ward-based outreach teams.
- Establish robust referral systems.
- Ensure training of community healthcare workers and integration into ward-based primary healthcare teams.
- Ensure primary healthcare leadership.
- Implement an appropriate funding mechanism (national health insurance).
- Accelerate contracting of general practitioners to provide support to primary healthcare.
- Build and resource district hospital services

In the short term, this reengineering should be in order to address the quadruple burden of disease:

- High investment in maternal and child health interventions
- Scaling up the service package to address HIV and AIDS, and TB
- Scaling up the service package and intensify health promotion to address non-communicable
- Appropriate health facility level responses to victims of violence.

### **Strategic action 3.2.2: Ensure appropriate health system financing and reliable financial management practices**

An urgent matter requiring effective political stewardship is the dwindling health budget in the Eastern Cape, which makes it difficult for the provincial Department of Health to fulfil its mandate. Prioritising clinical services is severely hampered by a low budget.

Nationally, the major intervention in healthcare financing is the implementation of national health insurance. The new system aims to improve healthcare for all citizens, first, through a fundamental improvement in the quality of health services and infrastructure, both buildings and equipment, and second, through establishing and complying with basic standards of healthcare service in every single health institution. Compliance will be ensured through an independent body called the Office of Health Standards Compliance, which is established by an act of Parliament. There will be a fundamental change to the system of healthcare management in line with the Department of Health's 10-point programme, which aims to overhaul the system and improve its management. Regulations will include measures to standardise hospital care across the country and to ensure that managers of different categories of hospitals have specific skills, competencies and appropriate qualifications.

At provincial level, priorities include:

- Mobilising resources to ensure that health facilities in the national health insurance pilot districts are equipped and become ready for the scheme's full implementation.
- Strengthening financial management by phasing out manual systems.

- Modernising and improving supply chain management.
- Combating fraud and corruption.
- Implementing the World Health Organisation’s workload indicator staffing norms. Normalising the health staffing situation requires a concerted political effort. The province will need to ensure that facilities are not bloated.
- Resolving the Human Resources Operational Project Team, also known as Judge White report, process.

### **Strategic objective 3.3: Improve health workforce planning, management and leadership**

The quality of healthcare requires an appropriate, relevant, adaptable, and affordable health workforce strategy and plan that is harmonised with the national strategy for human resources in the health sector. Health system human resources must cater for the diversity of the Eastern Cape’s population and the increasing complexity of service needs, while ensuring sustainability over time.

When ordinary citizens receive health services from caring staff members, the image of the province’s system will improve. The conduct and behaviour of all involved (professionals, policy decision-makers and patients) at all levels of the system is critically important.

Improving management’s capacity, particularly in provincial and district administration, is a priority. The health workforce plan itself must be adequately funded, with a focus on both health professionals and essential support staff.

Equally important is the improvement of attitudes and work ethos.

#### **Strategic action 3.3.1: Improve and manage health workforce planning for the different categories of health professionals**

The Eastern Cape’s health human resources do not meet the integrated health planning framework’s basic standards. There is a shortage of health professionals in a number of occupational categories, and highly educated professionals are mostly based in cities, far from the rural population.

The health workforce plan must be adequately funded, and ensure adequate provision of health professionals and essential support staff to cater for the population’s diversity. The unequal distribution of health professionals in rural areas needs to be addressed.

Proposed interventions include:

- Cleaning and maintaining the PERSAL system to ensure efficient employee administration.
- Developing a long-term health workforce strategy and plan covering all categories of health professionals and essential support staff.
- Strengthening support mechanisms for existing staff, particularly addressing employee stress and burnout.
- Improving management capacity at provincial and district level.

### **Strategic action 3.3.2: Develop and strengthen recruitment and retention of healthcare professionals**

Training health professionals should be complemented by improved strategies for recruiting and retaining staff. Remuneration, other incentives, work environment, conditions of service and work ethos need to be re-examined within the context of the Eastern Cape. A rapid-response mechanism for the mobility patterns of health professionals should be developed to inform the development of interventions to retain professionals.

### **Strategic action 3.3.3: Strengthen health professionals' education and training**

This strategic action has two key areas of focus: continuing education for health professionals and training new health professionals.

Continuing professional development of clinicians is the responsibility of the Statutory Health Councils but it is the professional duty of clinicians to remain up-to-date. Tertiary and other training institutional must be geared to be providers of continuing professional development. The role of health professionals is to ensure they participate to maintain professional registration

Training new health professionals will require innovative partnerships. The universities in the Eastern Cape have vast potential to scale up their health training offerings and increase their production of healthcare professionals.<sup>51</sup>

Inter-university collaboration between the province's universities to form academic partnerships should be encouraged to further increase the numbers of health professionals trained per year. This collaboration should also include the establishment of a second medical school in the Eastern Cape (possibly in Port Elizabeth at Nelson Mandela Metropolitan University), with a joint application and admission procedure between the universities to ensure that most Eastern Cape students who apply and qualify to study medicine are accommodated within the province.

A bursary scheme for rural students should be considered as a long-term measure to attract and retain health professionals in rural areas.

### **Strategic action 3.3.4: Establish a provincial science academy**

A provincial science academy should be established to increase the pool of scientists and conduct a long-term intervention for other sciences fields and professions that are required by the Eastern Cape. The academy would focus on maths and science for youth who wish to follow careers in the sciences, providing a pool of young people for the health sciences sector. The Eastern Cape has already produced a high number of graduate professionals in the science field, many of whom now work in the country's leading institutions.

The health and education departments should be the primary drivers of this initiative, with strong support and from private sector and other national or international agencies to fund or provide expertise for the running of the initiative.

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<sup>51</sup> Walter Sisulu University offers medical and allied health professionals training; the University of Fort Hare offers nursing; and Nelson Mandela Metropolitan University and Rhodes University offer pharmacology.

### **Strategic objective 3.4: Health system quality improvements**

Improving the quality of the healthcare system is an ongoing process. It is the system leaders' duty to be vigilant about quality issues in the health service industry. Each of the strategic actions discussed here plays a major role in ensuring that quality services are provided.

#### **Strategic action 3.4.1: Strengthen clinical governance**

Clinical governance is a systematic approach to maintaining and improving the quality of patient care within a health system. Organisations are accountable for continually improving the quality of their services and safeguarding high standards of care by creating an environment in which excellence in clinical care can flourish.<sup>52</sup> Advocates of clinical governance are needed to ensure an effective, systematic approach to maintaining and improving the quality of patient care, and the necessary systems need to be harmonised.

Clinical governance is composed of at least the following elements:

- Education and Training to improve quality and efficiency
- Clinical Audit for quality assurance
- Clinical Effectiveness for improved health outcomes
- Research and Development to push the boundaries of knowledge, respond to emerging health challenges and addressing resource constraints
- Transparent and accountable management
- Risk Management

#### **Strategic action 3.4.2: Improve health infrastructure**

The Eastern Cape has at least 1 300 health facilities, many of which are very old and have deteriorated significantly. Over 850 of these are clinics and nearly 65 facilities are hospitals. Of the 1 300 institutions, fewer than 100 can meet the requirements of a fully functional health facility.

Strategic interventions include the following:

- Refurbish, develop and maintain primary healthcare infrastructure. The district-level health facilities need to be rationalised urgently to optimise service delivery.
- Strengthen strategies for proper acquisition and maintenance of medical technology.
- Establish reliable connectivity in health facilities.
- Build departmental capability for infrastructure:
  - Cross-cutting issues such as spatial planning, basic services and roads require cooperation, from planning to implementation, between government departments. The Eastern Cape's Department of Health must participate in integrated planning processes, both at a strategic and project level.
  - The provincial Department of Health will need to acquire and retain expertise on health infrastructure planning, design and maintenance. The health sector is unique and subject to many challenges.

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<sup>52</sup> Scully & Donaldson, 1998.

- Source funding from other streams beyond the health budget vote, such as partnering with development finance institutions, the private sector and other partners to seek innovative financing schemes that will ensure delivery of appropriate infrastructure and properly equipped facilities.

### **Strategic action 3.4.3: Improve the resourcing of support services, particularly emergency, laboratory, forensic pathology and blood services**

Strategic interventions include the following:

- **Emergency medical services.** Short- and medium-term goals should focus on enhancing leadership capacity, accountability and transparency. Critical actions are improved fleet management and training of personnel. The province also needs to improve its inter-facility transfer process for emergency cases, enhance planned patient transport services, and ensure closer integration with healthcare-facility emergency care provision. Long-term goals should address access to communities and other infrastructure needs. In the longer term running of EMS on an independent agency basis should be considered.
- **Laboratories.** Develop and put in place the necessary health infrastructure to enable quality pathology service provision to all people in the Eastern Cape.
- **Blood services.** In the short to medium term, the Eastern Cape Department of Health should develop clinical guidelines for the use of blood and blood products to improve clinical practice at hospitals and by individual clinicians. In the immediate term, the province should have a strategic conversation with the South African National Blood Service about ways to improve planning, blood use and expenditure. It should also ensure that hospital transfusion committees and all relevant healthcare facilities are functional. These committees keep practitioners up to date with new developments and policy positions in the use of blood products.
- **Forensic pathology.** Forensic pathology services help ensure the development of a just society working to prevent crime and unnatural deaths. The province should ensure a clear understanding of the role of forensic pathology in the health sector and the public at large. In the short term, the province must address the shortage of qualified forensic pathologists and ensure that facilities comply with occupational health and safety standards.

### **Strategic action 3.4.4: Improve the health information system and accelerate the use of health technology and ICT**

Using information for sound decision-making remains a challenge in health systems management. It is affected by several issues, including quality of data, technical ability to use the information and the data systems currently in place. Evidence-based decision-making is also compromised by the use of manual information management systems.

Information technology and biomedical research should form the backbone of the province's healthcare system. Health technology reduces the risk of disease, reduces the duration of illness, improves the quality of care and enhances quality of life. Technology can also help contain costs and improve interventional risk management by improving the efficiency and productivity of healthcare professionals. Healthcare technologies have a significant impact on the quality of healthcare and total expenditure, but the trends in prices and the use of healthcare technologies are difficult to monitor.

South Africa's policy on health technology is not as well developed as other operational health policies. There is no firm policy on the wider use of ICTs in health, except for specific areas like tele-medicine. The Eastern Cape needs to expand its use of technologies from its better-resourced hospitals to regional and district hospitals. Better information will help the province meet its objectives.

The following interventions are proposed:

- Prioritise the development and management of effective data systems and phase out manual information systems.
- Support national initiatives to integrate the national health information system with the provincial, district, facility and community-based information systems, and establish standards for integrating information systems.
- The provincial Department of Health needs to develop a robust health technology strategy and plan. The plan must take into consideration the positive role that technology plays in improving health outcomes and the dangers of relying on ageing equipment. The strategy should include tools to protect privacy, while fostering efficiency and improving health.
- Strengthen use of health technology through training and R&D partnerships with research and knowledge organisations.
- Strengthen maintenance capabilities and resources to minimise downtime and timely update of technology.
- Develop human resource and institutional capability for health information, technology and ICT.

### **Strategic objective 3.5: Prevent and reduce the disease burden and promote health through community and health-sector integration**

Improving health in the Eastern Cape will require new partnerships. The renewed health system that responds adequately to the health needs of citizens will need to be implemented through solid partnerships between individual health professionals, government, non-governmental organisations and the private health sector, led by the Eastern Cape Department of Health as government's implementing agency.

This objective has two major focus areas: community and health-sector integration, and a provincial civic health education campaign. This goal is underpinned by the belief that individuals and families should take ownership of their health and strong community advocacy is required.

#### **Strategic action 3.5.1: Create programmes to improve the level of appreciation for personal health so that communities adopt healthy lifestyles**

The PDP recognises the important role of communities in improving standards of health. To strengthen primary healthcare, the province will need to empower communities with relevant health knowledge, providing appropriate resources for the communities to ensure their good health. This will help communities, families and individuals become responsible for their own health.

Partnerships with civil society and the private sector are particularly important for this strategic action. Priority programmes include:

- Designing and implementing community and provincial campaigns for healthy lifestyles

- Designing and implementing programmes for out-of-school youth
- Supporting community awareness programmes on health.

### **Strategic action 3.5.2: Intensify health promotion**

The following interventions are proposed to promote good health:

- Develop a health-promotion strategy to guide the implementation of activities throughout the province's health system.
- Introduce community health education and awareness programmes at primary healthcare level.
- Strengthening school health services
- Develop and implement communication campaigns in partnership with mass media and community media
- Adopt and strengthen the non-communicable diseases strategy, which seeks to promote preventative interventions that are easy for households to use.

### **Strategic action 3.5.3: Improve the level of community commitment to the governance of local health facilities**

The community's role in helping government keep health facilities safe has been overlooked, largely because of the high level of community dependence on the state. Communities should be empowered to understand and appreciate that public health facilities are their assets, which they should safeguard so that they can be used for a long period of time.

This has to be predicated on programmes that entrench a better understanding of the health system in communities.

### **Strategic objective 3.6: Address the social determinants that affect health and disease**

The social determinants of health in the province are complex, involving political, social and economic issues. They are also affected by non-health government sectors, such as those responsible for water, sanitation, nutrition, education, energy, communications, transport and infrastructure. The response to social determinants is addressed in the PDP's various goals, primarily goal 2 on education and goal 4 on human settlements and social infrastructure. In particular, the following programmes set out in this plan will help address the social determinants of health:

- Food security and nutrition
- Infrastructure to improve roads, water and sanitation supply, the safe disposal of refuse/waste, and proper spatial planning of human settlements.

There should be a role for the health sector in planning for these programmes. Household and individual income is also an important factor in health and access to healthcare.

### **Strategic action 3.6.1: Improve food security through communities taking responsibility for food production**

Nutrition plays a major in health – it helps the human body fight disease, recover from illness and maintain health. Improving food security is a major priority for the PDP. The main problem is that many communities are not aware of effective small-scale food production mechanisms. To reduce food insecurity, there should be renewed focus on maximising land use, particularly in rural areas.

South Africa's national nutrition strategy is a crucial part of reducing the disease burden in the province and ensuring that communities take an active role in creating healthy environments. The strategy aims to improve the nutrition security for all South Africans through a multi-sectoral approach. Successfully maximising land use and implementing the nutrition strategy will require an integrated approach among relevant sectors, including education, agriculture, rural development, and social development. All sectors include at least one nutrition outcome indicator.

**Strategic action 3.6.2: Improve roads, water and sanitation supply, the safe disposal of refuse/waste, and proper spatial planning of human settlements**

Health service provision remains central to the well-being of any community, and access to facilities is one of the key factors in promoting quality healthcare. But the Eastern Cape Department of Health also relies on other sectors to address the social determinants of health, including the improvement of:

- Roads, communications and transport infrastructure
- Lifelong education
- Clean water and sanitation
- Physical infrastructure
- Human settlements
- Poverty eradication.

## Goal 4: Vibrant, equitably enabled communities

### *Vision for 2030*

Eastern Cape citizens live in active, vibrant, well-serviced and connected communities, in which people respect each other and can exercise freedom of choice. The province is spatially connected, there is less disparity between the province's regions, and birthplace does not determine one's destiny.

This vision will be realised through spatial planning; developing sustainable human settlements; developing, maintaining and localising infrastructure; and actively preventing crimes in communities.

The NDP implores South Africans to respond systematically to entrenched spatial patterns across all geographic scales that exacerbate social inequality and economic inefficiency. While a fundamental reshaping of the country's colonial and apartheid geography will take decades, South Africa and the Eastern Cape need to make meaningful and measurable progress in reviving rural areas and creating more functionally integrated, balanced and vibrant urban settlements by 2030. This will be achieved when there is a creative balance between spatial equity, economic competitiveness and environmental sustainability, and the people of South Africa have a greater choice of where to live.

The NDP strategy for spatial restructuring includes reviewing legislative and policy instruments for spatial planning, land administration and housing. Individuals, communities and the private sector need to engage with the state on the spaces and settlements in which they live and work, while streamlining processes to enable local governments to implement strategic spatial interventions. The NDP emphasises the importance of building the required capabilities, both in government and among citizens.

The PDP envisions vibrant communities with adequate housing and access to services, work and transport. People should also have a range of recreational options. Cultural diversity is promoted through fundamental respect for all people, their backgrounds, languages, beliefs, heritage, sexuality, gender, race, national identities, and their innate human potential. Given South Africa's divided past, vibrant communities must be integrated communities. Settlements should also be ecologically sustainable, particularly through indigenous knowledge and new technological development. In order to achieve spatial equity, the plan focuses on three core instruments for spatial development: infrastructure, spatial targeting, and land-use management and planning.

This goal outlines a series of pathways to where and how people will live in 2030 and beyond. The four focus areas are: spatial planning and land administration; human settlements; social infrastructure; and community safety.

### Challenges

The Eastern Cape is shaped by a history of dispossession and resistance, modernity and tradition, and culture and ecology. As a result, the province is uneven, with large disparities both between and within places. The Eastern Cape has a spatial planning and housing crisis, but it also has a broader set of unmet needs. These needs are aggravated by the tension between the promise of South Africa's potential and the reality of apartheid's legacy.

Broad spatial development trends include economic concentration in the metros, King Sabata Dalindyebo and in a few local municipalities along the N2 and N6. Populations are growing in the coastal and Karoo areas and metros, while people are moving out of the eastern inland areas, and migrating out of the province itself. Young people in particular are leaving rural areas for the metropolitan cities in the province, as well as Gauteng and the Western Cape. Environmental challenges relate to climate change, threats to biodiversity, and water quality and waste management. The province's coastal areas and waste are poorly managed, and it is exposed to inappropriate land-use activities.

The Eastern Cape continues to urbanise, with informal settlement growth around urban and peri-urban nodes (cities, towns and service centres). This unplanned growth is largely unsupported by the concurrent growth of the local productive economy. Over the next 15 years, significant growth is expected in the two metropolitan municipalities of Nelson Mandela Bay and Buffalo City, as they continue to attract the bulk of investments and the majority of migrants. The Coega/Port Elizabeth/Uitenhage triangle and the Buffalo City corridor (East London/Mdantsane/Zwelitsha/King Williams Town/Dimbaza) may develop into city regions, with significant population movement and new urbanisation as people move into the region looking for jobs. The province has a total of 72 towns classified as district centres, sub-district and local centres.

Many government-funded houses have been built over the past 20 years, but there are still challenges in terms of quality and the service integration of associated infrastructure. Although housing delivery policy since 1994 has shifted towards sustainable human settlements, the state continues to build "RDP houses" located far from places of work and other economic activity. The current human settlement programmes aim to eradicate housing backlogs, rather than being part of a larger strategic regional spatial plan that is linked to a national plan. As a result, houses are being built in areas that do not have economic development plans. The sterile nature of many of the new townships located on the outskirts of towns and cities, the focus on building individual households rather than community housing, and the lack of attention to producing liveable places with multiple livelihood options have all been criticised. Upgrading existing informal settlements, which continue to increase due to urbanisation and migration, should be a priority. Integrated planning and decision-making between sectors and spheres of government also continue to be a challenge.

Historical issues of land availability and the slow progress of land reform in the province have exacerbated human settlement challenges, both in rural and urban areas. Rural housing has largely been treated as urban housing in communal areas, with the creation of new "townships" rather than helping communities to improve and expand their homesteads and build on indigenous knowledge, practices, materials and aesthetics. In some cases, these new "townships" have eroded the existing social fabric of the rural settlements and created insecurity among residents.

The provision of basic services has improved over the past 20 years, particularly access to electricity and water, and to a lesser extent sanitation. However, large numbers of people have no or intermittent access to basic services and current funding is inadequate to address the historical backlog. The greatest levels of deprivation are in the former Bantustan areas of Amathole, Chris Hani, OR Tambo, and Alfred Nzo districts. At a more fundamental level, the challenge of meeting service delivery targets

relates to inadequate and decaying bulk infrastructure and the lack of suitable and well-located land for new settlements.

## **Strategic objectives and actions**

### **Strategic objective 4.1: Develop and implement a provincial land-use and spatial planning system**

The principle of spatial equity refers to “a serious commitment to more boldly confronting and addressing the colonially and Bantustan-embedded structural features of the Eastern Cape that continue to disadvantage the rural and other underdeveloped parts of the province, while hobbling prospects for economic development of the whole province”. The PDP also adopts the NDP’s principle of spatial justice, sustainability, resilience, quality and efficiency. The principle of spatial justice includes the need to address historical injustice and recognise people’s world views, cultures, identities, knowledge and lived experiences. The aim of this plan is to create liveable places.

Local municipalities are responsible for land-use planning and management, but should operate within provincial and national frameworks. In the Eastern Cape, there is a limited link between local and district spatial frameworks, and many local municipalities have little or no planning capacity. The province does not have an approved overall spatial framework. A local spatial development framework is a key instrument for spatial planning, but is often not used strategically due to limited capacity to direct and develop it. In addition, these frameworks tend to cover surveyed and developed areas and do not cover rural and communal areas. The Eastern Cape needs strong strategic spatial plans and lower-order implementation plans.

Spatial equity is predicated on the equitable redistribution of land. However, the pace of land reform has been slow due to a collapse of land administration, and tenure insecurity in communal areas hampers development. Urban areas face issues relating to availability of suitable land for public housing, economic and industrial development, and land-use practices that enable urban spatial restructuring. Because the province has not conducted a comprehensive review of old-order legislation governing planning and land administration in communal areas, multiple forms of rural land tenure exist across the former Transkei and Ciskei. The neglect and collapse of rural land administration directly affects the security of tenure and livelihoods of over half a million rural households in the province.

#### **Strategic action 4.1.1: Actively promote spatial equity through regional planning**

The PDP proposes that the province adopts a regional development approach to achieving spatial equity. This approach looks at the province holistically, focusing on connections and linkages, as well as enabling a long-term view for targeting investment and development initiatives. Regional development also allows for differentiated approaches based on the context and associated needs and resources of each area.

Regional development should bring urban, rural and wilderness areas together. Including ecology in regional development will help protect the province’s environmental resilience.

For the purpose of this plan, we adapt the definition of a region in the Spatial Planning and Land Use Management Act:

[A region is] a circumscribed geographical area characterised by distinctive economic, social, [cultural] or natural features which may or may not correspond to the administrative boundary of a province or provinces or a municipality or municipalities.

The settlement regions around Queenstown, East London/Mdantsane/King Williams Town/Dimbaza, eGcuwa/Idutywa/Mthatha and Nelson Mandela Bay/Jeffreys Bay are relatively connected. These major growth nodes should be the starting point for a regional growth strategy, linked to productive activity. There are also distinct rural regions in the east and the west of the province that require differentiated, but linked, strategies to achieve greater equity.

Building capabilities in the public sector, the private sector, in higher education and research institutions, in civil society and among citizens is a critical part of achieving the PDP's vision. As discussed in the economic chapter of the plan, multi-agency partnerships are important institutional vehicles to achieve the vision and enable active participation. This corresponds to the NDP's notion of "spatial compacts".

Proposed milestones and targets include the following:

- Develop a long-term spatial framework for the Eastern Cape through a participatory process and provincial dialogue by 2016. The spatial framework should provide a guide and a set of instruments to guide the spatial targeting of investment, expenditure and development action in the medium and long term. The spatial framework should address:
  - The environment, land and other natural resources as the basis for current and future development. This should include resource management and conservation.
  - People, through demographics and settlements, should be the main target for development. The spatial framework must indicate where the province would like to see settlement growth towards 2030. Communities should be established within viable towns, cities and rural regions, but spatial planning should also respond to people's desires and movements.
  - The economy, which is the main indicator and driver of development. This includes identifying growth regions, target nodes, clusters and zones for industry sector development and its enablers.
  - Infrastructure, which is one of the main enablers of development, and instruments for spatial change, mobility and connectivity. As already mentioned, the framework must direct social and economic infrastructure priorities.
- Identify target regions and develop specific regional spatial development frameworks/plans for managing growth in settlement regions, and revitalising secondary towns and surrounding rural areas by 2016. For example:
  - Urban development frameworks and city development plans for the two metros and other fast-growing cities, like Mthatha.

- A town and regional plan outlining a new vision and approach for the sprawling N2 towns (eGcuwa/Idutywa/Mthatha/Tsolo/Qumbu/Mt Frere).
  - The Wild Coast and other rural development zones (this is already under way, led by the Department of Economic Development, Environmental Affairs and Tourism and the Department of Cooperative Governance and Traditional Affairs).
  - Establish multi-agency partnerships for identified spatial priority projects, such as knowledge development zones through partnerships between government, universities, private sector and civil society. For example, a partnership between Buffalo City Municipality and the University of Fort Hare to develop the derelict “sleeper site” (55 hectares next to the existing central business district to establish the East London knowledge and cultural precinct; and a partnership between Walter Sisulu University and King Sabata Dalindyebo Municipality to develop a Mandela knowledge and cultural precinct in Mthatha.
- Develop and implement models of area-based and participatory planning. For example, support and incentivise active citizenship through local planning, such as citizen-led neighbourhood improvements, youth planning processes, public works programmes and the government’s People’s Housing Process.

After the province has developed the frameworks and plans, it should focus on building capabilities for planning at provincial and local level, and on refining the implementation instruments. The main institutional drivers of this action are the Department of Cooperative Governance and Traditional Affairs, the Department of Human Settlements and the Office of the Premier.

#### **Strategic action 4.1.2: Facilitate integrated land management and spatial planning**

The province, under the leadership of the Department of Cooperative Governance and Traditional Affairs, is developing provincial spatial planning legislation that will guide spatial planning and the development of appropriate planning systems and procedures, as well as their implementation in the province, including traditional councils. The Eastern Cape aims to develop a Provincial Spatial Planning and Land Use Management Bill, via a green paper and white paper. While national legislation (Spatial Planning and Land Use Management Act) now exists, the province requires a provincial system that is suited to its own historical and cultural context, with distinct socio-spatial zones and attendant planning legislation. This process, to be completed by 2017, will also include the repeal of old-order planning legislation and ordinances pertaining to all areas within the Eastern Cape. Important principles of this process include:

- Adherence to the principle of spatial justice and a system of planning to remove spatial injustice.
- The roles and responsibilities of the provincial and local spheres of government.
- The role of traditional leadership and traditional councils in spatial planning.
- Meaningful engagement with citizens.
- An integrated and multidimensional approach to planning (environmental, political, social, economic, cultural and psychological).
- Citizen empowerment and enabling conditions for citizen participation.
- Principles and instruments of conventional planning cannot necessarily apply to rural areas.
- Recognising and understanding urbanisation, with its attendant unpredictable growth and social dynamics.
- Affordability for municipalities.

After developing legislation and procedures for its implementation, the province should focus on building the requisite capabilities, ongoing communication, enforcement, and research and evaluation.

#### **Strategic objective 4.2: Better quality human settlements**

This objective seeks to shift the focus from state-driven quantitative housing delivery to a system where people make their own decisions, build their own houses and transform spatial patterns to create vibrant and liveable communities. While existing policy provides for the creation of vibrant and unified human communities, there are few examples of success in public-sector programmes.

Human settlements should create viable, socially and economically integrated communities, with access to social services and economic opportunities. Settlements should also be environmentally sustainable, enable multiple livelihood options and improve the resilience of rural communities to the effects of climate change and other stresses.

The province's approach to human settlements should draw, to a much greater extent, on indigenous knowledge, culture and designs. For example, the work of Luyanda Mpahlwa on the spatial dimension of rural development and traditional rural settlements is a useful resource. The vision for settlements in the Eastern Cape should be that of *ikhaya* – the homestead. Traditional homesteads have space for women and men to live, cook and sleep; space for animals at home (*ubuhlanti*) and for grazing; space for communal activity (*ibala*) and worship (*inkundla*); space for production (*amasimi*); space for storage of harvest; space for recreation; and space for the dead. The Eastern Cape should consider ways to improve rural housing, using indigenous knowledge and practices to design and develop liveable spaces that incorporate some, or all, of these aspects. Drawing on tradition can also be used to develop sustainable and integrated settlements in urban areas. This would inform spatial planning as much as settlement planning, and would be predicated on research, partnerships and large-scale experiments.

The proposed strategic actions for this objective address human settlements strategically, propose mechanisms for integration and set out principles for addressing housing needs.

#### **Strategic action 4.2.1: An integrated plan for sustainable human settlements**

The NDP recognises that housing is a complex issue that needs to be addressed through a cumulative process of reform. There is tension between the need to address housing backlogs quickly and affordably and the need to provide housing to create well-functioning, high-quality settlements that offer greater opportunities for income generation and human development. Between 2014 and 2017, government will review its housing policies to better realise constitutional housing rights, ensure that housing delivery is used to restructure towns and cities, and strengthen the livelihood prospects of households. While the Eastern Cape must actively participate in this process, it should develop a clear vision for future human settlements in the province. It needs to keep a long-term perspective on spatial transformation in mind at all times while addressing short-term needs.

Over the long term, the province needs to focus on higher-density rural settlements with access to public services at a reduced cost to the state; housing preferences and the continued dominance of detached houses; prospects for well-located higher-density urban settlements to combat urban sprawl, with more rental housing; and the upgrading of informal settlements leading to peripheral developments in cities and towns economically. It also needs to ask how government can shift from

building houses for people to models of supporting people's own housing initiatives. These issues are largely questions of future spatial development of the province's rural areas, towns and cities. Where and how people live is integral to local and provincial development planning.

The province should develop a provincial long-term settlement plan as a basis for a long-term infrastructure plan, in partnership with local government, provincial government, civic structures and higher education institutions. This will be a component of an overall spatial plan for the province. The provincial plan must include the following principles, adapted from the NDP:

- Ensure diversity in product and finance options that would allow for more household choice and greater spatial mix and flexibility.
- Ensure that state funding does not support the further provision of non-strategic housing investments in poorly located areas.
- Prioritise development in inner cities and in other areas of economic opportunity, such as transport hubs and corridors.
- Ensure that housing provision supports livelihood production and job creation.
- Progressively shift state support from only providing top structures to investing in public space and public infrastructure.
- Leverage private-sector funding to provide increased finance to the lower end of the market and ensure that this investment is also directed to well-located areas.
- Ensure that private housing developments are incentivised to include a proportion of affordable housing.

The design and development of settlements should be based on a clear set of principles, promoted and adhered to by state and private planners and architects, property developers, state housing beneficiaries, as well as established high-income communities:

- Community mobilisation, participation and self-reliance
- Functional integration and integrated development planning
- Sustainability (social, economic, and ecological)
- Localisation, resilience, livelihoods and community economy.

The PDP proposes that the province, in partnership with research institutions, non-government and civic organisations, the private sector and professional bodies, undertakes careful, large-scale piloting and experimentation within the current set of housing subsidy instruments, which will feed into a review of national subsidy instruments.

#### **Strategic action 4.2.2: Develop and strengthen mechanisms and instruments for integrated planning**

Dispersed mandates and vertical accountability make integrated planning for settlements, space and infrastructure difficult. This strategic action aims to create working official partnerships and central authority to enable joint human settlement planning, and responsive and accountable governance. Human settlements in particular require coordination to ensure that houses, water, electricity and sanitation are an immediate part of the same product, with access to schools, clinics and other social facilities. The PDP proposes that the province explores different models of coordination to ensure

people-centeredness in delivery. Improving integrated planning will require an appropriate and shared information base, central authority and good communication.

Proposed interventions:

- Establish a provincial spatial planning observatory and information management system in a central authority, covering provincial departments and subsequently local government. This will increasingly be used as the basis for project planning and approval.
- Review departmental and institutional mandates to establish a central physical planning authority and clearing house for the province. This would include human settlements, municipal basic and bulk infrastructure, roads and public works, and the spatial planning of the departments of health and education. The authority will develop criteria for project approval and provide hands-on support to settlements and infrastructure planning at provincial and local level. This should be linked to the budgeting process. Principles should include:
  - Developing non-negotiable minimum standards for sustainable and integrated settlement design.
  - Only approving projects that are integrated and based on a longer-term strategy for the area (local municipality or region).
  - Only approving projects that do support the local and provincial strategy for spatial restructuring.
- Establish platforms for provincial engagement with national departments and entities responsible for infrastructure (water, sanitation, energy) to enable integrated and sustainable settlements.

The province will need to build technical planning capabilities (across the spectrum of town planning, environmental management and built environment professions), improve technical/administrative and political coordination and accept a plan-led approach. However, community participation in settlement planning and design remains important, and strong central planning and integration mechanisms must be coupled with improved socio-technical interaction and social facilitation processes.

#### **Strategic action 4.2.3: Address housing needs**

Ensuring that every person has a decent home before 2030 will require upgrading settlements, building new settlements, rental housing, and rural housing.

- **Informal settlement upgrades.** Based on the proposals in the NDP, the province should create mechanisms to recognise rights of residence and allow for the incremental upgrade of tenure rights. Minimum health and safety standards should be progressively upgraded as regularised informal settlements are brought into the mainstream urban fabric. In addition, funding arrangements and programmes need to channel resources into community facilities, public infrastructure and public spaces, and not just into housing. This can only take place if there is dedicated local capacity to upgrade informal settlements, supported by the province.

- **New urban settlements.** Urban settlements should be well located and promote greater densities. All new settlements must be built in accordance with the principles of integrated and sustainable settling and mechanisms for enforcement, discussed in 4.2.1 and 4.2.2 above.
- **Social and rental housing.** The province needs to place greater emphasis on rental housing for the many individuals who do not settle permanently in towns and cities, or who require interim accommodation before they do so. The Eastern Cape should significantly increase the available social rental housing stock in towns and cities through public and private initiatives. Social and rental housing development should be seen as an important aspect of urban spatial restructuring, and planning and design should adhere to the principles discussed above. Greater attention should also be paid to social and rental housing as mechanisms to revitalise depressed property markets, including the lower-end rental market.
- **Rural housing.** Future rural housing should strengthen household resilience and respond to a wide range of rural development objectives. New township development is not encouraged in rural areas. The province must consider how rural housing interventions should be structured within the bounds of rural subsidy instruments, as well as actively participate in the national review of policy and instruments to ensure that they respond to the Eastern Cape's rural context. Support for rural housing should be based on strong participatory planning and local dialogue that responds to citizen's needs and aspirations.

### **Strategic objective 4.3: Ensure universal access to adequate, reliable and basic infrastructure for all by 2030**

The PDP is aligned with existing infrastructure development frameworks, such as the National Infrastructure Plan, the NDP, and various infrastructure plans from national and provincial departments and state-owned entities.

The plan seeks to provide an integrated framework for provincial infrastructure planning that incorporates both national and municipal plans, particularly integrated development plans. While the focus is on basic municipal and social infrastructure, the link with economic infrastructure is unavoidable. This chapter aims to provide a framework for selecting between competing alternatives. It should also be noted that basic infrastructure is needed to upgrade the urbanising compact settlements located in and around small towns along major transport routes.

The catalytic initiative on infrastructure for sustainable development set out in the overview of this document outlines the important enablers for acceleration, maintenance and localisation of infrastructure. These include: decisive priority-setting and integrated planning; infrastructure life-cycle management and asset management; reviewed financing, delivery mechanisms and governance; education and training; and research and development. As part of this initiative, the province should develop a spatially based, long-term integrated infrastructure plan. This will be the basis for vetting and approving any infrastructure project, including at local level. Planning capacity should be strengthened for spatial planning, infrastructure master planning and project planning for execution. The link between planning, management and implementation must also be strengthened. Information management and monitoring is a critical component of integrated planning. All of this will be unpacked further as the catalytic infrastructure initiative is carefully planned. This chapter proposes strategic actions in three critical areas of social infrastructure: water and sanitation, energy and public transport.

These sub-sectors are also part of the catalytic initiative and the proposals set out in strategic action 4.2.2.

### **Strategic action 4.3.1: Ensure adequate water and sanitation infrastructure**

This intervention aims to support growth and development in the Eastern Cape by ensuring adequate water for development needs and household access to water.

It is envisaged that by 2030 the allocation of water resources in the province will support economic growth (in particular industrial use, electricity generation and agricultural use), while ensuring the protection and integrity of water bodies. In addition, all citizens in the province will have access to adequate water services (water supply and sanitation) at yard level in dispersed rural communities and inside dwellings in dense urban communities. To achieve the above, the following actions need to be prioritised:

- Manage, monitor, protect and use water resources to achieve growth and equity, and to ensure long-term sustainability:
  - Reform water allocations to reduce poverty and ensure equity, in particular for irrigation water, which is linked to land ownership issues.
  - Allocate water to support growth targets in all sectors of the economy, particularly those that drive economic growth.
  - Manage the quality and quantity of surface water and groundwater, and protect habitats.
  - Reduce water demand by efficiently using water resources and reducing non-revenue water, wastage and leakage wherever it may occur in the water value chain.
- Review institutional arrangements for water resource management and water services management:
  - Develop appropriate institutional arrangements for water resources management, guided by the National Water Act (1998) and the national water resources strategy.
  - Develop a water services institutional framework with clear separation of responsibilities, especially for regional water infrastructure development, local water services delivery and the role of regulators.
  - Develop multi-agency partnerships for water resources and services management across the water value chain, including the public and private sectors, as well as civil society organisations, to tackle matters of mutual interest.
- Upgrade and rehabilitate existing, and develop new, bulk water supply and waste-water infrastructure:
  - The provision of adequate water services is constrained by run-down capacity in both water treatment works and waste-water treatment works. Appropriate solutions vary, ranging from upgrades to rehabilitation and construction of new treatment works.
  - In addition to treatment capacity, there is an inadequate supply of water schemes to support growing population needs and eliminate water services backlogs.

- The province has to determine an appropriate model to meet its needs. The model may include service providers, such as Amatola Water, expanding their role in the province.
- Expand water services and sanitation to cover underserved areas such as rural areas and informal settlements:
  - Expand water services (water and sanitation) delivery to ensure universal access. In particular, all rural households should have yard connections and dense urban areas should have house connections.
  - Develop appropriate models for managing the supply of free basic water.
  - Reduce non-revenue water and other systemic water losses to international benchmarks.
  - Develop an appropriate model for rural sanitation that meets both aesthetic and environmental needs.

**Strategic action 4.3.2: Ensure adequate energy infrastructure for household and public facility access**

There are still vast areas in rural Eastern Cape where households do not have access to electricity. It will take an estimated eight to nine years before the province has universal electricity access for existing dwellings. When new dwellings are included, it will take an estimated 15 to 20 years to address the combined backlogs in the province.

New investments in the electricity transmission and distribution networks are required to accommodate new generation capacity and strengthen grid capacity. This will improve network performance, network flexibility and the quality of supply for both economic and social activities. Energy generation, with its attendant benefits of industrialisation and job creation, is discussed in more detail in Goal 1, while this chapter focuses on the current and future demand for household electricity, free basic electricity for indigent households, access to public facilities and efficient and sustainable energy use. The following interventions are proposed:

- Ensure universal access to energy by 2030:
  - Alleviate energy poverty and resultant socioeconomic consequences in remote rural areas through sustainable energy initiatives.
  - Economics may dictate that off-grid solutions are necessary. Renewable energy hubs for remote rural areas are a potential solution, using solar, wind and biomass/biogas as a resource.
  - Promote energy-efficient homes to improve health and well-being, but also enable the adequate, affordable provision of energy services to communities.
- Increase network capacity available for household use and free basic electricity:
  - New investments in the transmission and distribution networks are needed to meet the current and future demand for household electricity and free basic electricity for indigent households, particularly in the OR Tambo, Alfred Nzo regions, and parts of Amathole.
  - Eskom’s plans to strengthen the transmission grid with a new high voltage transmission line (Eros) between KwaZulu-Natal and Eastern Cape should be expedited.

- Promote energy efficiency. Although provincial government has an indirect role in terms of influencing and promoting energy efficiency among energy consumers, it can:
  - Send a clear message to consumers by setting energy-efficiency targets.
  - Support local government in promoting and enforcing energy efficiency.
  - Enforce energy-efficiency standards when developing new provincial infrastructure.
  - Give preference in the province's facilities rental procurement policy to energy-efficient facilities.
  - Develop efficient permission and planning processes for developers and promote clear planning guidelines, particularly for municipalities.
  - Promote pilot and demonstration projects.
  - Set an example by implementing energy efficiency within its own facilities, development projects and other spheres of influence.

### **Strategic action 4.3.3: Public transport**

South Africa is upgrading its public transport services. However, due to affordability and the wide spatial distribution of settlements, a high proportion of the Eastern Cape population is excluded from the motorised passenger system, particularly in rural areas. There is a substantial demand for passenger services to nodes offering services and opportunities. Investment in public transport infrastructure and passenger transport services will support the spatial strategies discussed above, and significantly improve mobility and connectivity.

This intervention aims to support growth and development in the Eastern Cape by ensuring improved public transport network solutions for urban transport, rural transport and long-distance services. It also aims to develop a spatial structure that supports public transport. These strategic actions will be driven by the Eastern Cape chapter of the national transport master plan. Proposed interventions include the following:

- Improve urban transport solutions:
  - Develop and expand the bus rapid transport system in the metropolitan centres.
  - Rehabilitate and expand the railway connections, including stations for commuter trains and intermodal transfer facilities for buses and taxis.
  - Incentivise public transport use and discourage private car travel.
  - Improve service-quality monitoring and provide deterrents for poor services.
  - Improve links between public transport planning and settlement planning.
- Improve rural access and mobility:
  - Develop minimum standards for rural access roads to ensure reliable, all-season access and encourage settlement densification around these access roads.
  - Designate basic rural public transport networks and provide scheduled services at minimum frequency.
  - Formalise inter-town public transport operations.
  - Improve existing formal scheduled services.

- Improve long-distance transport solutions:
  - Develop, rehabilitate and maintain fixed railway networks to meet freight and passenger needs for an expanding economy.
  - Renew the commuter train fleet.
- Develop a spatial structure that supports public transport – settlement land-use planning must prioritise the needs of an efficient, structured public-transport system:
  - Designate priority corridors on the public transport network’s convergence points, and locate commercial, retail and industrial development activities at appropriate points in these nodes.
  - Encourage high-density residential development within the priority high-frequency public transport corridor structure.
  - The road hierarchy, and the association between this hierarchy and spatial development, should support public transport.

#### **Strategic objective 4.4: Build safer communities**

This goal draws on Chapter 12 of the NDP: Building Safer Communities. The plan argues that personal safety is a necessary condition for human development, improved quality of life and enhanced productivity. When communities do not feel safe, the people’s well-being and the country’s economic development are affected, hindering potential growth. This issue particularly affects women, who are more vulnerable and less likely to achieve their potential in unsafe environments. A safe and secure country encourages economic growth and transformation by providing an environment conducive to job creation, improved education and health outcomes, and strengthened social cohesion. The socioeconomic status of women in urban and rural areas affects their experiences of their constitutional rights and their recourse to justice when those rights are infringed.

The NDP further argues that infrastructure and access to sustainable livelihoods affect the safety of women, especially in rural areas. Communal toilets, no toilets or open toilets provide an opportunity for gender-based crimes. Walking long distances through unsafe areas leaves rural women vulnerable to sexual offenders. The safety of communities should therefore be measured by the extent to which the most vulnerable in society are safe from crime and the conditions that breed it.

The most commonly reported crimes in the Eastern Cape are robbery, theft and property-related crimes, followed by assault and sexual crimes. Commercial crimes and drug-related crimes are also a concern. The province had the third highest number of reported crimes in South Africa in 2012, following Gauteng and the Western Cape. It had the second highest rate of murders and the third highest rate of culpable homicide, sexual crimes, assault with intent to do grievous bodily harm and arson in South Africa. The provincial safety strategy also identifies corruption within the criminal justice system as a concern. Corruption is addressed in goal 5 of this plan.

An effective and efficient response to violent crime requires a holistic approach to community safety that takes the causes of crime into consideration and responds to these specific causes. Sustainable community safety is a long-term issue.

The strategic actions proposed here will be driven through the implementation of the provincial safety strategy in the short term, and in the longer term through subsequent reviews of the current strategy.

#### **Strategic action 4.4.1: Increase community participation in safety**

State agencies (including the police and the judiciary) and local communities shape safety and security. Ideally, the police would be interveners of last resort in local safety and security, and sustainable solutions to safety and security would be socially embedded at a local community level. This would ensure legitimacy in the policing function. In reality, however, there are many examples of the police force failing to address (or even being complicit in) citizen insecurity and unsafety across South Africa, and in the Eastern Cape in particular. This strategic action suggests measures to strengthen citizen participation in community safety.

Proposed interventions include the following:

- Community-based intervention programmes and community-based activities to increase the strength, capacity and resilience of individuals, families and communities.
- A sustained programme of public education, including a provincial crime-prevention website or resource centre. Training and education providers should be encouraged to deliver crime-prevention training in the province.
- Strengthen community structures such as community policing forums, community safety forums, and street, village and ward committees through support, capacity building and local partnerships.
- Support non-governmental organisations that engage in citizen safety.

#### **Strategic action 4.4.2: Prevent violence with a specific focus on gender-based violence**

The provincial safety strategy proposes an area-focused approach to preventing crime and violence. This will enable the Eastern Cape to target certain neighbourhoods or communities with a package of crime-prevention interventions to comprehensively address multiple problems. To sustainably prevent violence, the province will need to address the drivers of violent behaviours and implement targeted strategies for at-risk groups.

Proposed interventions include:

- Making places safer through community participation, areas-based approaches, and infrastructure and service provision. For example, include safety concerns in human settlement design and services through local dialogue and participation (this links to objective 4.2 and 4.3).
- Reducing the availability and use of weapons through improved regulation, control and public education.
- Reducing alcohol- and substance-abuse-related crimes through improved regulation, control and public education (this is also linked to goal 3 and public health campaigns).
- Implementing programmes, including school safety programmes, for at-risk groups:
  - Youth at risk of offending
  - Children and youth at risk of victimisation

- Offenders at risk of re-offending.
- Developing strategies for addressing gender-based violence and rape:
  - Conducting education, conscientisation and leadership development campaigns in communities and across society.
  - Including men in gender-based work.
  - Dramatically improving gender-based violence service response, healing and trauma work.
  - Using community-level health and social programmes to build social networks and agency, including agency to address gender inequality.
  - Capacitating police, criminal justice and healthcare professionals on gender and sexuality issues.

Gender-based violence severely affects the lesbian, gay, bisexual, transgender and intersex community. These groups need to be represented on community policing forums to articulate their safety needs. Hate crimes against lesbian, gay, bisexual, transgender and intersexed people is a silent threat to the safety of a very vulnerable sector of society.

**Strategic action 4.4.3: Strengthen the criminal justice system**

The PDP broadly supports the NDP’s proposals to demilitarise the police and strengthen the criminal justice system. While policing justice and correctional services remain national functions, the province can play an important role in ensuring that these criminal justice agencies are accountable for the efficiency, effectiveness and quality of the services they deliver. The plan aims to improve public confidence in the criminal justice system, increase the potential for the system to act as a deterrent to crime, improve the experiences of victims and minimise the risk of re-offending.

Proposed interventions include the following:

- Improve service delivery in the criminal justice system for victims and young offenders.
- Improve victim empowerment services and reduce the negative effects of criminal victimisation, particularly for women and child victims.
- Prevent secondary victimisation and repeat victimisation.

## Goal 5: Capable, conscientious and accountable institutions

### *Vision for 2030*

The province has capable, conscientious and accountable institutions that are primarily engaged in sustainable partnerships for provincial development with social actors and the broader citizenry.

The National Planning Commission's *Diagnostic Report*, released in June 2011, set out South Africa's achievements and shortcomings since 1994. It identified the main reasons for slow progress, including the country's failure to implement policies and an absence of broad partnerships. To achieve the twin goals of eliminating poverty and reducing inequality, the NDP proposed the following interlinked strategic pillars:

- Unite South Africans of all races and classes around a common programme to eliminate poverty and reduce inequality.
- Encourage citizens to be active in their own development, in strengthening democracy and in holding their government accountable.
- Raise economic growth, promote exports and make the economy more labour-absorbent.
- Focus on key capabilities of both people and the state, including skills, infrastructure, social security, strong institutions and partnerships – both within the country and with key international partners.
- Build a capable and developmental state.
- Build strong leaders throughout society who work together to solve problems.

The PDP seeks to reinforce and expand on this vision in the context of the Eastern Cape, emphasising those areas that are unique to the province.

The Eastern Cape has a set of complex, interconnected development challenges that no single institution within the province, including government, can successfully overcome on its own. The province's capabilities need to be effectively harnessed. When these intersect – for example, during the 2010 Soccer World Cup – there is a remarkable degree of success. However, collaboration is never sustained in the manner required to tackle deep-rooted developmental challenges in areas such as education, healthcare and economic development. There is an urgent need to unite various sectors in the province – including civil society – and effectively draw them into addressing our development challenges.

In planning for the future, the province has to consider the reality of the ongoing global economic downturn and its effect on the country's fiscal position, industrial development and employment growth. The province needs to be bold and innovative if it is to break new ground for rapid economic growth and social development. We need to rethink the province's developmental challenges and how to overcome them.

The state cannot be solely responsible for transformation. It needs to take a more catalytic role, encouraging and enabling various role-players in the province's social system – including civil society and the people of the province – to bring about positive change.

To further the development effort, government will need to:

- Work closely with social partners
- Help build and develop the right institutional capabilities
- Counter the widely held belief that the state is solely responsible for development by inspiring an attitude of personal responsibility within citizens.

Restoring social agency – enabling people to become active agents in their own lives and communities – is necessary for the province’s development and should influence social planning. Development should be equitable, efficient, participative and empowering, and sustainable. This plan recommends that government puts the citizenry at the centre of all developmental efforts, not merely as intended beneficiaries but as active participants and decision-makers.

A democratic developmental state has to possess the following defining characteristics: accountability; responsiveness and transparency; democratic governance; autonomy; and a people-centred development strategy that can promote delivery of the public good.

– Omowehe (2012)

## Opportunities

Advantages and opportunities that could be used to build capable, conscientious and accountable institutions in the province include the following:

- Resilient, devoted people committed to the collective pursuit of social justice for all.
- The province has established institutions to drive development, but these institutions are not optimised and some have inconsistent and incoherent mandates.
- The two spheres of government have a large personnel complement, but it is not optimally used to the benefit of the province.
- A confluence of public, private, civic and educational institutions that could make a huge difference in the province’s development if their capabilities are mobilised towards a shared future.
- The province has the requisite, but sometimes scattered, policy frameworks, strategies and actions in place.

## Challenges

The province faces the following challenges:

- Uneven and poor provision of public services by weak public service providers across sectors and levels.
- Systems of accountability for both public political representatives and public officials need to be revisited and consolidated. The process of identifying political and administrative leaders needs to be sharpened to deliver knowledgeable, effective, efficient and conscientious leaders.
- Central coordinative mechanisms to ensure integrated transversal actions across state entities are weak.
- A lack of capability for, and culture of, system requirements, such as records management, information systems, project management, and monitoring and evaluation systems. This results in

poor programme implementation, weak accounting and a lack of credible information for planning and impact assessment.

- Weaknesses in certain policies and legislation governing public administration. A lack of standard operating procedures compromises performance accountability.
- Corruption in the province's public sector continues and there is weak and fragmented capacity to tackle corruption in a deliberate and decisive way.
- Current approaches to planning and governance do not enable genuine public participation by, and accountability to, a capable and informed citizenry.
- Other institutional agents generally need to participate in and be more committed to development and the public good.
- The province's civil society is fragmented and diverse, without a consistent vision and unity of purpose. As a result, collective social agency has been peripheral in the development process.

## **Strategic objectives and actions**

The PDP seeks to build capable, conscientious, and accountable institutions that engender and sustain development partnerships across the public, civic and private sectors. It sets out actions to construct and mobilise multi-agency partnerships for development, and to encourage the emergence of a strong, capable, independent and responsible civil society committed to developing the province. It promotes the building of capabilities that will anchor these multi-agency partnerships, and propagates development that is people-centred and people-driven.

Key institutions include:

- The state, which should be an enabler and key actor in the development effort.
- Civil society organisations, which should be critical champions of development and arbiters on choices affecting societal livelihoods.
- The private sector as a committed partner in development.
- The people of the province, who need to be agents of their own development and actively involved in shaping their own futures.

### **Strategic objective 5.1: Renew leadership across society**

The PDP seeks to foster a shared leadership vision for the transformation and development of the province, working in partnership with its citizens. To achieve this, the province will need to:

- Foster a culture of accountability and consequence management both at political and administrative levels.
- Conduct long-term, evidence-based planning, supported by continuous conscientisation of development partners, activists and the broader citizenry on the cooperative pursuit of the PDP, bearing in mind that the outcomes of development are largely long term.
- Build and sustain partnerships between all sections of society. Solicit commitment from sector leaders and inculcate a new ethos and culture underpinned by stewardship, values-based leadership, socioeconomic justice and people-centred development.

### **Strategic action 5.1.1: Build consciousness and renew leadership**

Interventions to achieve this include the following:

- Build a shared understanding of the development imperatives and the requisite actions required from all stakeholders to pursue the shared vision.
- Build and renew the capabilities of political office-bearers and public officials.
- Build a public service that is people-centred, conscientious and professional.
- Redesign and implement a culture transformation and conscientisation programme, especially for the public service, to:
  - Cultivate a new ethos and culture of service to the people
  - Restore the basic tenets of the public service and a renewed commitment to the values of Batho Pele
  - Foster the province's image transformation.
- Build and sustain economic development partnerships between all sections of society by soliciting commitment from leaders in all sectors.
- Create a new development paradigm based on equitable and citizen-centred development.
- Establish a provincial school of governance and leadership to develop and renew capabilities across government.
- Delineate political responsibilities from administrative responsibilities and build relevant capabilities.
- Build consciousness of the PDP and its development agenda at all levels of leadership across society to ensure a shared understanding of the commitment and actions required.
- Ensure that public service personnel are capable and optimally used.

### **Strategic objective 5.2: Build a capable provincial and local government**

The PDP seeks to:

- Build a capable state committed to just, people-centred development, with capacity to propagate ideas and mobilise society behind a common vision, supported by indispensable organisational capabilities.
- Build a government with capabilities to configure, stimulate and sustain development partnerships.
- Establish programmatic intergovernmental relations within and between spheres of government to improve efficiency and alignment, and maximise impact.
- Strengthen the coordination of government, especially the Office of the Premier, the Department of Cooperative Governance and Traditional Affairs, and the Provincial Treasury, to work as a cohesive unit with shared priorities that are implemented, monitored and reviewed in an integrated and consistent way.

### **Strategic action 5.2.1: Build a capable, development-orientated and accountable provincial government**

Interventions to achieve this include the following:

- Build a shared understanding of the development imperatives and the requisite actions required from all stakeholders to pursue the shared vision.
- Build and renew the capabilities of political office-bearers and public officials.

- Redesign and implement a culture transformation and conscientisation programme, especially for the public service, to:
  - Cultivate a new ethos and culture of service to the people
  - Restore the basic tenets of the public service and a renewed commitment to the values of Batho Pele
  - Foster the province's image transformation.
- Build and sustain economic development partnerships between all sections of society by soliciting commitment from leaders in all sectors.
- Create a new development paradigm based on equitable and citizen-centred development.
- Delineate political responsibilities from administrative responsibilities and build relevant capabilities.
- Build a public service that is people-centred, conscientious and professional.
- Adopt a merit-based recruitment process to attract and retain a skilled, talented work force.
- Promote ethical conduct, accountability and consequence management in the public service.
- Build consciousness of the PDP and its development agenda at all levels of leadership across society to ensure a shared understanding of the commitment and actions required.
- Ensure that public service personnel are capable and optimally used.

**Strategic action 5.2.2: Enhance financial management capabilities of provincial government for credible and clean governance**

To achieve this, the PDP proposes the following actions:

- Develop, deploy and retain technically competent and professional employees to manage the province's financial resources to achieve development objectives and service delivery.
- Ensure clean governance, especially attaining clean audits.
- Ensure effective and efficient spending.
- Design and implement strategies to improve the province's income by encouraging spending efficiency, ensuring value for money and exploring new income streams by looking at creative ways to stimulate economic development through budgetary allocations.
- Review and manage human-resources expenditure to safeguard the province's financial sustainability.
- Improve budgetary decisions by addressing wastage and underspending, and ensuring that spending focuses on the province's priorities.
- Improve procurement systems, especially in the departments of health and education.
- Develop a joint programme between the Provincial Treasury, the Department of Cooperative Governance and Traditional Affairs, and the South African Local Government Association to develop financial systems in municipalities.
- Promote a culture of complying with delivery and the requirements of the financial system.
- Enforce consequences against malpractices and corruption within the state by establishing centralised capacity to fight corruption in the Office of the Premier.
- Build a strong and growing anti-corruption culture within all institutions.

### **Strategic action 5.2.3: Renew the Office of the Premier as a capable centre for integrated development planning, execution, monitoring and programme management**

Interventions to achieve this include the following:

- Develop capacity-building programmes on the PDP's implications for provincial planning and implementation.
- Continuously conscientise the civil service on the PDP's principles and philosophy.
- Hone government's project-management capabilities for PDP implementation.
- Create shared services to optimise integrated planning and facilitation of strategic economic development programmes and projects.
- Strengthen the capacity of institutions responsible for tracking and monitoring development patterns and trends in the province.
- Bolster the coordinative capacity of regional centres (districts and metros) as catalysts for development.
- Create and resource a capable innovation system to help identify, generate and exploit knowledge to develop the province's assets for inclusive growth and competitiveness.
- Build capability and capacity to implement the province's long-term plans by establishing a portfolio management office within the Office of the Premier to:
  - Ensure that the PDP is implemented in an integrated, cohesive way
  - Improve collaboration by adopting a less hierarchical approach to provincial interdepartmental coordination
  - Centrally monitor the PDP's implementation.
- Develop a participatory PDP monitoring and reporting framework with supporting systems and tools.
- Develop a resource plan for the PDP and its sector plans. The PDP should inform provincial budget priorities.
- Create communication platforms on advances made and setbacks encountered in implementing the PDP.

### **Strategic action 5.2.4: Build a capable and development-orientated local government that serves as a space for integrated development action across spheres**

To achieve this, the PDP proposes the following actions:

- Develop capacity-building programmes on the PDP's implications for local development planning and implementation.
- Continuously conscientise local government on the PDP's principles and philosophy.
- Hone local government's project-management, finance and planning capabilities for PDP implementation.
- Ensure that local government employees are capable and optimally used.
- Ensure that municipalities adopt a developmental approach to planning.
- Create an enabling environment for sustainable, inclusive economic development at local government level by:
  - Supporting economic development programmes with the potential to create jobs and sustain livelihoods, with particular focus on the rural districts.

- Lowering the cost of doing business by reducing municipal red tape.
- Conducting a systematic review to identify and address external social, economic and environmental obstacles to municipal economic growth.
- Build capability and capacity for deliberative public participation by ensuring two-way communication that enables citizens to express their needs and concerns, and stay informed.
- Ensure active, vibrant local democracy by including citizens in the formulation, implementation and monitoring of development plans through community-based planning.
- Strengthen municipalities' capacity to deliver on their mandate by developing integrated municipal support, monitoring and intervention plans.
- Review and address the provincial Department of Cooperative Governance and Traditional Affairs' capacity to support municipalities.
- Delineate political responsibilities from administrative responsibilities and build relevant capabilities.
- Strengthen accountability systems for political and administrative leadership.
- Develop districts' ability to support local municipalities.
- Develop monitoring and reporting frameworks to improve sector participation in the development and implementation of the integrated development plan.

**Strategic action 5.2.5: Form a collaborative partnership with traditional leaders to foster development**

Interventions to achieve this include the following:

- Support and renew the Jongilizwe School of Traditional Leadership to develop the leadership and development capabilities of traditional leaders.
- Conscientise traditional leaders on the PDP's principles and philosophy, and its implications for their work.
- Engage with traditional leaders to ensure they are an integral part of the development effort and to facilitate access to land for development.
- Align release of land with municipal spatial development plans.
- Build strong relationships between municipalities and traditional leadership structures to jointly foster development.
- Reinforce the role of traditional leaders in moral regeneration, protect the country's cultural heritage and promote social cohesion in rural areas to ensure that communities are able to work together.
- Participate in the development and implementation of community development plans.

**Strategic objective 5.3: Develop institutions**

The PDP seeks to systematically develop key institutions and organisations to ensure that they facilitate and support development. As part of this objective, it proposes the establishment of a provincial school of governance and leadership to innovatively drive the development and renewal of leadership, government's strategic and technical capabilities, and organisational systems. The province will also need to create an environment that enables and supports sustainable socioeconomic development.

### **Strategic action 5.3.1: Develop institutions and organisations that support and facilitate development**

Interventions to achieve this include the following:

- Bolster the province's technical capacity to manage financial resources, focusing initially on the departments of education and health, which together account for more than 60 percent of the provincial budget.
- Develop a new provincial human resource development strategy that supports the PDP's objectives.
- Help departments strengthen their internal human resources capacity. This can only be achieved if the Office of the Premier is progressive and responsive to the human resource development imperatives flowing from the PDP.
- Develop policy and governance regimes for provincial public entities.
- Rationalise and streamline the mandates of economic development agencies and institutions to align with provincial development imperatives.
- Create shared services to optimise integrated planning and facilitate strategic economic development programmes and projects.
- Strengthen the capacity of institutions responsible for tracking and monitoring development patterns and trends in the province.
- Strengthen the political and technical aspects of intergovernmental relations to drive alignment and integration of programmes.
- Limit intergovernmental structures to those provided for in legislation in order to eliminate redundant, overlapping structures.
- Develop policies, business systems, appropriate structures and processes that bolster the state's efficiency and capacity to drive development.

### **Strategic action 5.3.2: Establish a provincial school of governance and leadership**

To achieve this, the PDP proposes the following actions:

- Develop a provincial school of governance and leadership to hone leadership capabilities across sectors and spheres. As a premier centre for leadership development in the province, it should:
  - Develop new and existing leaders, development activists and practitioners.
  - Design programmes that align with the province's development agenda.
  - Develop capabilities for research and innovation to enable leaders to adapt to the province's changing development needs.
  - Enter into partnerships with like-minded organisations, especially universities in the province, to share resources and expertise to strengthen the quality of the school's programmes.
- Develop a women leadership development programme to support and enhance women's participation.
- Promote women's participation in senior leadership.
- Stimulate the impetus for the establishment of the school with the required resources.

The Office of the Premier will drive the establishment of the school of governance and leadership.

### **Strategic action 5.3.3: Create an environment that enables and supports sustainable socioeconomic development**

Interventions to achieve this include the following:

- Develop the political, strategic and technical capacity to lobby, leverage investment and influence national policy in favour of provincial development imperatives.
- Create an enabling environment for socioeconomic development by collaborating with the Department of Public Enterprises to set up appropriate governance and policy regimes for provincial public entities and developing a common monitoring system for these entities.
- Ensure that the mandates of economic development agencies and institutions align with provincial development imperatives by:
  - Reviewing the efficacy of provincial development finance institutions.
  - Aligning development finance institutions' mandates with the province's long-term development goals.
  - Positioning development agencies as sectoral anchors and enablers of relevant multi-agency partnerships.
- Assess the state's organisational capacity and underlying service delivery models by:
  - Examining the capabilities and strategic focus areas of institutions established to champion economic development, and aligning these with the PDP's imperatives.
  - Addressing any overlapping competencies between and within departments, municipalities and development agencies.
- Implement shared services at district level to overcome the challenge of scarce skills, while improving government efficiencies.

### **Strategic objective 5.4: Create multi-agency partnerships for development**

The PDP seeks to create multi-agency partnerships for shared provincial development. The province is committed to embracing the utility of, and building the institutional capabilities and related instrumentalities of, a developmental agency that extends beyond the confines of government – an organised citizen-centric multi-agency for development action. It aims to cultivate social and shared values and practical development actions that bind provincial, regional and local stakeholders across and within sectors.

Multi-agency partnerships should also promote a culture of dialogue, accords and practical commitments, as well as platforms for citizen participation and joint accountability, to achieve inclusive development across the province.

### **Strategic action 5.4.1: Create multi-agency partnerships for provincial development**

Interventions to achieve this include the following:

- Develop human and organisational capabilities for a functional, sustainable multi-agency partnership for development.
- Develop joint, institutionally focused leadership development programmes to support participants in the partnership.
- Create a platform for collective decision-making, planning and implementation, and monitoring and evaluation of economic development programmes at ward and local level.
- Build trust among social partners and ensure that all institutions within and outside government work together to:
  - Advance strategies and action plans to support development at provincial government, local government, sectoral and sub-sectoral levels.
  - Identify and remove constraints to development at all levels and in all sectors of the province.
  - Monitor activities and measure progress against key performance indicators.
  - Mobilise society to support the PDP and provide regular updates on progress towards realising its outcomes.
  - Create platforms and mechanisms for citizen participation and feedback in provincial development.
- Develop multi-agency partnerships within and outside government by:
  - Establishing a framework for developing the partnership's mandate and specifying the scope and the manner in which it will function to insulate it from political and bureaucratic constraints.
  - Ensuring that the partnerships implement development initiatives that are underpinned by relevant compacts, formal agreements and resources.

### **Strategic objective 5.5: Build citizen-centred development**

This objective seeks to build a deliberative and vibrant democracy, supported by active citizens and a strong development-orientated civil society. To achieve this, the province should:

- Build and deepen its approach to development, as well as capabilities that enable citizens to substantively participate in development decision-making, detailed planning and implementation, critical evaluation, and further planning.
- Empower the people of the Eastern Cape to become the principal agents of their own development. This includes enhancing the utility of instruments such as the integrated development plan process, as well as introducing other instruments and methodologies that can stimulate and sustain greater citizen participation.

- Cultivate a culture of service and respect for citizens within the public service. This will encourage trust and healthier relations between government, development practitioners and citizens, increasing the likelihood that positive development outcomes will be realised and sustained.

### **Strategic action 5.5.1: Stimulate active citizenry and development-orientated civil society**

Interventions to achieve this include the following:

- Continuously develop the capability of citizens through non-government organisations (by providing education, training and other means) to ensure that the people of the province share the responsibility for development action.
- Promote community-based planning and development approaches.
- Promote an active, responsible citizenry by:
  - Encouraging civil society to develop programmes to promote citizen participation.
  - Developing new ways to engage and communicate with citizens, for example, through local action groups.
  - Strengthening and sustaining effective platforms for citizen participation.
  - Developing alternative forms of leadership based on dialogue, open engagement, critical reflection and other characteristics that support multi-agency partnerships.
- Support a development-orientated civil society by:
  - Ensuring an enabling environment for a diverse, independent civil-society sector.
  - Encouraging development planning that places the citizen at the centre of development.
- Help civil-society organisations become (and remain) more accountable and effective, creating a reliable, trustworthy channel through which citizens can arrange their own development initiatives.

### **Strategic action 5.5.2: Encourage the business sector to commit to a partnership for development**

To achieve this, the PDP proposes the following actions:

- Develop capabilities to build a unified private sector committed to provincial development.
- Promote socially and environmentally responsible business practices.
- Establish partnerships with the private sector to rebrand and promote investment in the province.
- Put incentives in place to stimulate private-sector participation in mutually beneficial development programmes.
- Reengineer local government systems to reduce bureaucratic obstacles that hinder investment and development.
- Encourage the private sector to commit to sustainable development by creating platforms for engaging with the private sector.
- Build the collective structures of the private sector and enhance unity among organised structures of business.