



# GARDEN ROUTE

## GROWTH AND DEVELOPMENT STRATEGY

Approved by Council on 30 March 2021



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# EXECUTIVE SUMMARY

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This strategy provides a framework for growth and development planning in the Garden Route District for 2019-2039. It applies a coherent, risk-driven approach to growth and development planning. In 2019, a clear need was identified - to consolidate the area into a coherent system which promotes economic development. An integrated approach to risk management, across towns within the Garden Route, allows for more comprehensive scanning for, and monitoring of, risks. It also allows for a coordinated response which is more effective and uses limited resources optimally.

Over the coming decades, this risk-driven strategy will enable the cohesion necessary to navigate the challenges and changes that the Garden Route and its residents and visitors will face. Organising collaboration around shared risks will help to identify areas of collaboration, while allowing for the distinct development of each of the local municipalities in the region, without collapsing any of the differences and unique strengths that characterise these areas.

In December 2019, as this document's first draft was being compiled, the World Health Organisation (WHO) reported the first case of Covid-19 that would radically alter the global socio-economic context for development planning. Over the following months, the South African government faced an unavoidable dilemma, choosing to shut down the economy in order to slow the spread of infections and avoid decimation of the national healthcare system.

This report's structure remains consistent. However, the risk context and profile for the District and its plans have been revised, and medium and long-term outlooks adjusted on the basis of the best available information. The structure is shaped by regional priorities, which are the thematic focus areas listed below, selected through a combination of research, policy analysis and stakeholder engagement:

- 1) A water secure future
- 2) A circular economy
- 3) Resilient agriculture
- 4) Sustainable tourism
- 5) Supporting wellbeing and resilience
- 6) A connected economy: transport and rural-urban integration and ICT
- 7) Sustainable local energy transition

These priorities have been identified based on a long-term vision for the Garden Route, as well as on the existing work, strengths, and potential of the region as a whole. Each one is also aligned to existing policies and strategies. In particular, this strategy draws on the significant work that went into the Regional Spatial Implementation Framework (RSIF).

It should also be noted that the Garden Route District includes a significant portion of South Africa's rich coastline. As such, the coastal economy is an important source of integrated economic development opportunities, as well as social and ecological risks, and spans all six prioritised focus areas.

In addition to these priority focus areas, there are core principles – ways of thinking and working – that cut across each of these areas:

- **People-oriented:** people are at the centre of development and growth planning in this strategy, and all actions should be tested against the requirements of inclusivity and generating economic opportunities and employment. Safety and security, and crime prevention for citizens and investors, are also included in this principle. The interventions that form part of the Garden Route Growth and Development Strategy will be geared towards promoting greater participation by black people, women, youth and persons with disability at all economic levels. Effective gender mainstreaming will be ensured through the participation and mobilization of women at all levels. Young people, women, and persons with disability will be encouraged and supported to form cooperatives in key economic sectors such as retail, agriculture and agro-processing, financial services (Cooperative Financial Institutions), manufacturing and infrastructure development. In addition, young people, women and persons with disability will be prioritized in accessing funding for initiatives that will drive the goals of the strategy.

- **Valuing cultural and ecological heritage:** this strategy aims to work with, conserve, and celebrate the people, places and natural systems that make the Garden Route unique.
- **A partnering approach:** the process for creating, implementing, maintaining, and adapting this strategy should involve all impacted and interested parties, and draw in the right people and resources relevant to each issue.
- **Innovation and responsiveness:** this strategy recognises that the challenges and uncertainties facing the region will require novel solutions in many forms.
- **Sustainability and resilience:** any short term gains in growth and development will be undermined if the ecological base of the region is eroded, or if the risks from existing ecological destruction and climate change are not managed.
- **Good governance:** transparency and accountability are conditions for democracy, as are effective monitoring, learning, and adaptation. Efficient, effective, and integrated management, and good administration and governance, are critical to attract investment to the region.
- **Working within what is possible:** this strategy recognises and works within current possibilities and constraints to ensure that plans are implementable and goals are achievable. State-owned assets and regulatory frameworks are critical to local development and growth.
- **Managing connectivity and change:** the Covid-19 pandemic has made it clear that the region's interdependence and interconnection with the Western Cape Province, South Africa as a whole, and other countries need to be managed to optimise flows of resources and demand, as well as to ensure local resilience. Tracking changing variables over time is critical to this process.

These principles have been identified as critical to the successful implementation of growth and development activities, and will need to be operationalised in the process of implementation of this strategy.

As part of the 2020 update of this strategy, four cross-cutting enablers were identified, as a mechanism for supporting the implementation of the Garden Route Growth and Development Strategy.

The cross-cutting enablers are:

- **Jobs potential:** What are the specific challenges hindering the jobs potential of this priority area?
- **Skills development:** What are the skills requirements/ challenges that constrain this priority area?
- **Safety and wellbeing:** What are the safety, inclusion, and wellbeing challenges that present within this priority area?
- **Energy:** How do current (and future) energy challenges affect this priority area?

This document forms the basis for what is intended to be a living strategy. What this means is that the process of implementation, monitoring and evaluation must feed into ongoing learning and adaptation. To support this aim, for ease of use, this strategy is divided into three parts:

- **Part 1** provides an overview of the purpose, process, implementation partners and priorities for the strategy
- **Part 2** unpacks the risk-driven conceptual framework and implementation approach
- **Part 3** goes into detail for each of the strategic priorities, and provides the starting point for ongoing planning, implementation, reflection, learning and adaptation.

# PART 1: WHAT IS THIS STRATEGY, AND HOW TO USE IT

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## 1. HOW TO USE THIS DOCUMENT

This strategy is divided into three parts.

**Part 1 provides an overview of the strategic purpose, process, implementation partners and priorities.**

**Part 2 details the conceptual framework and implementation approach.**

**Part 3 goes into detail for each of the strategic priorities, and provides the starting point for ongoing planning, implementation, reflection, learning and adaptation.**

Part 2 contains information and processes that apply to each of the priorities in Part 3. These include an approach to risk management, stakeholder management, and learning and adaptation.

The process for developing this document began in 2019. However, this strategy takes a long-term view of sustainable development that spans two decades, and so applies to the period from 2020 until 2040. The external and internal context for development is likely to shift in significant ways during this time. Implementation will therefore have to be responsive to change, and will also need to be adapted to the local factors in each of the municipalities.

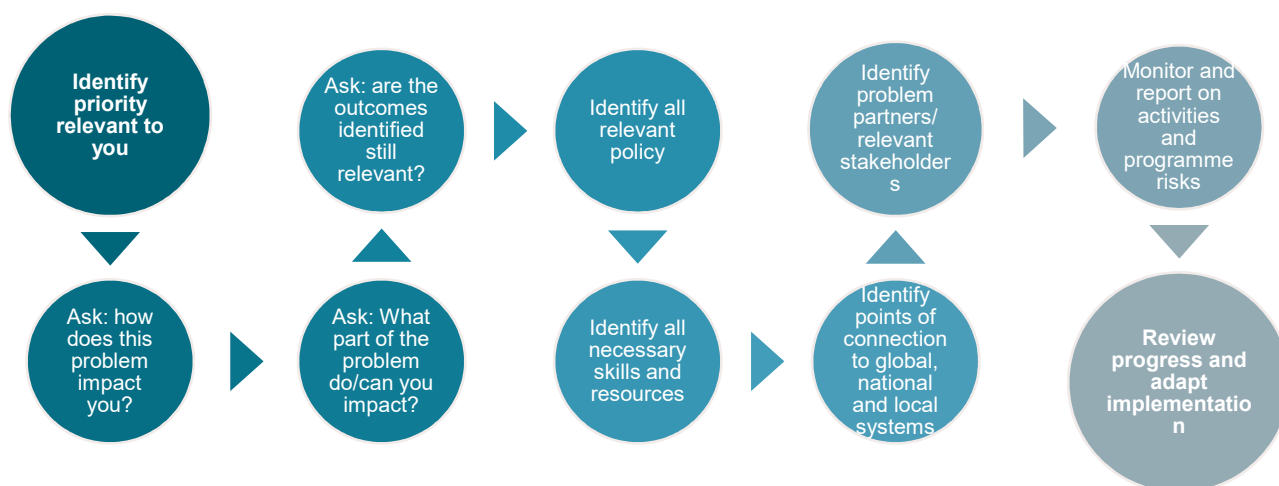
The District Municipality is responsible, quarterly and annually, for capturing progress, challenges and lessons, to ensure that this document remains relevant and effective.

## 2. WHY DOES THE GARDEN ROUTE GROWTH AND DEVELOPMENT STRATEGY EXIST?

This strategy provides a framework for growth and development planning in the Garden Route District for 2020-2040. A long-term approach to development must be sensitive to the requirements of the region and its people. However, in order to remain relevant and useful, this document is as much about approach and process as it is about defining, scoping, and programming actions that respond to the most pressing regional challenges. This document can be used to:

- Establish a regional approach to the identification of economic, social, and ecological risks to, and opportunities for, growth and development in the Garden Route.
- Enable growth and development aligned to a coherent spatial development vision for the Garden Route functional region, considering the environmental, social, and economic opportunities and constraints.
- Identify regional priorities, objectives and strategies that comply with land use and bioregional planning, spatial planning, national priorities and investments, and agreed principles.
- Coordinate, integrate and align national, provincial and municipal policy and investments, including land use planning, infrastructure, and economic development policy. Specifically, this document allows an integrated regional approach to address regional environmental management, regional human settlement provision, economic development, regional infrastructure, regional transport, landscape character, sense of place preservation, and heritage.
- Provide a framework for collaboration, learning and adaption, and for understanding where energy and resources are being directed in order to align actions and increase impact. This will help guide investment and development decisions and provide the framework through which municipal coordination will be facilitated in consolidating the region as a sustainable system.
- To generate alignment at a local and district level on the means of implementation, and the order in which implementation needs to occur.





Tool 1: How to use this report

### 3. HOW WAS THIS STRATEGY GENERATED?

#### 3.1. Who was involved?

The Garden Route District Municipality's (GRDM) vision for the strategy is that it would be owned by all municipalities in the region, as well as by key private sector and community role-players. The GRDM therefore sought the assistance of the Western Cape Economic Development Partnership (EDP) to ensure that the planning and production of the report was conducted in a collaborative manner, and that the plan would include joint implementation of the strategy.

To this end, three workshops were conducted to gain insights from various stakeholders to guide the development of the strategy. First, the EDP conducted a workshop with the steering committee of the project on 4 October 2019, to develop a shared view of the purpose of the report, to develop principles for the format and content of the strategy, and to formulate a detailed process for its production. Second, the EDP facilitated two stakeholder workshops on 29 and 30 October, with invitations sent to all the Garden Route local municipalities, as well as to key private sector and community role-players. With the onset of the Covid-19 pandemic, further work, including an additional workshop on 27 October 2020, to incorporate the impacts of Covid-19 into the strategy document.

#### 3.2. The prioritisation process

The Garden Route Growth and Development Strategy (GRGDS) builds on existing platforms and processes for collaboration. In 2016, a joint strategic visioning session was conducted for the purposes of coordinating a number of processes that were taking place in Eden at the time, i.e. the Eden SDF, the South Cape Economic Partnership (SCEP) and the South Cape Regional Spatial Implementation Framework (RSIF). The purpose was to set a joint agenda, to derive a joint vision and intent, and to engage with a broader group of stakeholders from all spheres of government, as well as from non-government organisations. During the policy and vision phase, and as part of the process of alignment and consultation with the Garden Route SDF, 10 focus groups were jointly established to inform the Garden Route SDF, the South Cape RSIF and SCEP.

The Western Cape Government (WCG) Department of Environmental Affairs and Development Planning (DEADP) worked with the region to develop the Regional Spatial Implementation Framework (RSIF). The RSIF aimed to highlight potential areas of growth for the Garden Route, and to identify a substantial list of possible projects that could be considered. This strategy aims to develop a dynamic, coherent response to the risks and opportunities developed in the RSIF, for the period between 2021 and 2041.

The RSIF condensed its findings into six priority areas for the Garden Route:

1. Regional water resilience
2. Regional waste development
3. Sustainable tourism
4. Regional transport and mobility (including all modes of transport – rail, port, etc.)
5. Rural economy
6. Regional urban planning

Given the large amounts of work that had already been done through the development of the RSIF, as well as the existing relationship through GRDP, the GRDM sought the assistance of the EDP to develop a strategy that:

1. would build on what has already been done; and
2. would be developed in a collaborative manner to ensure co-ownership of the strategy and its implementation.

As part of the process of developing the strategy, the EDP conducted a series of engagements to collect crucial insights that would inform the document. First, the EDP conducted a workshop with the steering committee of the project on 4 October 2019, to develop a shared view of the purpose of the report, to develop principles to govern the format and content of the strategy, and to formulate a detailed process for its production. This workshop revealed useful insights into the intended users of the strategy, the questions the strategy should seek to answer, and the desired format of the strategy.

Second, the EDP facilitated two stakeholder workshops on 29 and 30 October in Mossel Bay and George. Invitees to the workshop included a number of officials from each of the Garden Route municipalities, provincial government departments and entities, and national government departments and entities, as well as representatives from the private sector and community groups. These workshops identified a set of guiding principles for the Growth and Development Strategy and produced integral insights into possible priority areas. For each of these priority areas, a problem definition, vision statement and a set of identified risks, uncertainties and enabling conditions were developed.

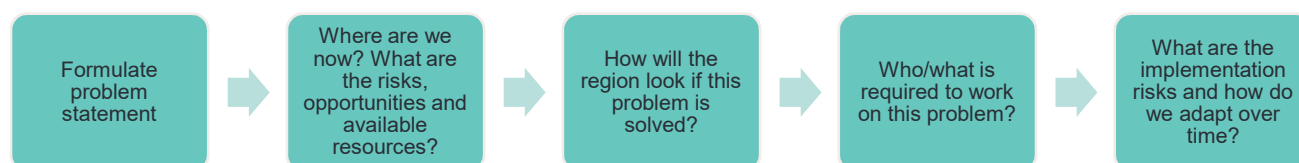


Figure 1: How was each priority area approached?

### 3.3. The first Garden Route Growth and Development Strategy update: 2020

Since the first iteration of this strategy in December 2019, and its update in January 2020, there have been several significant events which have reconfigured the risk landscape for the Garden Route District. Foremost among these risks are:

- South Africa's downgrade to junk status, and related solvency issues at state-owned companies, including the state utility, Eskom.
- The global Covid-19 pandemic.
- The global economic slowdown, and shifts in geopolitical and trade relationships resulting from short or medium-term pandemic management strategies.
- South Africa's economic recession, hastened by the Covid-19 pandemic, with related job losses and business closures.
- The fact that 2020 was forecast to be to the hottest year on record, which re-emphasises the impact of climate change on all developmental plans.

These risks, as well as initial responses, have been integrated into the initial strategy document. The current context has necessitated the inclusion of an additional principle informing the District's approach to economic development (see Report principles, priorities). This principle is based on the fact that current economic and health conditions emphasise the risks and opportunities that arise from an indisputable connection between local, district, provincial, national, regional and global systems. Management of this interconnection, in order to optimally contain risks and exploit opportunities, is critical. The report principle is therefore **"Managing connectivity and change"**. It is drawn from the Stockholm Resilience Centre's seven principles for building resilience (1).

Concrete steps for managing connectivity include:

- Mapping connections
- Identifying nodes of dense interaction, and looking for leverage points
- Identifying isolated, disconnected parts of the local system
- Restoring connectivity where needed (for example, improving transport links between rural and urban areas to allow for the movement of people, goods, and services)
- Optimising connectivity, by making sure that risks are not concentrated in one part of the system. An example of this would be ensuring that people have access to healthy food in the neighbourhoods in which they live.

The Covid-19 pandemic has made it clear that the Garden Route's interdependence and interconnection with the rest of the Western Cape Province, South Africa as a whole, and other countries, needs to be managed to optimise flows of resources and demand, and to ensure local resilience. Tracking changing variables over time is critical to this process. This includes rapidly changing variables, such as local rates of infection transmission during a pandemic, and slower variables, such as shifting rainfall patterns due to climate change.

## 4. WHO IS THIS FOR?

This is an integrated growth and development strategy. It is problem-driven, which means that solutions, actors, and resources identified are in response to concrete issues. The solutions that are proposed therefore cut across municipal mandates, national departments, the public sector, the private sector, and civil society. The strategy is intended for any organisation working to drive local growth and development. It is meant to guide ongoing work across priority focus areas. It collates existing programmes and relationships. It requires systematic monitoring, evaluation, reflection, learning, and adaptation of implementation plans.

Stakeholder	Role and responsibility
<b>District municipal officials</b>	<ul style="list-style-type: none"> <li>• Use this framework to identify, understand and manage risks that cut across local municipal boundaries</li> <li>• Ensure coordination and complementarity of local strategies, actions, and investments</li> <li>• Optimise infrastructure investment and use to avoid over-capitalisation or underinvestment</li> <li>• Ensure policy continuity over political cycles</li> <li>• Carry out monitoring, evaluation, and adaptation for this policy over its entire implementation term</li> <li>• Align the medium to long-term capital investment frameworks (CIFs) of government spheres and other stakeholders in the region to bolster the regional economy</li> </ul>
<b>Local municipal officials</b>	<ul style="list-style-type: none"> <li>• Use this framework to identify, understand and manage risks that cut across local municipal boundaries</li> <li>• Use this framework to optimise infrastructure investment and use in the municipality to avoid over-capitalisation or underinvestment</li> <li>• Implement priorities identified in the district plan, and operationalise monitoring and evaluation</li> <li>• Adapt plans to local contexts, and align local strategies and resource allocations to these plans</li> </ul>
<b>Business</b>	<ul style="list-style-type: none"> <li>• Use this framework to identify, understand and manage risks that cut across local municipal boundaries and which create vulnerability and opportunities for business</li> </ul>

	<ul style="list-style-type: none"> <li>• Use this framework to identify economic opportunities that are aligned to local development priorities and public investments</li> <li>• Hold the District and Local Municipalities accountable across political cycles</li> <li>• Use this framework to inform collaboration through chambers of commerce and strategic forums</li> </ul>
<b>Civil society</b>	<ul style="list-style-type: none"> <li>• Use this framework to identify, understand and manage risks that cut across local municipal boundaries and create vulnerability for households, organisations, and institutions</li> <li>• Understand how the region changes over time and adapt accordingly</li> <li>• Hold the District and Local Municipalities accountable across political cycles</li> <li>• Use this framework to inform collaboration through business chambers and strategic forums such as the. Garden Route Development Partnership (GRDP) - previously known as the South Cape Economic Partnership.</li> </ul>
<b>Provincial government</b>	<ul style="list-style-type: none"> <li>• Use this framework to identify, understand and manage risks that impact on, and are impacted by, adjacent districts in the Western Cape</li> <li>• Align the Joint District and Metro Approach (JDMA) to the priorities identified in this document</li> <li>• Support local government implementation through ancillary and oversight functions in Provincial Treasury, the Department of Environmental Affairs and Planning (DEADP), the Department of Local Government (DLG), and the Department of the Premier (DoTP)</li> </ul>
<b>National government</b>	<ul style="list-style-type: none"> <li>• Use this framework to identify, understand and manage risks that impact on, and are impacted by, the national development context and development priorities</li> <li>• Align the Khawuleza district development model to the priorities identified in this document</li> <li>• Support local government implementation through national resource allocation, funding allocations to local governments, and ancillary and oversight functions in National Treasury, Department of Cooperative Governance (DCG), and other departments</li> </ul>

Table 1: Stakeholder roles and responsibilities

## 5. DISTRICT AND LOCAL ALIGNMENT

Integrated planning allows for more comprehensive and dynamic management of the strengths and vulnerabilities of local municipalities. Particular economic areas that are too dependent on one sector of their economy are vulnerable to internal shocks such as fire or floods, and external shocks, such as national economic downturns or energy interruptions.

While particular vulnerabilities might appear to be localised over the short term, over the medium and long term they will have knock-on effects in neighbouring towns. If unemployment increases in one town, for example, residents may migrate within the district in search of economic opportunities. This has material impacts, as unforeseen migration is not met with appropriate infrastructure investments. Another example of knock-on impact is that of water-intensive farming practices in one district, which may impact on water quality or availability in adjacent areas.

Each local municipality within the Southern Cape region should be enhanced as a unique and sustainable settlement based on its competitive advantage. This strategy is not meant to replace or undermine any of the unique advantages or needs of particular local municipalities. Instead, this document aims to harmonise local priorities, and allow for a more efficient resource allocation that will ensure long-term benefit for all local municipalities in the region. For example, common bulk water infrastructure and regional services (such as waste management services) need to become the new normal for the region, to create resilience, and to allow for dynamic growth particularly in those areas where water security is under threat.

For the region overall to become more resilient, economic diversity within towns and between towns needs to increase. As a district, there is a need to consolidate existing and emerging regional economic nodes, as they offer the best prospects for generating jobs and stimulating innovation. Both George and Mossel Bay, for example, as the largest urban centres and most diversified economies in the region, hold particular potential for future economic and urban growth. It is important that this growth is based on an urban, rather than suburban, growth model.

The aim of this strategy is to develop complementarity and not competition within the region, to build on unique strengths, and to manage shared vulnerability.

### Unique characteristics of Garden Route towns

Different towns within the Garden Route have unique characteristics, strengths, and challenges. District and local alignment require recognising these strengths, and capitalising on them in a collaborative way.

- **Oudtshoorn** is the primary service centre of the Klein Karoo, and a well-established tourism, arts, educational and sporting town. Oudtshoorn celebrates its built, historical, and agricultural heritage assets, as reflected in its town centre that is a place of celebration at several times of the year for festivals.
- **Mossel Bay** is the thriving tourism, trade, port, industrial, fishing, and service centre anchoring the western portion of the Garden Route. Its industrial focus and capability can better absorb 'heavy' industrial activities than other urban centres in the region. A Special Economic Zone is proposed for the area, to focus primarily on green energy technologies, but also secondarily on agri-exports, aviation, bunker fuel, rig repairs and trans-shipment. Some of the services at the SEZ could develop value-added products and services related to the oil, gas, and related industries, as well as to waste reduction, recycling, and agri-processing. Mossel Bay's port is also completely transformed, offering both shipping and tourism functions to the broader regional economy.
- **George** is the primary service centre of the entire Garden Route region, offering most of the higher order services and facilities one would expect to receive in a metropolitan city, including modern airport infrastructure. It houses the primary administrative and regional offices of companies offering services in the region but is also the heart of the vast golfing tourism offering, and of a thriving agricultural sector specialising in export-quality berries and other agricultural produce used in beer making and other agri-processing activities.
- **Knysna** provides a unique tourism and lifestyle offering which leverages its position amongst pristine lakes, lagoons, indigenous forests and fynbos, and beautiful beaches. Knysna has become a significant festival town, as well as a major player in lifestyle sports, as its unique landscape lends itself to world-class cycling, mountain biking and trail-running experiences.
- **Plettenberg Bay** has both a distinct premium tourism offering, as well as a unique beach experience that is unmatched anywhere else in the Garden Route. It offers a variety of tourist accommodation and distinct experiences typical of a 'beach town'.

## 6. REPORT PRINCIPLES, PRIORITIES AND ENABLERS

A number of core principles – ways of thinking and working, that cut across the whole GRGDS - were identified.

- **People-oriented:** people are at the centre of development and growth planning in this strategy, and all actions should be tested against requirements for inclusivity and generating economic opportunities and employment. Safety and security, and crime prevention for citizens and investors is also included in this principle. The interventions that form part of the Garden Route Growth and Development Strategy will be geared towards promoting greater participation by black people, women, youth and persons with disability at all economic levels. Effective gender mainstreaming will be ensured through the participation and mobilization of women at all levels. Young people, women, and persons with disability will be encouraged and supported to form cooperatives in key economic sectors such as retail, agriculture and agro-processing, financial services (Cooperative Financial Institutions), manufacturing and infrastructure development. In addition, young people, women and persons with disability will be prioritized in accessing funding for initiatives that will drive the goals of the strategy.
- **Valuing cultural and ecological heritage:** this strategy aims to work with, conserve and celebrate the people, places and natural systems that make the Garden Route unique.
- **A partnering approach:** the process for creating, implementing, maintaining and adapting this strategy should involve all impacted and interested parties, as well as drawing in the right people and resources to each issue addressed herein.
- **Innovation and responsiveness:** this strategy recognises that the challenges and uncertainties facing the region will require novelty in many forms.
- **Sustainability and resilience:** any short-term gain in growth and development will be undermined if the ecological base is eroded, or if the risks from existing ecological destruction and climate change are not managed.
- **Good governance:** transparency and accountability are conditions for democracy, as well as effective monitoring and learning and adaptation. Efficient, effective, and integrated management and good administration and governance are critical to attract investment to the region.

- **Working within what is possible:** this strategy recognises and works within the current possibilities and constraints to make sure that plans are implementable, and goals are achievable. State-owned assets and regulatory frameworks are critical to local development and growth.
- **Managing connectivity and change:** the Covid-19 pandemic has made it clear that the region's interdependence and interconnection with the Western Cape Province, South Africa as a whole, and other countries needs to be managed to optimise flows of resources and demand, as well as to ensure local resilience. Tracking changing variables over time is critical to this process.

In addition, this report is structured according to priorities, which are thematic focus areas arrived at through a combination of research, policy analysis and stakeholder engagement. The principles detailed above cut across all of these areas. These priority areas are:

- 1) A water secure future
- 2) A circular economy
- 3) Resilient agriculture
- 4) Sustainable tourism
- 5) Supporting wellbeing and resilience
- 6) A connected economy: transport and rural-urban integration and ICT
- 7) Sustainable local energy transition

For each of these priorities, stakeholders developed a clear problem statement. Specific problems associated with the priority were identified, as well as, where appropriate, the actors associated with each problem. A vision statement, describing each priority area as part of a fully functional system, was developed, and actions, actors and resources required to achieve that vision statement were specified. Finally, enabling conditions, risks and uncertainties associated with each priority area were then named.

During the process of engagement to draft this report, the coastal economy emerged as a cross-cutting area of risk and opportunity for the district as a geographical area. According to national government projections, South Africa's oceans and coastline could contribute up to 177 billion Rand to the gross domestic product (GDP), and create more than one million jobs, all by 2033. The development of the coastal economy in the Garden Route encompasses a range of possible investments, that cut across the six focus areas as detailed below.

- 1) A water secure future: water efficiency in coastal developments and consideration of a range of possible, and ecologically viable, technologies, including desalination.
- 2) A circular economy – resource efficient development of marine transport and manufacturing
- 3) Resilient agriculture – aquaculture development
- 4) Sustainable tourism – marine protection services and ocean governance, recreational fishing and other activities
- 5) Supporting wellbeing and resilience – sustainable marine resource consumption (e.g. fishing)
- 6) A connected economy: transport and rural-urban integration and ICT – supports all five priorities above.
- 7) Sustainable local energy transition: Supports all the above priorities.

Many of the national government's policies and strategies, whether in value protection and risk management (e.g. marine protection services and ocean governance, and sustainable consumption), or value and job creation (e.g. aquaculture development) land within local municipal jurisdictions. These policies and other interventions have positive and negative impacts for individual municipalities, as well as for the district as a whole, that require integrated planning and development.

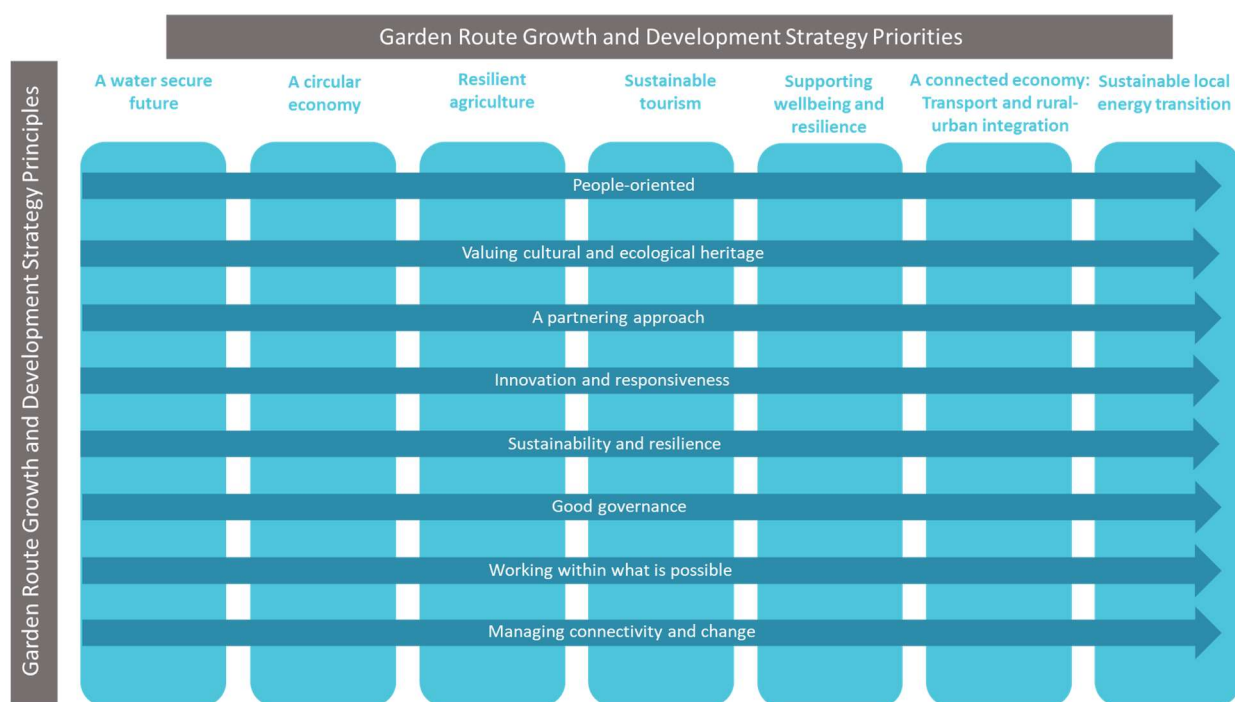


Figure 2: Garden Route Growth and Development Strategy priorities and principles

As part of the 2020 update of the strategy, a set of cross-cutting enablers were identified that could support decision-makers in developing actions, within each priority area, geared towards the implementation of the strategy. Each priority area is made up of a complex set of issues that are difficult to address as a whole. The enablers are meant to act as considerations, or lenses through which officials and decision-makers could view each priority area, to assist in finding a clear path to implementation. It is worthwhile noting that these enablers align to the Western Cape Government's Recovery Plan priorities: Jobs, safety and wellbeing.

The cross-cutting enablers are:

- **Jobs potential:** What are the specific challenges hindering the jobs potential of this priority area?
- **Skills development:** What are the skills requirements/ challenges that constrain this priority area?
- **Safety and wellbeing:** What are the safety, inclusion, and wellbeing challenges that present within this priority area?
- **Energy:** How do current (and future) energy challenges affect this priority area?



# PART 2: A RISK-DRIVEN APPROACH TO REGIONAL DEVELOPMENT

## 1. DEVELOPMENT CONTEXT

The Garden Route District Municipality was highlighted as one of three Western Cape regions that are specifically suited for significant growth and development. This requires enabling and increasing economic diversification, skills development, and building a knowledge economy. Growth and development also demand the promotion of spatial resilience and climate change mitigation and adaptation, through the conservation of natural resources and sustainable resource management.

### The Garden Route: some context

- **Regional water security** remains a significant issue, with varying municipal approaches to solutions. Different municipalities, for example, still have different water restriction levels.
- **Regional waste** is still an issue, although it is being addressed through projects like the Regional Waste Management Facility Public Private Partnership
- In the past, the Garden Route **was seen largely as a holiday region**. However, 'semigration' and remote working have **changed** this, and have led to changes in the relationship of region to the broader South Africa economy.
- Spatial development is a significant challenge. Urban sprawl has direct and measurable costs for local governments and economic development plans. The Garden Route experiences **in-migration** from other provinces, across all income groups. Population **growth rates are decreasing**, however. The tourism-oriented towns in the region are experiencing strong population growth in the lower income bands.
- There are many **lifestyle opportunities** in the region: it has a relatively low crime rate, and the golf, cycling and Garden Route brands are strong.
- The region enjoys **agricultural potential** and better rainfall than the rest of the Western Cape. For example, the blueberry industry is a real opportunity, and success story. However, climate change will impact what can be grown and how much it will cost to produce crops in the future. Additionally, the sector currently is shedding jobs.
- One of the strengths of the Garden Route is that its **towns play different roles**. Oudtshoorn is centred on tourism and education, George is the administrative and services centre, Mossel Bay is a trade port which also hosts tourism, manufacturing and industry, and Knysna and Plettenberg Bay are tourism centres. The towns therefore need not compete with each other.
- While the **oil and gas and timber** industries were traditionally big industries in the region, in 2019, their futures are uncertain. Clarity is needed on the future of the **forestry** industry as well. The futures of **PetroSA** and **MOSGAS** are uncertain.
- The region has a number of large, probably **underutilised, assets**, such as the port, airport and rail facilities.
- There has been a shift in the region towards growth in the number of skilled and semi-skilled labour employment sectors, (such as finance, insurance, and construction) and a concurrent decrease, in absolute terms and as a percentage of employment, in labour-absorptive semi-skilled and unskilled sectors (such as agriculture, forestry and fisheries). Given the above, there is a dire need to ensure the population of the region is upskilled to ensure that they are able to access many of the growth opportunities that exist within the region.

Over the last 25 years, South Africa has undertaken interrelated political, administrative, social, and economic transitions, with all the complexity, uncertainty, and challenge this implies. Currently, in the context of these incomplete transitions, municipalities are navigating a period of change and uncertainty that is unprecedented in the last 25 years of democracy.

Socially, the promise of equitable development has not been realised (2). There is not universal access to adequate water and sanitation, energy, healthcare or education. Economically, South Africa's sovereign debt has reached levels not seen since 1996. Economic growth has been far below expected levels. The state of state-owned companies has reached crisis level, placing a significant burden on an already overstretched public purse.



South Africa has remained one of the most unequal countries in the world. In 2016, the national Gini Coefficient stood at 0.59. This inequality is seen as one of the major barriers to poverty reduction and growth and development (3). The national government does not have the fiscal space for the range of social security measures required to adequately respond to this challenge. Many people live with intolerable levels of vulnerability, often looking to local governments, as the main interface between government and people, to respond.

The nature and availability of work is changing. Unemployment remains a serious challenge, increasing half a percentage point between the first and second quarters of 2018, to 27,2%. This small shift translates into 90,000 fewer employed people (4). The quality of education and availability of appropriate skills is a significant issue that constrains development across all priority areas. The population's skill levels need to be elevated. While the Garden Route's intellectual capital needs development in terms of skills, innovation, and tertiary education, the potential exists to tap into 'retired professionals' wanting to give back to the community.

The ecological environment for development is changing. The global climate crisis is changing and intensifying the risk profile for the region. Weather is becoming less predictable and more extreme. The ecological context for development has also spurred the recognition that a global low-carbon transition is required for economic activities and the infrastructure (e.g. energy, water, transport) that supports it (5,6). There are new possible configurations for infrastructure that are smaller, distributed, smart (digitalised and connected), and managed through new kinds of public-private relationships. This shift is embedded in rapidly evolving global markets, geopolitical shifts, new global supply chains, and urban-rural patterns of migration and interdependence.

Local governments are, often, first responders to multi-level transformations, being the primary interface between people, business, and government in many cases. There are significant opportunities to use the local space for change and innovation, in order to do things differently and better. However, as people and businesses are impacted negatively and exposed to uncertainty and risk, local government is also closest to the needs of residents and visitors within their jurisdictions.

## 2. 2020 UPDATE TO THE DEVELOPMENT CONTEXT

In March 2020, South Africa's sovereign credit rating was downgraded to sub-investment grade, or 'junk', by Standard and Poor's, essentially communicating that the country's risk of defaulting on its loan repayments had increased. This has impacted on the country's ability to borrow, as well as on the attractiveness of South Africa as a destination for investment. The factors that feed into this rating include:

- Political and policy stability
- The level, maturity, and interest on the current national debt;
- Economic activity and growth.

These factors, combined, were assessed to show how the country's overall risk profile for creditors and investors had increased. In May 2020, South Africa's junk status was maintained by Standard and Poor's, adding to its analysis the fact that Covid-19 was projected to cause a further contraction of the country's economy, with negative growth rates of approximately 4.5%.

The downgrade followed continued revelations of mismanagement and corruption at state-owned companies, including Eskom and South African Airways, with projected increases in debt within these entities. The viability of these entities, especially that of Eskom, has a direct impact on any local economic development plans and local infrastructure development.

The Covid-19 pandemic has had a profound impact on the global economy, and South Africa is no exception. Large parts of the economy have been shut down, including trade links between countries. Like many countries, South Africa has taken a phased approach to the management of a national shut-down. Under Levels 5 (most extreme) to 1 (least restricted), some businesses are either not allowed to trade, or allowed to trade under various restrictions. Impacts on the economy are being tracked by a number of organisations, with key observations summarised below.

- The South African Department of Statistics has reported the following findings, based on national business surveys (7):
  - 89.6% of businesses reported a decrease in turnover, compared to normal expected levels.
  - Almost half of the businesses surveyed (47.9%) decreased or suspended their activity; this includes SMMEs, which are particularly vulnerable to changes in income and cashflows. Fewer than half the businesses surveyed indicated that they could survive for more than three months without turnover.
  - 8.6% of businesses shut down.
  - Regarding labour, 36.4% of businesses reported laying off employees in the short-term, and almost half the businesses surveyed anticipated a shrinkage in their workforce.
  - Regarding business inputs, almost a third of businesses reported increases in the price of the goods and services they need to purchase.
  - 30% of businesses surveyed had applied to government assistance programmes during the national lockdown.
- The Western Cape Government also conducted a review of SMMEs and larger businesses in the province, with the following key insights (8):
  - The majority of businesses supply local demand, which is predicted to contract.
  - Given that there were restrictions on trade, as well as changes in demand for certain goods and services (related to travel, for example), it is notable that 70% of businesses have not identified alternative business opportunities in response to the pandemic and related restrictions.
  - 50% of businesses surveyed did not think they would be able to cover their biggest expense (rental for 39% of the sample) over the coming six-month period.
  - 53% of businesses surveyed indicated that work-from-home strategies had been implemented for staff.
  - A major insight was that there was a need to ensure better communication between businesses, supportive sectors such as banks, and government, to ensure that appropriate support can be accessed where it is available.
  - Another question that emerged was how different sectors were carrying the risks associated with the Covid-19 pandemic, and whether the financial sector, in particular, could play an important role in facilitating a more equitable distribution of risk during this crisis.
- The Garden Route District Municipality has undertaken its own initial research and planning which is incorporated into Part 3 of this strategy.

The Covid-19 pandemic has also drawn attention to the interconnection between social, economic, and ecological systems. The World Economic Forum (WEF) has warned that the destruction of ecosystems could result in the transmission of viruses from birds and mammals to human beings (9). Three economic activities linked to this environmental destruction are deforestation, agricultural development, and infrastructure development.

In addition to these shifts in the development context, climate change remains a significant concern, with multiple uncertainties and risks. 2020 was forecast to be to the hottest year on record.

### 3. GROWTH AND DEVELOPMENT VISION

There have been many efforts to coordinate development at an African, national, provincial, and regional level. Between 2016 and 2017, stakeholders collaborated to set out Vision 2040 for the Southern Cape region. Many of the highlights remain important (where appropriate, relevant Garden Route Growth and Development Plan priorities follow in brackets). Additional considerations, within the current context, have been added for each highlighted area:

- Natural resources, such as water, biodiversity and catchments are excellently managed, to global best practice standards, and are based on the leveraging that the region made with its competitive advantages (**A water secure**

**future & A circular economy**). The Covid-19 crisis has emphasised the need to think differently about the way that eco-systems are valued within the economy, as well as the way that externalities of destructive economic growth are costs and who bears this cost.

- Economic diversification and value-add in the agricultural sector have reinvigorated the rural areas and the towns offering value-add services, manufacturing opportunities and facilities (**Resilient agriculture**). The resilience of local food systems, which include but are not limited to agriculture, has also been emphasised, with hunger and malnutrition surfacing as significant risks during the Covid-19 pandemic. Additionally, the importance of diversification as an economic risk management strategy has been reemphasised.

The Garden Route SDF (Eden SDF) provided the following 3 concepts in framing proposals for the region:

- **The economy is the environment** – recognising the importance of the Garden Route and Klein Karoo regional assets, the mountain passes and the mountain areas as underpinning the tourism and agri-economy.
- **Regional accessibility for inclusive and equitable growth** – recognising the importance of regional connecting transport infrastructure in the current and future economy of the region.
- **Coordinated growth management for financial sustainability** – recognising the different growth potentials of differing parts of the region, and which regions can better absorb people into the economy.

- Excellent connectivity to key hubs in Africa and the rest of the world, and world-class tourism appeal (**Sustainable tourism**). While tourism remains important, there are specific short-, medium-, and long-term impacts on tourism that result from the Covid-19 pandemic.
- The Southern Cape is a far more resilient place to live – resilient to the changing climate, the uncertain rains, droughts and fires, and also economically resilient to the fluctuating and ever-changing global economy. The surge in economic growth has not only drastically lifted the quality of life of all in the region, but also funded many of the programmes which have secured this increased quality of life – such as health care and education. (**Supporting wellbeing and resilience**). The importance of robust local healthcare infrastructure has been emphasised during the Covid-19 outbreak, as well as the importance of general wellbeing and systemic responses to community health and wellness. Links to food systems are critical.
- The public transport system – particularly the rail linkages both within the region and to the rest of South Africa - has been drastically improved, significantly decreasing exposure to the oil crunches and cost peaks that have occurred since the 2000's. The drastically improved ICT infrastructure has also ensured that, no matter where in the region you find yourself, you have easy access to some of the best education and knowledge systems in the world. (**A connected economy: transport and rural-urban integration**). While a connected economy remains important, the integration with the management of wellbeing and safety within these connections is necessary for connection to remain beneficial.

The long-term growth and development vision has not been changed by the current shifts in context. To achieve these outcomes, investments in education and training, as well as ensuring an effective and efficient public administration, are necessary. Additionally, municipal financial sustainability and the long-term operating costs of municipalities will need to be improved. Because this vision is broad and comprehensive, the achievement of goals across different focuses will require the management of tensions, contradictions, and competition. The approach of this strategy, which emphasises risk, learning and adaptation, remains appropriate.

## 4. PLANNING IN THE CONTEXT OF CHANGE AND UNCERTAINTY

The Garden Route, like many regions across South Africa, is in transition. Its transition is social, spatial, economic, ecological, and infrastructural. Transitions are never certain. Their outcomes are not known. Towns are dynamic, complex systems, with many interconnected actors and subsystems, all interacting in space and time. In times of transition, this complexity can appear to be chaotic. Familiar trends and patterns may be temporarily or permanently disrupted. Novelty

is always possible in complex systems. However, the level of uncertainty may increase during transitions, as there is a need to innovate to keep up with shifting conditions.

Achieving the Garden Route's development vision during transition means having a strategy that is robust to change and uncertainty. The Western Cape Economic Development Partnership (EDP) has identified a number of key elements that are crucial to a robust, sustainable growth and development strategy. Acknowledging this complexity, these elements are:

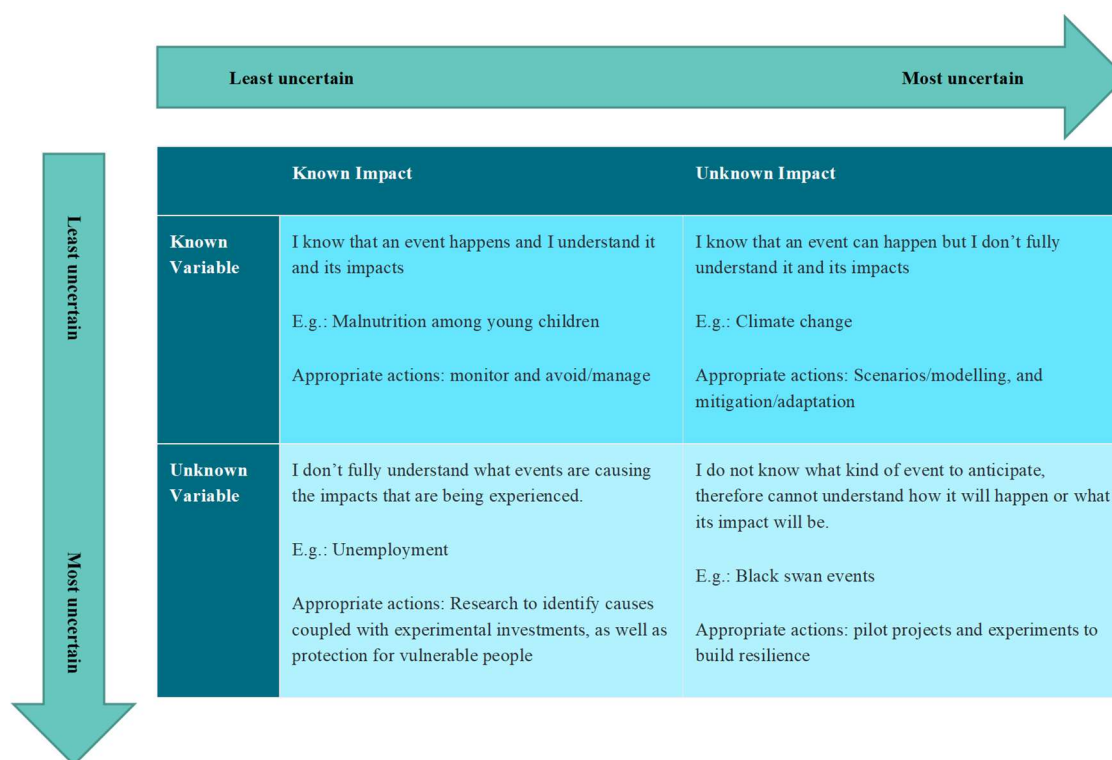
- *Promotional activities* (trade and investment, tourism, film, etc.)
- *System improvement activities* (getting the basics in place and doing the fundamentals well, i.e., water, energy, waste, roads, safety, urban management, etc.) and
- *Developmental activities* (ensuring the quality and distribution of growth, i.e., township economies, informal economies).

Furthermore, the EDP holds that to be effective, strategy must facilitate the creation of new opportunities and value, while also protecting existing value and managing vulnerability for people, ecosystems and infrastructure. It must capitalise on existing strengths, while mitigating unwanted or harmful outcomes. This means *managing* the things that one controls directly and *influencing* those things (institutional mandates, processes, decisions, budgets, plans, strategies, priorities, etc.) that are part of the same system, but which are beyond one's direct control.

What is required is a responsive, adaptive approach that encourages learning, established feedback loops, and changes when appropriate (1). Nothing can be future-proofed, but it can be change-resilient. Development policy, planning and practice is constantly evolving to be increasingly open to dynamic local contexts, as well as the inherent uncertainty of working in complex environments. A risk-driven approach to development is inherently sensitive to uncertainty. It also has the added benefit of beginning with common interests and challenges between actors, rather than starting with diverging goals.

Risks are a function of uncertainty regarding the outcome and the impact of a set of conditions and actions (10). Risk management is a deliberate programme of conceptualising and responding to this uncertainty with actions that avoid, transfer, manage, or mitigate the uncertainty using different techniques. In contexts with high levels of uncertainty, risk management can form a useful framework for approaching any strategies and programmes and can be inherently responsive to unknown variables.

A risk-driven approach to development does not mean that existing initiatives are put aside. Instead, it ensures that all resources respond to and are appropriate to the concrete 'problems in the world'. It means that all actions and investments must correspond to a problem, as well as a desired solution. It also means that there is a framework for classifying and responding to events, and it allows for a systematic approach to dealing with different levels of uncertainty.



#### Tool 2: Summary of different risks and appropriate responses

Different levels and kinds of uncertainties lead to different kinds of risks. Different kinds of risks demand different responses. The greater the uncertainty, the more systemic and agile, and therefore also collaborative and integrated, the response is required to be. A risk management approach need not replaced any existing valuation and impact analysis activities. Instead, it is complementary to these activities.

Typically, during periods of relative stability, we know more about our current than our future context. In other words, the further we plan into the future, the more uncertainty there is. Even in the present, for short-term planning, there is always some uncertainty. When we have more certainty, however, over what changes (variables) we should be tracking, and how we think those changes will unfold, at what pace and scale, then our plans can be more stable and prescriptive.

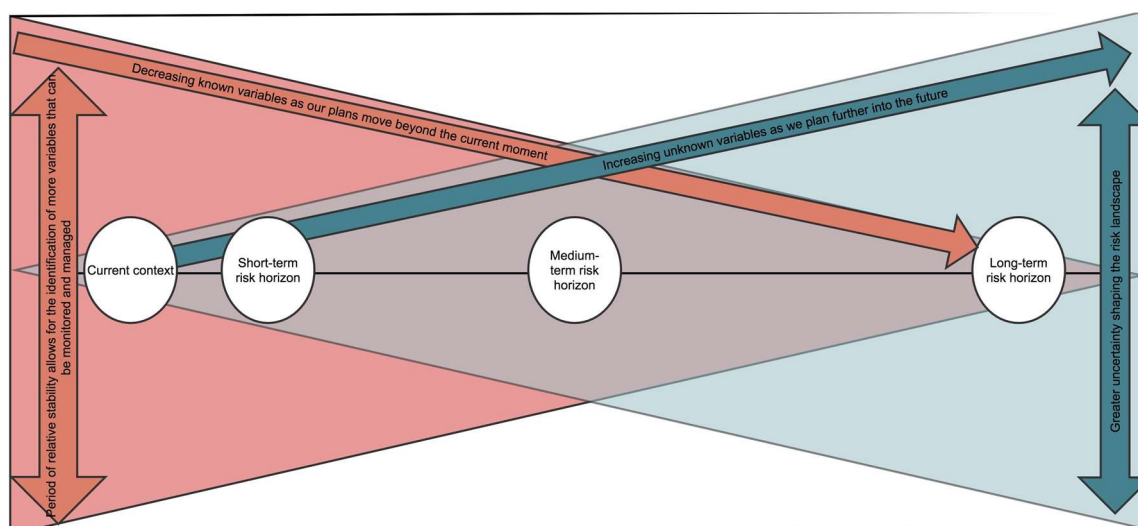


Figure 3: Decreasing certainty/increasing uncertainty as we plan over the short-, medium-, and long-term

During periods of less stability, when there are higher levels of uncertainty, there may be a change in the risk profile that must be negotiated for short-, medium- and long-term planning. First, what was certain about the current context, perhaps known from historical experiences or recent research, is not as relevant to planning as in the first scenario. The management of -19, for example, has had to incorporate ongoing learning about this novel virus, its behaviour, and its impacts, into response strategies, as they are being implemented. Strategies to navigate the present include, by default, experimentation, trial and error, and adaptation.

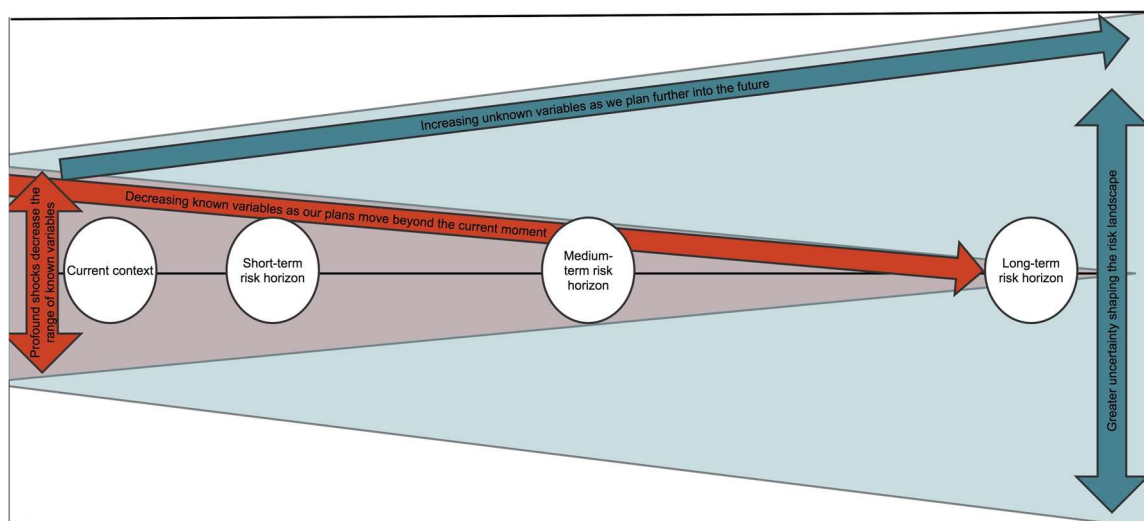


Figure 4: During periods of instability, there is far less certainty to begin with, making planning more challenging

Uncertainty about the current context does not erase the need for long-term planning. In fact, while the short-term may be significantly less certain than before a major crisis, there may be long-term trends that can be used to anchor current strategies.

An important first step in responding to planning challenges during times of change and instability is systematically identifying all known variables. In other words, ask, ‘what is changing?’ and also, ‘how quickly is it changing?’ Doing this allows for the identification of fast and slow variables, which allows for adequate monitoring, as well as management of change. Managing fast and slow variables is one of the Stockholm Resilience Centre’s seven principles for building resilience in social-ecological systems (1). One approach to tracking fast and slow variables is provided below.

Table 2: Questions to ask when identifying fast and slow variables

High-level variables and trends	Partners	Slow Variables	Fast Variables	Response
What variables are changing within the current context	Which organisations or individuals are impacted by or have influence or control related to this variable, and how strong are the District’s relationships with these actors?	Which variables are changing slowly, requiring long-term monitoring and related investments?	Which variables are changing quickly, requiring short-term monitoring and related investments?	What responses are currently in place and how effective are these responses?



## 5. INTEGRATED PLANNING AS GOOD RISK MANAGEMENT

Risks are not contained to geographical or jurisdictional borders. The Garden Route is embedded in the Western Cape, South African, Sub-Saharan African, and global context. Supply chains that include the Garden Route stretch across the world. Local financial and economic, ecological, and political issues can all be impacted by things that happen at any scale. Natural systems, issues around water capacity, and space-economy considerations span many municipal boundaries,

There is a need to consolidate the area into a coherent system which promotes economic development. An integrated approach to risk management, across towns within the Garden Route, allows for more comprehensive scanning for and monitoring of risks. It also allows for a coordinated response, which is more effective and uses limited resources optimally. Organising collaboration around shared risks can help to identify areas of collaboration, while allowing for the distinct development of each of the local municipalities in the region without collapsing any of the differences and unique strengths that characterise these areas.

Effective planning, measuring and monitoring performance, public reporting, and periodic review and evaluation are key elements towards integrated development planning, service delivery and improved results. Integration between local governments, led by district municipalities, also helps to build a culture of information-sharing and accountability. This all leads to better identification, monitoring and management of risks. Pooling information, knowledge and understanding means more and better data to enable evidence-based decision-making. This, in turn, means better-informed planning, decision-making and learning.

### 5.1 The Western Cape Government approach to regional integration

Fortuitously, the Western Cape Government (WCG) and National Government have both embraced a district model for development, which views planning and integration of socio-economic development as optimally coordinated at the subnational, regional scale, covering District Municipal Areas. This approach recognises that local risks and opportunities need to be managed at the local level, while also understanding that risks and opportunities tend to impact on and be influenced by neighbouring towns.

The main delivery mechanism of Integrated service delivery in the Western Cape is the Joint District and Metro Approach (JDMA). The Joint District and Metro Approach is a geographical and team-based, citizen-focused approach to provide integrated government services through a strengthened WCG and Local Government Interface. It includes spatial differentiation in terms of the unique constraints, opportunities, needs and interests of the Cape Town Metropolitan Area and local municipalities in each District Municipal Area. This approach focusses on improving the lived experience of people of the Western Cape Province. Integration and collaboration are at the heart of the Joint District Approach. It is further characterised by a geographical footprint with a single implementation/support plan per municipality/district and appropriate levels of coordination by provincial district interface teams. The approach makes provision for a series of integrated engagements to improve co-planning, co-budgeting and co-implementation.

In relation to the design of the Joint District Approach, each district will have an established district interface team, represented by each municipality in that district, the district municipality itself, all provincial departments and relevant national departments, in other words, a deliberate 'whole-of-government' approach. The Joint District and Metro Approach will not only unlock development opportunities and accelerate service delivery but also identify key support initiatives to strengthen the capacity of municipalities. Given that government on its own cannot solve all the development challenges, it will also seek to incorporate a 'whole-of-society' approach to work more closely with non-government sectors.

### Risks to district-level integration

There are implementation-specific risks for the strategy. These are risks that arise in the process of implementation, that make the achievement of outputs, outcomes, and longer-term impact less likely. The main implementation risks for this regional growth and development strategy, which need to be monitored, are:

- The absence of a solution to municipal fiscal sustainability, and a dependence on a precarious electricity sector for revenue generation.
- Inadequate investment by national government due to ballooning sovereign debt, failing state-owned companies, poor governance and corruption, and a lack of accountability and alignment to local priorities.
- The erosion of the region's natural assets, which span municipal boundaries
- A lack of direction from the state-owned enterprises that hold valuable ecological assets in the region.
- The absence of national, provincial, district and local policy stability and direction, which is necessary to stimulate economic growth and development.
- A lack of alignment and streamlining of mandates and investments between public sector actors.
- A lack of sufficient funding for transformational regional projects, such as the urgent demand for a new waste management site, natural resource management, regional rail networks and the need for clustering of government facilities.
- The blurring of lines of accountability and mandates between political and administrative officers.
- Entrenched patronage and poor governance at all levels of government.
- Unhealthy competition for limited resources and opportunities leading to zero-sum outcomes, rather than outcomes optimised for the region as a whole.
- The possibility that some municipalities will pursue short-term benefits at odds with a coherent strategy for the region, while drawing 'free rider' benefits from other district cooperation and causing unmonitored and unmitigated risks over time.

## 5.2 The National Government approach to regional integration

The President's Coordinating Council (PCC) has also endorsed a new district-based model for development. This is the Khawuleza ("hurry up") District Development Model (DDM). It will synchronise planning by all spheres of government and involve citizens and civil society in the development of South Africa's 44 municipal districts and eight (8) Metros. The PCC's endorsement of the District Development Model followed overwhelming support for the new approach by joint committees of Cabinet and by the Local Government MINMEC, the structure that comprises the Minister for Cooperative Governance and Traditional Affairs, provincial Members of Executive Councils for local government, and the South African Local Government Association (SALGA).

## 5.3 Clarifying what integration is and is not

The EDP experience in systems analysis and integrated planning indicates that a common misconception is that an integrated approach is only about 'dialogue' or better 'coordination' processes. The rationale for a partnering approach is to *enhance implementation* by specifically addressing two questions that are often ignored in planning processes, to the detriment of implementation: *who* needs to work together to make things happen, and *how* different leaders and institutions are going to work together in practice.

The 'who' question can be clarified through the development of a Partnering Framework, based on a systems and stakeholder analysis, assessment of the risks and dependencies associated with a 'managing and influencing' analysis, joined up mandates and budgets, and identification of internal and external relationships that need to be strengthened. The 'how' question can be addressed through the development of adaptive leadership capabilities, i.e. collaborative



attitudes and behaviours, responsiveness and creating an enabling environment, and the ability to reflect, learn, adjust, and adapt.

## 5.4 How does this strategy fit with other planning platforms and processes?

The three-sphere system of integrated governance described above brings with it a multi-sphered approach to policy framework development. Relevant planning policy at a national level seeks to guide the development of provincial policy, which in turn informs the development of municipal policy. It is important to note that this process is not only top-down in nature, as policy alignment is essential from the bottom up as well. This strategy should bridge the gap between provincial and municipal competencies, giving expression to provincial policy and guidance for municipal policy, and should ensure that issues of a regional nature are adequately addressed, and guidance provided. Relevant national frameworks include|

### ***National***

There are two main frameworks that currently guide this strategy. This alignment should be reviewed annually.

- **The National Development Plan (held by the National Planning Commission)**
- **The Integrated Urban Development Framework**

The country's industrial development plan is in development. As at 2019, it is directed by a series of Industrial Policy Action Plans (IPAPs). This plan is likely to be supplanted in the near future.

### ***Relevant provincial policy and strategy***

There are four frameworks that currently guide this strategy. This alignment should be reviewed annually.

- The Provincial Strategic Plan
- Provincial Spatial Development Framework
- The Provincial Land Transport Framework
- The Western Cape Climate Change Response Strategy

### ***Relevant municipal planning***

There are four main frameworks that currently guide this strategy. This alignment should be reviewed annually.

#### **The Garden Route Development Partnership (GRDP) - previously known as the South Cape Economic Partnership:**

The Garden Route Development Partnership is a collaborative platform for business leaders to interact with representatives across the private and public sector, to share information and build cooperation, to solve shared problems. GRDP is dynamic platform. It's original priorities: Oil, Gas and Marine, Tourism, Agri-processing, and Creative Industries, are currently being reviewed to align to the priorities of this strategy. The GRDP was also instrumental in developing the RSIF.

**South Cape RSIF:** The South Cape RSIF was initiated before Eden commenced with its District SDF. Upon request of Eden DM, the two processes were merged into a single regional planning process, where the focus of the Southern Cape RSIF would be to complement the District SDF. As a result, the project teams have worked side by side and have been involved together in multiple engagements throughout the process. At the time of the SC RSIF's inception, the regional framework. The SDF provides a five-year framework for spatial development.

**Local Government SDFs:** Local Municipality five-year development frameworks from Mossel Bay, George, Knysna, Bitou, and Oudtshoorn.

**District and Local Government Integrated Development Plans (IDPs):** The District and Local Municipality annual IDPs from Garden Route District, Mossel Bay, George, Knysna, Bitou, and Oudtshoorn.

SDGs	Description	NDP Reference (NBI analysis) 92% of the 72 NDP objectives map to the 169 SDG targets	Regional Spatial Implementation Framework for the Southern Cape ('SC RSIF') policy positions	GRDM Growth and Development Strategy	Risks identified in the Garden Route District IDP
1	End poverty in all its forms everywhere	2 NDP objectives from Chapter 11: Social Protection	POLICY S4: Ensure balanced and coordinated delivery of facilities and social services.	Cuts across all priorities	
2	End hunger, achieve food security and improved nutrition and promote sustainable agriculture	1 NDP objective from Chapter 5: Environmental Sustainability and Resilience 2 NDP objectives from Chapter 6: Inclusive Rural Economy 1 NDP objective from Chapter 11: Social Protection	POLICY R3: Safeguard the Western Cape's agricultural and mineral resources, and manage their sustainable and productive use. POLICY S3: Ensure compact, balanced, and strategically aligned activities and land uses.	3) Resilient agriculture	Produce contamination and food-borne-disease
3	Ensure healthy lives and promote well-being for all at all ages	6 NDP objectives from Chapter 10: Health Care for All		5) Support wellbeing and resilience	Environment-related disease, including those related to exposure to weather and contaminants
4	Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all	13 NDP objectives from Chapter 9: Improving Education, Training and Innovation		Cuts across all priorities	
5	Achieve gender equality and empower all women and girls	2 NDP objectives from Chapter 11: Social Protection 1 NDP objective from Chapter 12: Building Safer Communities		5) Support wellbeing and resilience	
6	Ensure availability and sustainable management of water and sanitation for all	2 NDP objectives from Chapter 4: Economic Infrastructure 1 NDP objective from Chapter 5: Environmental Sustainability and Resilience	POLICY R2: Safeguard inland and coastal water resources, and manage the sustainable use of water.	1) A water secure future	Contaminated water sources, and the prevalence of water-borne diseases
7	Ensure access to affordable, reliable, sustainable and modern energy for all	2 NDP objectives from Chapter 4: Economic Infrastructure 1 NDP objective from Chapter 5: Environmental Sustainability and Resilience	POLICY S4: Ensure balanced and coordinated delivery of facilities and social services.	Cuts across all priorities	Lack of technical skills to navigate transition to sustainable energy
8	Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	7 NDP objectives from Chapter 3: Economy and Employment	POLICY R3: Safeguard the Western Cape's agricultural and mineral resources, and manage their sustainable and productive use. POLICY E1: Use regional infrastructure investment to leverage economic growth. POLICY E2: Diversify and strengthen the rural economy. POLICY E3: Revitalise and strengthen urban space-economies as the engine of growth. POLICY S1: Protect, manage, and enhance the provincial sense of place, heritage and cultural landscapes.	4) Sustainable tourism	
9	Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation	1 NDP objective from Chapter 4: Economic Infrastructure	POLICY S4: Ensure balanced and coordinated delivery of facilities and social services.	6) A connected economy: transport and rural-urban integration	Lack of resources to adequately manage disasters in the region, including poor transport infrastructure, and lack of appropriate technologies
10	Reduce inequality within and among countries	1 NDP objectives from Chapter 3: Economy and Employment 1 NDP objective from Chapter 11: Social Protection 1 NDP objective from Chapter 15: Nation Building and Social Cohesion		Cuts across all priorities	
11	Make cities and human settlements inclusive, safe, resilient and sustainable	1 NDP objective from Chapter 4: Economic Infrastructure 3 NDP objectives from Chapter 5: Environmental Sustainability and Resilience 4 NDP objectives from Chapter 8: Transforming Human Settlements	POLICY E1: Use regional infrastructure investment to leverage economic growth. POLICY E3: Revitalise and strengthen urban space-economies as the engine of growth. POLICY S4: Ensure balanced and coordinated delivery of facilities and social services. POLICY S5: Ensure sustainable, integrated and inclusive housing planning and implementation.	6) A connected economy: transport and rural-urban integration	Lack of public awareness of proper waste management
12	Ensure sustainable consumption and production patterns	2 NDP objectives from Chapter 5: Environmental Sustainability and Resilience	POLICY R4: Recycle and recover waste, deliver clean sources of energy to urban households, shift from private to public transport, and adapt to and mitigate against climate change.	2) A circular economy	
13	Take urgent action to combat climate change and its impacts	3 NDP objectives from Chapter 5: Environmental Sustainability and Resilience	POLICY R4: Recycle and recover waste, deliver clean sources of energy to urban households, shift from private to public transport, and adapt to and mitigate against climate change.	Cuts across all priorities	
14	Conserve and sustainably use the oceans, seas and marine resources for sustainable development	1 NDP objective from Chapter 5: Environmental Sustainability and Resilience	POLICY R2: Safeguard inland and coastal water resources, and manage the sustainable use of water. POLICY R5: Protect and manage provincial landscape and scenic assets.	Cuts across all priorities	

15	Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss	1 NDP objective from Chapter 5: Environmental Sustainability and Resilience	POLICY R1: Protect biodiversity and ecosystem services. POLICY R5: Protect and manage provincial landscape and scenic assets. POLICY S3: Ensure compact, balanced, and strategically aligned activities and land uses.	Cuts across all priorities	
16	Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	5 NDP objectives from Chapter 13: Building a Capable and Developmental State 1 NDP objective from Chapter 14: Fighting Corruption		5) Support wellbeing and resilience	
17	Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development	2 NDP objectives from Chapter 7: South Africa in the Region and the World	POLICY S2: Improve provincial, inter-, and intra-regional accessibility.	5) Support wellbeing and resilience	

Table 3: Policy alignment between SDGs, the NDP, the RSIF, and the GRGDS

## 6. RISK MANAGEMENT AS DEVELOPMENT PRACTICE

While local municipalities in the region do identify risks, risk is not centred in the current IDPs. The process shown below illustrates how risk management could be used to frame development planning, coordination, implementation and monitoring and evaluation.

Step	Description	Action owner
Step 1	Revisit the problem statement for each priority annually. Identify any changes in the problem characterisation.	Working group assigned to work on priority
Step 2	Establish a living risk register capturing all events that threaten the achievement of the growth and development vision for that priority.	District Municipality in partnership with working group assigned to work on priority
Step 3	Classify all risks by plotting them on the matrix provided in this document	District Municipality in partnership with working group assigned to work on priority
Step 4	Check whether existing initiatives are appropriate and adequate to the level of uncertainty regarding impact and outcome, as well as sensitive to the seriousness and likelihood of the risk. Identify necessary supplemental interventions and assign an implementation lead.	District Municipality in partnership with working group assigned to work on priority  Input provided from each local municipality and non-state actors
Step 5	Identify any weaknesses in the system (infrastructure, organisation, process) that compromise the ability to deal with unforeseen events (shocks) or major structural changes. Identify necessary supplemental interventions and assign an implementation lead.	District Municipality in partnership with working group assigned to work on priority  Input provided from each local municipality and non-state actors
Step 6	Identify any risks that are specific to implementation. Identify necessary supplemental interventions and assign an implementation lead.	District Municipality in partnership with working group assigned to work on priority  Input provided from each local municipality and non-state actors

<b>Step 7</b>	Implement actions at a local level. Capture any changes in context and deviations to enable adaptation to the local context. Capture progress and challenges on an ongoing basis. Maintain contact and report any materially relevant information to all relevant stakeholders, including district coordinators. Carry out monitoring activities.	Local municipality local economic development units, with the support of the District, WCG, and national departments
<b>Step 8</b>	District officials to coordinate and maintain a dynamic risk matrix aligned to strategic priorities, with input from the local municipalities.	District Municipality in partnership with working group assigned to work on priority
<b>Step 9</b>	District officials to coordinate a quarterly implementation evaluation, capture and analyse all progress and challenges, identify all lessons and areas that require adjustment. Formally agree on and capture all necessary adaptations.	District Municipality in partnership with working group assigned to work on priority
<b>Step 10</b>	District officials to coordinate an annual review of the problem statement for each priority. Identify any changes in the problem characterisation and adjust accordingly.  Carry out an annual implementation evaluation, capture and analyse all progress and challenges, identify all lessons and areas that require adjustment. Formally agree on and capture all necessary adaptations.	District Municipality in partnership with working group assigned to work on priority

Tool 3: Implementation steps

## 7. INSTITUTIONAL ARRANGEMENTS

### 7.1 Who owns this document?

This strategy is the overall framework for development and growth planning in the region. It is owned by the Garden Route District Municipality. However, it recognises the critical importance of cooperative government, common purpose and a shared vision between government, state agencies, civil society and the private sector in securing a more sustainable, economically robust, and socially equitable future for the district as a whole. In practice, it must be owned by all stakeholders.

### 7.2 Implementation vehicle

The implementation vehicle for the Garden Route Growth and Development Strategy is critical to its success. It needs to allow for thorough and ongoing collaboration. The implementation vehicle should take a 'systems and partnering approach', which:

- Needs to be managed by the *District* (the Municipality, with its specific powers, functions, roles and responsibilities), while facilitating work across the *area of the district* (the territory as a whole, including the inhabitants, the assets, private sector and community investments, institutions, etc.). It must see the territory as a whole, with all its components, and not just the institutional mandates.
- It must be able to focus on a broader set of cross-cutting development issues and systems such as water and sanitation, energy, waste, mobility and transport, public safety, and township economies, i.e. the systems that underlie the development of a sustainable and inclusive economy, rather than narrowly focused 'growth sectors' and 'economic projects'.
- It needs to have sufficient convening power, and opportunities for input and feedback to enable a whole-of-government approach (WoGA) and a whole-of-society approach (WoSA). This platform must manage the relationships between 'bottom-up' and 'top-down' initiatives, both between local municipalities and the District Municipality, and between the public sector 'authorising environment' and the non-government 'mobilising environment'.

The proposed arrangement for actors is shown below.

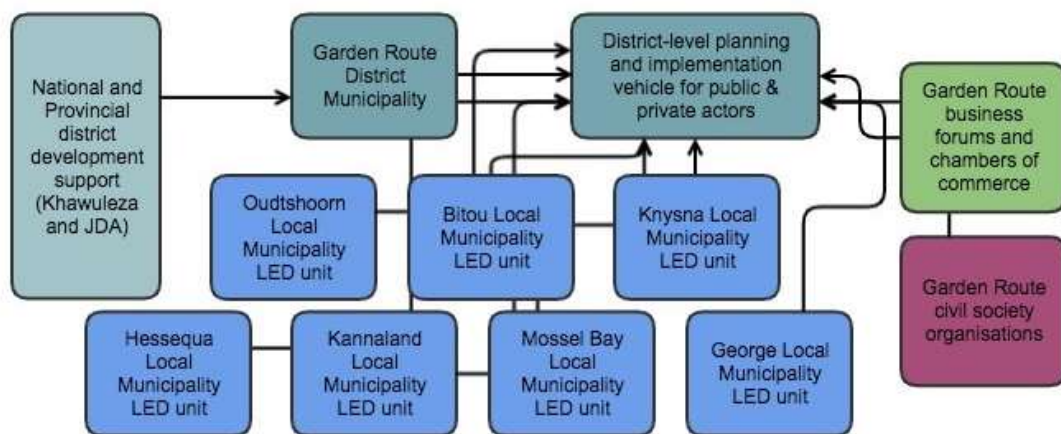


Figure 5: The Garden Route Growth and Development co-operation system

This platform should have the following features:

- A small steering committee, with the purpose of guiding the direction of strategy and making key strategic decisions, as well as addressing risks and barriers experienced at the project level. This steering committee should be chaired by a neutral body, and should comprise of representatives of each of the contributing municipalities.
- A stakeholder forum to coordinate functions and actions. The stakeholder forum will share information, report back on progress, and obtain insights from a broad range of stakeholders.
- Coordination of a district-level risk matrix
- Coordination of stakeholder management
- Coordination and resourcing of monitoring and evaluation activities
- An adaptive leadership capacity-building component, for example, for Municipal EMTs, Councillors, and stakeholder forum members
- Working groups aligned to the priorities in this document
- Management and planning of implementation cycles, which should be aligned to windows of opportunity in political cycles (including induction processes for new political and administrative leaders in the District and local municipalities)
- Alignment with WCG’s proposed Joint District and Metro Approach (JDMA). The GRDM needs to be able to engage with the WCG Garden Route interface team, as well as with the Wesgro District Unit to ensure an aligned and coordinated district approach across spheres of government.

## 8. APPROACH TO MANAGING STAKEHOLDERS

Engaging with partners and potential partners, however, should not be done haphazardly. It is important, for maximum impact, that the engagement process takes partners’ needs into account, and that it accommodates both practical and strategic considerations.

The engagement strategy for the planning process should not be created in isolation. In order to ensure that all the key narratives of the process are included, the strategy should be decided with the involvement of all those who have provided input into the planning process. The planning team should also agree on roles and responsibilities once the strategy has been finalised, to allow individuals to be accountable to the team for delivering on the elements of the strategy. All engagements should be reported back to the steering committee.



## 8.1 Engagement strategy

Important considerations for tracking stakeholder relationships is whether particular stakeholders:

- Have control over resources or information that impact local development (for example, national government departments that have mandates and budgets to manage issues within the District);
- Have control over policies, systems and investments that give rise to risks or opportunities for the district (for example, centralised infrastructure decisions aligned to, or in conflict with, local decisions);
- Have strong or weak relationships with the District and local governments, and whether anything can be done to maintain or strengthen these relationships.

There are a number of steps in the process of developing an engagement strategy.

- Ensure that there is a shared understanding of the rationale for an engagement strategy.
- Convene to identify key planning process partners, assess them for their importance to the planning process and the strength of the planning team relationship with them, and prioritise the engagement requirements for these partners.
- Define the reasons for engagement with these partners.
- Draw up an engagement strategy plan.
- Translate this plan into an engagement strategy calendar.

It is important to always record the issues raised, commitments made, and requests logged. Feedback and reporting are critical to maintain buy in from all partners.

Key questions to answer to optimise stakeholder engagement:

- Who is the correct point person / people in the partner organisation with whom the strategy team needs to engage?
- Who is the best person or group of people from the strategy team to conduct the engagement?
- What are the key messages for the partner?
- What is the partner likely to request from the strategy team?
- Where should the engagement take place? It may be better to meet on neutral territory, i.e. not at the offices of either the strategy team or the partner; for other partners, meeting at their offices, or at the municipal offices, may be the correct option.
- How often should the strategy team meet with the partner?
- What data gaps may be raised during the meeting, and why this data is necessary?
- Record the issues raised, commitments made, and requests logged. Report these back to the partner as soon as possible – via email within 24 hours if at all practical.
- Report the results of the engagement back to the strategy team.

## 9. MONITORING, EVALUATION, LEARNING AND ADAPTATION

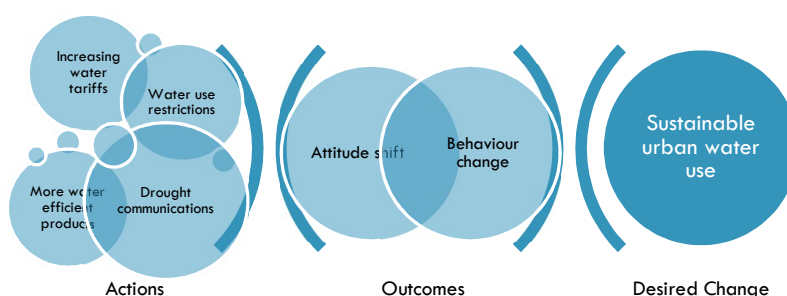
### 9.1 What kind of monitoring and evaluation is required?

An adaptive development approach requires ongoing monitoring and evaluation. At the same time, because it is dynamic and open to change, adaptive development is a significant challenge to traditional kinds of monitoring and evaluation. In traditional development, any deviations from the plan are often treated as problems, and monitoring and evaluation exists to check on whether project implementation matches the project plan over time. Traditional monitoring and evaluation also often focus on project inputs and outputs, rather than getting into the much more challenging business of measuring outcomes and longer-term impacts. The point of development interventions, however, is not to complete implementation. It is to achieve development outcomes and visions.

What this means for monitoring and evaluation is the following:

- Begin with a process to understand the ‘theory of change’ that connects the desired impacts and outcomes with actions and investments, using all the best information, experience and logic available.
- Ask what data is required at every point in your theory of change that will enable you to know that a step has been taken, an outcome has been achieved, a risk has materialised, or a deviation has been made.
- Note that some things are easy to measure, and some things are more difficult. Some things can be quantitatively assessed, and others require qualitative, nuanced approaches.
- The ability to learn from failures and successes, and to adapt implementation and short and long-term goals, is critical if the monitoring and evaluation framework is to be compatible with an adaptive development strategy.

A theory of change is a conceptual framework that makes explicit the expected outcomes and impact of a given programme of development interventions, causal connections, and assumptions. It should be grounded in analysis, experience, evidence and stakeholder engagement.

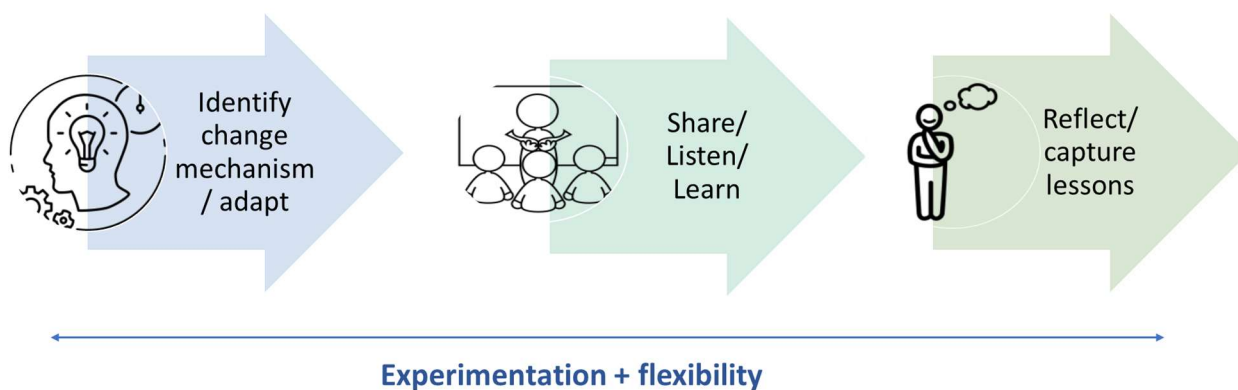


*Tool 4: High-level example of a theory of change to explain how sustainable urban water use will be achieved*

## 9.2 How often is monitoring and evaluation required?

Monitoring and evaluation for adaptive development is not just for reporting. It is critical to effective implementation. One of the primary outcomes of adaptive development is reflection, learning and adaptation. For this reason, it needs to be embedded in all implementation team, project, and programme meetings on a regular basis. These meetings should use the strategic priorities, risk registers, and monitoring requirements to structure reflections.

Additionally, more formal monitoring and evaluation should be carried out quarterly and annually, coordinated by the District Municipality, and aligned to the IDP review for each municipality. Annual formal public reporting should also be carried out, along with ad hoc awareness-raising activities regarding successes or challenges experienced.



*Tool 5: EDP learn, reflect and adapt process*

In addition to regular monitoring, evaluation and learning activities, major events, whether local, national or global, requires that the overall strategy as well as individual priority areas are revisited.

*Table 4: Proposed steps to revise the strategy in the context of any major systemic events*

Step	Description	Action owner
<b>Step 1</b>	Revisit the problem statement for each priority. Identify any changes in the problem characterisation arising from current changes in the context.	Working group assigned to work on priority
<b>Step 2</b>	Revise the living risk register capturing all events that threaten the achievement of the growth and development vision for that priority.	District Municipality in partnership with working group assigned to work on priority
<b>Step 3</b>	Reclassify all risks by plotting them on the matrix provided in this document	District Municipality in partnership with working group assigned to work on priority
<b>Step 4</b>	Mapping connectivity and tracking of fast and slow variables in this process.  Identify any weaknesses in the system (infrastructure, organisation, process) that compromise the ability to deal with unforeseen events (shocks) or major structural changes.	District Municipality in partnership with working group assigned to work on priority  Input provided from each local municipality and non-state actors
<b>Step 5</b>	Prioritise risk management for the short, medium and long-term and identify all relevant partners required for collaboration.	District Municipality in partnership with working group assigned to work on priority  Input provided from each local municipality and non-state actors
<b>Step 7</b>	Implement actions at a local level. Capture any changes in context and deviations to enable adaptation to the local context. Formally agree on and capture all necessary adaptations.	Local municipality local economic development units, with the support of the District, WCG, and national departments
<b>Step 8</b>	Resume regular coordination and maintenance of a dynamic risk matrix aligned to strategic priorities, as well as quarterly and annual reporting.	District Municipality in partnership with working group assigned to work on priority



# PART 3: GROWTH AND DEVELOPMENT PRIORITIES

## 1. A WATER-SECURE FUTURE

### 1.1. Understanding the problem

Table 5: Priority 1 Covid-19 dashboard

Covid-19 impact	Status	Possible responses
<b>Short-term</b>	<p>Access to clean water is critical in infection prevention and control.</p> <p>Infrastructure to support infection control is insufficient, e.g. tanks for additional water supply cannot be kept full, rainwater harvesting tanks need maintenance, etc. Infrastructure is also not consistently provided.</p>	<p>Informal arrangements to supply water to rural areas and informal settlements.</p> <p>Infrastructure plans (more tanks, better tank availability, boreholes) to be implemented.</p>
<b>Medium-term</b>	<p>Water safety and accessibility will continue to impact disease progression, prevention and control.</p> <p>High levels of uncertainty may delay or postpone medium- and longer-term infrastructure projects.</p>	<p>Reconnecting water supply for households cut off due to unpaid bills.</p> <p>Monitor water consumption patterns and impact of reduced business usage and increased household consumption.</p> <p>Develop a regional approach, and regional solutions, for water access.</p>
<b>Long-term</b>	<p>Impact on water usage and revenue variables.</p> <p>Covid-19 will impact global and local economy and interest rates, impacting the financial viability of infrastructure projects.</p> <p>Risk of investing in large- scale infrastructure</p>	<p>Improving intergovernmental cooperation</p> <p>Implementation of the National Water and Sanitation Master Plan</p> <p>Assess changes in water consumption patterns.</p> <p>Reassess water and water-related infrastructure investments.</p>

Like most of South Africa, the Garden Route is a water-stressed region. The problem has ecological and social components. There is reduced surface water availability due to decreased rainfall, as well as the increased chances of drought due to multiple supply and demand factors in the region. Mountain catchments may come under threat from unplanned or unsustainable development. Additionally, frequent flooding in coastal and lagoon areas in the winter rainfall months, worsened in part by inappropriate development, degrades water and wetland systems and undermines natural processes to the extent that human intervention is often required at great cost.

Increased demand from urban and agricultural users also threaten the water security of the region. The coastal belt, in particular, is under great development pressures. Overgrazing and desertification remains a real concern in water scarce

areas such as the Klein Karoo (north of the Outeniqua Mountains), and could contribute to catchment hardening and decreased infiltration when rainfall does occur.

In terms of infrastructure, there is a lack of water storage, supply, and capacity in the region due to topographical constraints, particularly in the Knysna and Bitou areas. Similarly, shared bulk water systems and water transfer schemes in the region are limited, which could further undermine the robustness of water security in the Southern Cape.

The design of government administrations and mandates has led to developmental silos that are at odds with the ecological and built bulk infrastructure functions and requirements. A lack of systems thinking results in inefficient and uncoordinated planning that cannot balance the needs of the environment against agricultural and domestic users' needs. Coordination is necessary to accurately cost infrastructure for conservation, maintenance and new investments, and to price water affordably and equitably for different kinds of water consumers.

A water-secure future is a future in which there is equitable water access for all residents and in which water access supports health and wellness, vibrant and safe community life, and resilient local economic development. Access must be facilitated across different kinds of neighbourhoods. These outcomes must be facilitated within the fiscal constraints of the region to ensure their long-term sustainability.

*Table 6: Water security challenges related to cross-cutting enablers.*

Enabler	The Challenge
<b>Jobs Potential</b>	The opportunities for jobs through water security, or the pursuit of water security, have not been adequately explored.
<b>Skills Development</b>	There has been little innovation in developing the skills and creating institutions to develop these skills, to match the progress made in terms of technological innovations.
<b>Safety and Wellbeing</b>	Safe and reliable water access to all residents requires innovative solutions to infrastructure delivery and maintenance (particularly in informal settlements) as well as a district—level water service mandate.
<b>Energy</b>	The current constraints and challenges to the Eskom power system there is a risk of not having a stable energy supply to run critical water infrastructure.

### High-level overview of key uncertainties

- Safe clean water accessibility is vital for public health
  - According to the World Health Organization (WHO), the provision of safe water “is essential for protecting human health during all infectious disease outbreaks, including of coronavirus disease 2019 (COVID-19)”.
  - Addressing issues of equity and access to water in marginalised communities is critical to promote broader public health, particularly in high-density areas.
  - Health co-benefits should be included when assessing the viability of water safety and security programmes and projects.
- Local and global economic impacts of COVID-19, ratings downgrade, and Eskom
  - Macroeconomic variables may change in the medium to long term.
  - Water consumption patterns may change, impacting utility revenue as business usage and household usage change.
  - Pricing of water and utility services may need to be re-evaluated.
  - Interest rates changes will impact the viability of existing and proposed water infrastructure projects.

## 1.2. Strategic outcomes

By 2040, there needs to be functional demand and supply-side water management. The preservation of mountain catchments and the expansion of storage capacity are therefore integral to future water security in the region. The ultimate aim is to ensure sufficient, sustainable and equitable water to support people, business and supportive ecosystems.

In terms of planning and coordination, the region requires an integrated bulk water system, managed by a designated water authority, with the power to convene stakeholders and co-ordinate all actions. This needs to be in place by 2025. This body will be responsible for managing and facilitating knowledge generation and understanding of water systems. There needs to be coordinated planning by all stakeholders, through regular collaborative design, implementation and monitoring and evaluation. The Garden Route District Municipality has already applied to be a water authority for the region.

Infrastructure needs to be well planned, adequately and affordably financed, and needs to explore innovative and equitable models for public-private cooperation involving business and civil society. Questions of scale should be integrated into planning processes. All plans and investments must consider and appropriately integrate low-tech and high-tech innovations. All local municipalities need to coordinate investments in order to ensure long-term sustainability of the region, and to avoid solutions in one area leading to risks in others.

Demand-side management needs to be integrated into all growth and development plans. Good water-use practices need to be integrated into all domestic, public and business water consumption.

## 1.3. Alignment to planning and existing processes

Because water is already a critical issue for the district, province, and country, there are already several existing initiatives underway that can be enhanced or better adapted to the region's needs.

Priority action	Government lead
Water Management Forum	Garden Route District Municipality

Table 7: Existing water security-related platforms and processes

The table below contains actions that are currently prioritised in the district. These are taken from a number of sources, including the RSIF, GRDP and the various planning documents in the region. These actions need to be interrogated before assigning leads, and tracking implementation phases and statuses.

Priority action	Lead actors	Short/medium/long-term	Implementation phase	Implementation status (on-track/ delayed/ hold)
Set in place a sustainable regional water management system, including a “war on leaks” programme, that improves its resilience to climate change and decreasing water availability	GRDM/B-Municipalities			
Protect, conserve, rehabilitate & restore wetlands, rivers, lakes and natural environment assets, and undertake alien vegetation clearing, focusing on wetlands, riverine systems and water catchment areas. Culture	GRDM/Garden Route Environmental Forum			
Recycling, green economy, water management, skills and entrepreneurship to be a regional focus. This includes consideration and assessment of financially feasible and ecologically sound technological innovations, such as desalination.	GRDM/B-Municipalities/Business			
Expansion of bulk water storage capacity within the region – investigate possibility of developing and implementing regional water bulk water system & inter-municipal water sharing schemes	GRDM			
Improved agricultural practices adjacent to riverbeds	Department of Agriculture			
Alien vegetation clearance and rehabilitation	GRDM and DEA&DP			
Re-establish overarching water forum (was part of bulk infrastructure)	GRDM			
Convene a water indaba to explain oversight and coordination	GRDM/B-Municipalities			

Keep up with climate change adaptation and mitigation	GRDM/Garden Route Environmental Forum			
Audit of research	GRDM			
Bulk water master (Region)	GRDM			
Regional water authority applications in process	GRDM			
Inclusive/integrated water forum meetings	GRDM/B-municipalities			
Development of relevant, sustainable and socially responsible strategies to support the coastal economy	GRDM/B-municipalities			

Table 8: Water security: current prioritised actions

## 1.4. Monitoring fast and slow variables

The following variables were identified as impacting on planning and implementation, and therefore need to be monitored closely. Additional variables need to be added, as appropriate.

Table 9: Tracking changing variables for Priority 1

High-level variables and trends	Partners	Slow Variables	Fast Variables	Response
Political uncertainty at all levels of government		Infrastructure investment		
The extent of future population growth		Changes in population	Utility demand Utility revenue	
Buy-in from all local municipalities		Relationship building	Consultative strategy Political cycles	
Capacity for implementation and coordination at a local municipal level, given other priorities and limited resources		Intergovernmental cooperation practices Capacity building	Human resources	
Environmental shocks, such as drought or flooding, stemming from climate change		Climate changes Changes in rainfall patterns Water storage and distribution capacity	Disaster risk management planning	

## 1.5. Managing connectivity

A summary of considerations for managing connectivity within and across this priority include:

- Affected industries

Water consumption of businesses that have been identified as strategic to growth and development should be considered in long-term forecasting and planning. Water conservation and recycling strategies should be put in place for strategic sectors.

- Relationships at the national level

Building relationships with water-based philanthropies, charities and private companies.

Alignment of local policies and practices with National Water and Sanitation Master Plan.

- Regional integration

Inter-municipal relationships should support municipal capacity-building, to facilitate water utility service provision.

- Relationships, international

Relationships with research organisations and scientific knowledge centres should provide best practice, as well as access to innovation and possible funding mechanisms for water infrastructure.

## 2. A CIRCULAR ECONOMY

### 2.1. Understanding the problem

Table 10: Priority 2 Covid-19 dashboard

Covid-19 impact	Status	Possible responses
<b>Short-term</b>	<p>Operational impact on recycling services.</p> <p>Business uncertainty is likely to impact on support for any new waste initiatives.</p> <p>Economic impact has meant that suppliers in this area may have closed down, skills have been lost, and there are few resources to address circular economy issues.</p>	<p>Support existing services in acquiring appropriate personal protective equipment (PPE) and implementing health and safety measures.</p> <p>Communicate between industries to help streamline standardised Covid requirements and documentation</p>
<b>Medium-term</b>	<p>Uncertain exit from lock down and lifting of travel restrictions will impact production, consumption and waste.</p> <p>Many waste companies will struggle to survive, given lower levels of economic activity and business focus away from waste concerns.</p>	<p>Support/assist green entrepreneurs.</p>
<b>Long-term</b>	<p>COVID-19 will impact global and local economy and interest rates, impacting financial viability of businesses and projects.</p> <p>Licensing issues need to be resolved, e.g. for treatment of hazardous waste at landfills</p>	<p>Significant opportunity costs of not pursuing a circular economy should be considered in decision-making.</p> <p>Reassess projects to determine viability in new macro-economic conditions.</p> <p>Assess different waste operational and financing models, including the longer-term effects of climate change</p>

Municipalities manage an estimated R16 billion of South Africa's waste material. Currently, most of the waste generated in South Africa goes into landfills, with only 10% diverted into recycling (11). Not only does this waste have severe ecosystem impacts, as well as climate change and human health risks, but most of this 'waste' is could be reused, or processed to create goods to create economic opportunities. As the limits of landfill space are reached, the cost of implementing sorting, recycling and energy solutions looks increasingly attractive, affordable and sustainable (12).

In the Garden Route, the majority of landfills are at or near full capacity in the region. Additionally, the current funding mechanisms do not optimise the management of risks or opportunities related to waste, as they incentivise individual local municipal solutions for a district-wide problem. Currently, local planning is not sufficiently sensitive to the need for significant waste reduction and management at a regional scale. Many SDFs in the Garden Route are silent on the waste management crisis affecting the region and on its high-cost implications.



Table 11: Circular economy challenges related to cross-cutting enablers.

Enabler	The Challenge
<b>Jobs Potential</b>	The informal waste economy offers many opportunities for job creation, but further work needs to be done to understand mechanisms and levers for supporting and enabling this sector.
<b>Skills Development</b>	There are currently no institutions that offer the much-needed skills realise the potential opportunities and fully activate the circular economy as an economic sector.
<b>Safety and Wellbeing</b>	While the potential of the informal waste economy is clear, there is a lack of clarity in terms of how to engage with this sector to ensure safety and health protocols are established and effective.
<b>Energy</b>	The waste resources currently available for alternative energy, including biofuels and diesel, are still largely under-utilised, and not well understood.

#### High-level overview of key uncertainties

- Changes in consumption and consumer behaviour and preferences will impact waste and energy usage:
  - Model impact of emerging consumption and energy patterns on waste and energy.
- Opportunity costs are key
  - Covid-19 has laid bare the opportunity costs of not pursuing a circular economy that explicitly considers social justice and sustainable development.
- Local and global economic impacts of Covid-19, ratings downgrade, and Eskom
  - Global and domestic changes in interest rates and energy prices will impact consumption and financial viability of existing and proposed projects.
  - Revisit projects and initiatives for recycling to review viability under new economic conditions.

## 2.2. Strategic outcomes

The full cost of disposal leads to a leading green economic opportunity: capturing the value embedded in waste to create financial, economic, social, and environmental benefits. By viewing waste as a resource, policy can unlock what is called the waste economy (13). There are significant opportunities in the region for large scale waste programmes to increase the amount of waste being upcycled or recycled, and to reduce waste being transported to the waste sites.

Common regional services for waste management services needs to become the new normal for the region, making each Rand stretch further as common resources and capacity creates resilience and allows for dynamic growth in the region.

## 2.3. Alignment to planning and existing processes

The South African Government has made a commitment to promoting more sustainable production and consumption of goods and services. Environmental protection is enshrined in the Constitution and National Environmental Management: Waste Act. Part of this focus is a commit to transforming the way we deal with waste, to create new manufacturing opportunities and use our natural resources more efficiently.

South Africa has also signed up to the Sustainable Development Goals, which set the agenda for governments internationally. One of these goals aims to “substantially reduce waste generation through prevention, reduction, recycling and reuse” by 2030. The National Government has funded the National Cleaner Production Centre and GreenCape (Western Cape) to run national and regional Industrial Symbiosis programmes to achieve their waste minimisation goal and to create business opportunities to grow employment. These platforms link companies that generate waste with those that can use that waste to create financial, economic, social and environmental gains. This link closes the loop, creating a circular economy. The table below contains a list of relevant platforms.

Priority action	Government lead
<b>Municipal Health and Environmental Management Forum</b>	Garden Route District Municipality
<b>Waste to Wing Task Team</b>	Department of Environmental Affairs and Development Planning
<b>Green energy Forum</b>	Garden Route District Municipality

Table 12: Existing circular economy-related platforms and processes

The table below contains actions that are currently prioritised in the district. These are taken from a number of sources, including the RSIF, GRDP and the various planning documents in the region. These actions need to be interrogated before assigning leads, and tracking implementation phases and statuses.

Priority action	Lead	Short/medium/long-term	Implementation phase	Status (on-track/delayed/hold)
<b>Regional Waste Management solution urgently needed together with associated recycling, green energy and biofuels energy potential.</b>	GRDM/B-municipalities/GRDP			
<b>Waste-to-biofuels and green energy solutions to be investigated in region.</b>	GRDM/GRDP/DEA&DP			
<b>Recycling, green economy, water management, skills and entrepreneurship to be a regional focus;</b>	GRDM/GRDP			

<b>Develop a Special Economic Zone in the Mossel Bay area based on regional competitive advantage.</b>	GRDM/Mossel Bay and George municipalities/SEZ forum		Concept Note has been submitted as per resolution of SEZ forum	Awaiting feedback from DTI
<b>Development of relevant, sustainable and socially responsible strategies to support the coastal economy</b>	GRDM/B-municipalities			

Table 13: Circular Economy: current prioritised actions

## 2.4. Monitoring fast and slow variables

The following variables were identified as impacting on planning and implementation, and therefore need to be monitored closely. Additional variables need to be added, as appropriate.

Table 14: Tracking changing variables for Priority 2

High-level variables and trends	Partners	Slow Variables	Fast Variables	Response
<b>Political uncertainty at all levels of government</b>		Infrastructure investment Local economic development	Political cycles	
<b>The extent of future population growth</b>		Changes in population	Utility demand Utility revenue	
<b>Buy-in from all local municipalities</b>		Relationship building	Consultative strategy Political cycles	
<b>Regulatory changes (new waste management rules and national taxes)</b>		Legislation changes	Tax rates	
<b>Changes in waste composition and management leading to new risks and opportunities.</b>		Curriculum changes New innovation	Innovation diffusion Macroeconomic variables	

## 2.5. Managing connectivity

A summary of relevant considerations for managing connectivity within and across this priority include:

- **Affected industries**

Consider waste and energy usage in industries targeted as key in Garden Route growth and development. Build in financial incentives to secure waste recycling and Renewable energy uptake.

- **Relationships at a national level**

Pursue national and intergovernmental policies to build critical mass in biofuels market.

Explore economies of scale in recycling and upcycling in cooperation with other provinces and regions.

- Regional integration

Explore regulatory and other support to develop regional markets for biofuels.

Encourage economies of scale in recycling and upcycling through regional cooperation.

Support distribution and diffusion of new circular-economy innovations.

- Relationships (international)

Foster relationships and partnerships to support access to innovation, as well as to foreign investment in biofuel and biomass energy infrastructure.

### 3. RESILIENT AGRICULTURE

#### 3.1. Understanding the problem

Table 15: Priority 3 Covid-19 dashboard

Covid-19 impact	Status	Possible responses
<b>Short-term</b>	<p>Operational impact on agriculture and agriculture supply-chains.</p> <p>Perceived inequality of relief distribution between agricultural sectors and areas.</p> <p>Impact of Covid-19 felt disproportionately in some agricultural sectors (e.g. wine)</p>	<p>Support existing businesses to acquire appropriate personal protective equipment (PPE) and implementing health and safety measures</p>
<b>Medium-term</b>	<p>Supply chain and agricultural value chain disruptions may influence food prices, business viability and food availability.</p> <p>Uncertain disease progression may reduce food demand and alter consumer behaviour and consumption patterns.</p> <p>Disparity between national, regional and local focus areas for agricultural response to Covid-19 (e.g. development of food gardens for greater food security)</p>	<p>Municipal support through reduced utility bills, business networking.</p> <p>Better understanding of Covid-responsive transport requirements for agricultural products</p> <p>More localised fresh produce markets</p>
<b>Long-term</b>	<p>COVID-19 will impact the global and local economy and interest rates. Long-term equilibrium food prices may impact local business prospects as well as food security.</p> <p>Sustained consumer behaviour and consumption patterns changes.</p> <p>Inequity in water rights and energy may increase</p>	<p>Municipal processes related to business 'red-tape' to be streamlined where possible.</p> <p>Faster turnaround for business owners re-entering the market.</p> <p>Regional planning required with a focus on addressing water and energy inequities</p>

Long-term economic growth for the region is constrained by a mismanaged, resource-ineffective use of its limited agricultural assets. Forestry and agricultural output are underperforming and shedding jobs due to inadequate links to local and international markets and a lack of agri-processing. This problem is connected to ecological issues, as well as urban development.

The agricultural economy of the region is intrinsically tied to the natural environment and associated resource base of the region, which provides the necessary resources, sources and sinks such as water, fertile soils, offshore gas reserves and landscapes of outstanding natural beauty which draw people to the region.

There is a clear clash between the demands of agriculture and the need to protect rare and endangered plant species and habitats. There is a need for more productive agricultural techniques that are less polluting and use less water. The state of the natural environment, wetlands, lakes, and rivers is being degraded in areas adjacent to agricultural areas. There is a particular clash between agricultural activities, and river corridors and their preservation.

Inappropriate urban development is also extending into land with agricultural production potential, decreasing food security and the economic prospects in the agricultural sector of the region.

Agricultural value chains are underdeveloped, and there is a need to diversify activities, including agri-processing.

Table 16: Resilient agriculture challenges related to cross-cutting enablers.

Enabler	The Challenge
<b>Jobs Potential</b>	There is a dual need to attract more skilled labour towards adopting sustainable practices in this sector, as well as to find mechanisms to secure current jobs against shocks and stressors such as fires, drought and energy insecurity.
<b>Skills Development</b>	There is a mismatch between skills currently available and being developed, and the skills that will be required in the future, for this sector.
<b>Safety and Wellbeing</b>	Farming communities are exceptionally vulnerable to crime and violence, which causes a knock-on effect with costs of security mechanisms threatening the livelihoods of farmworkers.
<b>Energy</b>	The current instability of the Eskom power system presents a challenge for agriculture practices that require the consistent operating of machinery and agro-processing equipment.

#### High-level overview of key known-unknowns.

- Water security will continue to impact agricultural prospects and challenge resilience.
- Climate change, emissions, and soil quality will continue to be critical factors in the region's agricultural prospects.
- Local and global economic impacts of Covid-19, ratings downgrade, and Eskom
  - Macroeconomic variables may change in the medium to long term.
  - Food consumption patterns may change, impacting business prospects.
  - Equilibrium food prices will impact both businesses and food security.
  - Interest rates changes will impact the viability of existing and proposed projects.

### 3.2. Strategic outcomes

The drive for more sustainable agricultural practices, water use and enhancing value-chains in the agricultural sector can be used to progressively revitalise the agricultural economy. Over time, the aim is to make exports both more desirable and valuable, adding to the region's economy. Additionally, there need to be successful partnerships between entrenched actors and investors, and emerging Black farmers. Niche agricultural industries and activities must be encouraged, supported and marketed globally.

Beneficiation of existing agricultural resources could be a significant value add in the region and must be provided for as a primary right in agricultural zones. Sustainable agricultural practices must promote spatial resilience and climate change mitigation and adaptation through the conservation of natural resources, sustainable resource management and capitalising on the region's inherent environmental, social and economic potential.

#### Climate Response

An actively adaptive and climate change-resilient economy needs to be created to which unlock new markets and any economic growth opportunities arising out of climate change. In order to give effect to these outcomes, this Garden Route Growth and Development Strategy prioritises the following actions:

- recognition and prioritisation of scaled and unprecedented climate response mechanisms as an integral component of all regional agricultural growth and development programmes;
- institutionalisation and mainstreaming of climate change response into the strategy implementation vehicle structures, strategic plans, and action plans; and
- promoting ongoing collaborative research in order to: 1) monitor changing conditions and provide and improve implementable local climate solutions; 2) develop innovative ways, funding mechanisms and partnerships to effectively and pro-actively respond to changing climatic conditions; and 3) better understand the complexities inherent in these conditions.

### 3.3. Alignment to planning and existing processes

Currently, cultivation of land occurs predominantly in the south-western portion of the Garden Route (stretching between Mossel Bay and George), and, to a lesser extent, in Knysna and Bitou. Key cultivation corridors also exist in the Oudtshoorn valley and over the Outeniqua mountains, along the river corridors where irrigation is possible. Plantations occur in the coastal mountain regions, often competing with natural forest areas. The majority of agri-processing plants are clustered around George and surrounds, while Oudtshoorn and surrounds have the second highest concentration of agri-processing facilities. It is important that current facilities are fully utilised and optimised before adding any additional infrastructure or capacity.

Table 17: Agriculture challenges relating to cross-cutting enablers

Priority action	Government lead
Agri-processing – Honeybush CoP	Department of Environmental Affairs and Development Planning
Intergovernmental Agriculture and agri-processing forum	Department of Agriculture
Timber economy task team	Knysna Municipality



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Table 18: Existing resilient agriculture-related platforms and processes

The table below contains actions that are currently prioritised in the district. These are taken from a number of sources, including the RSIF, GRDP and the various planning documents in the region. These actions need to be interrogated before assigning leads, and tracking implementation phases and statuses.

Priority action	Lead	Short/medium/long-term	Implementation phase	Status (on-track/ delayed/ hold)
<b>Agric-processing expansion to be aggressively encouraged via a range of mechanisms such as land use rights, revised zoning schemes and support initiatives.</b>	Department of Agriculture			
<b>Appropriate sustainable agricultural expansion for climate change (drought tolerant) resilient crop types to be supported</b>	Department of Agriculture			
<b>Enhance agricultural practices to mitigate harmful environmental, riverine and wetland impacts</b>	Department of Agriculture			
<b>Emerging farmer support to be extended.</b>	Department of Agriculture			
<b>Vastly improve disaster prevention and preparedness work for fire, floods and other disasters.</b>	GRDM/B-municipalities/Garden Route Environmental Forum			
<b>Bring integrated disaster risk management practices into development approval processes.</b>	GRDM/B-municipalities			
<b>Waste-to-biofuels and green energy solutions to be investigated in region.</b>	GRDM/B-municipalities			

Develop a Special Economic Zone in the Mossel Bay area based on regional competitive advantage.	GRDM/Mossel Bay municipality /GRDP/SEZ forum			
Monitoring and evaluation of climate risk mitigation, such as responsible land use and water management.	GRDM/B-municipalities			
Development of relevant, sustainable and socially responsible strategies to support the coastal economy	GRDM/B-municipalities			

Table 19: Resilient Agriculture: current prioritised actions

### 3.4. Monitoring fast and slow variables

The following variables were identified as impacting on planning and implementation, and therefore need to be monitored closely. Additional variables need to be added, as appropriate.

Table 20: Tracking changing variables for Priority 3

High-level variables and trends	Partners	Slow Variables	Fast Variables	Response
The impact of climate change on the region's agricultural potential		Climate changes Soil quality Environmental emissions, and other standards	Consumer preferences Consumption Food security	
The impact of climate change on water availability and demand for water from all development activities		Climate changes Changes in rainfall patterns Water storage and distribution capacity		
Political uncertainty at all levels of government		Infrastructure investment	Utility demand Utility revenue Changes in economic growth	
The extent of future population growth		Changes in population	Utility demand Utility revenue	
Buy-in from all local municipalities		Relationship building	Consultative strategy Political cycles	
Changing environmental management requirements in export markets		Environmental emissions, and other standards	Consumer preferences Consumption	

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### 3.5. Managing connectivity

A summary of relevant considerations to manage connectivity within and across this priority include:

- Affected industries

Provide support for strategic agriculture business ecosystems with regard to knowledge and information transfer, to support innovation for agriculture supply chains and value-added products and services.

- Relationships at a national level

Align local economic development strategies with national strategic objectives to leverage/maximise access to technology, finance, and new markets e.g. via trade agreements,

- Regional integration

Regional integration may support economies of scale that facilitate greater value-add in agriculture and related supply chains.

Developing and supporting regional markets for selected produce and products could improve resilience in the sector.

- Relationships (international)

Foster relationships and partnerships to support access to innovation and investment in strategic projects.

## 4. SUSTAINABLE TOURISM

### 4.1. Understanding the problem

The tourism sector constitutes a set of industries that facilitate traveling for leisure and business by providing necessary and desired infrastructure, products and services. The sector will both affect and be affected by the socio-economic and environmental performance and impact of several industries including hospitality, attractions and recreation, entertainment, transport and retail. This interconnectedness may, however, offer opportunities for coordinated strategies with other sectors to provide innovative new products and serve new markets.

The centrality of tourism to the Garden Route presents opportunities and risks to the region. In particular, the covid-19 crisis has emphasised the need for diversification and adaptability in sector development.

Table 21: Priority 4 Covid-19 dashboard

Covid-19 impact	Status	Possible responses
<b>Short-term</b>	<p>The tourism sector is among the most significantly impacted.</p> <p>Opportunities for tourism related businesses will be limited as long as travel restrictions and social distancing requirements remain in place.</p> <p>Additional waves of Covid-19 will lead to further lockdowns and travel bans or limitations</p> <p>Businesses may not be compliant with Covid-related health and safety protocols</p>	<p>Utility relief for SMMEs to support business continuity.</p> <p>Increased focus on local tourists, with</p> <p>Tourism establishment relief packages (Municipal services)</p> <p>Consider establishing a 'Safety Status' declaration for tourism-related events</p>
<b>Medium-term</b>	<p>Uncertainty in the progression and impact of the disease, coupled with uncertainty about exiting from lock down and about the lifting of travel restrictions.</p> <p>Changes to consumer behaviour may be sustained beyond formal lifting of regulations, and health and safety assurances will be key.</p> <p>In the medium term, limited relaxation of travel and social distancing requirements may offer opportunities for local tourism.</p> <p>Remote, rural and luxury tourism and related goods and services may begin to recover.</p> <p>Marketing efforts not aligned to market the region more vigorously</p>	<p>Support existing services in acquiring appropriate personal protective equipment (PPE) and implementing health and safety measures.</p> <p>Rethink tourism with respect to:</p> <ul style="list-style-type: none"> <li>• Better integrating the community</li> <li>• Better connectivity</li> <li>• A standardised reporting / control template for all tourism establishments, for Covid-related requirements</li> <li>• Increasing outdoor offerings</li> <li>• More regular communication to enable information exchange and create room for adaptation</li> <li>• Better communication of relevant Covid-related regulation</li> </ul>

<b>Long-term</b>	<p>Support for innovation and entrepreneurship will be necessary to develop new opportunities and build resilience in the sector.</p> <p>Coordinated responses with other sectors significantly impacted such as cultural, film and other creative sectors.</p>	<p>Expand regional tourism strategy to prioritise and manage connectivity between constituent industries of the tourism.</p> <p>Reducing red-tape and improving municipal administrative turnaround times may be critical in facilitate new business start-ups as entrepreneurs look to enter and re-enter the industry as prospects improve.</p> <p>Establishment of destination marketing organisation</p>

The region's natural and cultural assets are not used in a way that promotes sustainable tourism to its full potential. Related benefits for livelihoods, contributing to a sense of place or funding for conservation are therefore also underdeveloped. There are several aspects to the problem.

Agricultural areas and urban development have been – over the years – slowly eroding key critical biodiversity corridors and fragmenting these assets. Natural areas are maintained predominantly in the mountain catchment areas and drier veld areas where agriculture is not viable. Similarly, forestry production areas have to an extent replaced some indigenous forests.

Increasing pressure for high-income, low-density development is undermining landscapes of great beauty and urban development imperatives such as densification and compaction. Pristine natural coastal corridors do still exist, providing stunning scenic views and encapsulating the Garden Route sense of place. However, coastal ribbon development has progressed further in some sub regions than others, eroding the 'sense of place' in these areas.

The nature of coastal development also disconnects low-income communities from economic opportunities. This disconnection between tourism development and local urban development is evident in the poor quality of public open space in most urban centres.

Ensuring the continuity of the critical biodiversity areas and mountain catchment areas is also critical from water management perspective. The lack of water storage capacity and supply of water resources is of concern for tourism development. Additionally, there is a regional waste crisis as the majority of landfill sites in the region are at full capacity, with the potential for recycling, waste reduction, and a new landfill site still unresolved.

Scenic and cultural landscapes, town gateways, historic mountain passes, and other heritage assets and historic settlement cores are under threat from inappropriate development, often outside of the urban edge. In addition, the modernisation of historic buildings in rural areas, coastal ribbon development, and large infrastructure developments, are further degrading the sense of place, rural character, and tourism potential of the region. The need for greater awareness of residents of the value of their cultural assets and experiences has been raised, as a way of counteracting these trends.

There is also a need to diversify the economies of all towns of the Garden Route, especially smaller towns that are overly dependent on tourism.

The Provincial Spatial Development Framework specialist study on Heritage and Scenic Resources: Inventory and Policy Framework for the Western Cape (2014) provides a useful north-south cross-section through the Garden Route District which ascribes various landscape character types and features to the landscape of the region. The region is broadly divided by 2 major mountain ranges – the Swartberg, separating the Groot Karoo from the Klein Karoo, and the Outeniqua, separating the Garden Route from the Klein Karoo. Between these features, the region experiences vastly different landscapes, climates, vegetation types and lifestyles from the drier Klein Karoo sub region to the wetter forested or lush fynbos coastal Garden Route.

The PSDF specialist study on Scenic and Cultural Landscapes identifies key risks to Grade 1 Heritage Resources. It highlights

- Development outside the urban edge in rural landscapes of scenic and cultural significance;
- Historic structures such as historic mission settlements being replaced or inappropriately modernised (common in rural areas);
- Ribbon development along coastal landscapes;
- Landscapes under pressure from large scale infrastructure development;
- Town gateways and historic mountains passes and ports at risk being transformed by inappropriate development;
- Under-leveraged tourism and historical assets in the region degrading and becoming burdens rather than assets;
- A decline of the historic cores of settlements, degrading their sense of place with poor development decisions and a lack of appreciation for their quality.

There are three broad landscape assets that require preservation, enhancement and that entail different lifestyle, tourism, agricultural and scenic asset offerings. These are the Klein Karoo Landscape Asset, the Outeniqua Mountain Range Landscape Asset and the Garden Route Landscape Asset.

Table 22: Tourism challenges related to cross-cutting enablers.

Enabler	The Challenge
<b>Jobs Potential</b>	A jobs resilience analysis and plan needs to be undertaken, drawing on lessons from the Covid-19 pandemic. There needs to be a better understanding of the extent to which jobs potential is derived from local, regional, and international tourism, and where the sensitivities in the sector lie.
<b>Skills Development</b>	Skills development in the tourism sector needs to be an adaptable strategy. The Garden Route needs to be sensitive to the ways in which the tourism sector is responsive to shocks, like Covid-19, and long- term constraints, like changing attitudes to travel, etc.
<b>Safety and Wellbeing</b>	Tourist safety and community/citizen safety are inextricably linked. This means that dealing with the issue of tourist safety, requires a Whole of Society Approach that creates safe spaces for all.
<b>Energy</b>	Visitors travelling to the Garden Route expect a certain standard of services and infrastructure. With the current energy crisis in South Africa, the challenge is to find mechanisms through which businesses can be supported in delivering on these expected standards.

## High-level overview of key uncertainties

- International and local mobility:
  - International and local mobility restrictions will remain a critical factor determining when and how the sector will perform in the short to medium term. The impact on the sector over the longer term will remain uncertain, as consumers may self-impose restrictions on mobility in response to the pandemic. Forecasters suggest that local mobility is likely to increase first. Since the tourism industry has been impacted globally, national responses may also favour local tourism to support domestic economic recovery.
- Trade-offs for SMEs between debt and shutting down, and cost of debt:
  - South African businesses have reported low survival rates in the event of an extended lock-down of longer than three months. In a second business impact survey by Stats SA, 55% of business indicated that they can survive between 1 and 3 months without turnover. Businesses are, however, unlikely to take on debt without a sense of confidence in their recovery prospects. Given that general economic conditions were already under pressure pre-pandemic, and that winter is approaching, businesses reliant upon the tourist market may well choose to shut down. Government efforts to reduce the cost of debt by cutting the repo rate, as well as the recent loan guarantee scheme, will do little to abate the continuing lack of demand.
- Local and global economic impacts of Covid-19, ratings downgrade, and Eskom
  - Macroeconomic variables may change in the medium to long term.
  - Interest rates changes will impact the viability of existing and proposed water infrastructure projects.
- Impact on growth potential for new businesses:
  - The demand shock of Covid-19 will likely translate to a reduced supply of tourism related businesses in the short to medium term. New businesses and existing businesses which can maintain operations will have to adapt to new consumer preferences and behaviour patterns that will emerge if and when the pandemic subsides.
  - Access to start-up capital and business support is likely to remain key when demand returns.
- Adaptability of businesses to provide new products or serve new markets:
  - Coordinated responses with other sectors also significantly impacted, such as sports, cultural, film and other creative sectors, may offer innovation opportunities for entrepreneurs. The interconnectedness of the tourism industry suggests that a strategic approach underpinned by coordination may provide competitive advantages.
  - The perception of the relative health and safety profiles of tourism destinations may offer a key differentiation strategy. Forecasters suggest that rural, remote and luxury tourism will be among the first markets to recover.
  - Sustainable and eco-tourism are likely to remain central to consumer preferences in high-income countries.



## 4.2. Strategic outcomes

Over time, the aim is to enhance natural asset conservation, the sense of place of the region, its rural character, and to harmonise urban and agricultural development. Harmonised development includes the equitable provision and maintenance of regional and local infrastructure and guidelines for effective growth management in a financially and environmentally sustainable manner. The outcome would be to facilitate a sustainable base for inclusive tourism development.

Promote spatial resilience and climate change mitigation and adaptation should be facilitated through the conservation of natural resources, sustainable resource management and capitalizing on the region's inherent environmental, social and economic potential.

Sustainable tourism needs to be facilitated in a way that enables and increases economic growth, economic vitality, economic diversification, skills development, and that builds a value-add and knowledge economy. This translates into:

- Managing the risks and opportunities from tourism development at regional level
- Facilitating tourism development that does not reinforce socio-economic segregation and disconnected development
- Harmonising the infrastructure requirements for tourists and residents
- Maximising socio-economic and ecological conservation co-benefits from all tourism developments.

## 4.3. Alignment to planning and existing processes

The region has a strong lifestyle offering for those wishing to travel, retire or pursue business opportunities in the region. The Klein Karoo and Garden Route brands have enormous tourism potential and the extent and variation of the scenic assets are unparalleled in South Africa. The latent growth potential of the region is arguably one of the highest in the country, with good access, infrastructure, services, and facilities

Priority action	Government lead
<b>Tourism LTO forum</b>	Garden Route District Municipality
<b>Creative economy film forum</b>	Garden Route Film Office
<b>Inter Modal Transport – Airlift SteerCom</b>	Airports Company South Africa / Garden Route District Municipality

Table 23: Existing sustainable tourism-related platforms and processes

The table below contains actions that are currently prioritised in the district. These are taken from a number of sources, including the RSIF, GRDP and the various planning documents in the region. These actions need to be interrogated before assigning leads, and tracking implementation phases and statuses.

Priority action	Lead	Short/medium/long-term	Implementation phase	Status (on-track/ delayed/ hold)
<b>Develop and implement regional branding and tourism strategy based on a shared vision for growth and competitiveness which addresses</b>	GRDM/ACSA	Create a Tourism Advisory Committee		

duplication and competition within region (look at air access)				
Labour upskilling/ Capacity building	Business Chamber in conjunction with AHi Wes-Kaap  Garden Route Skills Mecca Forum	Initiate a web-based employment exchange hub		
Film sector support & development	Garden Route Film Office	Showcase the area Host events Promotion of festivals	GRFO in operation	Support of all B-municipalities
Support and Expand Garden Route Biosphere reserve	GRDM/Garden Route Environmental Forum			
The sense of place of the Garden Route and Klein Karoo must be preserved and enhanced for tourism as well as for the sake of the natural environment	GRDM/B-municipalities/local Tourism Offices			
Incentivise land conservation through a range of measures, including alien vegetation clearance programme	GRDM/Garden Route Environmental Forum			
Mossel Bay harbour is currently underutilised. Needs redevelopment to build on tourism potential – potential waterfront potential	Transnet National Ports Authority/Mossel Bay municipality			
Resource efficiency in all tourism ventures, including water efficiency and recycling.				
Waste management, energy and water	GR Waste Management Forum <b>GR Energy Forum</b> <b>GR Air Quality Forum</b>			
Development of relevant, sustainable and socially responsible strategies to support the coastal economy	GRDM/B-municipalities			

Table 24: Sustainable Tourism: current prioritised actions

## 4.4. Monitoring fast and slow variables

The following variables were identified as impacting on planning and implementation, and therefore need to be monitored closely. Additional variables need to be added, as appropriate.

Table 25: Tracking changing variables for Priority 4

High-level variables and trends	Partners	Slow Variables	Fast Variables	Response
The impact of climate change on the region's natural assets, including increased fire risks (due to insufficient alien species management) and flooding events		Climate changes Changes in rainfall patterns		
The impact of climate change on water availability and demand from all development activities		Climate changes Changes in rainfall patterns Water storage and distribution capacity		
The extent of future population growth		Changes in population	Extent of utility services Utility demand Utility revenue Changes in economic growth	
Buy-in from all local municipalities		Relationship building	Consultative strategy Political cycles	
National and international economic conditions impacting on the affordability of travel to the region		Consumer preferences	Travel costs Regulatory changes	

## 4.5. Managing connectivity

A summary of relevant considerations to manage connectivity within and across this priority include:

- Affected industries

Implement coordinated responses with other sectors significantly impacted such as cultural, film and other creative sectors to share costs and increase markets.

Analyse tourism sectors constituent industry 'mix' to identify areas which could benefit from strategic support to bolster overall offering to tourists.

- Relationships at a national level

Develop key national relations e.g. through DEDAT, to maximise access to data, innovation and other expertise.

- Regional integration

Facilitate integration that supports both innovation diffusion and tourist product differentiation.

- Relationships, international

Partner with cities pursuing sustainable tourism strategies.

Capitalise on shifting consumer preferences towards sustainable products by seeking relationships and partnerships with international tourism bodies, associations that focus on sustainable tourism

## 5. SUPPORTING WELLBEING AND RESILIENCE

### 5.1. Understanding the problem

Table 26: Priority 5 Covid-19 dashboard

Covid-19 impact	Status	Possible responses
<b>Short-term</b>	<p>Social norms are being challenged due to social distancing and travel restrictions.</p> <p>Economically vulnerable residents and community members will face significant pressures, e.g. food insecurity, increased domestic violence, and increased youth unemployment.</p> <p>There is a lack of coordination between government and NGOs in response to these challenges</p>	<p>Informal arrangements to vulnerable and indigent residents.</p> <p>Better communication and coordination between NGOs, and between NGS's and government, should be a priority</p>
<b>Medium-term</b>	<p>Uncertainty in the progression and impact of the disease will impact exit from lock down and lifting of travel restrictions.</p> <p>Family units and communities may be significantly impacted.</p> <p>Certain aspects of social assistance will be disproportionately affected, e.g. early childhood development, education, food relief, mental assistance.</p>	<p>Monitor and assess impact on communities e.g. child carers, economically active participants.</p> <p>Support for indigent and vulnerable communities.</p> <p>Social relief efforts within government should coordinate across departments</p>
<b>Long-term</b>	<p>COVID-19 impact on local economy will impact community resilience.</p>	<p>A community specific response that prioritises risk management and allocation of resources to key risks identified.</p>

Supporting wellbeing and resilience refers to the capacity of a system to maintain and enhance the well-being of people and eco-systems in the face of short-term shocks (e.g. floods) and longer-term or structural shifts (e.g. climate change) (1). Broadly speaking, it is a robustness in the face of all kinds of change. But it is not only that. Dysfunctional systems and patterns can be very 'resilient', resisting significant attempts to shift them. Examples are structural unemployment or gender-based violence - deep systemic issues that require systemic responses.

This approach to resilience implies not only mitigating or adapting to known risks, but also seeking to reframe risks as opportunities, to improve the way that social-ecological systems function. One way of thinking about this is to increase the range of options available for future development, in the context of uncertainty driven by economic, population and climatic variability. Fundamentally, building resilience in the context of a transition toward a more sustainable future requires transformation in the way resources are managed, conserved, accessed and distributed.

The resilience of the region is closely tied to its overall risk profile, which is undermined by the poor management and quality of the natural environment, which exposes urban environments to risks through development decisions. Activities such as coastal ribbon development, riverine and flood prone development, and development in fire risk areas expose people to disproportionately high risks that municipalities will struggle to manage under fiscal constraints and the added pressure of climate change. There is a need for more complete disaster risk management, natural resource management and climate change adaptation.

In South Africa, it falls largely to municipal governments to provide the services that mitigate social and ecological risks and bolster community resilience. There are several challenges in this regard.

- The sprawling and low-density ribbon development in the region is exacerbating risks and subsequently increasing costs that cannot be met without sacrificing resources needed to meet needs elsewhere. Settlement in flood risk areas and fire-prone areas increases disaster risks and decreases resilience.
- The slow speed of housing delivery, the increase in informal housing, and the growing service and housing backlogs of the region need to urgently be addressed. This will be more challenging, given a growing population in the region, and the subsequent increase in demand for social facilities and housing, particularly in the larger urban areas.
- There is undeniable pressure between infrastructure development and environmental asset protection, as such development as signification impact on municipal financial sustainability and resilience.
- For the urban and rural poor, the degraded state of the environment undermines potential economic and social development, in urban areas due to poor quality open space systems, and in the rural areas due to inadequate access to environmental resources to facilitate economic development and growth.
- Low-density settlements reinforce a segregated economy and difficulty to access formal economy opportunities.
- Pollution creates health risks. Air quality is of a concern in the George and Groot Brak areas, particularly in the winter months, due to very low inversion layers and poor dispersion of pollutants. Ineffective municipal waste water and sludge management and control has led to river and estuary pollution
- Community safety remains a complex challenge, driven by multiple systemic factors.
- Food security is an issue in some communities in the region and may take on a different character as climate change continues to impact agriculture in the Garden Route and surrounding regions.

*Table 27: Wellbeing and resilience challenges related to cross-cutting enablers.*

Enabler	The Challenge
<b>Jobs Potential</b>	Although not unique to this priority area, the challenge is to create and enable meaningful employment, particularly for women, youth, disabled persons, and other vulnerable groups.
<b>Skills Development</b>	There is a mismatch between skills development opportunities currently offered, and the current and future skills needs of the economy. A skills analysis, detailing the current and future skills needs should be conducted.
<b>Safety and Wellbeing</b>	There is a lack of integration within government (across various mandates), as well as between government, NGOs and the private sector around the complex challenges that lead to crime and violence, including gender-based violence, food insecurity and poverty.
<b>Energy</b>	Ensuring the electrification and access to energy within all communities will require the adoption of innovative and alternative solutions to energy generation and service delivery.

### High-level overview of key uncertainties

- Year on year crime statistics have shown an improvement across all categories of crime when comparing Covid-19 lockdown period to last year.
  - This may provide political capital for greater national government interventions that are restrictive.
  - Offers insights into crime prevention mechanisms and causes.
- Climate change, emissions, will continue to be critical factors in the region's overall well-being and resilience.
- Local and global economic impacts of COVID-19, ratings down grade, and Eskom
  - Macroeconomic variables may change in the medium to long term.
  - Consumption patterns may change, impacting business prospects.
  - Equilibrium food prices will impact both businesses and food security.
  - Interest rates changes will impact the viability of existing and proposed projects.
  - Reductions to disposable income will reduce community resilience.

## 5.2. Strategic outcomes

Resilience implies an openness to learning and transforming for the better. People-centred development means creating quality living environments, and enhancing the lives of the poor through poverty-alleviation and rural development strategies, including:

- Promoting equitable access to quality and affordable transport, facilities, and services.
- Facilitating equitable access to meaningful employment.
- Achieving spatial justice and efficiency by integrating and densifying settlements, and promoting continuity, compaction, and mixed-use quality urban environments which are well consolidated and function in a collaborative and complementary manner, reversing the apartheid spatial form.

There exists a large proportion of high growth / high need settlements in the region, more so than other regions in the Province. The region will need to cater for extensive growth in the number of support facilities, which can be clustered to ensure increased efficiency in the use of state resources.

There is a need to fast-track subsidised housing in areas closer to economic activity, as well as think strategically and at the regional scale to address the services and housing backlogs that exist. These are pressing needs in all four of the coastal municipalities, but with greater urgency in Bitou and Knysna.



### 5.3. Alignment to planning and existing processes

The WCG Department of Human Settlements is currently finalising the Western Cape's first long-term human settlement strategy. The Human Settlement Framework is clarifying roles and responsibilities, forging a shared vision, and defining implementable delivery programmes. The following strategic transformations are:

- Shifting from the provision of houses to the development of sustainable human settlements;
- Shifting from low value production to realising urban dividends; and
- Shifting from the State as provider of housing to the State as infrastructure provider and enabler of housing.

Priority action	Government lead
<b>Disaster Management Forum</b>	Garden Route District Municipality
<b>Air Quality Forum - Municipal Health and Environmental Management Forum</b>	Garden Route District Municipality

Table 28: Existing wellbeing and resilience-related platforms and processes

The table below contains actions that are currently prioritised in the district. These are taken from a number of sources, including the RSIF, GRDP and the various planning documents in the region. These actions need to be interrogated before assigning leads, and tracking implementation phases and statuses.

Priority action	Lead	Short/medium/long-term	Implementation phase	Status (on-track/ delayed/ hold)
<b>Undertake George, Mossel Bay, Knysna and Oudtshoorn CBD revitalisation programmes</b>	B-municipalities			
<b>Promotion of small rather than large scale development initiatives to stimulate local culture of innovation</b>	B-municipalities			
<b>Vastly improve disaster prevention and preparedness work for fire, floods and other disasters.</b>	GRDM/B-municipalities/Provincial Department of Local Government			
<b>Promote resilient development typologies that are risk averse and have disaster mitigation inbuilt.</b>	GRDM/B-municipalities			
<b>Fire and flood sensitive planning</b>	B-municipalities/Garden Route Environmental Forum			

Development of relevant, sustainable and socially responsible strategies to support the coastal economy	GRDM/B-municipalities				
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Table 29: Supporting Wellbeing and Resilience: current prioritised actions

## 5.4. Monitoring fast and slow variables

The following variables were identified as impacting on planning and implementation, and therefore need to be monitored closely. Additional variables need to be added, as appropriate.

Table 30: Tracking changing variables for Priority 5

High-level variables and trends	Partners	Slow Variables	Fast Variables	Response
The impact of climate change on the region's natural assets, including increased fire risks (due to insufficient alien species management) and flooding events		Infrastructure investment Environmental emissions, and other standards		
The impact of climate change on water availability and demand from all development activities		Changes in rainfall patterns Water storage and distribution capacity		
The extent of future population growth		Changes in population	Utility demand Utilities revenue Changes in economic growth	
Buy-in from all local municipalities		Relationship building	Consultative strategy Political cycles	
Capacity for implementation and coordination at a local municipal level, given other priorities and limited resources		Intergovernmental cooperation practices Capacity building	Human resources	
National and provincial education policy and investment will directly impact the development goals for the region		Curriculum changes	Political cycles	

## 5.5. Managing connectivity

A summary of relevant considerations for managing connectivity within and across this priority include:

- Affected industries

Identify key industries, players and processes that can significantly impact social wellbeing and resilience. Developing an ecosystem approach can yield opportunities for innovation and interventions that can offer comparatively high yields.

- Relationships, national

Developing relationships with key national associations and institutions to maximise access to resources, expertise, and funding.

- Regional integration

Implement regional strategies to leverage economies of scale and regional market development.

- Relationships, international

Foster relationships and partnerships to support access to innovation and foreign investment.

## 6. A CONNECTED ECONOMY: TRANSPORT AND RURAL-URBAN INTEGRATION AND ICT

### 6.1. Understanding the problem

Table 31: Priority 6 Covid-19 dashboard

Covid-19 impact	Status	Possible responses
Short-term	<p>Travel restrictions and social distancing requirements remain in place.</p> <p>Negative financial impact on public transport institutions and businesses.</p> <p>ICT accessibility limitations brought to the fore as education systems</p>	<p>Focus on increasing ICT connectivity</p> <p>Ensure safety of rural-urban public transport</p>
Medium-term	<p>Uncertainty in the progression and impact of the disease, coupled with uncertainty about the exit from lock down and the lifting of travel restrictions.</p>	<p>Monitoring and assessing changes to transport patterns.</p> <p>Expand connectivity in public spaces and buildings, and on public transport</p>
Long-term	<p>Reconfigured working norms may emerge</p> <p>Failure to contain and prevent Covid-19 or the emergency of similar infections may permanently alter social movement and travel.</p>	<p>Prioritising of ICT infrastructure investment and public access for the public good.</p> <p>Reconfiguring transport infrastructure to reflect changes in consumer behaviour and new social norms e.g. increases in remote working</p> <p>Increase the options for travel by rail</p>

One of the most basic requirements for integrated development planning and implementation is connection, which allows for the movement, distribution and exchange of people, ideas, information, resources, and capabilities. The current situation is one of disconnection across all these areas.

The informal and rural sectors of the economy are disconnected from urban and formal centres. This is an effect of and also reinforces the illegitimacy of informal and rural economic activities. The potential for the rural character of the region to contribute to sustainable growth and a sense of place has generally both been neglected and taken for granted. Rural settlements (Karatara, Rheenendal, Harkerville, etc.) were once vibrant, but are now economically struggling settlements. These settlements need economic diversification and to position themselves to grow economically via tourism, food production and self-empowerment initiatives.

In terms of transport, the current system is not appropriate to its users, and constrains human and freight mobility and access to facilities, services, and employment. Furthermore, it does not provide sufficient public and non-motorised transport. The mobility of the N2 is under threat from urban development, and the non-existence of a rail service in the region undermines both tourism and other economic potential. The demand for a cost-effective transport system is growing, in the context of declining rail services and poor regional links from the coast to Oudtshoorn, as well as along the coast to the Eastern Cape and Kwa-Zulu Natal. The Coastal Corridor of South Africa from Cape Town to Durban is underinvested,

and has great potential. There is also a lack of efficient complementarity of clustered functions amongst towns, and insufficient operational rail linkages between towns.

There is competition between the need for new infrastructure development and existing infrastructural maintenance, resulting in an ever-expanding infrastructure base and poor infrastructure maintenance. In terms of roads, secondary route accessibility is not as good as it could be, and uncertainty in terms of waste and electricity infrastructure hinders future growth opportunities.

Existing transport infrastructure is vulnerable to extreme weather events. The coastal and lagoon areas of the Southern Cape are a flooding risk, particularly in the winter months. This impact is worsened by the fact that water systems such as wetlands are increasingly degraded whilst urban development encroaches on these areas. Keeping the natural environment, wetlands, lakes and rivers in pristine condition is key to future resilience and tourism appeal. The region is susceptible to being cut off by floods and mudslides, particularly along the coastal areas near to the lagoons and river mouths. For several communities in the Southern Cape, the N2 highway is often the only entry and exit route.

In the context of increasing risks of hazardous events, single access routes like the Outeniqua Pass and Kaaiman's River Pass are at risk of being shut down during disaster events.

Low-income areas are spatially disconnected from economic opportunity and economic opportunity is scarce in low income areas. Low-density sprawl and commercial decentralisation are threatening the economic vitality of settlements in the region, a large proportion of which are identified as being high-growth/high-need. Town centres (Mossel Bay and George) are under threat from commercial decentralisation and mall development. There is a need for a clustering protocol to ensure that government services are appropriately clustered to ensure maximum access to services. Some municipalities (e.g. George's public transport system) have already been working towards this aim. It is important that examples of existing successes provide lessons for implementation elsewhere.

There is a need to increase internet connectivity and access as an enabler of information access, education, economic opportunity and more effective and efficient communications for a range of issues (including disaster risk response).

*Table 32: Connected economy challenges related to cross-cutting enablers.*

Enabler	The Challenge
<b>Jobs Potential</b>	The current over-regulation of the transport sector makes it difficult for new investments to land that could lead to new jobs. More work is needed to understand the components of regulation that specifically limit investment, and possible "work-arounds" or solutions to these challenges.
<b>Skills Development</b>	There is a mismatch between skills development opportunities currently offered, and the current and future skills needs of the economy. A skills analysis, detailing the current and future skills needs should be conducted.
<b>Safety and Wellbeing</b>	Insufficient protection services for transport users stems from a combination of issues, including the underutilisation of security technology, such as cameras, as well as a complex and unclear mandating environment between law enforcement and transport institutions.
<b>Energy</b>	While the possibilities of virtual and ICT connection have been made clear during the Covid-19 pandemic, the lack of access to, and inconsistent availability of, energy makes it difficult to fully realise the opportunities for connectivity through ICT.

### High-level overview of key uncertainties

- The social costs of poor/limited ICT infrastructure and access should be a critical consideration in investment decision-making. Conversely, social benefits of improved connectivity may yield significant benefits across education, business, and community resilience.
- Changes to social norms will impact transport needs, and may increase demand for ICT services and products.
- Local and global economic impacts of Covid-19, ratings downgrade, and Eskom
  - Macroeconomic variables may change in the medium to long term.
  - Consumption patterns may change, impacting business prospects.
  - Energy prices will impact connectivity, virtual and physical.
  - Interest rates changes will impact the viability of existing and proposed projects.

## 6.2 Strategic outcomes

The transport system developed in the Garden Route must be appropriate and affordable for the residents of the region, while gearing the region for increased levels of growth and jobs.

Rail and road linkages between settlements in the region (both passenger and goods related) play an important role in the current and future of the regional economy, although rail is severely underutilised and serviced as an asset. Key regional economic assets of the region include:

- The N2, R62 and N12 road routes which provide freight and passenger links for the region to the rest of South Africa.
- A regional airport facility
- Strategic ports and fishing harbours, as well as gas infrastructure
- Underutilised existing rail infrastructure that could provide an important future role in regional mobility.

The aim is to build on this existing asset base. Regional transport infrastructure networks need to be sustainable and appropriately financed. A world-class movement network will facilitate the efficient and safe movement of goods and people both along the coastal N2-corridor, as well as an upgraded inland R62 tourism corridor. There is an identified need to expand the capacity of the current N2 highway that runs through the region, improving flows of goods and people to the Eastern Cape and beyond. Similarly, the R62, if upgraded, could relieve pressure on the N2 transport corridor in moving goods westwards.

In time, this movement network can diversify away from solely road-based movement. The region could be served by an efficient, safe and reliable rail service, connecting people and goods to the broader South African region. The airport infrastructure in George provides air connectivity which could be further promoted and supported.

The first strategic outcome for this priority is connectivity:

- Connecting urban and rural markets
- Connecting fragmented settlements
- Connecting critical biodiversity areas (e.g. priority climate change ecological corridors).

There is a need to facilitate an integrated network of regional settlements that provide resilient, sustainable, quality and inclusive living environments for a growing population. Inter-settlement and regional transport ought to be strengthened between the larger urban settlements in order to promote connectivity, both within the region as well as between the region and major centres in South Africa. The Garden Route is part of a broader movement and economic corridor in South Africa that stretches along the east coast between Cape Town and Durban. Improving connectivity for freight and people is critical to the economic vitality of this region. Improving internet access through broadband is also an important part of connectivity.

The second strategic outcome for this priority is the clustering of economic infrastructure and facilities along public transport routes to maximise the coverage of these public investments and respond to unique regional identities within the Western Cape. Economic infrastructure needs to be strategically located in order to support the economic growth and development of those settlements that have the highest growth potential and social need. Facilities need to be clustered, when appropriate, to ensure service can be delivered the most efficient and effective manner. Clustering of airport co-related land uses has been identified as a potential 'game changer' for the region

### 6.3 Alignment to planning and existing processes

The PSDF spatial logic seeks to:

- Ensure that the Southern Cape fully capitalises on those assets that make the region intrinsically unique, giving it a greater competitive advantage;
- Consolidate the nodes of growth and development that have already been established;
- Enhance connections within the region itself, but also across the broader South African context; and
- Cluster the appropriate services, facilities, and infrastructure.

Priority action	Government lead
<b>Project Airlift forum</b>	Airports Company South Africa / Garden Route District Municipality
<b>Smart Cities forum</b>	Garden Route District Municipality
<b>ICT forum</b>	Garden Route District Municipality
<b>Integrated Transport forum</b>	GRDM/Provincial Department of Public Works and Transport

Table 33: Existing connected economy-related platforms and processes

The table below contains actions that are currently prioritised in the district. These are taken from a number of sources, including the RSIF, GRDP and the various planning documents in the region. These actions need to be interrogated before assigning leads, and tracking implementation phases and statuses.

Priority action	Lead	Short/medium/long-term	Implementation phase	Status (on-track/delayed/hold)
Promote an integrated transport system	GRDM/Provincial Department of Public Works and Transport			
Develop trans-modal strategies to improve economic efficiency	GRDM/Transnet National Ports Authority/ACSA/B-municipalities			
Broadband roll out and access critical for future economy	GRDM/B-municipalities/Department of Economic Development and Tourism			
Non-motorised transport (pedestrian and cycling) infrastructure expansion needed in all settlements, especially in those lacking formal public transport interventions;	B-municipalities			
Drastically improve and expand rail in the region to promote regional accessibility – tourism asset as well between George and Knysna	Transnet/GRDM/B-municipalities/Local Tourism Offices			
Improve regional air access, particularly between George and Cape Town, and investigate the role of low-cost airlines in driving access costs downwards.	ACSA/GRDM/George Municipality/Wesgro/GRDP			
Focus on in-town, in-fill housing development rather than periphery and rural housing development – address apartheid legacy of development	B-municipalities			
Facility clustering and land co-sharing must become the ‘new normal’ – no more ‘single use’ public works infrastructure. Look at pioneering school site utilisation also for human settlements on edge of school	B-municipalities/Department of Public Works and Transport			
Bring integrated disaster risk management practices into development approval processes	GRDM/B-municipalities			
Establish and operationalise a Provincial Transport Management Forum to coordinate trans-modal and transversal transport access.	Department of Public Works and Transport/SANRAL			



<b>Develop a safety and security plan for rail, road, and non-motorised transport.</b>	Department of Public Works and Transport/SANRAL			
<b>Develop transport plans that build upon, and extend, the accessibility of the Go-George service</b>	Department of Public Works and Transport/GRDM/B-municipalities			
<b>Roll-out the PLTF to all transport entities and optimise funding</b>	Department of Public Works and Transport			
<b>Continued and improved levels of maintenance of secondary road network</b>	GRDM/Provincial Department of Public Works and Transport			
<b>Development of relevant, sustainable and socially responsible strategies to support the coastal economy</b>	GRDM/B-municipalities			

Table 34: Connected Economy: current prioritised actions

## 6.4 Monitoring fast and slow variables

The following variables were identified as impacting on planning and implementation, and therefore need to be monitored closely. Additional variables need to be added, as appropriate.

Table 35: Tracking changing variables for Priority 6

High-level variables and trends	Partners	Slow Variables	Fast Variables	Response
<b>The impact of climate change on the region's natural assets, including increased fire risks (due to insufficient alien species management) and flooding events</b>		Infrastructure investment		
<b>The impact of climate change on water availability and demand from all development activities</b>		Changes in rainfall patterns Water storage and distribution capacity		
<b>The extent of future population growth</b>		Changes in population	Utility demand Utility revenue Changes in economic growth	
<b>Buy-in from all local municipalities</b>		Local economic development Relationship building	Consultative strategy Political cycles	
<b>National economic conditions impacting the national budget and funds available for infrastructure development</b>		Consumer preferences	Macroeconomic variables	

The following variables will impact on planning and implementation, and therefore need to be monitored closely:

- The impact of climate change on the region's built infrastructure assets, including increased fire risks (due to insufficient alien species management), and flooding events
- The impact of climate change on water availability and demand from all development activities
- The extent of future population growth
- Buy-in from all local municipalities
- National economic conditions impacting the national budget and funds available for infrastructure development

## 6.5 Managing connectivity

A summary of relevant considerations for managing connectivity within and across this priority include:

- Affected industries

Analysing the ICT innovation ecosystem to identify key players and processes and systemic challenges to innovation and connectivity.

Analysing the transport innovation ecosystem to identify key players and processes and systemic challenges to innovation.

- Relationships at a national level

Analysing the ICT innovation ecosystem to identify key players and processes and systemic challenges to innovation and connectivity.

Analysing the transport innovation ecosystem to identify key players and processes and systemic challenges to innovation.

- Regional integration

A regional approach to ecosystems will facilitate interventions that maximise regional benefits and capitalise on economies of scale.

- Relationships, international

Foster relationships and partnerships to support access to and diffusion of innovation, as well as foreign investment and support for infrastructure.

## 7 SUSTAINABLE LOCAL ENERGY TRANSITION

### 7.1 Understanding the problem

Table 36: Priority 7 Covid-19 dashboard

Covid-19 impact	Status	Possible responses
<b>Short-term</b>	COVID-19 has resulted in increased unemployment and lack of income for many resident households. Similarly businesses have contracted and shut down during this time. The result is pressure of revenue collection, as well as an increased demand for subsidised energy.	<p>Ensure that all qualifying households are able to access their subsidised electricity allocation.</p> <p>Continue with implementation of the Municipal Electricity Master Plan (MEMP).</p>
<b>Medium-term</b>	It is not clear what the long-term fiscal implications of the current COVID-related economic contraction will be. The interaction between COVID-19 and Eskom's load-shedding places further strain on the availability and affordability of energy to support local economic development (LED).	<p>Explore alternative financial mechanisms to facilitate appropriate local renewable energy investments.</p> <p>Continue with implementation of the MEMP.</p>
<b>Long-term</b>	Over the short, medium and long term, National Government has been considering various COVID-recovery strategies in which renewable energy has been identified as a significant lever.	Ensure that implementation of the MEMP aligns to National policy and budgetary priorities in order to maximised the impact of local investments for post-COVID economic recovery.

South Africa is in the process of a national energy transition, which encompasses (a) decarbonisation of the national energy system and decommissioning of Eskom's coal fleet, (b) the uptake of renewable energy at different scales, and the exploration of economic opportunities for green industrialisation across different sectors. These are not only technical processes. They are also political processes in which the way that different actors, including local governments, are able to participate in and shape the national energy system through local policy and investments.

Currently, the national energy supply is under significant strain. Eskom is in the midst of an operational and financial crises. It is also in the process of restructuring and preparing for a more dynamic and open energy system. In parallel, the national policy environment and regulatory framework allows local governments to facilitate private and public sector investments in distributed renewable energy. The aim is to add to the resilience and flexibility of a sustainable, affordable electricity supply for towns, and for the national system overall.

Sustainable national and local energy transition planning and investment must work together to ensure just outcomes overall. For municipal governments, there are two chief concerns. The first is to ensure affordable, sufficient and sustainable energy access for all residents and businesses. The second is to maximised the local economic development potential and contribution of energy planning and investments. The South African Economic Reconstruction and Recovery Plan (14) highlights specific interventions that are relevant for the Garden Route, including the facilitation of small-scale embedded generation (SSEG), and electricity procurement from non-Eskom power producers.

The Garden Route has commissioned an Energy Master Plan and is in its first draft phase (15). The plan will drive this pillar once adopted. District-level planning is critical for electricity and energy, more broadly, because many investments will require collaboration, sharing resources, and knowledge transfer to ensure feasibility. Key interventions include :

- Waste to Energy solutions, therefore minimising landfill requirements
- Converting alien invasive species to biofuels
- Exploring the following Renewable Energy Resources:
  - Solar thermal (for heating), and solar photovoltaic electricity generation
  - Wind electricity generation
  - Biomass (heating, cooking, electricity and, in particular, liquid fuels for transport and cleaner cook stoves).
  - Landfill gas (methane)
  - Wave Power
  - Hydro Power

The implementation of the Energy Master Plan will ensure the diversification of the Garden Route's energy sources which also embraces new entrants and capacity into the energy space.

*Table 37: Energy challenges related to cross-cutting enablers.*

Enabler	The Challenge
<b>Jobs Potential</b>	There is significant potential for job creation associated with renewable energy value chains; however, significant work is needed to understand where and how these jobs will be supported and what the particular opportunities (e.g. for the installation and maintenance of SSEG) are most relevant to the Garden Route and what is required to realise this potential.
<b>Skills Development</b>	There has been limited progress in the region to develop the skills needed to respond to opportunities in the sustainable energy transition at a national and local scale. Both public and private TVET colleges to be included to maximise access.
<b>Safety and Wellbeing</b>	Sustainable and affordable energy access for all residents requires innovative solutions to infrastructure delivery and maintenance (particularly in informal settlements) .

### High-level overview of key uncertainties

- Changes in consumption and consumer behaviour and preferences will impact energy usage:
  - There is a need to model impact of emerging consumption and energy patterns.
- Managing complex trade-offs
  - There are several studies underway that aim to unpack the financial and broader socio-economic trade-offs for municipal governments pursuing different policy and investment options to support their service delivery mandate. In parallel to the MEMP implementation, detailed modelling to inform political decision-making is needed to ensure a least-cost, sustainable, resilient energy supply for the region that supports just outcomes for the district and the country.
- Local and global economic impacts of Covid-19, ratings downgrade, and Eskom's operational and financial crises
  - Global and domestic changes in interest rates and energy prices will impact consumption and financial viability of existing and proposed projects.
  - Eskom's continuously increasing electricity prices are directly impacting municipal revenues and service delivery costs.
  - Planned projects and initiatives will need to be reviewed for viability under new economic conditions.

## 7.2 Strategic outcomes

The Municipal Electricity Master Plan (MEMP) for the Garden Route District Municipality (GRDM) highlighted the following key benefits to form the business case for the municipality's role in the sustainable energy transition (16):

- Leveraging municipal competencies while using spatially dependent local resources
- Complementing national level energy planning and inform the role of local government
- Supporting decarbonisation of the energy system
- Supporting a more resilient energy system

Common regional services for energy creation and distribution services needs to become the new normal for the region, making each Rand stretch further as common resources and capacity creates resilience and allows for dynamic growth in the region.

## 7.3 Alignment to planning and existing processes

South Africa's energy planning is led by the National Department of Mineral Resources and Energy (DMRE), which has led the development of the Integrated Resource Plan (IRP) and related supporting policy. This provides the overarching guidelines for local planning and investment. The regulatory framework has changed significantly over the past year to allow more space for local planning and investment and a range of new possible service delivery models for energy. In addition to energy policy, there is significant work being undertaken to develop economic opportunities related to renewable

energy (notably, the South African Renewable Energy Masterplan), as well as green industrialization (14). The table below contains a list of relevant platforms where the Garden Route is already actively involved responding to and localising country's the sustainable energy transition.

Priority action	Government lead
Waste to Wing Task Team	Department of Environmental Affairs and Development Planning
Energy Forum	Garden Route District Municipality

Table 38: Existing energy transition-related platforms and processes

The table below contains actions that are currently prioritised in the district. These are taken from a number of sources, including the RSDF, RSIF, SCEP and the various planning documents in the region. These actions need to be interrogated before assigning leads, and tracking implementation phases and progress.

Priority action	Lead	Short/medium/long-term	Implementation phase	Status (on-track/delayed/hold)
Regional Energy Transition Solution urgently needed together with associated green and renewable energy and biofuels potential.	GRDM/B-municipalities/SCEP			
Waste-to-biofuels and green energy solutions to be investigated in region.	GRDM/SCEP/DEA&DP			
Energy transition skills development and entrepreneurship to be a regional focus;	GRDM			
Develop a Special Economic Zone in the Garden Route based on regional competitive advantage.	GRDM/Mossel Bay and George municipalities/SEZ forum		Concept Note has been submitted as per resolution of SEZ forum	Awaiting feedback from DTI

Table 39: Energy Transition: current prioritised actions

## 7.4 Monitoring fast and slow variables

The following variables were identified as impacting on planning and implementation, and therefore need to be monitored closely. Additional variables need to be added, as appropriate.

High-level variables and trends	Partners	Slow Variables	Fast Variables	Response
Political uncertainty at all levels of government		Infrastructure investment Local economic development	Political cycles	
The extent of future population growth		Changes in population and migration into and out of the district	Utility demand Utility revenue	
Buy-in from all local municipalities		Relationship building	Consultative strategy Political cycles	
Regulatory changes to allow IPPs and SSEG		Legislation changes	Tax rates	

Table 40: Tracking changing variables for Priority 7

## 7.5 Managing connectivity

A summary of relevant considerations for managing connectivity within and across this priority include:

- Affected industries

All industries rely on reliable and affordable energy access. There are risks and opportunities that must be actively managed to ensure maximum local benefit from local energy resilience investments.

- Relationships at a national level

Ensuring that local risks and opportunities are addressed in national planning processes and that local decision-making navigates national constraints in a way that supports just outcomes overall.

Pursue national and intergovernmental policies to build critical mass in biofuels market.

Explore economies of scale in energy generation in cooperation with other provinces and regions.

- Regional integration

Explore regulatory and other support to develop regional markets for renewable energy distribution.

Support distribution and diffusion of new circular-economy innovations.

- Relationships (international)

Foster relationships and partnerships to support access to innovation in terms of technology and governance practices, as well as to investment in renewable energy infrastructure.

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