

AN APPROACH TO SUSTAINABLE DEVELOPMENT IN EKURHULENI: THE ROLE OF SUSTAINABLE MANAGEMENT TOOLS.

ELSABETH OLIVIER

B.TRP.

Mini Dissertation submitted in partial fulfilment of the requirements for the degree Masters
in Environmental Management
at the
Potchefstroom University for Christian Higher Education

Supervisor: Professor C Schoeman

Co-supervisor: Mr F Retief

2004

Potchefstroom

ABSTRACT/ SUMMARY

South Africa is a signatory to the Rio Earth Summit Agenda 21 and the World Summit on Sustainable Development's, Johannesburg Plan of Implementation. These documents are the definitive guidelines towards sustainable development. As a local authority within South Africa, Ekurhuleni is therefore obliged to implement these sustainability principles as highlighted in Chapter 28 of Agenda 21, namely Local Agenda 21.

Various tools are available to implement the Local Agenda 21 principles. The Municipal Systems Act, 32 of 2000, prescribes the compilation of an Integrated Development Plan for all local authorities, part of this is a Performance Management System that measure performance in terms of specified indicators. Another management tool is the State of the Environment Report, which in turn identifies indicators in terms of which environmentally sustainable development can be measured.

The Ekurhuleni Metropolitan Municipality's Integrated Development Plan have been compared with the objectives set out in Agenda 21 and the Johannesburg Plan of Implementation, to assess whether this document can be used as the Ekurhuleni Local Agenda 21 Strategy. It was found that the requirements for an Integrated Development Plan are very similar to the requirements for a Local Agenda 21. The Ekurhuleni Integrated Development Plan to a great extent complies with the Agenda 21 and Johannesburg Plan of Implementation. In terms of sustainable development, the economic and social aspects, receive substantial attention, however the biophysical environmental aspect of sustainable development is not sufficiently integrated into all aspects of the Integrated Development Plan. Neither are the target dates as specified in the Johannesburg Plan of Implementation highlighted in the Integrated Development Plan.

By integrating the biophysical environmental aspects into the Ekurhuleni Integrated Development Plan and setting target dates in line with the Johannesburg Plan of Implementation great strides will be made towards achieving sustainable development. If the further step is taken to combine the sustainability indicators as identified in the state of the Environment Report with the Performance Management System, the Ekurhuleni Integrated Development Plan with its Performance Management System, can be accepted as the Ekurhuleni Local Agenda 21 Strategy.

Key Terminology: Sustainable Development; Integrated Development Plan; Agenda21; Local Agenda 21; Johannesburg Plan of Implementation; State of the Environment Report; Performance Management System.

OPSOMMING

Suid Afrika het beide die Rio Aarde Spitsberaad se Agenda 21 en die Wêreld Beraad vir Volhoubare Ontwikkeling se Johannesburg Implimenteringsplan, onderteken. Hierdie dokumente is die handleidings vir volhoubare ontwikkeling. Ekurhuleni, as 'n plaaslike bestuur in Suid Afrika is daarom verplig om hierdie beginsels te implimenteer, soos omskryf in Hoofstuk 28 van Agenda 21, naamlik Plaaslike Agenda 21.

'n Verskeidenheid van metodes is beskikbaar om die Plaaslike Agenda 21 beginsels te implimenteer. Die Wet op Plaaslike Regering: Munisipale Stelsels, 32 van 2000, skryf die opstel van 'n Geïntegreerde Ontwikkelingsplan, vir alle plaaslike besture, voor. Deel hiervan is 'n Stelsel vir Prestasie Bestuur, wat bereiking van prestasies meet aan die hand van vasgestelde aanwysers en maatstawe (indikatore). Die Omgewingstoestand Verslag is nog betuursmetode, wat sekere aanwysers vastel waarvolgens omgewings volhoubare ontwikkeling gemeet kan word.

Die Ekurhuleni Geïntegreerde Ontwikkelingsplan is gemeet aan die doelstellings van Agenda 21 en die Johannesburg Implimenteringsplan, om vas te stel of die dokument gebruik kan word as Ekurhuleni se Plaaslike Agenda 21 Strategie. Daar is gevind dat die vereistes vir die Geïntegreerde Ontwikkelingsplan en die vir die Plaaslike Agenda 21, baie ooreenstem. Die Ekurhuleni Geïntegreerde Ontwikkelingsplan voldoen grootliks aan die Agenda 21 en Johannesburg Implimenteringsplan se doelwitte. Die ekonomiese en sosiale aspekte van volhoubare ontwikkeling kry baie aandag, maar die biofisiese omgewingsaspekte word nie voldoende aangespreek in die Geïntegreerde Ontwikkelingsplan nie. Die doelwit datums soos deur die Johannesburg Implimenteringsplan bepaal word, word ook nie na vore gebring nie.

Indien die biofisiese omgewingsaspekte en die Johannesburg Implimenteringsplan se doelwitdatums deel gemaak word van die Ekurhuleni Geïntegreerde Ontwikkelingsplan, sal volhoubare ontwikkeling tot 'n groot mate bereik kan word. Sou die volgende stap geneem word om die aanwysers wat deur die Omgewingstoestand Verslag geïdentifiseer word te kombineer met die Stelsel vir Prestasie Bestuur, kan die Ekurhuleni Geïntegreerde Ontwikkelingsplan met sy Stelsel vir Prestasie Bestuur, aanvaar word as die Ekurhuleni Plaaslike Agenda 21 Strategie.

Sleuteltermes: Volhoubare Ontwikkeling; Geïntegreerde Ontwikkelingsplan; Agenda 21; Plaaslike Agenda 21; Johannesburg Implimenteringsplan; Omgewingstoestand Verslag; Stelsel vir Prestasie Bestuur.

TABLE OF CONTENT

ABREVIATIONS

	Page
Chapter 1 – Introduction	1
1.1 Problem Statement and Substantiation	3
1.2 Research Aims	4
1.3 Basic Hypothesis	4
1.4 Method of investigation	4
1.5 Chapter division	6
 Chapter 2 – Conceptual Clarification	 7
2.1 Sustainable Development	7
2.2 Local Agenda 21	11
2.2.1 Agenda 21	11
2.2.2 Local Agenda 21	12
2.2.3 World Summit on Sustainable Development	15
2.3 State of the Environment	17
2.4 Integrated Development Planning	19
2.5 Conclusion	22
 Chapter 3 – Environmental Sustainability Requirements for Metropolitan Municipalities	 24
3.1 Legislative framework	24
3.1.1 The Constitution of the Republic of South Africa, Act 108 of 1996	25
3.1.2 Local Government: Municipal Structures Act, 117 of 1998	26
3.1.3 Local Government: Municipal Systems Act, 32 of 2000	27
3.1.4 Local Government: Municipal Systems Act 32 of 2000: Municipal Planning and Performance management Regulations, 2001	32
3.1.5 Development Facilitation Act, 67 of 1995	35
3.1.6 National Environmental Management Act, 107 of 1998	36
3.2 Political framework	42
3.3 National and Provincial framework	46
3.3.1 IDP Guide pack	46
3.3.2 Sustainability in the IDP	48

3.4 Institutional Sources	51
3.5 Conclusion	55
Chapter 4 – Compliance with the requirements for environmental sustainability by the EMM	56
4.1 Introduction	56
4.2 The Ekurhuleni Metropolitan Municipality Integrated Development Plan 2003/2007.	58
4.2.1 Vision	58
4.2.2 Mission	58
4.2.3 Values	58
4.2.4 Key Development Priorities	59
4.2.5 Key Performance Areas	59
4.2.6 Key Development Objectives	60
4.2.7 Needs assessment	61
4.2.8 Performance Management System	62
4.3 Analysis of the EMM IDP	64
4.4 Conclusion	64
Chapter 5 - Discussion of findings of the analysis of the EMM IDP	65
5.1 The mission of EMM	65
5.2 Key development objectives of EMM	65
5.3 Needs assessment	66
5.4 Approved Policies	67
5.5 Departmental Strategies and Plans	69
5.6 Performance Management System	72
5.7 Conclusion	73
Chapter 6 - Recommendations for attaining sustainable compliance.	74
6.1 Key Development Objectives	74
6.2 Needs assessment	74
6.3 Policies	75
6.4 Departmental Strategies and Plans	75
6.5 Performance Management System.	78
6.6 Conclusion	78

APPENDICES	79
Appendix A: Table 2: Analysis of the EMM IDP in terms of the Agenda 21 objectives.	80
Appendix B: Table 3: Analysis of the EMM IDP in terms of the JPI objectives.	81

REFERENCES	82
-------------------	-----------

LIST OF FIGURES

Figure 1: Sustainable development.	8
Figure 2: Local Agenda 21 process.	10
Figure 3: Integrating sustainability issues into the IDP process.	48

LIST OF TABLES

Table 1: Comparing LA21, IDP and SOER process.	23
Table 2: Analysis of the EMM IDP in terms of the Agenda 21 objectives.	80
Table 3: Analysis of the EMM IDP in terms of the JPI objectives.	81

ABBREVIATIONS

DEAT	Department of Environmental Affairs and Tourism
DPLG	Department of Provincial and Local Government
EMM	Ekurhuleni Metropolitan Municipality
GNP	Gross Nation Product
IDP	Integrated Development Plan
IPF	International Partnership on Forests
IFF	International Forum on Forests
JPI	Johannesburg Plan of Implementation
KPA	Key Performance Areas
LA 21	Local Agenda 21
LED	Local Economic Development
MEC	Member of the Executive Council
MDG	Millennium Declaration Goals
NEMA	National Environmental Management Act 107 of 1998
NEPAD	New Partnership for Africa's Development
PMS	Performance Management Systems
POP's	Persistent Organic Pollutants
SOER	State of the Environment Report
UN	United Nations
UNDP SA	United Nations development Program – South Africa
WSSD	World Summit on Sustainable Development

CHAPTER 1- INTRODUCTION.

According to the United Nations Division for Sustainable Development (2002a), "the Brundtland Commission report, *Our Common Future*, defined sustainable development as *"development that meets the needs of the present without compromising the ability of future generations to meet their own needs."* This definition has gained general acceptance.

Sustainable development has three principal components: *economic growth, social equity and the protection of the environment.*

Underlying the *economic component* of sustainable development is the principle that society's well being must be maximized and poverty eradicated through the optimal and efficient use of natural resources. The concept of "needs" emphasized in the Commission's definition refers, in particular, to the basic needs of the world's poor, to which overriding priority should be given. In fact, the concept "development" cannot be understood other than in reference to the alleviation, eradication and avoidance of poverty.

The *social component* refers to the relationship between nature and human beings, uplifting the welfare of people, improving access to basic health and education services, and fulfilling minimum standards of security and respect for human rights. It also refers to the development of various cultures, diversity, pluralism and effective grass roots participation in decision-making. The issue of equity i.e., the distribution of benefits and access to resources remains an essential component of both the economic and social dimensions of sustainable development.

The *environmental component*, on the other hand, is concerned with the conservation and enhancement of the physical and biological resource base and eco-systems.

At the heart of operationalising sustainable development is the challenge of evaluating and managing the complex interrelationships between economic, social and environmental objectives" (United Nations, 2002a).

At the Earth Summit held in Rio de Janeiro in 1992 the concept of sustainable development was encapsulated in Agenda 21. Local Agenda 21 is the process used around the world to translate Agenda 21 into actions at local level. This is important because the commitment of local authorities to work in partnership with their communities is essential for the

implementation of more than two thirds of the proposals and guidelines in Agenda 21. Chapter 28 of Agenda 21 sets out the importance of local authorities in the global move towards sustainability (Urquhart, Atkinson, 2002).

The Ekurhuleni Metropolitan Municipality (EMM) Integrated Development Plan (IDP), as approved by the Member of the Executive Council of Gauteng, was drawn up in terms of the Municipal Systems Act, 32 of 2000, which clearly in its long title refers to "*principles, mechanisms an processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities*". Emphasis is therefore placed on the social and economic aspects of sustainable development and not the natural environment that forms the core of the concept of Sustainability Development. Section 24 of the Constitution (which entrenches Environmental rights) and refers to "an environment not harmful to anybody's health or well-being and the protection of the environment for the benefit of present and future generations", is also not addressed adequately.

It is therefore not strange that criticism has been raised against the Ekurhuleni IDP regarding its failure to address environmental aspects.

The performance management strategy for Ekurhuleni in terms of the IDP does not include any environmental indicators, as once again the legislation does not prescribe any environmental indicators. However, a State of Environment Report (SOER) has been compiled for the Ekurhuleni area. As it is also defined as a performance management tool, the SOER could be used to complement the existing performance management strategy for Ekurhuleni, to make the existing strategy compliant with the concept of sustainable development.

The Spatial Development Framework (SDF) for Ekurhuleni approved by the Council, is also very vague with regard to sustainable development. However, the Regulations of the Municipal Systems Act 32 of 2000, do stipulate that it must contain a strategic assessment of the environmental impact of the SDF. Though comments were submitted regarding the lack of environmental aspects in the draft SDF, this was not addressed in the finally approved document. It is foreseen that once the SOER is completed it would assist in the assessment of the environmental impact of development, as it would be a baseline document from which predictions and assessments could be made regarding possible impacts.

Though Ekurhuleni does not have a formal Local Agenda 21 program, it is felt that should the IDP and the SDF, read together with the SOER be made fully compliant with the principles of sustainable development, relating to *economic growth, social equity and the protection of the environment*, it would also fulfil the purpose of an Ekurhuleni LA 21.

1.1 PROBLEM STATEMENT AND SUBSTANTIATION

In terms of the South African Constitution, Act 108 of 1998, the National Environmental Management Act, 107 of 1998 (NEMA) and the Local Government: Municipal Structures Act, 117 of 1998 a metropolitan municipality is compelled to adopt an Integrated Development Plan (IDP) that promotes environmentally sustainable development. The Rio Convention, Agenda 21 and the Johannesburg WSSD Declaration/Johannesburg Plan of Implementation (JPI) (international agreements to which South Africa is a signatory), compel such a municipality to comply with Local Agenda 21 and the objectives of the WSSD/JPI.

In terms of NEMA, all spheres of government including local government must also provide the Minister of Environment and Tourism (Section 26(2)(b)(ii)) with information regarding their performance in respect of Agenda 21.

A State of Environment Report (SOER) is a management tool intended to enable appropriate environmental governance. It includes an analysis of trends or changes in the environment, analysis of the causes of these changes, assessment and interpretation of the implications and impacts of these trends, and assessment of the actual and potential societal response to environmental problems. The SoE report has also come to identify the key driving forces that influence environmental change, and policies that influence environmental trends. (DEAT, May 2002)

The problem to be addressed in this dissertation is: **Does a properly formulated IDP constitute or enable compliance with both the statutory planning requirements for local authorities on the one hand and the legal requirements, in respect of environmental sustainability contained in legislation and international agreements, on the other and to what extent is such compliance assisted by a SOER?**

1.2 RESEARCH AIMS

To establish whether a metropolitan municipality complies with LA21 by formulating and adopting an environmentally sustainable IDP.

To prove whether and to what extent a SOER as a performance assessment tool, assists attainment of environmental sustainability as required by LA21 and for purposes of an IDP.

With special reference to the EMM, to prove whether there has been compliance with the environmental sustainable development requirements for an IDP and LA21 and, if it is found not to be the case, to make recommendations on how compliance can be achieved.

1.3 BASIC HYPOTHESIS/CENTRAL THEORETICAL STATEMENT

A SOER as a performance management tool contributes to the formulation of an IDP that is compliant with both the statutory requirements for environmental sustainability and the requirements of LA21.

1.4 METHOD OF INVESTIGATION

A desktop study using an analytical comparative approach supplemented by interviews with experts was applied to:

1. Clarify and define concepts such as IDP, Local Agenda 21, SOER and environmental sustainable development;
2. Describe the relationships between concepts; and
3. Compare the theoretical framework for compliance with the requirements for environmental sustainability and the EMM's level of compliance.

Sources:

1. Legislation/ Legal directives:
 - Local Government: Municipal Structures Act, 117 of 1998.
 - Local Government: Municipal Systems Act, 32 of 2000

- Development Facilitation Act, 67 of 1995.
- The South African Constitution, Act 108 of 1996 - Section 24.
- National Environmental Management Act, 107 of 1998. – Section 28.

2. Political Directives

- Local Agenda 21 (Rio 1992) – various sources.
- WSSD objectives /JPI (Jhb 2002) – various sources.

3. National and Provincial framework documents:

- Strengthening Sustainability in the Integrated Development Planning Process.
- Implementation Guideline for municipalities in South Africa, based on the outcomes of the World Summit on Sustainable Development.
- Towards improved intergovernmental alignment and provincial support in Municipal Integrated Development Planning: Analysis of the 2001-2002 Municipal IDPs and recommendations for improvement.
- South African Guide to producing a State of Environment Report.
- Various State of the Environment Reports, done by national and provincial departments.

4. Institutional sources

- The Ekurhuleni Integrated Development Plan
- A Pathway to Sustainability: Local Agenda 21 in South Africa.
- The City of Cape Town Integrated Environment Management Policy.

5. Publications

Articles, theses and papers published on the IDP process, the implementation of LA 21 at municipal level and the use of performance management tools such as the SOER to assess the compliance of the IDP with the sustainable development principles of LA 21. These articles look at some experiences on an international level as well as at national and local level.

1.5 CHAPTER DIVISION

1. Chapter 1- Introduction.
 - a. Problem statement;
 - b. Research aims;
 - c. Assumptions and methodology;
 - d. Synopsis of chapters.
2. Chapter 2 - Conceptual clarification.
 - a. Environmental sustainability;
 - b. Local Agenda 21;
 - c. State of the Environment Report;
 - d. Integrated Development Planning.
3. Chapter 3 - Environmental sustainability requirements for metropolitan municipalities.
A literature survey of:
 - a. Legal directive;
 - b. Political directive;
 - c. National and Provincial framework;
 - d. Institutional sources.
4. Chapter 4 - Compliance by the EMM with the requirements for environmental sustainability.
 - a. Introduction;
 - b. Analyse of the EMM IDP in terms of Agenda 21 and Johannesburg Plan of Implementation.
5. Chapter 5 - Discussion of findings of the analysis of the EMM IDP.
 - a. The findings of the analysis of the EMM IDP in terms of the LA21 and JPI is discussed.
6. Chapter 6 - Recommendations for attaining sustainable compliance.
 - a. Recommendations are made of how the EMM IDP could be made compliant with sustainability objectives.

CHAPTER 2- CONCEPTUAL CLARIFICATION

In this chapter it is endeavoured to define and give an explanation of the following concepts, based on a literature review:

- Sustainable Development;
- Local Agenda 21;
- State of the Environment;
- Integrated Development Planning.

2.1 SUSTAINABLE DEVELOPMENT

According to the United Nations Division for Sustainable Development (2002a), "the Brundtland Commission report, Our Common Future, defined sustainable development as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs." Further, Principle 1 of the Rio Declaration states that: "human beings are at the centre of concerns for sustainable development. They are entitled to a healthy and productive life in harmony with nature."

Sustainable development, consequently, has three principal components: economic growth, social equity and the protection of the environment.

Underlying the economic component is the principle that society's well being must be maximized and poverty eradicated through the optimal and efficient use of natural resources. The concept of "needs" emphasized in the Commissions definition refers, in particular to the basic needs of the world's poor, to which overriding priority should be given.

The social component refers to the relationship between nature and human beings, uplifting the welfare of people, improving access to basic health and education services, fulfilling minimum standards of security and respect for human rights. It also refers to the development of various cultures, diversity, pluralism and effective grass roots participation in decision-making. The issue of equity i.e., the distribution of benefits and access to resources remains an essential component of both the economic and social dimensions of sustainable development.

The environmental component, on the other hand, is concerned with the conservation and enhancement of the physical and biological resource base and eco-systems.

At the heart of operationalising sustainable development is the challenge of evaluating and managing the complex interrelationships between economic, social and environmental objectives.” (United Nations, 2002a)

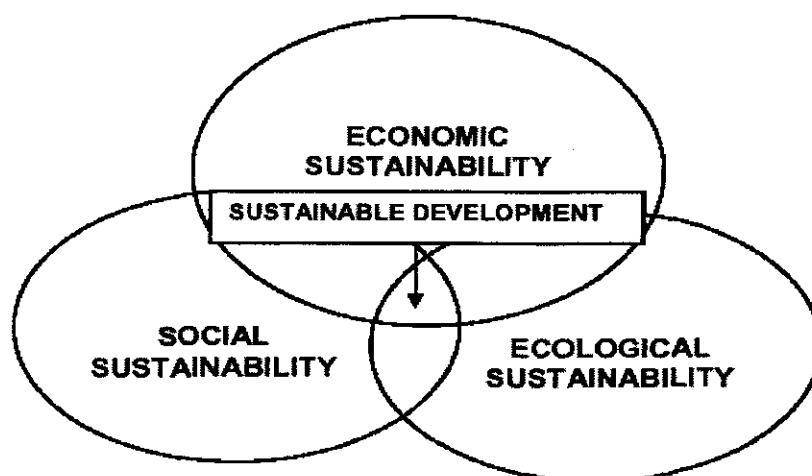


Figure 1: Sustainable Development (Council for European Municipalities and Regions, 1997).

“Principles of sustainable development

- **Environment:** The physical ‘carrying capacity’ of the environment imposes limits to many human activities and means we must reduce our consumption of resources. We must live within these so that we pass the planet on to our descendants with its ability to support human life undamaged;
- **Futurity:** We have a moral duty to avoid ‘compromising the ability of future generations to meet their own needs’;
- **Quality of life:** Human well-being has social, cultural, moral and spiritual dimensions as well as material;
- **Equity:** Wealth, opportunities and responsibilities should be shared fairly between countries, and between different social groups within each country, with special emphasis on the needs and rights of the poor and disadvantaged;
- **Precautionary principle:** if we are uncertain about the environmental effects of any actions/developments we should apply this principle and err on the side of caution;

- Holistic thinking: solving a complex sustainability problem requires that all the factors that contribute to that problem be incorporated in the solution.” (Council for European Municipalities and Regions, 1997)

“Potential Characteristics of a sustainable community:

- Resources are used efficiently and waste is minimised by closing cycles;
- Pollution is limited to levels which natural systems can cope with without damage;
- The diversity of nature is valued and protected;
- Where possible, local needs are met locally;
- Everyone has access to good food, water, shelter, and fuel at reasonable cost;
- Everyone has the opportunity to undertake satisfying work in a diverse economy. The value of unpaid work is recognised, whilst payments for work are fair and fairly distributed;
- People’s good health is protected by creating safe, clean, pleasant environments and health services which emphasise prevention of illness as well as proper care for the sick;
- Access to facilities, services, goods and other people is not achieved at the expense of the environment or limited to those with cars;
- People live without fear of personal violence from crime or persecution because of their personal beliefs, race, gender or sexuality;
- Everyone has access to the skills, knowledge and information needed to enable them to play a full part in society;
- All sections of the community are empowered to participate in decision-making;
- Opportunities for culture, leisure and recreation are readily available to all; and
- Places, spaces and objects combine meaning and beauty with utility. Settlements are "human" in scale and form. Diversity and local distinctiveness are valued and protected.
- A global perspective is inherent in all local actions.” (Council for European Municipalities and Regions, 1997)

Sustainable Development therefore concerns the relationship between economic activities, the use of natural resources and the quality of life achieved.

Currently, approximately 20% of the world's population mainly in the industrialised, Western countries account for approximately 80% of the world's resources. At the same time,

attempts at development in poorer regions of the world put nature and its resources under such pressure that sooner or later a collapse seems inevitable. Therefore, sustainable development in developed countries means creating new ways of economic activity which will guarantee the desired quality of life and yet, in the long run, reduce the consumption of natural resources to a fifth of the current value. At the same time, this should help set up an alternative model for developing countries (ICLEI, 1997).

Sustainable development requires involving all citizens in their area of responsibility in the community: in businesses, administrations, political offices, societies and private households. Together they should undergo a change in outlook, which will consequently lead to a change in patterns of behaviour. How can the desired quality of life be reached for all people with a concurrent reduction in the consumption of natural resources?

Agenda 21 argues that a direct dialogue concerning these matters, can most effectively be initiated by local authorities:

As the level of governance closest to the people, they [local authorities] play a vital role in educating, mobilising and responding to the public to promote sustainable development. (Agenda 21, 28.1.)

Since 1992 more and more European municipalities have started Local Agenda 21 processes that usually are carried out through five steps:

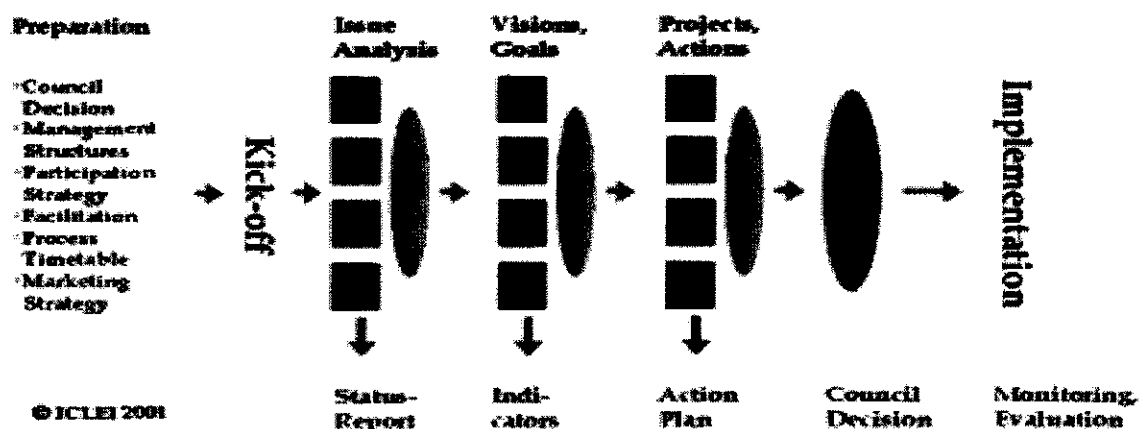


Figure 2: Local Agenda 21 process (ICLEI, 1997).

- Setting up a *Local Agenda forum and/or working groups*, ideally consisting of the administrative, political and business representatives, plus societies and private households;
- Discussion and analysis of the *main local issues*;
- Identification of *goals and ideas for action* for the sustainable development of the municipality;
- Integration into a Local Agenda 21 *action plan* which is adopted by the city council;
- *Implementation* of the action plan, again including all representatives.

To achieve a useful result in this process, competent facilitation of the working groups, professional process management through the municipal administration as well as the continued involvement of the municipal leaders are of outstanding importance (ICLEI, 1997).

The concept of sustainable development is therefore not really a new one and its definition had its origins in the natural environment arena. This was due to the growing concern for the decline of the natural environment because of the impact of humankind on the natural environment. It was realised that to do something, to stop or even reverse the degradation of the natural environment, the first line of action would have to be within the socio-economic arena. It was acknowledged that poverty is the single greatest threat to the environment. If the living conditions of a great number of the earth's population could be enhanced by means of education, for them to become more economically viable (poverty alleviation), as well as more aware of the impact of their activities on the environment on which they depend, the benefits to the environment as a whole would be significant. It has also been pointed out that the WSSD theme of sustainable development for Poverty Eradication will remain the over-riding theme for the Johannesburg decade.

2.2 LOCAL AGENDA 21

2.2.1 Agenda 21

The United Nations held a Conference on Environment and Development in Rio de Janeiro in 1992, generally known as the 'Earth Summit'. Agenda 21, an action plan and blueprint for sustainable development for action in every area in which human activity impacts on the environment, was adopted at this event (DEAT, 1998).

Underlying the UNCED agreements is the idea that humanity has reached a turning point. The world can continue with present policies that increase poverty, hunger, sickness and illiteracy and cause the continuing deterioration of the ecosystem on which life on Earth depends or it can change course towards sustainable development (DEAT, 1998).

The result of the Earth Summit was '**Agenda 21**' – an 'action plan' for all nations, designed to tackle the global threats to our long-term survival and well being. In 40 chapters it outlines actions that can be taken at international, national and local level. The Agenda 21 chapters with the relevant headings are presented in Chapter 4 Table 1 below.

Agenda 21 recognises that too often, economic, social and environmental factors are considered separately when decisions are made and that this has a direct impact on the actions of all groups in society, including governments, business and individuals. In setting out proposed actions, Agenda 21 therefore emphasises the need to integrate economic, social and environmental considerations in addressing the challenges we face today and responding to the needs of future generations (Nine Lives, 1997?).

There is also a socio-economic and environmental dimension to Agenda 21 and all these aspects are treated with equal importance (Bond *et al.*, 1998; DEAT, 1998).

2.2.2 Local Agenda 21 (LA21)

"Global problems need local action". The vision of Local Agenda 21 should be about making the local area more sustainable and achieving an understanding of the global context of our individual decisions and actions. It should be about doing more with less, using our skills more and resources less, being more modest in our material demands, yet demanding a better environment and a better quality of life.

The United Nations recognises that if each municipality and its local community do its bit for sustainability, the contribution will be significant. Of course, action is also required at regional, national and international levels.

Having an idea of the sort of communities we are trying to work towards might help make the vision more real, and show the range of issues which come under Local Agenda 21." (Council for European Municipalities and Regions, 1997)

In terms of Chapter 28 of Agenda 21 the basis for action for Local Authorities' initiatives in support of Agenda 21 is the following; (United Nations, Aug 1992)

28.1. Because so many of the problems and solutions being addressed by Agenda 21 have their roots in local activities, the participation and cooperation of local authorities will be a determining factor in fulfilling its objectives. Local authorities construct, operate and maintain economic, social and environmental infrastructure, oversee planning processes, establish local environmental policies and regulations, and assist in implementing national and sub-national environmental policies. As the level of governance closest to the people, they play a vital role in educating, mobilizing and responding to the public to promote sustainable development.

28.3 states that:

"Each Local Authority should enter into a dialogue with its citizens, local organisations and private enterprises and adopt "a local Agenda 21". Through consultation and consensus building, local authorities would learn from citizens and from local, civic, community, business and industrial organisations and acquire the information needed for formulating the best strategies. The process of consultation would increase household awareness of sustainable development issues. Local authority programmes, policies, laws and regulations to achieve Agenda 21 objectives would be assessed and modified, based on local programmes adopted. Strategies could also be used in supporting proposals for local, regional and international funding. (Agenda 21, 28.3)" (ICLEI, 1997)

The Council for European Municipalities and Regions (1997) responds to the question of what is so special about Local Agenda 21, as follows:

"Local Agenda 21 is special for a number of reasons:

- there is a mandate for it agreed by the United Nations, and local authorities around the world are committing themselves to the process;
- it recognises the key role of local authorities in achieving local sustainability;
- it is about showing global responsibility - both by reducing our own environmental impact and our effect on distant communities, and by sharing ideas and expertise with others, particularly in developing countries, to help them minimise their own environmental impact;

- it calls for the participation of all sectors in the local community and supports local democratic processes;
- it is more than just a 'green' plan - it is about the integration of environment, social, economic and cultural issues and is about the quality of life of all local people. At its heart are the key principles of sustainable development."

In terms of the Rushmore (United Kingdom) local authority's Local Agenda 21:

- Local Agenda 21 is the process that aims to involve local people and communities in the design of a way of life that can be sustained and thus protect the quality of life for future generations. It originates from the Earth Summit held in Rio in 1992, which led to the agreement of an Agenda 21 document detailing a series of strategies for action worldwide.
- Local Agenda 21 is a process that aims to integrate the social, environmental and economic aspects of development in order that all future development is 'sustainable'. It requires all of us to consider the effects - on the local economy, the local environment and the local community - of every policy and project and then to seek a solution that achieves a realistic balance.
- Local Agenda 21 is a highly democratic, consensus-building and empowering process. It seeks to strengthen the role of all major groups in society, including children, youth and women. It sets out to develop and build on partnerships between groups in the local community and to make linkages between parallel processes such as Social Needs and Health for All policy work.
- Local Agenda 21 is essentially about 'quality of life': which is perhaps a more friendly term to describe its primary goal. It is a process that asks those of us in local government to work in partnership with the local community to develop a strategy comprising a series of action plans, which will set out how we will work together towards the goal of sustainable development in the twenty-first century and beyond. (GDRC, 2001?)

LA21 is the process used around the world to translate Agenda 21 into action at local level. This is important because the commitment of local authorities to work in partnership with their communities is essential for the implementation of more than two thirds of the proposals and guidelines in Agenda 21. Chapter 28 of Agenda 21 sets out the importance of local authorities in the global move towards sustainability (Urquhart, Atkinson, 2002).

2.2.3 World Summit on Sustainable Development (WSSD)

The WSSD and its Johannesburg Plan of Implementation (JPI) has extended the issues raised in Agenda 21 by setting specific targets for the implementation thereof, as it was evident that the implementation of Agenda 21 objectives were not effective.

According to the final Report of the World Summit on Sustainable Development, held from 26 August to 4 September 2002: (United Nations, Sept 2002b)

- “The United Nations Conference on Environment and Development, held in Rio de Janeiro in 1992, provided the fundamental principles and the programme of action for achieving sustainable development. We strongly reaffirm our commitment to the Rio principles, the full implementation of Agenda 21 and the Programme for the Further Implementation of Agenda 21. We also commit ourselves to achieving the internationally agreed development goals, including those contained in the United Nations Millennium Declaration and in the outcomes of the major United Nations conferences and international agreements since 1992.
- The present plan of implementation will further build on the achievements made since the United Nations Conference on Environment and Development and expedite the realization of the remaining goals. To this end, we commit ourselves to undertaking concrete actions and measures at all levels and to enhancing international cooperation, taking into account the Rio principles, including, inter alia, the principle of common but differentiated responsibilities as set out in principle 7 of the Rio Declaration on Environment and Development. These efforts will also promote the integration of the three components of sustainable development — economic development, social development and environmental protection — as interdependent and mutually reinforcing pillars. Poverty eradication, changing unsustainable patterns of production and consumption and protecting and managing the natural resource base of economic and social development are overarching objectives of, and essential requirements for, sustainable development.”

The Johannesburg Plan of Implementation (JPI), one of the main outcomes of the WSSD, provides specific reference to the role of local authorities in paragraph 167 and states:

"Enhance the role and capacity of local authorities as well as stakeholders in implementing Agenda 21 and the outcomes of the Summit and in strengthening the continuing support for

local Agenda 21 programmes and associated initiatives and partnerships, and encourage, in particular, partnerships among and between local authorities and other levels of government and stakeholders to advance sustainable development as called for in, inter-alia, the Habitat Agenda.” (SALGA, Aug 2003)

The Johannesburg Plan of Implementation (JPI) of the World Summit on Sustainable Development contains the following chapters: (United Nations, Sept 2002c)

- I. Introduction.
- II. Poverty eradication.
- III. Changing unsustainable patterns of consumption and production.
- IV. Protecting and managing the natural resource base of economic and social development
- V. Sustainable development in a globalising world. .
- VI. Health and sustainable development.
- VII. Sustainable development of small island developing States.
- VIII. Sustainable development for Africa.
- IX. Other regional initiatives.
 - A. Sustainable development in Latin America and the Caribbean.
 - B. Sustainable development in Asia and the Pacific.
 - C. Sustainable development in the West Asia region.
 - D. Sustainable development in the Economic Commission for Europe region.
- X. Means of implementation.
- XI. Institutional framework for sustainable development.
 - A. Objectives.
 - B. Strengthening the institutional framework for sustainable development at the international level
 - C. Role of the General Assembly.
 - D. Role of the Economic and Social Council.
 - E. Role and function of the Commission on Sustainable Development
 - F. Role of international institutions.
 - G. Strengthening institutional arrangements for sustainable development at the regional level.
 - H. Strengthening institutional frameworks for sustainable development at the national level.
 - I. Participation of major groups.

Some key accomplishments of the JPI are:

- It contains over 37 targets;
- The agenda was clearly focused on more social and development issues like poverty, eradication, health, sanitation, etc.
- The implementation plan addresses recent developments like, globalisation;
- The improved integration between the economic, social and environmental dimensions of sustainable development; and
- Most importantly for Africa, it has an entire chapter focusing on Africa (SALGA, Aug 2003).

The specific objectives for and the compliance of the Ekurhuleni Metro therewith will be discussed in Chapter 4 Table 2 below.

2.3 STATE OF THE ENVIRONMENT REPORTING (SOER)

The Department of Environmental Affairs and Tourism (2002) Guideline document on the drafting of State of Environment reports, defines SOER as follow:

"State of the Environment (SoE) reporting was accepted, as a mechanism to improve information for decision making, at the United Nations Conference on the Environment and Development (UNCED) in 1992.

The aim of State of the Environment reporting is, to provide useful information to improve environmental management, not to fulfil legal obligations. The information obtained from the SOER can however be used to assist the Minister of Environmental Affairs and Tourism in compiling the Performance Report on Sustainable Development, required in terms of section 26 of the National Environmental Management Act, 107 of 1998.

SoE reports have traditionally been used to highlight the condition of the biophysical environment. Recent SoE reports have also included analysis of trends or changes in the environment, analysis of the causes of these changes, assessment and interpretation of the implications and impacts of these trends, and assessment of the actual and potential societal response to environmental problems. The SoE report has also come to identify the key driving forces that influence environmental change, and policies that influence environmental trends." (DEAT, May 2002)

There are various definitions for SOERs, and these can be summarised as follows:

A SOER is a management tool to evaluate an environmental system, over a period of time, in order to manage the conditions of the environmental system. It is therefore an ongoing performance management system/strategy. Positive and negative feedbacks are received, during the evaluation of environmental performance, and must be managed accordingly.

It must also be realised that the SOER does not stand on its own and is not the end goal. The SOER must lead to further management systems, be they Environmental Management Frameworks, Environmental Policy, Management plans, etc. This will lead to the integration of the environmental management systems into all Integrated Development Plans (IDPs) and Local Agenda 21 operations and functions of an institution or local authority.

In terms of the Final Draft National Framework Document of DEAT on *Strengthening Sustainability in the Integrated Development Planning Process*, State of the Environment Reporting is described as follows:

"The purpose of State of the Environment (SoE) Reporting is to provide data for developing and monitoring sustainable development strategies, programmes and projects. SOE Reporting includes information on the causes and effects of environmental change and can provide recommendations for responses to such change (DEAT and CSIR, 1999). The information contained in State of the Environment (SoE) reports on social, economic and biophysical resources and systems, can be used in the analysis phase of the IDP process. SoE reports can also provide a useful structure for presentation of the information that is collected during the IDP Analysis Phase." (DEAT, Dec 2002)

The three fundamental characteristics of SoE reports are:

- To analyse and present environmental information that can be used to assist planning and management
- To show changes in environmental conditions over time and space
- To show the linkages between biophysical and socio-economic factors within the context of sustainable development.

A further definition of SOER according to Urquhart & Atkinson (2002) is.

"SOER is a tool that is being used more frequently in developing as well as developed countries. It is based on the fact that sustainable development problems cannot be solved

without access to good quality information for decision making at all levels of government. It consists of compiling information on environmental and sustainable development issues from all available sources, and analysing this to discover whether conditions are getting better or worse. If worse, there is a chance to take action to protect health and well-being. SOER's should present information in an accessible format for citizens and for decision makers and data should be periodically reviewed"

2.4 INTEGRATED DEVELOPMENT PLAN (IDP)

The Integrated Development Planning (IDP) approach was introduced in 1996 by the Department of Provincial and Local Government as a form of strategic planning for local government in South Africa. It is one of the key tools for empowering local government to cope with its new developmental role and is the principal planning instrument that guides and informs all planning and decision-making in a Municipality. However, it is only in the last two years that the legal framework and administrative structures for developing and implementing IDPs have been set up. Local government in its currently demarcated form has only existed since the end of 2000, in terms of the Municipal Structures Act, 117 of 1998 and the first 'comprehensive' IDPs were only completed in 2002 (United Nations, 2002c; DPLG, 2001a).

In contrast to the role planning at local authority level has played in the past, integrated development planning is a function of municipal management and is part of an integrated system of planning and delivery. The IDP process is meant to arrive at decisions on issues such as municipal budgets, land management, promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner. It therefore is not only to inform municipal management on key issues, but also to guide the activities of other spheres of government, corporate service providers, NGO's and the private sector who wish to operate within the municipal area. The IDP is a five-year strategic development plan for a municipality and serves as the principal strategic management instrument (DPLG 2002a; DPLG, 2001a).

Integrated Development Planning for local government is, however, also a form of planning that involves linkage and co-ordination between all sectors of activity that impact on the operation of a local authority. This means that all policy and legislation produced by line departments such as Water Affairs, Land Affairs, Transport, Housing and Environmental Affairs that demand a planning action or development activity in the local sphere, must be

considered by local authorities in developing policy for Integrated Development Planning and IDPs (DPLG, 2000b).

The IDP embraces many of the characteristics of Local Agenda 21 (LA21) in terms of its underlying philosophy, principles and processes, as well as its principles of sustainable development. It consequently represents a key vehicle for local government to fulfil its developmental role. In many respects, the legally required IDP process can be regarded as South Africa's response to the international LA21 mandate. IDPs, therefore, have the potential to play an important role in promoting 'developmentally sustainable governance' in South Africa. Sustainability principles and participatory approaches are seen as key to developing a plan that responds to local needs, conditions and capacities. It is thus useful to consider to what extent the principles of sustainability are being carried through in integrated development planning (United Nations, 2002c).

"In line with the National Department of Provincial and Local Government (DPLG) and MSA (Municipal Systems Act 2000), the IDP approach has to conform with specific methodological principals. It has to reflect the priority needs of the municipality and its residents and ensure that available resources are used in an objectively orientated manner. The plan should be strategic and based on an informed and implementation orientated process. It must be specific enough to inform budgets, business plans and land use management decisions within the municipality. This process is facilitated through the application of specific methodological tools, designed to support the integrated development planning process." (DPLG, 2002a)

The purpose of IDP is to foster more appropriate service delivery by providing the framework for economic and social development within the municipality. In doing so it:

"i) Contributes toward eradicating the development legacy of the past

By being the local strategic mechanism to restructure our cities, town and rural areas, integrated development planning ensures:

- a shared understanding of spatial and development opportunities is created
- specific pro-poor strategies are being pursued
- an overview of planned public and private investment is provided
- mechanisms to promote social equality through participatory processes of democratisation, empowerment and social transformation are put in place

- instruments to address sustainability in its three facets: ecological, economic and social is created

The Integrated and participatory nature of IDP therefore allows poverty alleviation to be addressed in a multifaceted way within the limits of scarce resources.

ii) Operationalises the notion of developmental local government

IDP ensures that local government transformation can take place by making sure that:

- integrated and sustainable projects and programmes are formulated
- the foundation for community building is laid
- a strategic framework that facilitates improved municipal governance is in place
- a conduit for attracting investment is provided for by elaborating on clear and agreed upon medium term financial and capital investments
- more effective and efficient resource allocation and utilisation takes place, and
- political accountability and municipal performance can be monitored and evaluated against documented decisions

iii) Fosters a culture of co-operative governance

IDP is a mechanism for alignment and co-ordination between different spheres of government and sectors of development because it:

- serves as a basis for communication and interaction between spheres and sectors
- ensures accountability and partnership by debating concrete issues, planning and resource allocation decisions
- harnesses all public resources of the three spheres of government, behind common goals within a framework of municipal support
- promotes integration of sectorally divided departments at local level." (DPLG, 2002a)

In this way, co-operative governance is encouraged so that service delivery to the most needy can be expedited.

As mentioned previously, the leaders of 179 countries signed a global action plan for sustainable development called Agenda 21 based on the assumption that development issues can only truly be addressed by the participation and co-operation of local authorities through participatory local planning processes in 1992. Local Agenda 21 suggests that

municipalities undertake a consultative planning process with their populations and achieve consensus on the development agendas of their local communities. It regards broad public participation in decision making as one of the fundamental pre-requisites for sustainable development (DPLG, 2000).

In South Africa, all development related legislation passed since 1994 requires participative processes in plan formulation. The Municipal Systems Act (2000) redefines the concept of a municipality to include the community, which emphasises the need for the collaborative setting of local development priorities (DPLG, 2000).

Another international trend, the pursuit of sustainable development, promotes the importance of integrating environmental concerns into social and economic development decision-making processes. According to Local Agenda 21 and the international Habitat Agenda, *“development should support community life and power and distribute the benefits of development equitably, in order to sustain them over the long term”*. Continued economic growth is commonly held to be unsustainable unless it compliments and augments the processes of ecological and community development.

The sustainability debate has been taken up in various legal and policy documents in South Africa such as:

- The national development principles contained in the Development Facilitation Act;
- The definition of developmental local government in the White Paper on Local Government;
- Habitat and Local Agenda 21 initiatives driven by the National Department of Housing and the Department of Environmental Affairs and Tourism;
- The Green Paper on Development and Planning; and
- The National Environmental Management Act.

The international search for integration is based on the premise that improved integration will contribute to the more effective and efficient use of scarce resources (DPLG, 2000).

2.5 CONCLUSION

The following table compares the Local Agenda 21 process, the Integrated Development Planning process and the State of Environment Reporting process, with each other. All of

these have sustainable development as its ultimate goal and by comparing them, their similarities and the way they compliment each other are highlighted.

LOCAL AGENDA 21	IDP	SOER
Issue Analysis: Status Report	Analysis: Of priority issues determined by the sectoral analysis	Analysis of environmental aspects including biophysical, economic and social issues
Visions & Goals: Indicators	Strategy: Local vision & objectives Determine local strategies per priority issues based on analysis	I.t.o. analysis:- Determine critical issues to be addressed
Projects & Actions: Action Plans	Project proposals	
	Compile Integrated programmes i.e.: PMS - indicators SDF Poverty program Environmental program	Develop indicators to measure performance in addressing critical issues
Council Decisions	Council approval	Council Approval
Monitoring & Evaluating	Monitoring with PMS (indicators)	Monitoring: Yearly review by measuring performance i.t.o. indicators

Table 1: Comparing LA21, IDP and SOER process.

CHAPTER 3 - ENVIRONMENTAL SUSTAINABILITY REQUIREMENTS FOR METROPOLITAN MUNICIPALITIES

This chapter gives an overview of a literature survey on environmental sustainability requirements for metropolitan municipalities in terms of the

1. Legislative framework,
2. Political frameworks,
3. National and Provincial framework, and
4. Institutional sources.

3.1 LEGISLATIVE FRAMEWORK

The South African legislation that directs Sustainable Development and Environmental Management are contained primarily in the following acts and their regulations:

- The Constitution of South Africa, Act 108 of 1996,
- The Municipal Structures Act, 117 of 1998,
- The Municipal Systems Act, 32 of 2000 and its Regulations,
- The Development Facilitation Act. 67 of 1995,
- The National Environmental Management Act, 107 of 1998.

The mentioned legislation was drafted after 1992 when Agenda 21 and Local Agenda 21 came into being. The principles and objectives of Agenda 21 and Local Agenda 21 could therefore be incorporated into the legislation.

In South Africa many laws and policies now have sustainable development as a guiding principle. This is not only because of the existence of Agenda 21 but also because South Africa can, in terms of the 1996 Constitution, be considered to be a “developmental state” with “development” constitutionally defined in terms similar to those contained in Agenda 21.

Since local government is responsible for developing local policies and plans in alignment with provincial and national policies, it has a duty to incorporate sustainability principles into these activities. The strengthening of sustainability in all aspects of local authority activity

will have long-term benefits for improved quality of life within the local authority and should not be viewed as an additional burden for local authorities to carry (DEAT, 2003).

The sections of each Act dealing with the sustainability requirements that relate to integrated development planning (IDP) and especially environmental issues are quoted. The full text of these portions are quoted as this document will also serve as a reference document within the EMM and the parties using the document will not all have access to the relevant Acts.

3.1.1 The Constitution of the Republic of South Africa, Act 108 of 1996:

Section 24(in Chapter 2 that deals with the Bill of Rights) states that:

“Environment

Everyone has the right –

- (a) to an environment that is not harmful to their health or well-being; and
- (b) to have the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that –
 - (i) prevent pollution and ecological degradation;
 - (ii) promote conservation; and
 - (iii) secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.”

This is in line with the definition of sustainable development as was coined by the Brundtland Commission, and accepted in 1992 at the Earth Summit when Agenda 21 was accepted.

Sections 152 and 153 (in Chapter 7 that addresses Local Government), state that:

“Objects of local government

152 (1) The objects of local government are -

- (a) to provide democratic and accountable government for local communities;
- (b) to ensure the provision of services to communities in a sustainable manner;
- (c) to promote social and economic development;
- (d) to promote a safe and healthy environment; and

- (e) to encourage the involvement of communities and community organisations in the matters of local government.
- (2) A municipality must strive, within its financial and administrative capacity, to achieve the objects set out in subsection."

"Developmental duties of municipalities

153. A municipality must –

- structure and manage its administration, and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community; and
- participate in national and provincial development programmes."

Again these sections support the principles of Agenda 21.

3.1.2 Local Government Municipal Structures Act, 117 of 1998:

The preamble to the Act reads as follows:

- "Whereas the Constitution establishes local government as a distinctive sphere of government, interdependent and interrelated with national and provincial spheres of government;
- Whereas there is agreement on the fundamental importance of local government to democracy, development and nation-building in our country;
- Whereas past policies have bequeathed a legacy of massive poverty, gross inequalities in municipal services, and disrupted spatial, social and economic environments in which our people continue to live and work;
- *Whereas there is fundamental agreement in our country on a vision of democratic and developmental local government, in which municipalities fulfil their constitutional obligations to ensure sustainable, effective and efficient municipal services, promote social and economic development, encourage a safe and healthy environment by working with communities in creating environments and human settlements in which all our people can lead uplifted and dignified lives;*
- Whereas municipalities across our country have been involved in a protracted, difficult and challenging transition process in which great strides have been made in democratising local government; and

- Whereas municipalities now need to embark on the final phase in the local government transition process to be transformed in line with the vision of democratic and developmental local government:”

Section 19 of the Act specifically deals with Municipal objectives and reads as follows:

- “19. (1) A municipal council must strive within its capacity to achieve the objectives set out in section 152 of the Constitution.
- (2) A municipal council must annually review—
- (a) the needs of the community;
 - (b) its priorities to meet those needs;
 - (c) its processes for involving the community;
 - (d) its organisational and delivery mechanisms for meeting the needs of the community; and
 - (e) its overall performance in achieving the objectives referred to in subsection(1).
- (3) A municipal council must develop mechanisms to consult the community and community organisations in performing its functions and exercising its powers.”

Though not stated in so many words, these objectives relate to the IDP process described in the Municipal Systems Act, discussed in 1.3 below. These objectives also reiterate the principles of the Local Agenda 21 process.

3.1.3 Local Government: Municipal Systems Act, 32 of 2000:

An Integrated Development Plan (IDP) is legislated by the Municipal Systems Act 2000 (MSA) and supersedes all other plans that guide development at a local level (DPLG, 2000).

The Municipal Systems Act of 2000 defines Integrated Development Planning as one of the core functions of a municipality, and defines minimum requirements for the contents and processes followed in developing an IDP.

The synopsis of the Act reads as follows:

“To provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable to all; to

define the legal nature of a municipality as including the local community within the municipal area, working in partnership with the municipality's political and administrative structures; to provide for the manner in which municipal powers and functions are exercised and performed; *to provide for community participation*; to establish a simple and enabling framework for the core processes of planning, performance management, resource mobilisation and organisational change which underpin the notion of developmental local government; to provide a framework for local public administration and human resource development; *to empower the poor and ensure that municipalities put in place service tariffs and credit control policies that take their needs into account by providing a framework for the provision of services*, service delivery agreements and municipal service districts; to provide for credit control and debt collection; to establish a framework for support, monitoring and standard setting by other spheres of government in order to progressively *build local government into an efficient, frontline development agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of communities in harmony with their local natural environment*; to provide for legal matters pertaining to local government; and to provide for matters incidental thereto."

The preamble to the Act reads as follows:

- "Whereas the system of local government under apartheid failed dismally to meet the basic needs of the majority of South Africans;
- Whereas the Constitution of our non-racial democracy enjoins *local government* not just to seek to provide services to all our people but to *be fundamentally developmental in orientation*;
- Whereas there is a need to set out the core principles, mechanisms and processes that give meaning to developmental local government and to empower *municipalities to move progressively towards the social and economic upliftment of communities and the provision of basic services to all our people, and specifically the poor and the disadvantaged*;
- Whereas a fundamental aspect of the new local government system is the *active engagement of communities in the affairs of municipalities* of which they are an integral part, and in particular in planning, service delivery and performance management;
- Whereas the new system of local government requires an efficient, effective and transparent local public administration that conforms to constitutional principles;
- Whereas there is a need to ensure financially and economically viable municipalities;

- Whereas there is a need to create a more *harmonious relationship between municipal councils, municipal administrations and the local communities* through the acknowledgement of reciprocal rights and duties;
- Whereas there is a need to develop a strong system of local government capable of exercising the functions and powers assigned to it; and
- Whereas this Act is an integral part of a suite of legislation that gives effect to the new system of local government."

In terms of the definitions contained in Chapter 1 of the Act, "environmentally sustainable", in relation to the provision of a municipal service, "means the provision of a municipal service in a manner aimed at ensuring that—

- (a) the risk of harm to the environment and to human health and safety is minimised to the extent reasonably possible under the circumstances;
- (b) the potential benefits to the environment and to human health and safety are maximised to the extent reasonably possible under the circumstances: and
- (c) legislation intended to protect the environment and human health and safety is complied with;"

Chapter 5 of the Act deals with Integrated Development Planning

Part 1 of the chapter, sections 23 to 25, describes the general principles of IDP. Part 2, section 26, describes the contents of integrated development plans. The linkage between the IDP, required to be performed in terms of this act and the Local Agenda 21 principles are clear in these sections. The similarities are highlighted in *italics*.

Part 1: General

"Municipal planning to be developmentally oriented

23. (1) A municipality must undertake developmentally-oriented planning so as to ensure that it—
- (a) strives to achieve the objects of local government set out in section 152 of the Constitution;
 - gives effect to its developmental duties as required by section 153 of the Constitution; and

- together with other organs of state contribute to the progressive realisation of the fundamental rights contained in sections 24, 25, 26, 27 and 29 of the Constitution.
- (2) Subsection (1) must be read with chapter 1 of the Development Facilitation Act, 1995 (Act No, 67 of 1995), “

“Municipal planning in co-operative government

24. (1) The planning undertaken by a municipality must be aligned with, and complement, the development plans and strategies of other affected municipalities and other organs of state so as to give effect to the principles of co-operative government contained in section 41 of the Constitution.
- (2) Municipalities must participate in national and provincial development programmed as required in section 153(b) of the Constitution.
- (3) If municipalities are required to comply with planning requirements in terms of national or provincial legislation, the responsible organs of state must—
- (a) align the implementation of that legislation with the provisions of this Chapter; and
 - (b) in such implementation—
 - (i) consult with the affected municipality; and
 - (ii) take reasonable steps to assist the municipality to meet the time limit mentioned in section 25 and the other requirements of this Chapter 30 applicable to its integrated development plan.
- (4) An organ of state initiating national or provincial legislation requiring municipalities to comply with planning requirements, must consult with organised local government before the legislation is introduced in Parliament or a provincial legislature, or, in the case of subordinate legislation, before that legislation is enacted. “

“Adoption of integrated development plans

25. (1) Each municipal council must, within a prescribed period after the start of its selected term, adopt a single, inclusive and strategic plan for the development of the municipality which-
- (a) links, integrates and co-ordinates plans and takes into account proposals for the development of the municipality:
 - (b) aligns the resources and capacity of the municipality with the implementation of the plan:

- (c) forms the policy framework and general basis on which annual budgets must be based;
 - (d) complies with the provisions of this Chapter; and
 - (e) is compatible with national and provincial development plans and planning requirements binding on the municipality in terms of legislation.
- (2) An integrated development plan adopted by a municipal council in terms of subsection (1) may be amended in terms of section 34 and remain in force until an integrated development plan is adopted by the next elected council.
- (3)
 - (a) A newly elected municipal council may, within the prescribed period referred to in subsection (1), adopt the integrated development plan of its predecessor, but before taking a decision it must comply with section 29(1)(b)(i), (c) and (d).
 - (b) A newly elected municipal council that adopts the integrated development plan of its predecessor with amendments, must reflect the amendments in accordance with the process referred to in section 34(b).
- (4) A municipality must, within 14 days of the adoption of its integrated development plan in terms of subsection (1) or (3) -
 - (a) give notice to the public—
 - (i) of the adoption of the plan; and
 - (ii) that copies of or extracts from the plan are available for public inspection at specified places; and
 - (b) publicise a summary of the plan.”

Part 2: Contents of integrated development plans

“Core components of integrated development plans

26. An Integrated Development Plan must reflect—

- (a) the municipal council's vision for the long-term development of the municipality with special emphasis on the municipality's most critical development and internal transformation needs;
- (b) an assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to basic municipal services;
- (c) the council's development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;

- (d) the council's development strategies which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation;
- (e) a spatial development framework, which must include the provision of basic guidelines for a land use management system for the municipality;
- (f) the council's operational strategies;
- (g) applicable disaster management plans; ,.
- (h) a financial plan, which must include a budget projection for at least the next three years; and
- (i) the key performance indicators and performance targets determined in terms of section 41."

Though most of principles and content as prescribed in the Act underwrites some of the objectives of Local Agenda, what is of concern is that only the economic and social aspects of development is addressed, whereas the biophysical environment that is an integral part of sustainable development is not addressed.

3.1.4 Local Government: Municipal Systems Act, 32 of 2000: Municipal Planning and Performance Management Regulations, 2001:

Chapter 2 of the Regulations describes what integrated development planning as and the process to follow for the drafting of an IDP. Certain relevant aspects for the drafting of the IDP are highlighted below.

Regulation 2 gives the detail required of an integrated development plan:

- "2 (1) A municipality's integrated development plan must at least identify-
- (a) the institutional framework, which must include an organogram, required for-
 - (i) the implementation of the integrated development plan; and
 - (ii) addressing the municipality's internal transformation needs, as informed by the strategies and programmes set out in the integrated development plan;
 - (b) any investment initiatives in the municipality;
 - (c) any development initiatives in the municipality, including infrastructure, physical, social, economic and institutional development;

- (d) all known projects, plans and programs to be implemented' within the municipality by any organ of state; and
- (e) the key performance indicators set by the municipality.

(2)

(3)

(4) A spatial development framework reflected in a municipality's integrated development plan must-

- (a) give effect to the principles contained in Chapter 1 of the Development Facilitation Act, 1995 (Act No. 67 of 1995);
- (b) set out objectives that reflect the desired spatial form of the municipality;
- (c) contain strategies and policies regarding the manner in which to achieve the objectives referred to in paragraph (b), which strategies and policies must-
 - (i) indicate desired patterns of land use within the municipality;
 - (ii) address the spatial reconstruction of the municipality; and
 - (iii) provide strategic guidance in respect of the location and nature of development within the municipality;
- (d) set out basic guidelines for a land use management system in the municipality;
- (e) set out a capital investment framework for the municipality's development programs;
- (f) *contain a strategic assessment of the environmental impact of the spatial development framework;*
- (g) identify programs and projects for the development of land within the municipality;
- (h) be aligned with the spatial development frameworks reflected in the integrated development plans of neighbouring municipalities; and
- (i) provide a visual representation of the desired spatial form of the municipality, which representation -
 - (i) must indicate where public and private land development and infrastructure investment should take place;
 - (ii) must indicate desired or undesired utilisation of space in a particular area;

- (iii) may delineate the urban edge;
- (iv) must identify areas where strategic intervention is required; and
- (v) must indicate areas where priority spending is required."

Development is again the focus of the Regulations, however provision is made for a strategic environmental assessment of the impact of the plan.

Chapter 3 of the Regulations describes the performance management system in terms of which a municipality's performance in terms of its approved IDP is measured.

Regulations 7 discuss the nature of performance management systems:

- "7. (1) A municipality's performance management system entails a framework that describes and represents how the municipality's cycle and processes of performance planning, monitoring, measurement, review, reporting and improvement will be conducted, organised and managed, including determining the roles of the different role-players."

Regulation 10 gives the general key performance indicators:

- "10. The following general key performance indicators are prescribed in terms of section 43 of the Act:

- (a) The percentage of households with access to basic level of water, sanitation, electricity and solid waste removal;
- (b) the percentage of households earning less than R1100 per month with access to free basic services;
- (c) the percentage of a municipality's capital budget actually spent on capital projects identified for a particular financial year in terms of the municipality's integrated development plan;
- (d) the number of jobs created through municipality's local, economic development initiatives including capital projects
- (e) the number of people from employment equity target groups employed in the three highest levels of management in compliance with a municipality's approved employment equity plan;
- (f) the percentage of a municipality's budget actually spent on implementing its workplace skills plan; and
- (g) *financial viability as expressed by ratios relating to dept coverage, operating grants and operating revenue received dept service repayments etc."*

No environmental performance indicators are mentioned, which has the effect of undermining the sustainability of the performance management system and the IDP.

3.1.5 Development Facilitation Act, 67 of 1995:

The synopsis of the Act refers mostly to the implementation of reconstruction and development programs and projects in relation to land and the speedy delivery of these programs and projects, and matter relating thereto. However in terms of Chapter 1 that deals with the General Principles for land development and conflict resolution, section 3 sets out the general principles of land development:

Subsection (c) of section 3 states that

"Policy, administrative practice and laws should promote efficient and integrated land development in that they-

- (i) promote the integration of the social, economic, institutional and physical aspects of land development;
- (ii) promote integrated land development in rural and urban areas in support of each other;
- (iii) promote the availability of residential and employment opportunities in close proximity to or integrated with each other;
- (iv) optimise the use of existing resources including such resources relating to agriculture, land, minerals, bulk infrastructure, roads, transportation and social facilities;
- (v) promote a diverse combination of land uses, also at the of individual erven or subdivisions of land;
- (vi) discourage the phenomenon of "urban sprawl" in urban areas and contribute to the development of more compact towns and cities;
- (vii) contribute to the correction of the historically spatial patterns of settlement in the Republic and to the optimum use of existing infrastructure in excess of current needs; and
- (viii) encourage environmentally sustainable land development practices and processes."

Subsection (h) states that:

"Policy, administrative practice and laws should promote sustainable land development at the required scale in that they should-

- (i) promote land development, which is within the fiscal, institutional and administrative means of the Republic;
- (ii) promote the establishment of viable communities;
- (iii) promote sustained protection of the environment;
- (iv) meet the basic needs of all citizens in an affordable way; and
- (v) ensure the safe utilisation of land by taking into consideration factors such as geological formations and hazardous undermined areas."

In terms of the definitions contained in the Act, "environmental evaluation, means an evaluation of the environmental impact of a proposed land development, conducted in accordance with the integrated environmental management guidelines, which are from time to time issued or amended by the Department of Environment Affairs and Tourism."

The DFA is much clearer in its support of sustainable development as embracing all three aspects of sustainability, namely, the economic, social and biophysical environments. As section 23(2) of the Municipal Systems Act refers to the principles of chapter 1 of the DFA, it implies that though municipal planning must be developmentally oriented and it must uphold the principles of sustainability. However the implementation thereof is not always given effect to.

3.1.6 National Environmental Management Act, 107 of 1998 (NEMA):

NEMA provides an overall framework for general law reform in the environmental management field and provides an enabling context for environmental management to take place in a more pro-active, co-operative and conciliatory manner. NEMA is largely based on the principles and strategic goals and objectives contained within the White Paper on Environmental Management Policy for South Africa (1998), which in turn, is based on the international Convention on the conservation of biodiversity. NEMA embraces the concept and principles of sustainable development as contained in the Brundtland Report (WCED, 1987) and promotes the notion of co-operative governance and partnerships. (DEAT, 2003)

The synopsis of the Act states that the act is, to provide for co-operative, environmental governance by establishing principles for decision-making on matters affecting the

environment, institutions that will promote co-operative governance and procedures for co-ordinating environmental functions exercised by organs of state; and to provide for matters connected therewith.

The preamble to the Act reads as follows:

"WHEREAS many inhabitants of South Africa live in an environment that is harmful to their health and well-being:

- everyone has the right to an environment that is not harmful to his or her health or well-being; the State must respect, protect, promote and fulfil the social, economic and environmental rights of everyone and strive to meet the basic needs of previously disadvantaged communities;
- inequality in the distribution of wealth and resources, and the resultant poverty, are among the important causes as well as the results of environmentally harmful practices;
- sustainable development requires the integration of social, economic and environmental factors in the planning; implementation and evaluation of decisions to ensure that development serves present and future generations;
- everyone has the right to have the environment protected, for the benefit of present and future generations. through reasonable legislative and other measures that—
- prevent pollution and ecological degradation;
- promote conservation; and
- secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development:

the environment is a functional area of concurrent national and provincial legislative competence, and all spheres of government and all organs of state must co-operate with, consult and support one another;

AND WHEREAS it is desirable—

- that the law develops a framework for integrating good environmental management into all development activities;
- that the law should promote certainty with regard to decision-making by organs of state on matters affecting the environment;
- that the law should establish principles guiding the exercise of functions affecting the environment;

- that the law should ensure that organs of state maintain the principles guiding the exercise of functions affecting the environment;
- that the law should establish procedures and institutions to facilitate and promote co-operative government and intergovernmental relations;
- that the law should establish procedures and institutions to facilitate and promote public participation in environmental governance;
- that the law should be enforced by the State and that the law should facilitate the enforcement of environmental laws by civil society;”

In terms of the definitions of the Act:

“environment.’ means the surroundings within which humans exist and that are made up of—

- (i) the land, water and atmosphere of the earth;
- (ii) micro-organisms, plant and animal life;
- (iii) any part or combination of (i) and (ii) and the interrelationships among and between them; and
- (iv) the physical, chemical, aesthetic and cultural properties and conditions of the foregoing that influence human health and well-being.”

“sustainable development’ means the integration of social, economic and environmental factors into planning, implementation and decision-making so as to ensure that development serves present and future generations;”

Section 2 states that, “Environmental management must place people and their needs at the forefront of its concern, and serve their physical, psychological, developmental, cultural and social interests equitably.”

As can be seen from the above, NEMA contains and supports most of the principles and objectives of local Agenda 21.

In terms of Chapter 3 certain National Departments and all Provinces are required to draft Environmental Implementation and Management Plans. This however not required of Local Authorities.

The purpose and objects of environmental implementation plans and environmental management plans are described in section 12:

"12. The purpose of environmental implementation and management plans is to

- (a) co-ordinate and harmonise the environmental policies, plans, programmed and decisions of the various national departments that exercise functions that may affect the environment or are entrusted with powers and duties aimed at the achievement, promotion, and protection of a sustainable environment, and of provincial and local spheres of government, to~
 - (i) minimise the duplication of procedures and functions; and
 - (ii) promote consistency in the exercise of functions that may affect the environment;
- (b) give effect to the principle of co-operative government in Chapter 3 of the Constitution;
- (c) secure the protection of the environment across the country as a whole;
- (d) prevent unreasonable actions by provinces in respect of the environment that are prejudicial to the economic or health interests of other provinces or the country as a whole; and
- (e) enable the Minister to monitor the achievement, promotion, and protection of a sustainable environment."

The content of environmental implementation plans is prescribed in section 13:

"13. Every environmental implementation plan must contain:

- (a) a description of policies, plans and programmed that may significantly affect the environment;
- (b) a description of the manner in which the relevant national department or province~ will ensure that the policies, plans and programmed referred to in paragraph (a) will comply with the principles set out in section 2 as well as any national norms and standards as envisaged under section 146(2)(b)(i) of the Constitution and set out by the Minister, or by any other Minister, which have as their objective the achievement, promotion, and protection of the environment;
- (c) a description of the manner in which the relevant national department or province will ensure that its functions are exercised so as to ensure compliance with relevant legislative provisions, including the principles set out in section 2, and any national norms and standards envisaged under section 146(2)(b)(i) of the Constitution and set out by the Minister, or by any other Minister, which have as

their objective the achievement, promotion, and protection of the environment;
and

- (d) recommendations for the promotion of the objectives and plans for the implementation of the procedures and regulations referred to in Chapter 5.”

Should environmental implementation plans and environmental management plans become relevant at Local Authority level, many of the problems experienced to attain sustainable development that considers the biophysical environmental as well as the economic and social aspects, would be resolved.

Chapter 5 of the act deals with integrated environmental management, of which the general objectives is highlighted in section 23

- “23. (1) The purpose of this Chapter is to promote the application of appropriate environmental management tools to ensure the integrated environmental management of activities,
- (2) The general objective of integrated environmental management is to
 - (a) promote the integration of the principles of environmental management set out in section 2 into the making of all decisions, which may have a significant effect on the environment;
 - (b) identify, predict and evaluate the actual and potential impact on the environment, socio-economic conditions and cultural heritage, the risks and consequences and alternatives and options for mitigation of activities, with a view to minimizing negative impacts, maximizing benefits and promoting compliance with the principles of environmental management set out in section 2;
 - (c) ensure that the effects of activities on the environment receive adequate consideration before actions are taken in connection with them;
 - (d) ensure adequate and appropriate opportunity for public participation in decisions that may affect the environment;
 - (e) ensure the consideration of environmental attributes in management and decision-making which may have a significant effect on the environment;
and
 - (f) identify and employ the modes of environmental management best suited to ensuring that a particular activity is pursued in accordance with the principles of environmental management set out in section 2.

- (3) The Director-General must coordinate the activities of organs of state referred to in section 24(1) and assist them in giving effect to the objectives of this section and such assistance may include training, the publication of manuals and guidelines and the co-ordination of procedures.”

The implementation of the environmental implementation plan is discussed in section 24:

- “24. (1) In order to give effect to the general objectives of integrated environmental management laid down in this Chapter, the potential impact on—
- (a) the environment;
 - (b) socio-economic conditions; and
 - (c) the cultural heritage,
- of activities that require authorisation or permission by law and which may significantly affect the environment, must be considered, investigated and assessed prior to their implementation and reported to the organ of state charged by law with authorizing, permitting, or otherwise allowing the implementation of an activity.”

Chapter 7 of the act deals with compliance, enforcement and protection, which aspect has direct implications for the municipality.

Part 1 deals with environmental hazards

“Duty of care and remediation of environmental damage

28. (1) Every person who causes, has caused or may cause significant pollution or degradation of the environment must take reasonable measures to prevent such pollution or degradation from occurring, continuing or recurring, or, in so far as such harm to the environment is authorised by law or cannot reasonably be avoided or stopped, to minimise and rectify such pollution or degradation of the environment.
- (2) Without limiting the generality of the duty in subsection (1), the persons on whom subsection (1) imposes an obligation to take reasonable measures, include an owner of land or premises, a person in control of land or premises or a person who has a right to use the land or premises on which or in which—
- (a) any activity or process is or was performed or undertaken; or
 - (b) any other situation exists, which causes, has caused or is likely to cause significant pollution or degradation of the environment.”

It is disconcerting to notice that if the abovementioned acts are read in order of date of proclamation, the biophysical aspect of the principles of sustainable development is neglected, whereas the economic and to an extent the social aspects are much more prominent. The irony of this is that if the biophysical environment were not considered on an equal footing with the economic and social aspects, all three these aspects would be detrimentally affected, as the biophysical environment produces the recourses for economic growth and social survival.

3.2 POLITICAL FRAMEWORK

At the WSSD held in September 2002 in Johannesburg the Mayors, leaders and representatives of the cities and local governments of the world, and of their international and national associations, agreed to the following Declaration that, inter alia, reads as follow: (DEAT, 2003)

"Welcoming the initiative of the United Nations and its Member States in convening the World Summit on Sustainable Development, which meets at a crucial time in the life of our planet;

Committed to the goals and targets of Agenda 21, the Habitat Agenda and of the UN Millennium Declaration, in the struggle against global poverty and for sustainable development;

Reaffirming our commitment to the principles of sustainable development, including solidarity, transversality (integrating the economic, social and environmental dimensions), participation of civil society in decision-making, and responsibility towards future generations and disadvantaged populations;

Aware that, despite many successes and much commitment (in particular by local governments) in relation to Agenda 21, we remain far from achieving a sustainable future for humankind;

Gravely concerned at the ongoing process of depletion of the earth's resource base and degradation of the global environment;

Convinced that, if we are to resolve the challenges facing the world, a strong partnership between all spheres of government (from international to local) is essential;

Recalling the important role played by local government representatives in the Rio Earth Summit of 1992, and ascribed to local government for the future in Agenda 21, not only in chapter 28 (which dealt specifically with the local authority contribution) but also in many of the thematic chapters;

Recalling too that since 1992, over 6000 local governments have set up a Local Agenda 21 process with their community, and many more have undertaken strategies to integrate the economic, social and environmental dimensions of local development;

Recalling further the conclusions, undertakings and requests set out in the Final Declaration of the 2nd World Assembly of Cities and Local Authorities in Rio de Janeiro on 6 May 2001;

Endorsing the conclusions and future strategies set out in the Local Government Dialogue Paper for the WSSD;

Welcoming the growing partnership between local government and the UN and other international organisations, towards strengthening decentralisation and development of capacity of local governments and their associations, including in particular the establishment by UN-Habitat of the UN Advisory Committee of Local Authorities in 2000.” (DEAT, 2003)

The context

- “1. With half of the world's population now living in urban settlements, and with the world's population due to grow to 8 billion by 2025, the issue of sustainable urban management and development is one of the critical issues for the 21st century. National states cannot, on their own, centrally manage and control the complex, fast-moving, cities and towns of today and tomorrow - only strong decentralised local governments, in touch with and involving their citizens, and working in partnership with national governments, are in a position to do so. The future of rural settlements is also of vital importance, with urban/rural linkages and interdependence becoming key issues for the future of sustainable development.
2. The effects of economic liberalisation and globalisation are felt most sharply at local level. Whilst many have benefited from these processes, e.g. via new inward investment into local economies, the growing gap between rich and poor, with increases in absolute poverty levels in many places, has led to growing problems of insecurity, social exclusion and of environmental degradation. These negative impacts of globalisation are felt everywhere, but in particular in developing countries, and threaten to undermine the positive work of local authorities. Unsustainable production and consumption patterns likewise add to these negative impacts.
3. In 1992 in Rio, the international community and all partners established the goals and actions necessary to achieve a sustainable future. Overall, the steps taken to date to implement Agenda 21 have not been adequate to meet the challenges identified. The decade since 1992 has seen conflicts, massive breaches of human rights, and

ecological and other natural disasters, in addition to growing social inequality. A large part of the world's population lives without access to even the most basic services.

4. Since 1992, however, many local governments have played a significant and positive role in taking forward the Rio engagements, implementing Agenda 21 and the Rio conventions in the local sphere. In this period, the role of local government as catalyst for development and community leader has also evolved, with a strong emphasis on partnership with business and civil society. Local government's relationship with the UN has also developed in a positive way. However, the exclusion of local government as a recognised sphere of government within the United Nations system continues to pose a significant barrier to the ability of local governments to achieve sustainable development." (DEAT, 2003)

Our principles

- "5. We believe there are four inter-connected principles for local governments, which need to inform and underpin all of our efforts to combat poverty and build a just, peaceful and sustainable world:
 - First, the overarching principle of *Sustainable Development* (integrating the economic, social, cultural and environmental dimensions)
 - Second, *Effective Democratic Decentralisation* (with a substantial set of key competences, and commensurate financial resources for local governments)
 - Third, *Good Governance* (effective leadership, transparency, accountability, probity, proper management and effective services, equitable access to services, a commitment to partnership working, and institutional capacity building.)
 - Fourth, *Co-operation and Solidarity* (partnerships for exchange of good practice, support and mutual learning). We aim to work positively with, and bridge the gap between, our national governments, the international community and civil society to promote these principles, and to develop skills and capacity." (DEAT, 2003)

Commitments by local governments:

- "6. Arising from the above, we reaffirm our strong commitment to Agenda 21, and further commit ourselves:
 - To support the development targets set out in the General Assembly's Millennium Declaration, including the overarching goal of reducing by the year 2015 the proportion of those who live in absolute poverty, and the target of achieving a significant improvement in the lives of 100 million slum dwellers by 2020;

- To work with national governments and the international community to strengthen local government's capacity to deal with sustainable development, including via the dialogue processes agreed in 2001 by the United Nations Commission on Human Settlements and the General Assembly's Declaration (paragraph 37) on the occasion of the five year review of the Istanbul Human Settlements Summit;
- To develop city and local development strategies, which integrate the economic, social, cultural and environmental dimensions of development;
- Over the next decade, to build upon the successes of Local Agenda 21 and accelerate implementation through Local Action 21 campaigns and programmes that create sustainable communities and cities while protecting global common goods;
- To undertake City to City / Municipal International Co-operation activities and partnerships, aimed at mutual learning, exchange of good practice, and the development of capacity for sustainable development, in particular in the context of growing urbanisation;
- To develop a new and deeper culture of sustainability in our cities and localities, including a commitment to socially and environmentally sound procurement policies and consumption patterns, sustainable planning, investment and management of resources, and promotion of public health and of clean energy sources; to this end we ask all local governments to discuss endorsement of the Earth Charter;
- To develop effective and transparent local governance, including a proactive community leadership role, working with the local organisations of civil society and the private sector, and ensuring the equal participation of women and men, and the active involvement of disadvantaged sectors;
- To manage local governments holistically so as to achieve development goals effectively by the integrated management of financial, human and natural resources." (DEAT, 2003)

The IDP is the vehicle through which objectives, principles and commitments can be implemented. Unfortunately Ekurhuleni Metropolitan Municipality was not a signatory to this declaration, however the principles are supported (see Chapter 4 on the discussion of the Ekurhuleni IDP).

3.3 NATIONAL AND PROVINCIAL FRAMEWORK

3.3.1 IDP Guide Pack

In 2001 the Department of Provincial and Local Government introduced an IDP Guide Pack consisting of six guides, explaining the concept of Integrated Development Planning and issues related thereto.

In terms of IDP Guide Pack 0, the IDP is made up of the following core components: (DPLG, 2001a)

- “• The analysis;
An assessment of the existing level of development, which includes identification of communities with no access to basic services.
- Development strategies;
 - The municipality’s vision (including internal transformation needs).
 - The council’s development priorities and objectives.
 - The council’s development strategies.
- Projects;
- Integration;
 - A spatial development framework.
 - Disaster management plan.
 - Integrated financial plan (both capital and operational budget).
 - Other integrated programmes.
 - Key Performance Indicators and performance targets.
- Approval;
In a nutshell, Integrated Development Planning is about the municipality identifying its priority issues/problems, which determine its vision, objectives and strategies followed by the identification of projects to address the issues. A very critical phase of the IDP is to link planning to the municipal budget (i.e. allocation of internal or external funding to the identified projects) because this will ensure that implementation of projects and hence the IDP directs development.” (DPLG, 2001a)

According to the IDP Guide Pack 1 some of the shortcomings of the municipal dispensation prior to the 90's were: (DPLG, 2001b)

- “• Predominantly sector based, with transport, land use and infrastructure plans being prepared by municipal departments in isolation from one another;

- Inflexible and of a blue-print nature;
- Indifferent on issues of environmental sustainability and economic viability;
- Concerned with physical development and sectorally structured infrastructural delivery programmes by the public sector;
- Unconcerned with the social and economic dimensions of development such as poverty alleviation, social health and welfare; and
- Weak on the facilitation of private sector investment.”

The White Paper on Local Government, in section B on “developmental local government”, states all national development policy guidelines that are of particular relevance for local government. They are largely based on the constitution and on fundamental national policy frameworks such as the Reconstruction and Development Program (RDP) and Growth, Employment and Redistribution strategy (GEAR). They form the normative framework for the contents of IDPs. These development policy guidelines and principles can be summarised as follows: (DPLG, 2001b)

- “• Orientation towards people’s needs.
- Poverty alleviation with special consideration of marginalized and disadvantaged groups and gender equity.
- Environmentally sustainable development and a safe and healthy environment.
- Economic growth with creation of income and employment opportunities.
- Involvement of residents, communities and stakeholders.
- Sustainability of services, municipalities and settlements.”

“The principles of environmental soundness and sustainability have to be incorporated by:

- Identification of environmental degradation and risks during the analysis;
- Involvement of competent stakeholders and/or resource persons in charge of environmental concerns in the public participation process;
- Making sure that major environmental problems and threats are reflected in the objectives;
- Assessing alternative strategies by considering their environmental impact; and
- Considering environmental aspects when designing project proposals.

In short, IDPs have to give an explicit answer on how the municipality will deal with environmental problems and avoid negative environmental impacts. Section 24 of the

Municipal Systems Act states that development strategies must be aligned with national or provincial sectoral plans and planning requirements. It also establishes that a single, inclusive and strategic plan must be adopted which links, integrates and coordinates plans. National sector legislation contains various kinds of requirements for municipalities to undertake planning." (DPLG, 2001b)

Sector requirements vary in nature in the following way:

- (a) Legal requirements for the formulation of a discrete sector plan (such as water services development plans).
- (b) A legal compliance requirement (such as the NEMA and DFA principles).
- (c) A requirement that planning be undertaken as a component of, or part of, the IDP (like housing strategies and targets).
- (d) More a recommendation, than a requirement, which is deemed to add value to the municipal planning process and product (like Local Agenda 21).

3.3.2 Sustainability in the IDP

The Department Environmental Affairs and Tourism in 2003 published a document – Strengthening Environmental Sustainability in the Integrated Development Planning Process. In doing so it declared that:

"One of the reasons for the drafting of this document was based on the fact that, the first round of IDPs has tended to focus on social and economic aspects of development. Many IDP assessments have shown that existing IDPs, with some exceptions, have concentrated less on the biophysical and ecological aspects of sustainability. To address this imbalance within IDPs, this document place greater emphasis on issues related to ecological sustainability - although these issues will be raised in an integrated manner with strong linkages to economic and social sustainability concerns. It is hoped that the emphasis on natural environment issues will strengthen concern for ecological sustainability in the IDP process and in the subsequent development activities within local authorities. However, to promote sustainability in the municipal context, economic, social and ecological issues need to be addressed in an integrated and holistic manner." (DEAT, 2003)

The document addresses the issues of sustainability and IDP individually. "It then proceeds to analyse the strengthening of sustainability in each phase of the IDP process. The National Environmental Management Act (NEMA} also identifies a core set of sustainability

principles that should receive attention in all planning and decision-making activities, from project to policy-making processes. While the adoption of these principles will enable municipalities to chart a development path which is more sustainable, successful pursuit of sustainable development also requires the adoption of approaches that are holistic, integrated, adoptive, have a systems-orientation, and, most importantly, are participatory. The application of these principles and approaches is not straightforward. It requires a change in attitude and behaviour, institutional reform, a change in priorities, and ongoing capacity building.” (DEAT, 2003)

“The focus of the document is on ways to enhance sustainability thinking as well as on highlighting ecological/natural environment concerns that might be considered in an IDP. The following Figure 1 provides a diagram illustrating the different phases of the IDP process, as described in 3.1 above and the environmental tools that can be used to assist in addressing sustainability issues at each particular phase.” (DEAT, 2003)

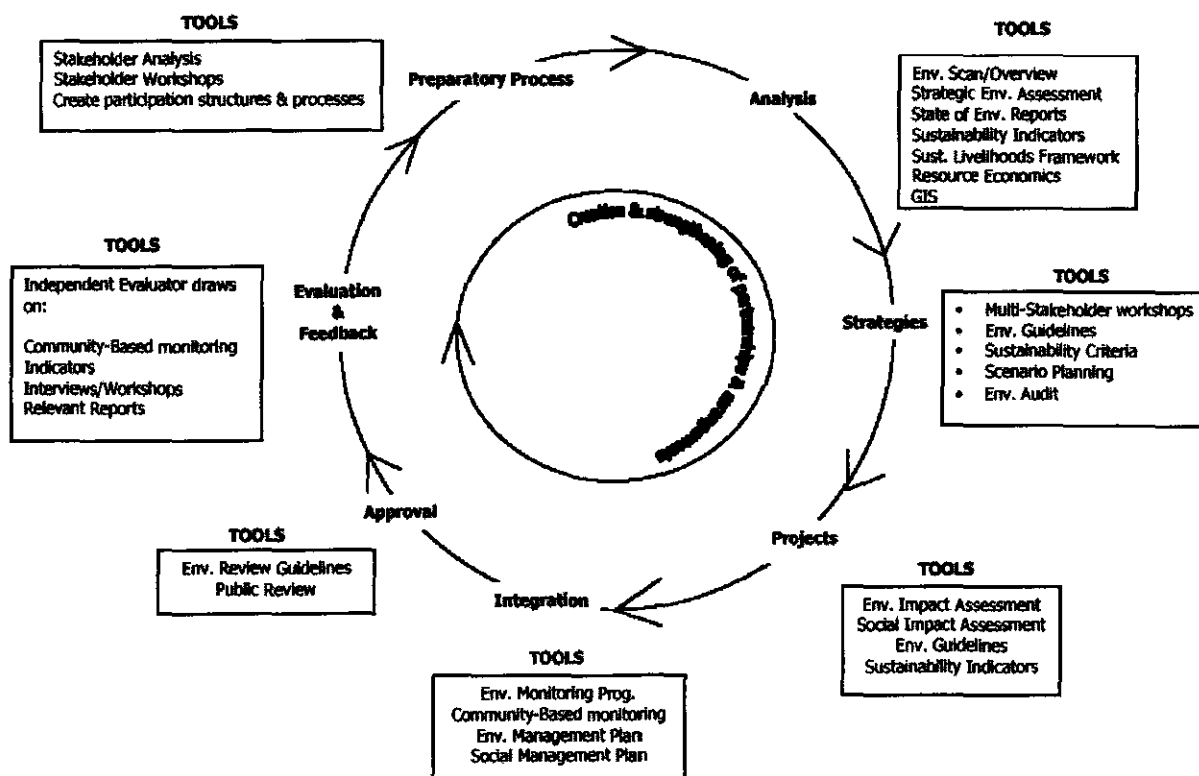


Figure 3: Integrating Sustainability Issues into the IDP Process (DEAT, 2003).

Addressing sustainability issues during the early phases of the IDP process will ensure that at the IDP integration phase, the draft projects and strategies will already be reasonably

consistent with sustainability principles. A basic activity in each phase of the IDP is to ensure that the key sustainability principles are considered in that phase of the IDP process. After discussion of each IDP phase, questions are posed to all departments in the local authority to assist the alignment of the IDP with sustainability issues.

It is especially the analysis phase of the IDP that is of particular interest in this dissertation. According to DEAT (2003), the purpose of the analysis phase is to understand the existing situation within the municipality. Both technical analysis of information, and engagement with communities and stakeholders, are used to generate an analysis of the key conditions, trends, and issues. The analysis required goes beyond a descriptive account of conditions, to include an understanding of the causal factors underpinning priority concerns, and the linkages between issues. It thus calls for a complex and holistic analysis.

According to the IDP Guide Pack III (DPLG, 2002d), the Analysis Phase includes the following main planning events:

- Compilation of existing information;
- Community- and stakeholder-level analysis;
- Reconciling the compilation of existing information and the community/stakeholder analysis;
- Municipality-level analysis;
- Spatial analysis;
- Environmental analysis;
- Socio-economic analysis;
- Identification of municipal priority issues/aggregating priorities; and
- In-depth analysis of priority issues.

The main outputs of this stage are:

- An assessment of the existing level of development;
- Priority issues;
- Information on context, causes and the dynamics of priority issues; and
- Information on available resources and potentials.

One of the tools identified by the Department Environment and Tourism (2003) that can be used to ensure sustainability in the IDP is State of the Environment Reporting (SOER). As already defined previously in Chapter 2:

“The purpose of State of the Environment (SoE) Reporting is to provide data for developing and monitoring sustainable development strategies, programmes and projects. SOE Reporting includes information on the causes and effects of environmental change and can provide recommendations for responses to such change. The information contained in State of the Environment (SoE) reports on social, economic and biophysical resources and systems, can be used in the analysis phase of the IDP process. SoE reports can also provide a useful structure for presentation of the information that is collected during the IDP Analysis Phase.” (DEAT, 2003)

A critical component of the SOER is the development of sustainability indicators. These are described as follow:

“Sustainability indicators comprise of a web of criteria, indicators, measures and standards. They provide a useful tool for monitoring and evaluating the current state of the environment, pressure in the environment and response to policies, programmes and plans. They provide early warnings signs of changes or problems in the environment and also reflect on the interconnected nature of environmental problems. Sustainability indicators need to be established at the outset of the IDP process since they are developed using issues raised by stakeholders. They provide information on trends and changing patterns and so can be used for monitoring and evaluation throughout the process.” (DEAT, 2003)

The development of sustainability indicators links up very closely with the Performance Management System and it's set of indicators as prescribed in the Municipal Planning and Performance Management Regulations, 2001, of the Municipal Systems Act 32 of 2000. However the Regulations only address the economic and social indicators and not the biophysical indicators. This weakens the IDP process in terms of its endeavour towards sustainability.

3.4 INSTITUTIONAL SOURCES

According to the publication of DPLG “Principles of Integrated Development Planning and Assessment of the Process 2001/2002”, the main characteristics of an IDP which have been the guiding areas for the assessment of the IDP process 2001/2002 are: (DPLG, 2002b)

- Internal institutional arrangements / ownership
- Consultative / participatory process

- Strategic focus
- Integration and implementation-orientation.

These characteristics correlate with the key principles of a LA 21 process.

- “Integration of social, economic and environmental issues:
The IDP Methodology presented to municipalities makes a strong point on IDP being a strategic and integrated process. Considering the limited resources available only through integration savings will be realised for the municipality and service delivery for most of the population be achieved.
- Multi sectoral approach:
IDP's are the business plan of the municipality and the municipal manager should therefore be responsible for managing the process. This would on one hand ensure municipal ownership while on the other establish the necessary requirements for IDPs to integrate the different sectors within the municipality. The IDP should no longer be the plan of the planning department.
- Concern for the future - taking a long-term view:
The IDP process can be used as an opportunity for the municipality to debate and agree on a long-term vision (20 - 25 years) that provides the basis for the shorter 5-year objectives and strategies. Objectives and strategies represent the operational translation of the longer vision. Linked to these objectives and strategies municipalities will develop their 5 year plans in line with term of office of elected councillors.
- Recognising and working within limits by considering issues such as resource frames and institutional capacities:
IDP's are required to deal with environmental issues, together with social and economic issues, in an integrated fashion. From the outset of the planning process, the methodology highlights the importance of the eco-system by recommending the municipalities to undertake an environmental analysis, developing localized strategic guidelines based on the principles of Chapter 1 of the National Environmental Management Act 1998 and finally designing a 5 year Integrated Environmental Programme for the municipality.
- Local authorities working through partnerships with civil society:
The IDP approach is based on the principle of inclusive and representative consultation and/or participation of all residents, communities and stakeholders within a municipality. This can be achieved through:
 - structured participation in the Representative Forum

- establishing the conditions for public involvement.” (DPLG, 2002b)

It is suggested that the structures and principles of participation are applied throughout the cycle of planning, implementation, monitoring & evaluation and review.

- “Linking local issues to global impacts:
Municipalities are aware of the severity global impacts such as pollution, lack of food security and environmental degradation could have on sustainable development at a local level. IDP therefore enables them the opportunity to develop targeted strategies and take specific action to ensure that negative global impacts can be avoided. It is acknowledged that this area may require more attention in the IDP process.
- Equity, justice and accountability:
Given the history of South Africa these issues are of mayor concern to the majority of its citizens. IDP provides a framework in which these issues can be addressed and discussed. The objectives and strategies of the municipality should reflect to what extend the municipality is committed to ensuring these principles.

There is therefore a direct correlation between IDP and LA21. Through the formalisation of the White Paper on Local Government, LA21 was institutionalised and conceptualised as part of a new local Government System centred on decentralisation, participation and development and a commitment was therefore made to the principles of sustainable development. The challenge however remains on how to find innovative and effective ways to integrate the characteristics of IDP as well as the principles and processes of LA21 in a sustainable and participatory way. The introduction of a simplified and user-friendly methodology was therefore instituted as an attempt to take up this challenge.” (DPLG, 2002b)

The United Nations as part of its development program, commissioned case studies on sustainability in local governance in South Africa, in 2002. Four case studies were examined to assess their performance with respect to integrating sustainability principles. These included Ugu District Municipality in Kwa-Zulu-Natal, Buffalo City in the Eastern Cape Province, The Greater Groblersdal Municipality in the Limpopo Province and Mpumalanga, and the Kgalagadi District Municipality that straddles both the North West and Northern Cape Provinces. In the conclusion of the studies it was found that in many respects, the legally required IDP process could be regarded as South Africa's institutional response to the international LA21 mandate. Sustainability principles and participatory approaches are seen as key to developing a plan that responds to local needs, conditions and capacities.

However, while these plans represent a significant move towards achieving sustainable development there are still key challenges and a few areas of weakness that need to be addressed in the review process (United Nations, 2002c).

“Various lessons have emerged from this review and analysis.

- The IDP philosophy, principles and processes are complex and require a high level of conceptual understanding and skills. Although there has been significant improvement in incorporating sustainability principles in this second round (2001/2002) of IDPs, limited experience in the application of an integrated approach, understanding of the concepts of sustainability and, particularly in the poorer and more rural areas such as the Greater Groblersdal District Municipality and the Kgalagadi District Municipality, has meant that some of the plans and projects reviewed are sectorally based and while it attempts to do so, falls a little short of fully addressing sustainability principles.
- The extent to which sustainability principles have been successfully integrated into the IDP process differed amongst the four case studies reviewed. However, all the case studies had a strong focus on satisfying basic human needs and promoting social justice and equity. Economic growth and vitality is also promoted through the identification of economic development strategies that build on regional strengths and provide support to emerging businesses, farmers and the informal sector. Involving key stakeholders and to a lesser extent, civil society in the planning process represents a commitment by government to plan with, rather than for its communities. Using local talents and skills, building capacity, and putting in place appropriate monitoring and evaluation systems were also key elements of most IDPs reviewed. However, the principles of conservation of biodiversity and maintenance of ecological integrity, concern for the future and linking local to global dimensions were not specifically addressed in all the case studies and represent a key challenge for officials and stakeholders involved in implementing and reviewing the IDPs, especially in the Greater Groblersdal District, Buffalo City, and the Kgalagadi District.
- Although the Ugu District IDP and, to a lesser extent, the Buffalo City IDP, adopted a holistic definition of "environment" in the IDP development process, this was not clearly evident in the Groblersdal and Kgalagadi case study. Consequently, certain strategies proposed, and programmes and projects identified, are not consistent with the principles of sustainability and may not result in sustainable outcomes, or maximize opportunities that could enhance livelihoods and quality of life. The incorporation of environmental, social and economic sustainability principles at the

plan and programme level is critical to the achievement of sustainability at the project level.” (United Nations, 2002c)

3.5 CONCLUSION

It is therefore clear that due to lack of emphasis in certain legislation, environmental issues are not getting the recognition they should in the IDP process. The concept of sustainable development is preached, however the “three dimensional” implementation thereof is not realised.

CHAPTER 4- COMPLIANCE WITH THE REQUIREMENTS FOR ENVIRONMENTAL SUSTAINABILITY BY THE EMM.

This chapter first looks at the international requirements for LA 21. An analysis of the EMM IDP is then done to assess the compliance of the IDP with the Agenda 21 and JPI objectives.

4.1 INTRODUCTION

During a study that was done by ICLEI regarding Local Authorities and their national and international associations to Agenda 21, a survey asked respondents to rank the criteria that they used to design the LA 21 activities in their country or region. The criteria in order of their priority were: (Council for European Municipalities and Regions, 1997)

“Q: What are the ranges of criteria you are using to define your Local Agenda 21 or sustainable development planning process? Rank all suitable responses in order of importance.

- It must address economic, social and ecological needs together. It must include a consensus on a vision for a sustainable future.
- It must include a participatory process with local residents.
- It must establish a Stakeholders Group, Forum or equivalent multi-sectoral community group to oversee the process.
- It must prepare an Action Plan with concrete long-term targets.
- It must prepare an Action Plan (without long-term targets).
- It must establish a monitoring and reporting framework.
- It must establish indicators to monitor progress.”

In terms of the Council for European Municipalities and Regions (1997) the core elements a Local Agenda 21 strategy should include the following:

- “1. A vision statement, which should:
- Identify the main sustainability issues and aims for the area;
 - Let explicit objectives for quality of life in the area.

- Provide a guiding picture for the development of the community during the 21st century
2. An action plan, which should say which organisations or players will take what actions and by when. Producing an action plan is the key step that takes a Local Agenda 21 process beyond a talking shop. The action plan responds to long-term objectives and targets and extends to social, economic and environmental aspects. Actions can be split up according to topic, sector, or geographic location and will probably be a combination of:
 - new projects and initiatives such as a community scrap store, creation of a new public space, a promotional campaign on healthy lifestyles;
 - changes in the priorities or activities of public bodies such as more provision of energy advice or cycle routes; or
 - changes to statutory and non-statutory policies and plans.
 - 3 Implementation mechanisms, covering:
 - how the actions will be made to happen
 - how performance and achievements will be assessed
 - how the strategy itself will be reviewed and updated over time
 4. Measuring, monitoring and reporting on progress towards sustainability:
It is important to build monitoring procedures into a Local Agenda 21 process. Various methods exist to do this: -
 - using locally determined sustainability indicators which show whether we are moving towards or away from sustainability
 - setting specific targets
 - by reporting regularly on sustainability issues. This will involve deciding what information is needed to assess the sustainability of a particular activity, plan or policy, obtaining that information and using the results to guide actions and decisions. "

It is evident that these criteria are similar if not identical to those applicable to the South African IDP process. The EMM IDP was therefore taken as the document that would represent the EMM's endeavour to establish a Local Agenda 21.

4.2 THE EKURHULENI METROPOLITAN MUNICIPALITY (EMM) INTEGRATED DEVELOPMENT PLAN (IDP) 2003/2007.

In terms of its IDP the EMM's vision, mission and values are described as follows:
(Ekurhuleni Metropolitan Municipality, 2003)

4.2.1 Vision:

"The Smart, Creative and Developmental City. "

4.2.2 Mission:

"Ekurhuleni provides sustainable and people-centred developmental services that are affordable, appropriate and of high quality. We are *focused on social, environmental and economic regeneration off our city and communities*, as guided by the principles off Batho Pele and through the commitment off a motivated and dedicated team."

4.2.3 Values:

"The Ekurhuleni Metropolitan Municipality is committed to the following values:

- Performance excellence;
Through excellent teamwork we strive to continuously improve our skills, processes and systems. Our service will be responsive, professional and of a high quality.
- Integrity;
Displaying honesty, respect, dignity and caring in our work and eradicate all forms of unfair discrimination and corrupt practices. Taking ownership of all we say and do towards everyone around us.
- Community Centeredness;
Based on the principles embodied in Batho Pele, we grow respect through involving communities and ensuring development. The people we serve and represent, come first.
- Transparency; and
Ensuring that all stakeholders have access to relevant information that enhances partnerships.

- Co-operative Governance.

As a municipality we will initiate, implement and evaluate legislation and programs with other spheres of government.”

4.2.4 Key Development Priorities

Key development priorities for the EMM in terms of the IDP are the following: (Ekurhuleni Metropolitan Municipality, 2003)

- “Promotion of Good Governance;
- Urban Renewal;
- Poverty Alleviation and addressing under-development;
- Local Economic Development and Job Creation;
- Prevention of HIV/Aids;
- Safety and Security;
- Enhancement of Community Participation.”

The above issues are supported by departmental/portfolio strategies and business plans.

4.2.5 Key Performance Areas

The following are the Key Performance Areas (KPA's) that constitute the different departments of the council:

- Municipal Infrastructure
- Roads, Transport and Civil Works
- Financial Management
- Development Planning
- Local Economic Development
- Health and Social Development
- Sport, Recreation, Arts and Culture
- Housing
- Public Safety
- Environment and Tourism
- Human Resources and Development
- Corporate and Legal

- Internal Audit
- Communication and Marketing
- Employment Equity and Transformation
- Research and Development

4.2.6 Key Development Objectives

The following 24 points are key development objectives of the EMM that relate to the KPA's above: (Ekurhuleni Metropolitan Municipality, 2003)

- "To increase the payment for services.
- To manage expenditure and income in accordance with the approved budget.
- To prepare and implement a five (5) year capital investment programme.
- To improve the financial viability of the Metro.
- The improvement of the safety and security of residents.
- To promote local economic development in the metro area.
- To prevent the spread of HIV/Aids in the metro area.
- To create job opportunities.
- To improve the socio-economic conditions and quality of life of all residents.
- To establish an effective organisational structure.
- To develop and implement a performance management system.
- To adhere to the metro's employment equity plan.
- To develop the metro's human resources.
- To integrate and develop by-laws, policies and procedures.
- To develop and implement an effective IT strategy and system.
- To improve the morale and team spirit.
- To prevent and combat corruption.
- To improve the relationship between politicians, officials and labour.
- To clarify the roles and functions of all internal role players.
- To promote a culture of open communication with all internal and external stakeholders.
- To promote active community participation.
- To improve customer care and service delivery.
- To decrease water and electricity distribution losses.

- To reduce the infrastructural backlogs in accordance with equity and sustainable principles.”

These objectives form the basis on which all the Departments formulated their Operational Strategies and Departmental IDP's.

4.2.7 Needs assessment

The needs assessment for the citizens of EMM was done at a ward level. A list of issues was provided to the ward committees and participants were requested to prioritise the issues. The following is the list of issues. Those issues directly relating to Agenda 21 and JPI objectives have an * behind them:

- Electricity, *
- Street & High mast lighting,
- Roads (new & resurfacing), *
- Traffic calming measures,
- Pedestrian facilities (&paving of sidewalks),
- Storm-water management, *
- Water supply, *
- Sewerage, *
- Public Transport,
- Economic Development Projects, *
- Industrial Development & Investment Promotion, *
- Manufacturing advice Centres/Local Business Support Centres, *
- Tourism,
- Natural Environment, *
- Pollution (air, water, noise, littering, illegal dumping), *
- Clinics (health care), *
- Facilities for disabled, aged & youth, *
- Emergency services (fire & ambulance),
- Safety & Security,
- Libraries, art & culture,
- Parks (provision & maintenance),
- Housing development (new), *
- Upgrading of informal housing and hostels, *

- Multi-purpose centres (community halls & offices),
- Cemeteries (new, upgrading & maintenance),
- Sport facilities (new, upgrading & maintenance),
- Access to Metro information (maps, statistics, etc)
- Poverty alleviation. *

As stated previously in Chapter 2 2.2, Chapter 28 of Agenda 21 indicates that because so many of the problems and solutions being addressed by Agenda 21 have their roots in local activities, the participation and cooperation of local authorities will be a determining factor in fulfilling the Agenda 21 objectives. Each Local Authority should enter into a dialogue with its citizens, local organisations and private enterprises and adopt "a local Agenda 21". Local authority programmes, policies, laws and regulations to achieve Agenda 21 objectives would be assessed and modified, based on local programmes adopted. Strategies could also be used in supporting proposals for local, regional and international funding. (United Nations, Aug 1992)

The JPI extended the issues raised in Agenda 21 by setting specific targets for the implementation thereof.

4.2.8 Performance Management System

The Performance Management System of the EMM is being implemented in terms of the requirements of Chapters 5 and 6 of the Municipal Systems Act, 32 of 2000 (see requirements in point 1.3 of Chapter 3, above). It is also one of the corporate operational strategies that in summary consist of the following: (Ekurhuleni Metropolitan Municipality, 2003)

- Develop a performance management system;
- Set targets, monitor and review performance, based on indicators linked to the Integrated Development Plan (IDP);
- Publish an annual report on performance for the councillors, staff, the public and other spheres of government;
- Incorporate and report on a set of general indicators prescribed nationally by the Minister responsible for local government;
- Conduct an internal audit on performance before tabling the report;
- Have the annual performance report audited by the Auditor-General; and

- Involve the community in setting indicators and targets and reviewing municipal performance.

A policy framework has been approved for performance management in the Ekurhuleni Metropolitan Municipality to provide the council with a framework according to which the requirements of the Municipal Systems Act can be met.

The policy quotes "The Performance Management Guidelines for Municipalities, 2001", by the Department Development Planning and Local Government, which suggests that:

"Another important factor in choosing an indicator is whether data is available for its measurement in your municipal area. A municipality needs to be clear about what data it currently collects and what data it will have the capacity to collect in the near future. It will also be useful for your municipality to know what data is being collected by other institutions. International experience has shown that "home-grown" indicators can be very useful in ensuring public participation in the performance management process.

"Home-grown" indicators are indicators suggested by citizens and communities that are directly relevant to the development plans and challenges of the area. The inclusion of some "home-grown" indicators will ensure greater credibility, legitimacy and participation from citizens and communities. A municipality must identify baseline measurements. A baseline measurement is the measurement of the chosen indicator at the start of the period. If performance is seen as a race, the baseline is the starting position and the target is the finish line. In setting targets it is important to know how we are performing at the current moment. This step also tests whether the chosen indicator is in fact measurable and whether there are any problems associated with it. It is important to know the date when your baseline measurement was relevant." (Ekurhuleni Metropolitan Municipality, 2003)

According to the policy it is not the intention of the Working Group to take over the collection of baseline measurements from the departments, but rather to co-ordinate all the processes, to standardise the basis of measurement and to ensure that the format and availability of this information is based on a uniform set of principles. Each department will be involved in this project and should participate in the development of a standardised format and database of baseline indicators and measurements. It will also be based on the Integrated Development Plan document.

4.3 ANALYSIS OF THE EMM IDP

In the tables contained in a the EMM IDP is analysed in terms of its compliance with the objectives of Agenda 21, as well as the JPI objectives. It is evident that some of the Agenda 21 and JPI objectives are not achievable on a local authority level as they are more relevant on a national and international level. However, once the national policies and plans are in place the local authorities should be able to link up with them and assist with the implementation thereof.

In the tables attached as Appendices "A" and "B" to the document, all the Agenda 21 and JPI objectives are listed, but those not achievable at local level are indicated as not being applicable. The applicable objectives are evaluated in terms of: -

- The Key Development Objectives of the EMM, which relates to the Key Development Priorities;
 - The Needs Assessment of the community, done through the ward committees;
 - Approved EMM Policies; and
 - Departmental Strategies,
- as listed above in points 2.4 to 2.7.

Table 2 is an evaluation of the EMM IDP in terms of the 1992 Agenda 21 objectives.

Table 3 is an evaluation of the EMM IDP in terms of the 2002 Johannesburg Plan of Implementation.

4.4 CONCLUSION

The EMM has to date complied with legislative requirements in the compilation of it's IDP, however the compliance of the IDP with sustainability principles will be established in the analysis of the IDP compared with the LA 21 and JPI objectives.

CHAPTER 5 - DISCUSSION OF FINDINGS OF THE ANALYSIS OF THE EKURHULENI METROPOLITAN MUNICIPALITY IDP.

In this chapter the findings of the analysis of the EMM IDP will be discussed.

5.1 THE MISSION OF EMM

The mission of EMM captures the principle of sustainable development. However when the set values and key development objectives are analysed, it is seen that the environmental aspect of the sustainability equation of economic, social and environmental sustainability, is missing.

5.2 KEY DEVELOPMENT OBJECTIVES OF EMM

When assessing the Key Development Objectives of the EMM, it can be seen that the objectives of both Agenda 21 and JPI are addressed in a very generic manner, with a few exceptions relating to the provision of services. Of the 24 EMM Key Development Objectives, 11 objectives address some of the Agenda 21 and JPI objectives. But no specific target dates for the achievement of the JPI objectives are set as required by the JPI.

The 11 compliant Key Development Objectives are the following:

- The improvement of the safety and security of residents.
- To promote local economic development in the metro area.
- To prevent the spread of HIV/Aids in the metro area.
- To create job opportunities.
- To adhere to the metro's employment equity plan.
- To develop the metro's human resources.
- To improve the relationship between politicians, officials and labour.
- To promote a culture of open communication with all internal and external stakeholders.
- To promote active community participation.
- To decrease water and electricity distribution losses.
- To reduce the infrastructural backlogs in accordance with equity and sustainable principles.

The lack of specific reference to ecological/biophysical aspects is quite obvious. The biophysical environment will however benefit from the implementation of some of the key development objectives i.e. the decrease in water and electricity distribution losses. But, more emphasis must be placed on the biophysical aspect of sustainable development and must be reflected in the Key Development Objectives.

5.3 NEEDS ASSESSMENT

The EMM provides the list according to which the community needs analysis is done. Several of the Agenda 21 and JPI objectives are not addressed in the needs assessment list of the EMM and should be included in the list. It is clear that not very high importance is attached to some of the "environmental" issues, however these issues must be brought to the community's attention.

There are 88 wards in the Metro, when an assessment of the needs analysis is done, the outcome indicated that most important needs or needs with the highest priority according to the community, are as follows:

NEED/ ISSUE	PERCENTAGE
Roads (new & resurfacing)	85 %
Poverty alleviation	78 %
Safety & Security	76 %
Economic Development Projects	73 %
New Housing development	65 %
Storm-water management	63 %

Though the "natural environment" is mentioned on the list, no details are provided and the issue therefore tend to be ignored. It is also often confused with the issue of the provision and maintenance of parks. When specifically looking at the environmental related issues, and the priority of them according to the community, the following is found;

NEED/ ISSUE	PERCENTAGE
Storm-water management,	63%
Pollution (air, water, noise, littering, illegal dumping),	50%
Water supply,	28%
Sewerage,	25%
Parks (provision & maintenance),	24%
Natural Environment,	24%

This result therefore just reiterates the need for extensive environmental education and awareness in the community.

5.4 APPROVED POLICIES

The EMM has 90 approved policies in the 2003/2007 IDP. Of these policies 24 have relevance in terms of Agenda 21 and JPI objectives. 17 of the 40 Agenda 21 objectives and 17 of the ±36 JPI objectives have policies within the EMM that have some degree of relevance to these objectives.

The 17 Agenda 21 objectives addressed are:

Social and economic dimensions –

- Combating poverty;
- Protecting and promoting human health;
- Promoting sustainable human settlement development;

Conservation and management of resources for development –

- Protecting the atmosphere;
- Integrated approach to the planning and management of land resources;
- Managing fragile ecosystems: Combating desertification and drought;
- Promoting sustainable agriculture and rural development;
- Protection of the quality and supply of freshwater resources: Application of integrated approaches to the development, management and use of water resources;
- Environmentally sound management of solid wastes and sewage-related issues;

Strengthening the roles of major groups –

- Global action for women towards sustainable development;

- Children and youth in sustainable development;
- Strengthening the role of non-governmental organizations: Partners for sustainable development;
- Local authorities' initiatives in support of Agenda 21;
- Strengthening the role of business and industry;
- Scientific and technological community;
- Strengthening the role of farmers.

Means of implementation –

- Transfer of environmentally sound technology, cooperation and capacity-building;
- Promoting education, public awareness and training;

The 17 JPI objectives addressed are:

Poverty Eradication

- Halve, by 2015; people without income less than \$1 a day, and who suffer from hunger
- Half the proportion of poverty stricken people by 2015.
- By 2020, a significant improvement in the lives of at least 100 million slum dwellers must be achieved.

Water and Sanitation

- Halve, by the year 2015 the proportion without access to safe drinking water.
- Halve, by the year 2015 the proportion of people without access to proper sanitation by 2015 (United Nations. Sept 2002).

Sustainable Production and Consumption

- Encourage and promote the development of a 10 year framework of work programmes to accelerate the shift towards sustainable consumption and production.

Energy

- *Renewable energy* Diversify energy-supply and substantially increase the global share of renewable energy sources in order to increase its contribution to total energy supply.
- *Access to Energy* Improve access to reliable, affordable, economically viable, socially acceptable and environmentally sound energy services and resources, sufficient to achieve the Millennium Development Goals, including the goal of halving the proportion of people in poverty by 2015.
- *Energy efficiency* Establish domestic programmes for energy efficiency with the support of the international community. Accelerate the development and dissemination

of energy efficiency and energy conservation technologies, including the promotion of research and development.

Management of the Natural Resource Base

- Advance implementation of the GPA with particular emphasis in the period 2002- 2006 on municipal waste water, physical alteration and destruction of habitat and nutrients
- Facilitate implementation of the Montreal on the Substances that deplete the Ozone layer by ensuring adequate replenishment by 2003/ 2005

Health

- Promote and develop partnerships to enhance health education with the objective of achieving improved health literacy on a global basis by 2010.
- Implement, within agreed timeframes, all commitments agreed in the Declaration of Commitment on HIV/AIDS adopted by the General Assembly at its 26th special assembly emphasizing in particular the reduction of HIV among men and women aged 15-24 years by 25% in the most affected countries by 2005 and globally by 2010, as well malaria, tuberculosis and other diseases.

Sustainable development for Africa

- Achieve the Millennium Development Goal to halve by year 2015 the proportion of the world's people who suffer from hunger and realise the right to a standard of living adequate for good health.
- Countries should be in the process of developing and implementing food security strategies, within the context of national poverty eradication programmes by 2005.
- Establish and promote ... to support Africa's efforts to implement NEPAD objectives on energy, which seek to secure access for at least 35 % of the African population within 20 years (2022), especially in rural areas.

Means of implementation

- Meet the development goal in the Millennium Declaration of achieving universal primary education, ensuring that, by 2015, children everywhere (boys and girls alike), will be able to complete a full course of primary schooling.

5.5 DEPARTMENTAL STRATEGIES AND PLANS

Of the 40 Agenda 21 objectives 25, and of the ±36 JPI objectives 19, are to a certain extent covered by departmental strategies in the form of Key Performance Areas (KPA) and their related objectives.

The 25 Agenda 21 objectives are the following:

Social and economic dimensions –

- Combating poverty;
- Changing consumption patterns;
- Demographic dynamics and sustainability;
- Protecting and promoting human health;
- Promoting sustainable human settlement development;
- Integrating environment and development in decision-making.

Conservation and management of resources for development –

- Protecting the atmosphere;
- Integrated approach to the planning and management of land resources;
- Managing fragile ecosystems: Combating desertification and drought;
- Promoting sustainable agriculture and rural development;
- Conservation of biological diversity;
- Protection of the quality and supply of freshwater resources: Application of integrated approaches to the development, management and use of water resources;
- Environmentally sound management of hazardous wastes, including prevention of illegal international traffic in hazardous wastes;
- Environmentally sound management of solid wastes and sewage-related issues;

Strengthening the roles of major groups –

- Global action for women towards sustainable development;
- Children and youth in sustainable development;
- Recognizing and strengthening the role of indigenous people and their communities;
- Strengthening the role of non-governmental organizations: Partners for sustainable development;
- Local authorities' initiatives in support of Agenda 21;
- Strengthening the role of workers and their trade unions;
- Strengthening the role of business and industry;
- Strengthening the role of farmers.

Means of implementation –

- Transfer of environmentally sound technology, cooperation and capacity-building;
- Science for sustainable development;
- Promoting education, public awareness and training;

The 19 JPI objectives are the following:

Poverty Eradication

- Halve, by 2015; people without income less than \$1 a day, and who suffer from hunger
- Half the proportion of poverty stricken people by 2015.
- By 2020, a significant improvement in the lives of at least 100 million slum dwellers must be achieved.

Water and Sanitation

- Halve, by the year 2015 the proportion without access to safe drinking water.
- Halve, by the year 2015 the proportion of people without access to proper sanitation by 2015 (United Nations. Sept 2002).

Sustainable Production and Consumption

- Encourage and promote the development of a 10 year framework of work programmes to accelerate the shift towards sustainable consumption and production.

Corporate responsibility

- Actively promote corporate responsibility and accountability, including through the full development and effective implementation of intergovernmental agreements and measures, international initiatives and public-private partnerships, and appropriate national regulations,

Energy

- *Renewable energy* Diversify energy-supply and substantially increase the global share of renewable energy sources in order to increase its contribution to total energy supply.
- *Access to Energy* Improve access to reliable, affordable, economically viable, socially acceptable and environmentally sound energy services and resources, sufficient to achieve the Millennium Development Goals, including the goal of halving the proportion of people in poverty by 2015.
- *Energy efficiency* Establish domestic programmes for energy efficiency with the support of the international community. Accelerate the development and dissemination of energy efficiency and energy conservation technologies, including the promotion of research and development.

Management of the Natural Resource Base

- Advance implementation of the GPA with particular emphasis in the period 2002- 2006 on municipal waste water, physical alteration and destruction of habitat and nutrients

- Facilitate implementation of the Montreal on the Substances that deplete the Ozone layer by ensuring adequate replenishment by 2003/ 2005
- Biodiversity, achieve by 2010 a significant reduction in the current rate of loss of biological diversity.

Health

- Promote and develop partnerships to enhance health education with the objective of achieving improved health literacy on a global basis by 2010.
- Develop programmes and initiatives to reduce by year 2015 the mortality rate for infants and children under 5 by 2/3 and material mortality rates by ¾ of the prevailing rate in 2000.

Sustainable development for Africa

- Achieve the Millennium Development Goal to halve by year 2015 the proportion of the world's people who suffer from hunger and realise the right to a standard of living adequate for good health.
- Countries should be in the process of developing and implementing food security strategies, within the context of national poverty eradication programmes by 2005.
- Establish and promote ... to support Africa's efforts to implement NEPAD objectives on energy, which seek to secure access for at least 35 % of the African population within 20 years (2022), especially in rural areas.

The respective departments would not be able to cover all of the Agenda 21 and JPI objectives, due to the nature of the functions allocated to these departments. However at present there is an emphasis on the social and to some extent the economic aspects of sustainable development with little attention given to the biophysical environment. The various departments should be required to incorporate the biophysical environmental aspects into their strategies.

5.6 PERFORMANCE MANAGEMENT SYSTEM

At present the EMM Performance Management System is used to set targets, monitor and review performance, based on indicators linked to the IDP. The indicators used are those prescribed by Regulation 10 of the Municipal Planning and Performance Management Regulations, 2001 (read with the Municipal Systems Act, 32 of 2000) mentioned in Chapter 3 above. No "home-grown" indicators have been included into the system.

5.7 CONCLUSION

In the analysis of the EMM IDP it is found that some of the Agenda 21 and JPI objectives have been addressed to a certain extent. However it is nowhere indicated in the Key Development Objectives, the Needs Assessment, Policies or Departmental Strategies that it was the intention to address any of these objectives, nor has any target dates as specified by the JPI been indicated. The biophysical aspect of sustainable development is not afforded the same attention as the social and economic aspects in the IDP and will require attention in the following IDP's. The monitoring system of the IDP, the Performance Management System will have to be adapted to include home-grown indicators that will assist the EMM in reaching its endeavour towards sustainable development that addresses all three the aspects equally.

CHAPTER 6 - RECOMMENDATIONS FOR ATTAINING SUSTAINABLE COMPLIANCE

To achieve sustainable development in EMM and implement a Local Agenda 21 strategy/action plan for the EMM, the EMM IDP will have to be adapted to accommodate this. The following recommendations based on the findings of the IDP analysis and the linkage of the PMS with the SOER, are therefore made:

6.1 KEY DEVELOPMENT OBJECTIVES

That, Key Development Objectives be developed for the EMM that specifically address the biophysical environment. These must include:

- To protect the biodiversity of the region, and
- To reduce the negative impact of economic development on the Biophysical environment.

Specific target dates for the achievement of the JPI objectives in terms of the key development objectives must also be set.

6.2 NEEDS ASSESSMENT

The fact that the “environmental” issues are not ranked as high priority by the community can to some extent be attributed to shortcomings in the needs assessment list provided by the EMM. This list does not reflect the Agenda 21 and JPI objectives clearly

It is recommended that the list used by the wards committees during the needs analysis be amended and extended to reflect these objectives. If an explanation can accompany the list, these objectives can be brought to the community’s attention. By doing this the community will be made aware of the importance of the issues and it will become part of the education process.

However a major environmental education and awareness drive needs to be undertaken in particular by the EMM Environment Directorate to bring an understanding of the broader environmental issues to the community and to promote sustainability at grassroots level.

The education and awareness process will also have to take place within the EMM with the politicians and officials.

6.3 POLICIES

The various departments will have to identify the objectives in Agenda 21 and the JPI relevant to their functions. The existing approved policies can be amended to incorporate these objectives or where necessary new policies can be formulated to address these objectives as part of the EMM's Local Agenda 21 strategy.

6.4 DEPARTMENTAL STRATEGIES AND PLANS

The various departments should be required to incorporate the biophysical environmental aspects into their strategies.

The following are examples of how departments can include these aspects as part of their KPA's:

- Finance Department:
 - It could be said there is no need for a direct departmental strategy relating to Agenda 21 or JPI and sustainable development, however in the KPA "Expenditure: Provision & management of centralised procurement function/Store keeping", the sustainability concept could be implemented. A policy on buying only environmentally friendly products and the proper management of the distribution of the goods to curb wastage, will reduce the impact of the EMM on the biophysical environment in a variety of ways. This policy will also see to it that EMM implements the objective of "Consumption Patterns" in terms of the Local Agenda 21, as well as the "Sustainable production and consumption" and "Corporate responsibility" objectives in terms of the JPI.
 - In its Tender and Procurement Policy, the Finance Department do address sustainability issues. Though at present it mainly addresses job creating & female issues, but no sustainable environmental issues are addressed in the policy.

- **Corporate Services:**
 - The KPA on "Ward Committee Services", capacity building of Ward Committees on sustainability issues can be incorporated with the assistance of the Environment and Tourism department.
 - In the KPA dealing "Property Administration", the sustainability of the alienation of Council owned properties, especially open spaces must be addressed.
- **Development Planning:**
 - KPA: "Land use management: To control Land use effectively; to provide developmental advice" the department must work in cooperation with the Environment and Tourism Department to have a joint Land/environment management framework which will assist the officials and developers in future development proposals.
- **Local Economic Development:**
 - This department is an ideal vehicle to facilitate certain key LA21 and JPI objectives i.e. the Agenda 21 objective of "Strengthening the role of business and industry" and the JPI objectives of "Sustainable production and consumption" and "Corporate responsibility". Though relations have been established with business and Industry, not only economic issues must be highlighted, the economic benefit of environmentally friendly production must also be stressed. This concept must be stressed in all of the LED plans and policies and also in the preferential procurement policy to support economic development. By doing this it will assist in educating the community from "the word go" in sustainable production and consumption methods and the related economic benefits.
- **Communication and Marketing:**
 - This department needs to market the EMM in terms of its sustainable development principles and what the EMM does to conserve/protect the environment and not just concentrate on the developmental achievements.

By identifying objectives in terms of which a department can make a contribution towards the achievement of the Agenda 21 and JPI objectives, incorporating them into their

departmental policies and strategies, the EMM will through its IDP achieve a successful Local Agenda 21 strategy.

By addressing these sustainability issues, Section 28 of NEMA, Act 107 of 1998, which deals with the duty of care and remediation of environmental damage and states that;

- "28. (1) Every person who causes, has caused or may cause significant pollution or degradation of the environment must take reasonable measures to prevent such pollution or degradation from occurring, continuing or recurring, or, in so far as such harm to the environment is authorised by law or cannot reasonably be avoided or stopped, to minimise and rectify such pollution or degradation of the environment.
- (2) Without limiting the generality of the duty in subsection (1), the persons on whom subsection (1) imposes an obligation to take reasonable measures, include an owner of land or premises, a person in control of land or premises or a person who has a right to use the land or premises on which or in which—
- (a) any activity or process is or was performed or undertaken; or
 - (b) any other situation exists, which causes, has caused or is likely to cause significant pollution or degradation of the environment."

is also dealt with. The reason being that the EMM will take responsibility of its actions and aspire to reduce its impact on the biophysical environment.

To assist the various departments in identifying the various Agenda 21 and JPI objectives applicable to them, it is recommended that a list/table similar to those in Chapter 4 above, be included in the Institutional Framework of the IDP.

It is further recommended that in each Departmental Operational Strategy as described in Chapter 6 of the EMM IDP 2003/2007, after the Key Performance Areas (KPA) of the department has been set out in tabular format, another table be included. This table will identify the specific Agenda 21 objectives that are addressed in the departmental KPA's and how they will be achieved. The targets as identified in terms of the JPI can be linked to this table.

6.5 PERFORMANCE MANAGEMENT SYSTEM.

In terms of the departmental IDP for Environment and Tourism one of the key performance indicators is the compilation of a State of the Environment Report for the EMM, with a yearly review thereafter. The SOER does not measure only biophysical aspects but look at sustainability as a whole and include economic and social aspects. The development of certain indicators to measure the EMM's performance in relation to various environmental aspects is one of the main functions of the SOER, as indicated previously. These indicators, though not prescribed in terms of the Municipal Systems Act, can be part of the "home grown" indicators mentioned in the Performance Management Guidelines for Municipalities, 2001. The performance of the EMM in terms of sustainability issues can then be measured according to the indicators identified in terms of the SOER.

It is therefore recommended that the indicators identified by the Ekurhuleni State of the Environment Report, be included as "home grown" indicators, into the Ekurhuleni Performance Management System. This will ensure that the biophysical aspects of sustainability, as well as economic and social indicators other than those prescribed in terms of the Municipal Systems Act, but more in-line with Agenda 21, be addressed and measured. This will entrench the principles of sustainable development in the performance of the Ekurhuleni Metropolitan Municipality.

6.6 CONCLUSION

By implementing these recommendations the Ekurhuleni Metropolitan Municipality's Integrated Development Plan can also become its Local Agenda 21 strategy. The cumulative effect will also be that Sustainable Development will be able to take place within the EMM.

Table 2: Analysis of the EMM IDP in terms of the Agenda 21 objectives

No	Agenda 21 (1992)	Ekurhuleni 2003/2007 IDP			
		Key development objectives	Needs Assessment	Policy	Departmental Strategies (2003/2007)
1	Social and economic dimensions –				
1	Preamble to Agenda	Not applicable			
2	International cooperation to accelerate sustainable development in developing countries and related policies;	National initiatives, however the local authority could benefit and link up with national initiatives, i.e. funding obtained via DEAT from NORAD to do SOER for Ekurhuleni.			
3	Combating poverty;	To promote LED in the metro area. To create job opportunities.	Addressed: Poverty alleviation	Adult basic education and training Agricultural development Indigent policy Local economic development framework.	Local economic development: KPA: Develop and Sustain all economic sectors: - Facilitate the regeneration of the Manufacturing sector and other sectors: Industrial hives, Commercial agricultural Development and Micro Enterprise Development Frameworks Facilitate the re-skilling of the labour force KPA: Mainstream all economic activity into the formal economy: - Facilitate the acquisition of economic skills Facilitate the growth and contribution of SMME's KPA: Facilitate the growth of Co-operatives Encourage the community to form cooperatives Roads Transport and Civil Works KPA: Operations Provision of appropriate road and storm-water infrastructure and public transport facilities: Job creation and development of SMME's Housing KPA: Policy and Planning; Compile IDP for housing. KPA: Property & Institutional services Hostel redevelopment KPA: Project Implementation. Facilitating provision of houses through 30 Housing Support Centres. Health and Social Development KPA: Family Health Improve the nutritional level of children KPA: Environmental Health To ensure coverage of Environmental health services to high risk areas. To promote all social development programs. To alleviate poverty – food garden programs. To initiate and promote sustainable life skills and entrepreneurial programs for the youth KPA: Special programs: To establish a local plan of action for children 0-14 years Sports, Recreation Arts and Culture Arts, culture and heritage KPA: Cultural development To render cultural enrichment programs to the community To develop Indigenous knowledge systems. KPA: Local Economic Development LED programs through rendering of arts, culture and heritage programs.
4	Changing consumption patterns;	?	-	-	Environment and Tourism KPA: Environment To Ensure Environmental Impact Management: increased compliance with legislative requirements To ensure environmental law enforcement and quality control: Environmental management systems for the EMM Communications and marketing: KPA: Communications To raise awareness of the programs and services being delivered by the Metro Health and Social Development KPA: Environmental Health To ensure coverage of Environmental health services to high risk areas. To promote all social development programs. To alleviate poverty – food garden programs. To initiate and promote sustainable life skills and entrepreneurial programs for the youth.

5	Demographic dynamics and sustainability;	?	-	-	<p>Human Resource: KPA: Employment Equity: Identify and remove barriers to equity; management of diversity Environment and Tourism KPA: Environment To Ensure Environmental Planning and coordination: - Integrate Environmental Management framework - State of the Environment Report Roads Transport and Civil Works KPA: Planning To develop an integrated transport Planning System, inclusive of the IDP To support the economic and social development of EMM through an effective and smart integrated land development framework for roads, transport and storm-water. Public Safety KPA: Metro Police To render an effective and efficient crime prevention service with all role players. KPA: Disaster Management To provide multi-disciplinary disaster operations. Housing KPA: Policy and Planning; Compile IDP for housing. Health and Social Development KPA: Environmental Health To reduce land pollution by addressing illegal dumping spots through a multi-disciplinary approach. To monitor and reduce air pollution. To ensure safe supply of drinking water. To ensure coverage of Environmental health services to high risk areas. To promote all social development programs. To alleviate poverty – food garden programs. To initiate and promote sustainable life skills and entrepreneurial programs for the youth KPA: Special programs: To establish a local plan of action for children 0-14 years. To promote gender issues. To establish a local plan of action for people living with disabilities and senior citizens. Create a safe environment for the elderly. Sports, Recreation Arts and Culture Arts, culture and heritage KPA: Cultural development To render cultural enrichment programs to the community To develop indigenous knowledge systems. KPA: Local Economic Development LED programs through rendering of arts, culture and heritage programs. Metro Parks; KPA: Development and Maintenance of parks and open spaces. Vegetation control – elimination of alien vegetation. Libraries and information services. KPA: To provide outreach information projects and programs to empower the broader EMM community KPA: To provide educational support and skills development programs for children.</p>
	Protecting and promoting human health;	The improvement of the safety and security of residents.	Addressed: Clinics (health care), Facilities for disabled, aged & youth.	Adult basic education and training Care of the aged Guidelines and scope of social development HIV/AIDS at workplace	<p>The Ekurhuleni HIV/AIDS programme Human Resources: KPA: To ensure constant compliance with all legislative requirements related to occupational health and safety Public Safety KPA: Metro Police To render an effective and efficient crime prevention service with all role players. KPA: Disaster Management To provide multi-disciplinary disaster operations. To provide public awareness programs to communities and individuals. Health and Social Development KPA: Family Health Reduce Infant and Child mortality & morbidity rate Improve the nutritional level of children</p>

					<p>Reduce maternal morbidity and mortality</p> <p>Prevention and control of non-communicable diseases</p> <p>Communicable diseases: Expanded program on immunization.</p> <p>Communicable diseases: Tuberculosis control</p> <p>KPA: Environmental Health</p> <p>To reduce land pollution by addressing illegal dumping spots through a multi-disciplinary approach.</p> <p>To monitor and reduce air pollution.</p> <p>To ensure safe supply of drinking water.</p> <p>To ensure coverage of Environmental health services to high risk areas.</p> <p>To promote all social development programs.</p> <p>To alleviate poverty – food garden programs.</p> <p>To initiate and promote sustainable life skills and entrepreneurial programs for the youth</p> <p>KPA: Special programs:</p> <p>To establish a local plan of action for children 0-14 years.</p> <p>To promote gender issues.</p> <p>To establish a local plan of action for people living with disabilities and senior citizens.</p> <p>Create a safe environment for the elderly.</p>
7	Promoting sustainable human settlement development;	<p>To reduce the infrastructural backlogs in accordance with equity and sustainability principles.</p> <p>To decrease water and electricity distribution losses.</p>	Partially addressed: Provision of various municipal infrastructure.	<p>Additional land for institutional housing</p> <p>Application of the Gauteng provincial housing waiting list versus prioritisation of informal settlements</p> <p>Council owned houses which forms part of the discount benefit scheme</p> <p>Discount benefit scheme: council owned houses which forms part of the Electrification projects to provide equal access to electricity services</p> <p>Essential/basic services</p> <p>Housing community development and services guidelines and the scope of social development</p> <p>Indigent policy</p> <p>Low cost and affordable housing developments: payment of assessment rates</p> <p>Non-qualifying families and families who must pay a contribution to obtain an erf within current and future upgrading of informal settlements housing projects: accommodation of</p> <p>Prioritisation of informal settlements</p> <p>Women and housing policy</p> <p>Disaster management</p> <p>Dolomite risk management</p> <p>Grants-in-aid for disasters</p>	<p>The Ekurhuleni Disaster management plan</p> <p>Development Planning:</p> <p>KPA: Land use management:</p> <p>To control Land use effectively; To provide developmental advice</p> <p>Environment and Tourism</p> <p>KPA: Environment</p> <p>To Ensure Environmental Planning and coordination: -</p> <p>Integrate Environmental Management framework – State of the Environment Report</p> <p>To ensure environmental impact management: - Increased rehabilitation of damaged areas</p> <p>Municipal Infrastructure:</p> <p>KPA: Electrical services</p> <p>To optimally develop and empower all staff and organisational structures to ensure maximal organisational effectiveness and efficiency</p> <p>To refurbish and adapt the electrical networks and electrical equipment of the Metro to facilitate acceptable service delivery.</p> <p>To address backlog in provision of electrical reticulation and of electrical services connections</p> <p>KPA: Water and waste water services</p> <p>To render an affordable, equitable and sustainable water and waste water service to all our customers</p> <p>Develop an organisation of high technological performance standards whereby resources are optimally utilised</p> <p>Ensure all standards are met with regards to water and waste water quality</p> <p>KPA: Solid waste</p> <p>To provide cost effective, efficient, reliable refuse removal service to all customers.</p> <p>To provide operate & maintain adequate & cost effective landfill airspace, according to legislation</p> <p>To ensure community participation & involvement in waste management issues</p> <p>Roads Transport and Civil Works</p> <p>KPA: Planning</p> <p>To support the economic and social development of EMM through an effective and smart integrated land development framework for roads, transport and storm-water.</p> <p>Public Safety</p> <p>KPA: Metro Police</p> <p>To render an effective and efficient crime prevention service with all role players.</p> <p>KPA: Disaster Management</p> <p>To provide multi-disciplinary disaster operations.</p> <p>To provide public awareness programs to communities and individuals.</p> <p>Housing</p> <p>KPA: Policy and Planning:</p> <p>Compile IDP for housing.</p> <p>KPA: Property & Institutional services</p> <p>Hostel redevelopment</p> <p>KPA: Project Implementation.</p>

					<p>Facilitating provision of houses through 30 Housing Support Centres.</p> <p>Health and Social Development KPA: Environmental Health</p> <p>To reduce land pollution by addressing illegal dumping spots through a multi-disciplinary approach.</p> <p>To monitor and reduce air pollution.</p> <p>To ensure safe supply of drinking water.</p> <p>To ensure coverage of Environmental health services to high risk areas.</p> <p>To promote all social development programs.</p> <p>To alleviate poverty – food garden programs.</p> <p>To initiate and promote sustainable life skills and entrepreneurial programs for the youth</p> <p>KPA: Special programs:</p> <p>To establish a local plan of action for children 0-14 years.</p> <p>To promote gender issues.</p> <p>To establish a local plan of action for people living with disabilities and senior citizens.</p> <p>Create a safe environment for the elderly.</p>
8	Integrating environment and development in decision-making.	The structures and systems are in place, but the integration of environmental aspects is not yet satisfactory.	-	-	<p>Development Planning: KPA: Spatial Planning: To prepare & develop an Integrated Spatial Development framework; To formulate development policies</p> <p>Environment and Tourism KPA: Environment</p> <p>To Ensure Environmental Planning and coordination: - Integrate Environmental Management framework – State of the Environment Report Coordination and integration of environmental aspects into the IDP To ensure environmental impact management: - Increased compliance with legislative requirements.</p>
II Conservation and management of resources for development –					
9	Protecting the atmosphere;	-	Partially addressed: Pollution (air)	<p>Electrification projects to provide equal access to electricity services</p> <p>Energy efficiency in council buildings and on council premises</p> <p>Equal access to electricity services: electrification projects to provide</p> <p>Incentives Framework and Industrial</p>	<p>Environment and Tourism KPA: Environment</p> <p>To Ensure law enforcement and quality control; To ensure control on environmental pollution.</p> <p>Municipal Infrastructure: KPA: Electrical services</p> <p>To optimally develop and empower all staff and organisational structures to ensure maximal organisational effectiveness and efficiency.</p> <p>To refurbish and adapt the electrical networks and electrical equipment of the Metro to facilitate acceptable service delivery.</p> <p>Health and Social Development KPA: Environmental Health</p> <p>To monitor and reduce air pollution.</p>
10	Integrated approach to the planning and management of land resources;	-	-	Agricultural development	<p>Development Planning: KPA: Spatial Planning: To prepare & develop an Integrated Spatial Development framework; To formulate development policies</p> <p>Environment and Tourism KPA: Environment</p> <p>To ensure environmental planning and coordination</p> <p>Roads Transport and Civil Works KPA: Planning</p> <p>To develop an Integrated transport Planning System, inclusive of the IDP To support the economic and social development of EMM through an effective and smart Integrated land development framework for roads, transport and storm-water.</p>
11	Combating deforestation;	-	-	-	-
12	Managing fragile ecosystems: Combating desertification and drought;	-	-	<p>Adult basic education and training</p> <p>Agricultural development</p> <p>Community based partnership</p>	<p>Environment and Tourism KPA: Environment</p> <p>To ensure Law enforcement and quality control – To prevent further pollution and ensure rehabilitation – involvement of community.</p> <p>To ensure environmental education and awareness - Capacity building on environmental matters.</p> <p>Roads Transport and Civil Works KPA: Operations</p> <p>The efficient and effective management and maintenance of Storm-water infrastructure and assets: Reduction of flooding due to blocked systems.</p>

13	Managing fragile ecosystems: Sustainable mountain Development;	-	-	-	-
14	Promoting sustainable agriculture and rural development;	-	-	Adult basic education and training Agricultural development Community based partnership	Health and Social Development KPA: Environmental Health To alleviate poverty -- food garden programs.
15	Conservation of biological diversity;	-	-	-	Environment and Tourism KPA: Environment To ensure environmental planning and coordination --State of the Environment Report. To ensure environmental impact management To ensure environmental education and awareness -- Capacity building on environmental matters Sports, Recreation Arts and Culture Metro Parks; KPA: Development and Maintenance of parks and open spaces. Vegetation control -- elimination of alien vegetation.
16	Environmentally sound management of biotechnology;	Not applicable			
17	Protection of the Oceans, all kinds of seas, including enclosed and semi-enclosed seas and coastal areas and the protection, rational use and development of their living resources;	Not applicable			
18	Protection of the quality and supply of freshwater resources: Application of integrated approaches to the development, management and use of water resources;	-	Partially addressed: Water supply	Provision of essential/basic services to informal settlements	Environment and Tourism KPA: Environment To ensure environmental planning and coordination --State of the Environment Report. To ensure environmental impact management To ensure environmental law enforcement and quality control To ensure environmental education and awareness -- Capacity building on environmental matters Municipal Infrastructure: KPA: Water and waste water services To render an affordable, equitable and sustainable water and waste water service to all our customers Develop an organisation of high technological performance standards whereby resources are optimally utilised Ensure all standards are met with regards to water and waste water quality Health and Social Development KPA: Environmental Health To ensure safe supply of drinking water.
19	Environmentally sound management of toxic and dangerous products;	Not applicable			
20	Environmentally sound management of hazardous wastes, including prevention of illegal international traffic in hazardous wastes;	-	-	-	Environment and Tourism KPA: Environment To ensure environmental impact management To ensure environmental law enforcement and quality control
21	Environmentally sound management of solid wastes and sewage-related issues;	-	Partially addressed: Sewerage.	Provision of essential/basic services to informal settlements	Environment and Tourism KPA: Environment To ensure environmental impact management To ensure environmental law enforcement and quality control Municipal Infrastructure: KPA: Water and waste water services To render an affordable, equitable and sustainable water and waste water service to all our customers Develop an organisation of high technological performance standards whereby resources are optimally utilised Ensure all standards are met with regards to water and waste water quality KPA: Solid waste To provide cost effective, efficient, reliable refuse removal service to all customers. To provide operate & maintain adequate & cost effective landfill airspace, according to legislation To ensure community participation & involvement in waste management issues
22	Safe and environmentally sound management of radioactive wastes.	-	-	-	-
III	Strengthening the roles of major groups -				
23	Preamble	Not applicable			

24	Global action for women towards sustainable development;	-	-	Women and housing policy	Human resources KPA: Employment Equity Local economic development KPA: Develop and Sustain all economic sectors: - KPA: Mainstream all economic activity into the formal economy: Facilitate the acquisition of economic skills KPA: Facilitate the growth of Co-operatives Encourage the community to form cooperatives. Environment and Tourism KPA: Environment To ensure environmental education and awareness – Capacity building on environmental matters Health and Social Development KPA: Family Health Reduce maternal morbidity and mortality Prevention and control of non-communicable diseases KPA: Special programs: To promote gender issues.
25	Children and youth in sustainable development;	-	-	Provision of essential/basic services to informal settlements	Environment and Tourism KPA: Environment To ensure environmental education and awareness – Capacity building on environmental matters KPA: Tourism Visitor services and information provision – Establish tourism marketing body – educational programs i.e. tourism youth initiative Health and Social Development KPA: Family Health Reduce infant and child mortality & morbidity rate Improve the nutritional level of children KPA: Environmental Health To promote all social development programs. To alleviate poverty – food garden programs. To initiate and promote sustainable life skills and entrepreneurial programs for the youth KPA: Special programs: To establish a local plan of action for children 0-14 years. Sports, Recreation Arts and Culture Arts, culture and heritage KPA: Cultural development To render cultural enrichment programs to the community Libraries and information services. KPA: To provide educational support and skills development programs for children
26	Recognizing and strengthening the role of Indigenous people and their communities;	-	-	-	Sports, Recreation Arts and Culture Arts, culture and heritage KPA: Cultural development To render cultural enrichment programs to the community To develop Indigenous knowledge systems.
27	Strengthening the role of non-governmental organizations: Partners for sustainable development;	To promote a culture of open communication with all internal and external stakeholders. To promote active community participation.	Partially addressed: Manufacturing advice centres, Industrial development, Economic development projects.	Community based partnership	Environment and Tourism KPA: Environment To ensure environmental education and awareness – Capacity building on environmental matters KPA: Tourism Establishing a strong Regional Tourism Body
28	Local authorities' initiatives in support of Agenda 21;	-	-	IDP	Environment and Tourism KPA: Environment To ensure environmental planning and coordination –Alignment of the IDP with the La 21 principles.
29	Strengthening the role of workers and their trade unions;	To improve relationships between politicians, officials and labour. To promote a culture of open communication with all internal and external stakeholders.	-	-	Human resources: KPA: Employment well being: To ensure constant compliance with all legislative requirements related to occupational health and safety To establish OHS programmes in order to create and maintain a safe and healthy environment for all employees and other stakeholders.

30	Strengthening the role of business and industry;	To promote a culture of open communication with all internal and external stakeholders. To promote active community participation.	Addressed: Economic Development Projects; manufacturing advice centres	Incentives Framework and Industrial Investment policy Local economic development framework	Local economic development: KPA: Develop and Sustain all economic sectors: - Facilitate the regeneration of the Manufacturing sector and other sectors: Successful relations with organised business KPA: Mainstream all economic activity into the formal economy: - Facilitate the growth and contribution of SMME's Environment and Tourism KPA: Environment To ensure environmental impact management To ensure environmental law enforcement and quality control
31	Scientific and technological community;	To promote a culture of open communication with all internal and external stakeholders. To promote active community participation.	Partially addressed: Economic Development Projects; manufacturing advice centres	Energy efficiency in council buildings and on council premises	-
32	Strengthening the role of farmers.	To promote a culture of open communication with all internal and external stakeholders. To promote active community participation.	-	Agricultural development	Local economic development: KPA: Develop and Sustain all economic sectors: - Facilitate the growth of agriculture. KPA: Facilitate the growth of Co-operatives Encourage the community to form cooperatives.
IV	Means of Implementation –				
33	Financial resources and mechanisms;	<i>The structures and systems are in place, but the integration of environmental aspects is not yet satisfactory.</i>	-	-	-
34	Transfer of environmentally sound technology, cooperation and capacity-building;	<i>Not directly addressed, but</i> To develop the metro's human resources. To promote a culture of open communication with all internal and external stakeholders.	-	Adult basic education and training Incentives Framework and Industrial Energy efficiency in council buildings and on council premises	Environment and Tourism KPA: Environment To ensure environmental education and awareness – Capacity building on environmental matters Research and Development: KPA: Research; Identify areas to support the objectives of the Metro Coordinate research Municipal Infrastructure: KPA: Electrical services To optimally develop and empower all staff and organisational structures to ensure maximal organisational effectiveness and efficiency KPA: Water and waste water services Develop an organisation of high technological performance standards whereby resources are optimally utilised KPA: Solid waste To ensure community participation & involvement in waste management issues
35	Science for sustainable development;	-	-	-	Environment and Tourism KPA: Environment To ensure environmental planning and coordination – State of the Environment Report
36	Promoting education, public awareness and training;	To improve the socio-economic conditions and quality of life for all residents.	Partially addressed: Libraries, art & culture; Multi-purpose centres	Adult basic education and training Premises	Local economic development: KPA: Develop and Sustain all economic sectors: - Facilitate the re-skilling of the labour force KPA: Mainstream all economic activity into the formal economy: - Facilitate the acquisition of economic skills Environment and Tourism KPA: Environment To ensure environmental education and awareness – Capacity building on environmental matters Communications and marketing: KPA: Communications To raise awareness of the programs and services being delivered by the Metro Municipal Infrastructure: KPA: Solid waste To ensure community participation & involvement in waste management issues Public Safety

					<p>KPA: Disaster Management To provide public awareness programs to communities and individuals.</p> <p>Health and Social Development KPA: Environmental Health To promote all social development programs. To alleviate poverty – food garden programs. To initiate and promote sustainable life skills and entrepreneurial programs for the youth</p> <p>KPA: Special programs: To establish a local plan of action for children 0-14 years. To promote gender issues. To establish a local plan of action for people living with disabilities and senior citizens.</p> <p>Sports, Recreation Arts and Culture Arts, culture and heritage KPA: Cultural development To render cultural enrichment programs to the community To develop Indigenous knowledge systems. KPA: Local Economic Development LED programs through rendering of arts, culture and heritage programs. Libraries and information services. KPA: To provide outreach information projects and programs to empower the broader EMM community KPA: To provide educational support and skills development programs for children</p>
37	National mechanisms and international cooperation for capacity-building in developing countries;	Not applicable			
38	International institutional arrangements;	Not applicable			
39	International legal instruments and mechanisms;	Not applicable			
40	Information for decision-making.	Not applicable			

Table 3: Analysis of the EMM IDP in terms of the JPI objectives

JPI Objective (2002)		Ekurhuleni 2003/2007 IDP			
		Key development objectives	Needs assessment	Policies	Departmental Plans
Poverty Eradication					
1	Halve, by 2015, people without income less than \$1 a day, and who suffer from hunger	To improve the socio-economic conditions and quality of life for all residents.	Addressed: Poverty alleviation.	Agricultural development Adult basic education and training	Local economic development: KPA: Develop and Sustain all economic sectors: - Facilitate the regeneration of the Manufacturing sector and other sectors: Industrial hives, Commercial agricultural Development and Micro Enterprise Development Frameworks Facilitate the re-skilling of the labour force KPA: Mainstream all economic activity into the formal economy: - Facilitate the acquisition of economic skills Facilitate the growth and contribution of SMME's KPA: Facilitate the growth of Co-operatives Encourage the community to form cooperatives Health and Social Development KPA: Environmental Health To promote all social development programs. To alleviate poverty – food garden programs. To initiate and promote sustainable life skills and entrepreneurial programs for the youth KPA: Special programs: To establish a local plan of action for children 0-14 years. To promote gender issues. To establish a local plan of action for people living with disabilities and senior citizens. Create a safe environment for the elderly. Sports, Recreation Arts and Culture Arts, culture and heritage KPA: Local Economic Development LED programs through rendering of arts, culture and heritage programs;
2	Half the proportion of poverty stricken people by 2015.	To improve the socio-economic conditions and quality of life for all residents.	Addressed: Poverty alleviation	Local economic development framework	Local economic development: KPA: Develop and Sustain all economic sectors: - Facilitate the regeneration of the Manufacturing sector and other sectors: Industrial hives, Commercial agricultural Development and Micro Enterprise Development Frameworks Facilitate the re-skilling of the labour force KPA: Mainstream all economic activity into the formal economy: - Facilitate the acquisition of economic skills Facilitate the growth and contribution of SMME's KPA: Facilitate the growth of Co-operatives Encourage the community to form cooperatives Roads Transport and Civil Works KPA: Operations Provision of appropriate road and storm-water infrastructure and public transport facilities: Job creation and development of SMME's Health and Social Development KPA: Environmental Health To ensure coverage of Environmental health services to high risk areas. To promote all social development programs. To alleviate poverty – food garden programs. To initiate and promote sustainable life skills and entrepreneurial programs for the youth KPA: Special programs: To establish a local plan of action for children 0-14 years. To promote gender issues. To establish a local plan of action for people living with disabilities and senior citizens. Create a safe environment for the elderly.
3	By 2020, a significant improvement in the lives of at least 100 million slum dwellers must be achieved.	To improve the socio-economic conditions and quality of life for all residents. To reduce the infrastructural backlogs in accordance with equity and sustainability principles.	Addressed: Upgrading of informal housing and hostels; Housing development.	Additional land for institutional housing Application of the Gauteng provincial housing waiting list versus prioritisation of informal settlements Council owned houses which forms part of the discount benefit scheme Discount benefit scheme: council owned houses which forms part of the	Environment and Tourism KPA: Environment To ensure environmental planning and coordination –State of the Environment Report. To ensure environmental impact management To ensure environmental law enforcement and quality control To ensure environmental education and awareness – Capacity building on environmental matters Municipal Infrastructure:

				<p>Electrification projects to provide equal access to electricity services</p> <p>Housing community development and services guidelines and the scope of social development</p> <p>Indigent policy</p> <p>Low cost and affordable housing developments: payment of assessment rates</p> <p>Non-qualifying families and families who must pay a contribution to obtain an erf within current and future upgrading of informal settlements</p> <p>housing projects: accommodation of Provision of essential/basic services to informal settlements</p> <p>Prioritisation of informal settlements</p> <p>Women and housing policy</p>	<p>KPA: Electrical services</p> <p>To address backlog in provision of electrical reticulation and of electrical services connections</p> <p>KPA: Water and waste water services</p> <p>To render an affordable, equitable and sustainable water and waste water service to all our customers</p> <p>KPA: Solid waste</p> <p>To provide cost effective, efficient, reliable refuse removal service to all customers.</p> <p>Roads Transport and Civil Works</p> <p>KPA: Operations</p> <p>Provision of appropriate road and storm-water infrastructure and public transport facilities:</p> <p>Reduction in backlog</p> <p>Capital spent on new infrastructure</p> <p>Job creation and development of SMME's</p> <p>The efficient and effective management and maintenance of Storm-water infrastructure and assets: Reduction of flooding due to blocked systems.</p> <p>Public Safety</p> <p>KPA: Metro Police</p> <p>To render an effective and efficient crime prevention service with all role players.</p> <p>KPA: Disaster Management</p> <p>To provide multi-disciplinary disaster operations.</p> <p>To provide public awareness programs to communities and individuals.</p> <p>Housing</p> <p>KPA: Policy and Planning;</p> <p>Compile IDP for housing.</p> <p>KPA: Property & Institutional services</p> <p>Hostel redevelopment</p> <p>KPA: Project Implementation.</p> <p>Facilitating provision of houses through 30 Housing Support Centres.</p> <p>Health and Social Development</p> <p>KPA: Family Health</p> <p>Reduce Infant and Child mortality & morbidity rate</p> <p>Improve the nutritional level of children</p> <p>Reduce maternal morbidity and mortality</p> <p>Prevention and control of non-communicable diseases</p> <p>Communicable diseases: Expanded program on immunization.</p> <p>Communicable diseases: Tuberculosis control</p> <p>KPA: Environmental Health</p> <p>To reduce land pollution by addressing illegal dumping spots through a multi-disciplinary approach.</p> <p>To monitor and reduce air pollution.</p> <p>To ensure safe supply of drinking water.</p> <p>To ensure coverage of Environmental health services to high risk areas.</p> <p>To promote all social development programs.</p> <p>To alleviate poverty – food garden programs.</p> <p>To initiate and promote sustainable life skills and entrepreneurial programs for the youth</p> <p>KPA: Special programs:</p> <p>To establish a local plan of action for children 0-14 years.</p> <p>To promote gender issues.</p> <p>To establish a local plan of action for people living with disabilities and senior citizens.</p> <p>Create a safe environment for the elderly.</p>
Water and Sanitation					
4	Halve, by the year 2015 the proportion without access to safe drinking water.	To reduce the infrastructural backlogs in accordance with equity and sustainability principles.	Addressed: Water supply	Provision of essential/basic services to informal settlements	<p>Environment and Tourism</p> <p>KPA: Environment</p> <p>To ensure environmental planning and coordination –State of the Environment Report.</p> <p>To ensure environmental impact management</p> <p>To ensure environmental law enforcement and quality control</p> <p>To ensure environmental education and awareness – Capacity building on environmental matters</p> <p>Municipal Infrastructure:</p> <p>KPA: Water and waste water services</p> <p>To render an affordable, equitable and sustainable water and waste water service to all our customers</p>

					<p>Housing KPA: Policy and Planning: Complete IDP for housing. KPA: Project Implementation. Facilitating provision of houses through 30 Housing Support Centres Health and Social Development KPA: Environmental Health To ensure safe supply of drinking water.</p>
5	Halve, by the year 2015 the proportion of people without access to proper sanitation by 2015 (United Nations. Sept 2002).	To reduce the Infrastructural backlogs in accordance with equity and sustainability principles.	Addressed: Sewerage.	Provision of essential/basic services to informal settlements	<p>Development Planning: KPA: Spatial Planning: To prepare & develop an Integrated Spatial Development framework; To formulate development policies Environment and Tourism KPA: Environment To ensure environmental planning and coordination –State of the Environment Report. To ensure environmental impact management To ensure environmental law enforcement and quality control To ensure environmental education and awareness – Capacity building on environmental matters Municipal Infrastructure: KPA: Water and waste water services To render an affordable, equitable and sustainable water and waste water service to all our customers KPA: Solid waste To provide cost effective, efficient, reliable refuse removal service to all customers. Housing KPA: Policy and Planning: Complete IDP for housing. KPA: Project Implementation. Facilitating provision of houses through 30 Housing Support Centres.</p>
Sustainable Production and Consumption					
6	Encourage and promote the development of a 10-year framework of work programmes to accelerate the shift towards sustainable consumption and production.	To decrease water and electricity distribution losses.	-	Incentives Framework and Industrial	<p>Human resources: KPA: Employment well being: To ensure constant compliance with all legislative requirements related to occupational health and safety Information Communication Technology: KPA: Infrastructure: Cost effective paperless offices environment Local economic development: KPA: Develop and Sustain all economic sectors: - Facilitate the regeneration of the Manufacturing sector and other sectors: Successful relations with organised business Environment and Tourism KPA: Environment To ensure environmental planning and coordination –State of the Environment Report. To ensure environmental impact management To ensure environmental law enforcement and quality control To ensure environmental education and awareness – Capacity building on environmental matters Municipal Infrastructure: KPA: Electrical services To optimally develop and empower all staff and organisational structures to ensure maximal organisational effectiveness and efficiency To refurbish and adapt the electrical networks and electrical equipment of the Metro to facilitate acceptable service delivery. KPA: Water and waste water services Develop an organisation of high technological performance standards whereby resources are optimally utilised Ensure all standards are met with regards to water and waste water quality KPA: Solid waste To provide operate & maintain adequate & cost effective landfill airspace, according to legislation</p>

					<p>Roads Transport and Civil Works KPA: Planning To develop an integrated transport Planning System, inclusive of the IDP To support the economic and social development of EMM through an effective and smart integrated land development framework for roads, transport and storm-water.</p> <p>Housing KPA: Policy and Planning; Compile IDP for housing.</p> <p>Health and Social Development KPA: Environmental Health To reduce land pollution by addressing illegal dumping spots through a multi-disciplinary approach. To monitor and reduce air pollution. To ensure safe supply of drinking water. To ensure coverage of Environmental health services to high risk areas. To promote all social development programs. To alleviate poverty – food garden programs. To initiate and promote sustainable life skills and entrepreneurial programs for the youth KPA: Special programs: To establish a local plan of action for children 0-14 years. To promote gender issues. To establish a local plan of action for people living with disabilities and senior citizens. Create a safe environment for the elderly.</p>
Corporate responsibility					
7	Actively promote corporate responsibility and accountability, including through the full development and effective implementation of intergovernmental agreements and measures, International Initiatives and public-private partnerships, and appropriate national regulations,	-	-	Incentives Framework and Industrial	<p>Development Planning: KPA: Spatial Planning: To prepare & develop an Integrated Spatial Development framework; To formulate development policies Environment and Tourism Local economic development: KPA: Develop and Sustain all economic sectors: - Facilitate the regeneration of the Manufacturing sector and other sectors; Successful relations with organised business KPA: Environment To ensure environmental planning and coordination –State of the Environment Report To ensure environmental impact management To ensure environmental law enforcement and quality control To ensure environmental education and awareness – Capacity building on environmental matters</p>
Energy					
8	Renewable energy Diversify energy-supply and substantially increase the global share of renewable energy sources in order to increase its contribution to total energy supply.	-	-	Energy efficiency in council buildings and on council premises	<p>Environment and Tourism KPA: Environment To ensure environmental impact management To ensure environmental law enforcement and quality control Municipal Infrastructure: KPA: Electrical services To optimally develop and empower all staff and organisational structures to ensure maximal organisational effectiveness and efficiency To refurbish and adapt the electrical networks and electrical equipment of the Metro to facilitate acceptable service delivery. To address backlog in provision of electrical reticulation and of electrical services connections</p>
9	Access to Energy Improve access to reliable, affordable, economically viable, socially acceptable and environmentally sound energy services and resources, sufficient to achieve the Millennium Development Goals, including the goal of halving the proportion of people in poverty by 2015.	-	-	Electrification projects to provide equal access to electricity services	<p>Municipal Infrastructure: KPA: Electrical services To optimally develop and empower all staff and organisational structures to ensure maximal organisational effectiveness and efficiency To refurbish and adapt the electrical networks and electrical equipment of the Metro to facilitate acceptable service delivery. To address backlog in provision of electrical reticulation and of electrical services connections</p>
10	Energy Markets Remove market distortions including the restructuring of taxes and the phasing out of harmful subsidies.	-	-	-	-
11	Support efforts to improve the functioning, transparency and information about	-	-	-	-

	energy markets with respect to both supply and demand, with the aim of achieving greater stability and to ensure consumer access to energy services.				
12	Energy efficiency Establish domestic programmes for energy efficiency with the support of the international community. Accelerate the development and dissemination of energy efficiency and energy conservation technologies, including the promotion of research and development.	-	-	Energy efficiency in council buildings and on council premises	Environment and Tourism KPA: Environment To ensure environmental impact management
Chemicals					
13	Aim to achieve by 2020 that chemicals are used and produced in ways that lead to the minimization of significant adverse effects on human health and the environment.	Not applicable			
14	Promote ratification and implementation of the international instruments including the Rotterdam Convention to enter into force by 2003 and the Stockholm Convention on POPs by 2004.	Not applicable			
15	Develop a strategic approach to chemicals management based on Bahia Declaration by 2005	Not applicable			
16	Encourage countries to implement the new globally harmonised system for the classification and labelling of chemicals with a view to having a system operational by 2008	Not applicable			
Management of the Natural Resource Base					
17	Develop integrated water resources management and water efficiency by 2005	National competency but with local authority input			
18	Maintain or restore depleted fish stocks to produce maximum sustainable yield by 2015	National competency			
19	Develop and implement plans of action to put into effect the FAO International plans of action, in particular that for the management of fishing capacity by 2005 and the international plan of action to prevent, deter and eliminate illegal, unreported and unregulated fishing by 2004	Not applicable			
20	Develop and facilitate the use of diverse approaches and tools, including the ecosystem approach, elimination of destructive fishing practices, and the establishment of marine protected areas consistent with international law, including representative networks by 2012.	Not applicable			
21	Advance implementation of the GPA with particular emphasis in the period 2002-2006 on municipal waste water, physical alteration and destruction of habitat and nutrients	To reduce the infrastructural backlogs in accordance with equity and sustainability principles.	Partially addressed: Water supply.	Provision of essential/basic services to informal settlements	Environment and Tourism KPA: Environment To ensure environmental planning and coordination –State of the Environment Report. To ensure environmental impact management To ensure environmental law enforcement and quality control To ensure environmental education and awareness – Capacity building on environmental matters Municipal infrastructure: KPA: Water and waste water services Develop an organisation of high technological performance standards whereby resources are optimally utilised Ensure all standards are met with regards to water and waste water quality Roads Transport and Civil Works KPA: Operations The efficient and effective management and maintenance of Storm-water infrastructure and assets: Reduction of flooding due to blocked systems.
22	Establish by 2004 a regular process under the UN for global reporting and assessment of the state of the marine environment.	Not applicable			
23	Facilitate implementation of the Montreal on the Substances that deplete the Ozone layer by ensuring adequate replenishment by 2003/ 2005	-	-	Energy efficiency in council buildings and on council premises	Environment and Tourism KPA: Environment To ensure environmental impact management To ensure environmental law enforcement and quality control Health and Social Development KPA: Environmental Health To monitor and reduce air pollution.
24	Improve access by developing countries to affordable, accessible, cost effective safe and environmentally sound alternatives to ozone depleting substances by 2010.	Not applicable			
25	Accelerate implementation of the IPF/IFF proposals for action by countries and by the Collaborative Partnership on Forests, and intensify efforts on reporting to the UN Forum on Forests to contribute to an assessment of progress in 2005	?	-	-	-
26	Biodiversity, achieve by 2010 a significant reduction in the current rate of loss of	-	-	-	Environment and Tourism

	biological diversity.				<p>KPA: Environment To ensure environmental planning and coordination –State of the Environment Report. To ensure environmental impact management –Increased rehabilitation of thine damaged areas To ensure environmental law enforcement and quality control –Improve environmental quality control. To ensure environmental education and awareness – Capacity building on environmental matters Sports, Recreation Arts and Culture Metro Parks; KPA: Development and Maintenance of parks and open spaces. Vegetation control – elimination of alien vegetation.</p>
Health					
27	Promote and develop partnerships to enhance health education with the objective of achieving improved health literacy on a global basis by 2010.	To improve the socio-economic conditions and quality of life for all residents.	Addressed: Clinics.	Adult basic education and training Guidelines and scope of social development	<p>Environment and Tourism KPA: Environment To ensure environmental education and awareness – Capacity building on environmental matters Health and Social Development KPA: Family Health Reduce Infant and Child mortality & morbidity rate Improve the nutritional level of children Reduce maternal morbidity and mortality Prevention and control of non-communicable diseases Communicable diseases: Expanded program on immunization. Communicable diseases: Tuberculosis control KPA: Environmental Health To reduce land pollution by addressing illegal dumping spots through a multi-disciplinary approach. To monitor and reduce air pollution. To ensure safe supply of drinking water. To ensure coverage of Environmental health services to high risk areas. To promote all social development programs. To alleviate poverty – food garden programs. To initiate and promote sustainable life skills and entrepreneurial programs for the youth KPA: Special programs: To establish a local plan of action for children 0-14 years. To promote gender issues. To establish a local plan of action for people living with disabilities and senior citizens. Create a safe environment for the elderly.</p>
28	Develop programmes and initiatives to reduce by year 2015 the mortality rate for Infants and children under 5 by 2/3 and maternal mortality rates by ¼ of the prevailing rate in 2000.	To improve the socio-economic conditions and quality of life for all residents.	Addressed: Clinics.	-	<p>Health and Social Development KPA: Family Health Reduce Infant and Child mortality & morbidity rate Improve the nutritional level of children Reduce maternal morbidity and mortality.</p>
29	Implement, within agreed timeframes, all commitments agreed in the Declaration of Commitment on HIV/AIDS adopted by the General Assembly at its 26 th special assembly emphasizing in particular the reduction of HIV among men and women aged 15-24 years by 25% in the most affected countries by 2005 and globally by 2010, as well malaria, tuberculosis and other diseases.	To prevent the spread of HIV/AIDS in the metro area.	Partially addressed: Clinics.	HIV/AIDS at workplace	-
Sustainable Development of small island developing States					
30	Effectively reduce, prevent and control waste and pollution and their health related impacts by undertaking by 2004 initiatives aimed at implementing the Global Plan of Action for the Protection of the marine Environment from land-based Activities.	Not applicable			
31	Develop community-based initiatives on sustainable tourism by 2004	Not applicable			
32	Strengthen ongoing and support new efforts on energy supply and services by 2004	Not applicable			
33	Undertake full and comprehensive review of the implementation of the Barbados Programme of Action for the Sustainable development of Small Island Developing States in 2004.	Not applicable			

Sustainable development for Africa					
34	Achieve the Millennium Development Goal to halve by year 2015 the proportion of the world's people who suffer from hunger and realise the right to a standard of living adequate for good health.	To improve the socio-economic conditions and quality of life for all residents. To reduce the infrastructural backlogs in accordance with equity and sustainability principles. To create job opportunities	Addressed: Poverty alleviation; Clinics.	Agricultural development Adult basic education and training Local economic development framework	Housing KPA: Policy and Planning; Compile IDP for housing. KPA: Property & Institutional services Hostel redevelopment KPA: Project implementation. Facilitating provision of houses through 30 Housing Support Centres. Health and Social Development KPA: Family Health Reduce Infant and Child mortality & morbidity rate Improve the nutritional level of children Reduce maternal morbidity and mortality Prevention and control of non-communicable diseases Communicable diseases: Expanded program on immunization. Communicable diseases: Tuberculosis control KPA: Environmental Health To reduce land pollution by addressing illegal dumping spots through a multi-disciplinary approach. To monitor and reduce air pollution. To ensure safe supply of drinking water. To ensure coverage of Environmental health services to high risk areas. To promote all social development programs. To alleviate poverty – food garden programs. To initiate and promote sustainable life skills and entrepreneurial programs for the youth KPA: Special programs: To establish a local plan of action for children 0-14 years. To promote gender issues. To establish a local plan of action for people living with disabilities and senior citizens. Create a safe environment for the elderly.
35	Countries should be in the process of developing and implementing food security strategies, within the context of national poverty eradication programmes by 2005.	To improve the socio-economic conditions and quality of life of all residents.	-	Agricultural development	Environment and Tourism KPA: Environment To ensure environmental education and awareness – Capacity building on environmental matters Health and Social Development KPA: Environmental Health To alleviate poverty – food garden programs.
36	Support Africa's efforts to implement NEPAD objectives on energy, which seek to secure access for at least 35 % of the African population within 20 years (2022), especially in rural areas.	To decrease water and electricity distribution losses. To reduce the infrastructural backlogs in accordance with equity and sustainability principles.	Addressed: Electricity	Electrification projects to provide equal access to electricity services	Municipal Infrastructure: KPA: Electrical services To refurbish and adapt the electrical networks and electrical equipment of the Metro to facilitate acceptable service delivery. To address backlog in provision of electrical reticulation and of electrical services connections
Means of implementation					
	Meet the development goal in the Millennium Declaration of achieving universal primary education, ensuring that, by 2015, children everywhere (boys and girls alike), will be able to complete a full course of primary schooling.	This is a National and Provincial Educational department competency, however the local authority should see to it that the infrastructure is created for the provision of the education	Partially addressed: Poverty alleviation	Adult basic education and training Local economic development framework	-
	Eliminate gender disparity in primary and secondary education by 2005, as provided in the Dakar Framework for Action on Education for All, and at all levels of education no later than 2015, to meet the developmental goals contained in the Millennium Declaration, with action to ensure, Inter alia, equal access to all levels and forms of education, training and capacity building by gender mainstreaming, and by creating a gender-sensitive education system.	To adhere to the metro's employment equity plan. To develop the metro's human resources.	-	-	-
	The formulation and elaboration of national strategies for sustainable development and begin their implementation by 2005.	National competency but implementation will happen at local authority level			

REFERENCES

(Reference marked with * were consulted but not referred to in the text.)

ACTS see SOUTH AFRICA.

ANON. 2001?. Implications of the Local Agenda 21 [Web:] <http://www.gdrc.org/uem/la21/la21.htm> [Date of access: 25 June 2003].

BOND, A.J. MORTIMER, K.J. & CHERRY, J. 1998. Policy and Practice: The focus of Local Agenda 21 in the United Kingdom. *Journal of Environmental Planning & Management*, Nov 1998, Vol. 41 Issue 6, p767.

CONSTITUTION see SOUTH AFRICA 1996.

COUNCIL OF EUROPEAN MUNICIPALITIES AND REGIONS. 1997. Local Agenda 21 Basic Guide. [Web:] <http://www.agenda21.ee/Juhend/basicg.doc> [Date of access: 25 June 2003]

DEPARTMENT of Environmental Affairs and Tourism (DEAT) see SOUTH AFRICA. Department of Environmental Affairs and Tourism.

DEPARTMENT of Provincial and Local Government (DPLG) see SOUTH AFRICA. Department of Provincial and Local Government.

EKURHULENI METROPOLITAN MUNICIPALITY. 2002. Integrated Development Plan 2003 / 2007. Ekurhuleni.

*GAUTENG (South Africa). Department of Development Planning and Local Government. February 2003. Towards improved intergovernmental alignment and Provincial support in Municipal Integrated Development Planning: Analysis of the 2001-2002 Municipal Integrated Development Plans (IDPs) and Recommendations for improvement. Johannesburg.

*INTERNATIONAL COUNCIL FOR LOCAL ENVIRONMENTAL INITIATIVES. (ICLEI). Feb 1997. Local Agenda 21 Survey. A Study of Response by Local Authorities and their National

and International Associations to Agenda 21. [Web:] <http://www.iclei.org> [Date of access: 25 June 2003].

INTERNATIONAL COUNCIL FOR LOCAL ENVIRONMENTAL INITIATIVES. (ICLEI). Feb 1997. What is Local Agenda 21? . [Web:] <http://www.iclei.org> [Date of access: 25 June 2003].

NINE LIVES. 1997?. Sustainable Development and Local Agenda 21: A brief history of a Sustainable Future. [Web:] <http://www.ninelives.tv/home/home.htm> [Date of access: 25 June 2003].

SOUTH AFRICA LOCAL GOVERNMENT ASSOCIATION (SALGA). 2003. The WSSD and IDP Guidelines: Guidelines for municipalities to incorporate the Johannesburg Plan of Implementation targets and actions into the Integrated Development Plans.

SOUTH AFRICA. 1995. Development Facilitation Act, No 67 of 1995. (Proclamation No. 1526, 1995) *Government Gazette*, 16730, Oct. 1526.

SOUTH AFRICA. 1996. Constitution of the Republic of South Africa, Act No108 of 1996. Landsdowne: Juta's Statutes of South Africa, 5: 145, 2002.

SOUTH AFRICA. 1998. National Environmental Management Act, No107 of 1998. (Proclamation No. 1540, 1998) *Government Gazette*, 19519, Nov. 27.

SOUTH AFRICA. 1998. Local Government: Municipal Structures Act, No117 of 1998. (Proclamation No. 1650, 1998) *Government Gazette*, 19614, Dec. 406.

SOUTH AFRICA. 2000. Local Government: Municipal Systems Act, No 32 of 2000. (Proclamation No. 1187, 2000) *Government Gazette*, 21778, Nov. 425.

SOUTH AFRICA. 2001. Local Government: Municipal Performance Management Regulations, 2001. (Regulation No. 796, 2001) *Regulation Gazette*, 22605, Aug. 434.

SOUTH AFRICA. Department of Environmental Affairs and Tourism. May 1998. Agenda 21: An agenda for sustainable development into the 21st century. Pretoria.

*SOUTH AFRICA. Department of Environmental Affairs and Tourism. 1999. The State of the Environment in South Africa – an overview. Pretoria.

*SOUTH AFRICA. Department of Environmental Affairs and Tourism. 2002. Environmental Indicators for National State of the Environment Reporting. Pretoria.

SOUTH AFRICA. Department of Environmental Affairs and Tourism. May 2002. The South African Guide to Producing a State of the Environment Report. Pretoria. [Web:] <http://www.environment.gov.za> [Date of access: 26 March 2003].

SOUTH AFRICA. Department of Environmental Affairs and Tourism. 2003. Strengthening Sustainability in the Integrated Development Planning Process. Pretoria.

*SOUTH AFRICA. Department Of Environmental Affairs And Tourism. March 2003 Draft Framework of South Africa's Response Strategy for Implementing the WSSD Outcomes. Pretoria. (CD – SALGA WSSD out comes)

SOUTH AFRICA. Department of Provincial and Local Government. 2000. A Policy Paper on Integrated Development Planning. Final Draft. Pretoria.

SOUTH AFRICA. Department of Provincial and Local Government. 2001a. IDP Guide Pack. Guide 0 - Overview. Government Printers. Cape Town.

*SOUTH AFRICA. Department of Provincial and Local Government. 2001b. IDP Guide Pack. Guide I - Guidelines. Government Printers. Cape Town.

SOUTH AFRICA. Department of Provincial and Local Government. 2001c. IDP Guide Pack. Guide II - Preparation. Government Printers. Cape Town.

SOUTH AFRICA. Department of Provincial and Local Government. 2001d. IDP Guide Pack. Guide III - Methodology. Government Printers. Cape Town.

*SOUTH AFRICA. Department of Provincial and Local Government. 2002a. Local Pathway to Sustainable Development in South Africa. Summery Document on the IDP – LA21 Relationship. Pretoria.

SOUTH AFRICA. Department of Provincial and Local Government. 2002b. Principles of Integrated Development Planning and Assessment of the Process 2001/2002. Pretoria.

UNITED NATIONS. Aug 1992. Report of the United Nations Conference on Environment and Development. (Rio de Janeiro, 3 – 14 June 1992). [Web:] <http://www.un.org/esa/sustdev/documents> [Date of access: 28 July 2003].

UNITED NATIONS. 2002. Guidance in Preparing a National Sustainable Development Strategy: Managing Sustainable Development in the new millennium. New York.

UNITED NATIONS. Sept. 2002. Report of the World Summit on Sustainable Development. Johannesburg, South Africa, 26 August - 4 September 2002. [Web:] http://www.un.org/esa/sustdev/documents/WSSD_POI_PD/English/POIoc.htm [Date of access: 31 July 2003].

UNITED NATIONS. Sept. 2002. World Summit on Sustainable Development: Plan of Implementation. Johannesburg, South Africa, 26 August- 4 September 2002. (CD – JHB Summit).

UNITED NATIONS. Sept. 2002. Local Government Declaration To The World: Summit On Sustainable Development. Johannesburg, South Africa, 26 August- 4 September 2002. (CD – JHB Summit).

UNITED NATIONS. Development Program – South Africa. 2002. Case studies on Sustainability in Local Governance. Pretoria.

URQUHART, P. & ATKINSON, D. 2002. A Pathway to Sustainability – Local Agenda 21 in South Africa. Cape Town: UCT Environmental Evaluation Unit.