




Denmark - South Africa



Urban Environmental Management Programme



2006 - 2010



“Urbanisation and industrialisation in South Africa have impacted negatively on the quality of life of the urban poor and those living in dense settlements.

Poor air quality, deficient waste management, inadequate water and sanitation systems, lack of access to electricity and other essential services have compounded environmental problems. The poor and disenfranchised have historically borne the burden of environmental pollution and degradation.”

Department of Environmental Affairs and Tourism (2004): “10 Year Review” (p.57).

Danish support to South Africa

Denmark’s development assistance is primarily targeted at 15 of the poorest developing countries in the world. Ongoing assistance to South Africa is a special case initially based upon transitional assistance that has been provided since 1995.

Danish development assistance seeks to assist countries in successfully tackling the challenges of globalisation, with a specific focus on achieving the Millennium Development Goals, particularly in Africa.

The main goal of Danish development assistance is poverty reduction. Denmark works closely with recipient authorities and other donors in key sectors to support sustainable development.

The Urban Environmental Management Programme (UEMP) is Denmark’s largest single initiative in South Africa. Denmark is also supporting initiatives in black economic empowerment and business to business links; cleaner development mechanism; training and education; good governance and HIV/AIDS through UNDP and UNICEF.

Poverty-oriented environmental management



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Denmark is providing support to the Government of South Africa in a programme aimed at enhancing existing capacity in Urban Environmental Management. The overall objective of the programme is: “*Sustainable and poverty-oriented environmental management of urban areas in South Africa*”.

The development of a programmatic approach is a logical continuation and consolidation of more than ten years’ of environmental collaboration between the two governments. The Urban Environmental Management Programme (UEMP) prioritises poverty reduction and building institutional capacity for enhanced local-level delivery of environmentally sustainable services.

The South African Government has selected five environmental ‘hotspot’ municipalities for support in enhancing capacity for delivery and to serve as pilots in the development of various national norms and standards – Cape Town, eThekweni (Durban), Ekurhuleni, Johannesburg and Sedibeng (Vaal Triangle). A contingency has been reserved for other municipal areas to join the programme in future.

National and Provincial administrations with coordination and oversight responsibilities are also receiving support so as

- DKK 220 million (approx R250 million) over five years
- Five “hot-spot” municipalities facing environmental pressures
- Prioritises poverty and environment relationship
- Responds directly to SA Government priorities.
- Linked to existing budgets and plans and supports development of procedures, manuals, plans, strategies, by-laws; training.
- Promotes inter-governmental cooperation
- Supports development of national frameworks and local models.
- Supports applied research and knowledge management



Poverty-oriented environmental management

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to assist in the development of institutional frameworks, guidelines and procedures which will become the standard for all municipalities.

The UEMP will lead to an improvement in the quality of life of nearly two million poor households in the five targeted municipalities whose health is affected by inadequate services such as waste removal, air quality, planning, energy and environmental health. The UEMP will contribute to economic growth by assisting cities to develop energy strategies and integrated development plans.

The programme began in April 2006 with a five-year budget of 220 million Danish Kronor (approximately R250 million, depending upon the exchange rate).

The thematic focus of the programme support covers:

- Integration of environmental planning into broader planning processes, including Integrated Development Plans, and other plans.
- Environmental health considering clarification of functions, and improved inspection and enforcement roles at local level.
- Implementation of the Waste Management Bill at national and municipal level.

- Implementation of the Air Quality Management Act, in particular the new mandates for provincial and local government.

- Support to implementation of Sustainable Energy interventions at local level.

The selection of cities for support was informed by the South African Government, and according to the following criteria:

- Concentrations of urban poverty
- The most pressing Urban Environmental Management challenges
- Government priorities in policies and strategies
- A basic level of institutional capacity in government agencies and other potential civil society organisations for implementation.

The UEMP design is aligned with international best practice in aid effectiveness and responds to all the criteria developed in the OECD Paris Agenda on Aid Effectiveness. The programme does not use parallel management and reporting systems. The programme is based on the premise that any support provided has the most chance of success and sustainability if it is locally owned and driven, responding to the

Poverty-oriented environmental management



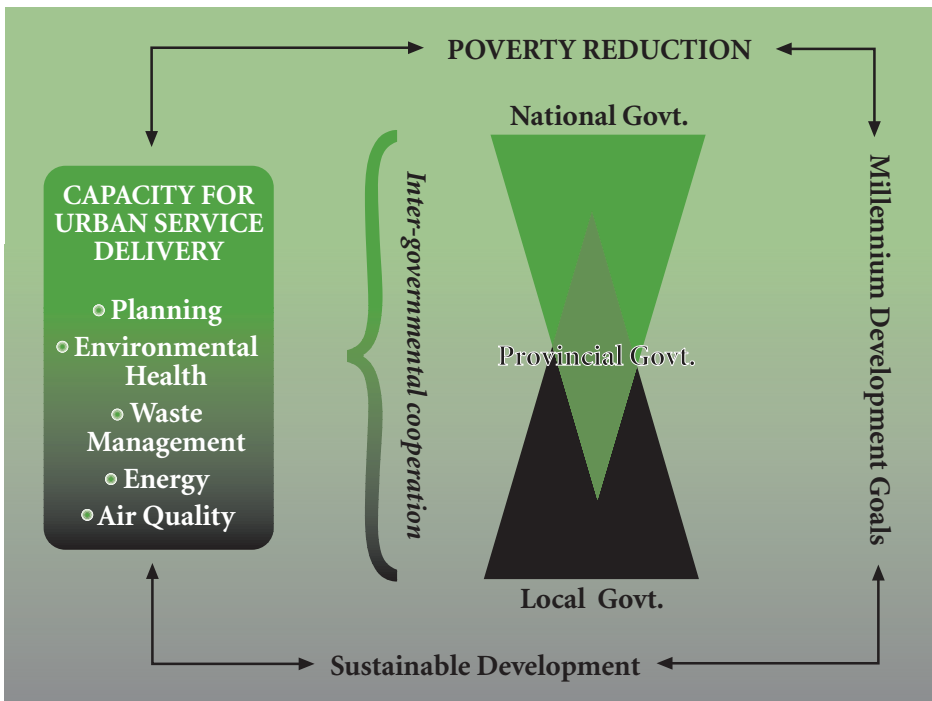
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priorities of the South African programme partners.

The UEMP is guided by South Africa's own development policies and priorities and aims to promote a sustainable development path that contributes to pov-

erty reduction, economic growth and the achievement of the Millennium Development Goals. The UEMP seeks to enhance inter-governmental cooperation for coordinated and effective municipal implementation of public sector services.

The Urban Environmental Management Programme





Inter-governmental cooperation

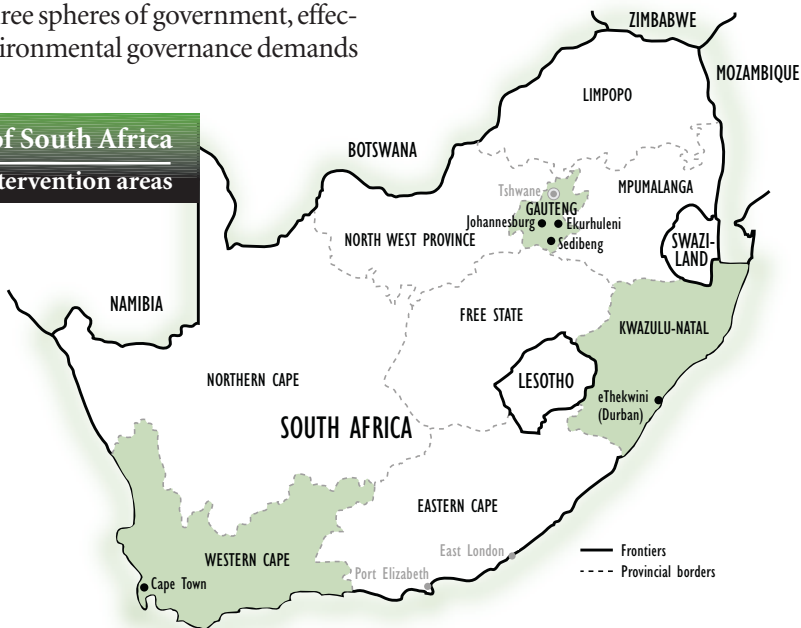
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National and provincial departments will be receiving one third of the programme funds to enhance their capacity to play the required coordination and oversight role in working with municipal partners. The Department of Environment and Tourism (DEAT) will select priority pilot interventions at local level, and play a coordinating role with provinces and local authorities with a view to developing templates, procedures, and lessons learnt that can be shared and implemented throughout the country.

As a Constitutional competence shared by all three spheres of government, effective environmental governance demands

significant investments by all parties in inter-governmental cooperation. This programme is making a substantial contribution in this regard. For example, DEAT is using the Sedibeng District Municipality as a national pilot initiative to develop an Environmental Management Framework to inform environmental management and guide future development planning. DEAT will pilot a coordinated approach to working with provincial (Gauteng) and local government in creating a shared comprehensive picture

Map of South Africa and intervention areas



Inter-governmental cooperation



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of all the environmental challenges and opportunities in the Vaal Triangle. The lessons learnt in this process will inform future such initiatives countrywide.

DEAT and the national Department of Health are receiving support in their joint work aimed at clarifying the roles, responsibilities and functions of locally appointed Environmental Health Practitioners with respect to the decentralisation of environmental enforcement.

Provinces

The programme is assisting the three provincial administrations associated with the five partner cities to enhance their institutional capacity for developing frameworks which support pro-poor integrated urban environmental management. The primary focus of the provincial partners is to integrate planning and environmental management frameworks, including a focus on strengthening environmental aspects of integrated development planning at local level.

Provinces will also be preparing for assuming delegated responsibility for hazardous waste management, and playing the required oversight role of municipal waste management functions. The third key area will be as a linking partner in

Poverty and environment

Poverty reduction requires three mutually reinforcing strategies – i) job creation; ii) measures that reduce threats to the poor; iii) provision of safety nets. Inadequate urban environmental management poses significant health threats with the greatest negative impact upon poor people.

The health of poor people in South Africa is threatened more by environmental degradation caused by others, than it is by their own lifestyle choices. Vulnerable people, including those living with HIV, are directly affected by air pollution and unhealthy environmental conditions, leading to impaired health and the earlier onset of AIDS-related complications.





Inter-governmental cooperation

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the establishment of a national air quality management and information network.

The provincial outputs will develop models and pilots for supporting UEM, for example, in supporting implementation of waste management planning in secondary cities and municipalities not directly targeted by the programme. The findings of the case studies will be used to document lessons and procedures for further roll out and replication.

Cities

Despite being centres of wealth, South Africa's cities contain the highest concentrations of poverty and inequality in the country. Between them, the five partner cities are challenged by two million households without adequate access to services such as water, sanitation, waste removal, and electricity. The four largest metropolitan areas in South Africa (Johannesburg, eThekweni, Cape Town and Ekurhuleni) account for one quarter of South Africa's 45 million population.

Despite impressive government efforts to address the backlog of service delivery, millions of urban poor continue to live in polluted and unhealthy conditions. The UEMP aims to develop local government's institutional capacity in UEM,

and to address poverty. It supports the development of information, plans, strategies, systems and human capacity. It does so through a focus on selected municipalities and UEM theme areas.

Partner municipalities will be working closely with their provincial and national counter-parts as a testing ground for developing procedures and approaches which can then be shared with other municipalities around the country. Municipal partners will also be collaborating with each other and the South African Cities Network (SACN) in the creation and dissemination of applied knowledge on UEM and poverty reduction.

The UEMP seeks to enhance municipal capacity for pro-poor environmental management and planning. The UEMP themes that will be addressed at local level are:

- Integration of environmental planning into broader planning processes, including Integrated Development Planning (IDP). All three spheres of government are coordinating in order to develop an Environmental Management Framework for Sedibeng which will guide future development planning in the district. Support is also being provided in the development of longer-term City Development Strategies. Partners will

Inter-governmental cooperation



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also be collaborating in the development of Sustainability Indicators for Cities.

- Environmental health, including clarification of functions and improved local inspection and enforcement. Support is being provided to cities in developing health risk assessments for informal settlements, and for the development of an integrated information system to assist in the planning of improved service delivery.

- Implementation of the Waste Management Bill, especially the development of Integrated Waste Management Plans.

- Implementation of the Air Quality Management Act, including new local mandates and responsibilities. Sedibeng has been designated by the Minister as South Africa's priority air pollution hot-spot, and is required to produce and implement an air quality management plan. The UEMP is supporting all three levels of government in the development of the country's first such plan. Lessons learnt in improving the air quality in the South Durban basin will be shared with Sedibeng.

- Support to implementation of sustainable energy interventions; from the development of city energy strategies, through to specific technical studies on improving traffic flow.

Paris Declaration

The UEMP meets the best practice criteria of the OECD Paris Declaration on Aid Effectiveness, including:

- Priorities are determined by South Africa, and are included in and monitored through official business plans;
- Funds are managed according to government's own systems and financial cycles;
- There are no parallel programme implementation units;
- There are no conditions requiring spending in Denmark;





Knowledge Management and Civil Society Support

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Development Objective: Knowledge Creation, awareness and advocacy on best practises and poverty reduction in urban environmental management created and applied.

South African Cities Network

The South African Cities Network (SACN) plays an important role in achieving the first immediate objective of this component through informing

decision-makers with demand-driven knowledge management on poverty-oriented UEM. The SACN, established by national government and nine of South Africa's biggest cities, plays a strategic role in supporting municipalities in South Africa in the quest for sustainable urban areas. The needs of cities are collectively identified and promoted through collaborative initiatives. Support is leveraged through the SACN's objective of informing decision-makers in member cities through demand-led knowledge and information on poverty-oriented UEM. SACN is a key partner in accessing and supporting urban agendas in South Africa. The newly established Sustainable Cities Reference group (SCRG) of the SACN will undertake knowledge dissemination activities and is therefore an opportune partner in promoting sustainable urban management as it will promote the UEM agenda through its engagement with major urban actors including, inter alia, national departments, the South African Local Government Association (SALGA) and civil society.

Research

The UEM programme will contribute to pro-poor urban environmental management by defining and supporting a



Knowledge Management and Civil Society Support



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strategic research agenda that contributes to elevating poverty-oriented environmental management issues into the broader planning and development agenda. The research will be applied, enjoy wide legitimacy and be relevant and applicable to improving understanding and effective implementation. It will enable partners to access both local and international research on sustainable urban environmental management.

Civil society support

The second immediate objective of the UEMP is to enhance the capacity of civil society for pro-poor UEM advocacy and participation. The UEMP will support civil society by focusing support on key organisations that are promoting sustainable and pro-poor urban environmental management through community participation and awareness. Selected civil society organisations that are contributing towards the thematic focus areas of the UEMP, namely air quality, waste management, energy, planning and environmental health will receive assistance from the UEMP. The UEMP has entered or is currently entering into agreements with key NGOs which have had a long and productive working relationship with Danida in South Africa over several years, and will be actively committed to

supporting work, inter alia, on environmental awareness and education in the school curriculum; giving civil society a voice in strategic energy discussions and policies at local and other spheres of government; contributing towards the capacitating of community-based organisations in its mission of making the constitutional right to a safe and healthy environment a reality and support turn-key projects leading up to the world cup soccer in 2010.



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