

**Thina Sinako Provincial LED Support Programme**  
Financed by the European Union in partnership with the Eastern Cape Provincial Government

## **Inaugural Provincial LED Conference**

Held on 8-9 November 2007 at the Nelson Mandela Hospital Health Resource  
Centre, Mthatha

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### **Record of proceedings**

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# 1 Introduction

The Eastern Cape's inaugural Provincial Local Economic Development (LED) Conference was organised jointly by the Department of Economic Development and Environmental Affairs and the Department of Local Government and Traditional Affairs through the Thina Sinako Provincial LED Support Programme, which is financed by the European Commission in partnership with the Eastern Cape Provincial Government.

The Conference was planned to build on discussions that had already taken place in LED Learning Encounters that had been held in September and October 2007. These events had been organised to stimulate critical reflection within the following 3 thematic areas:

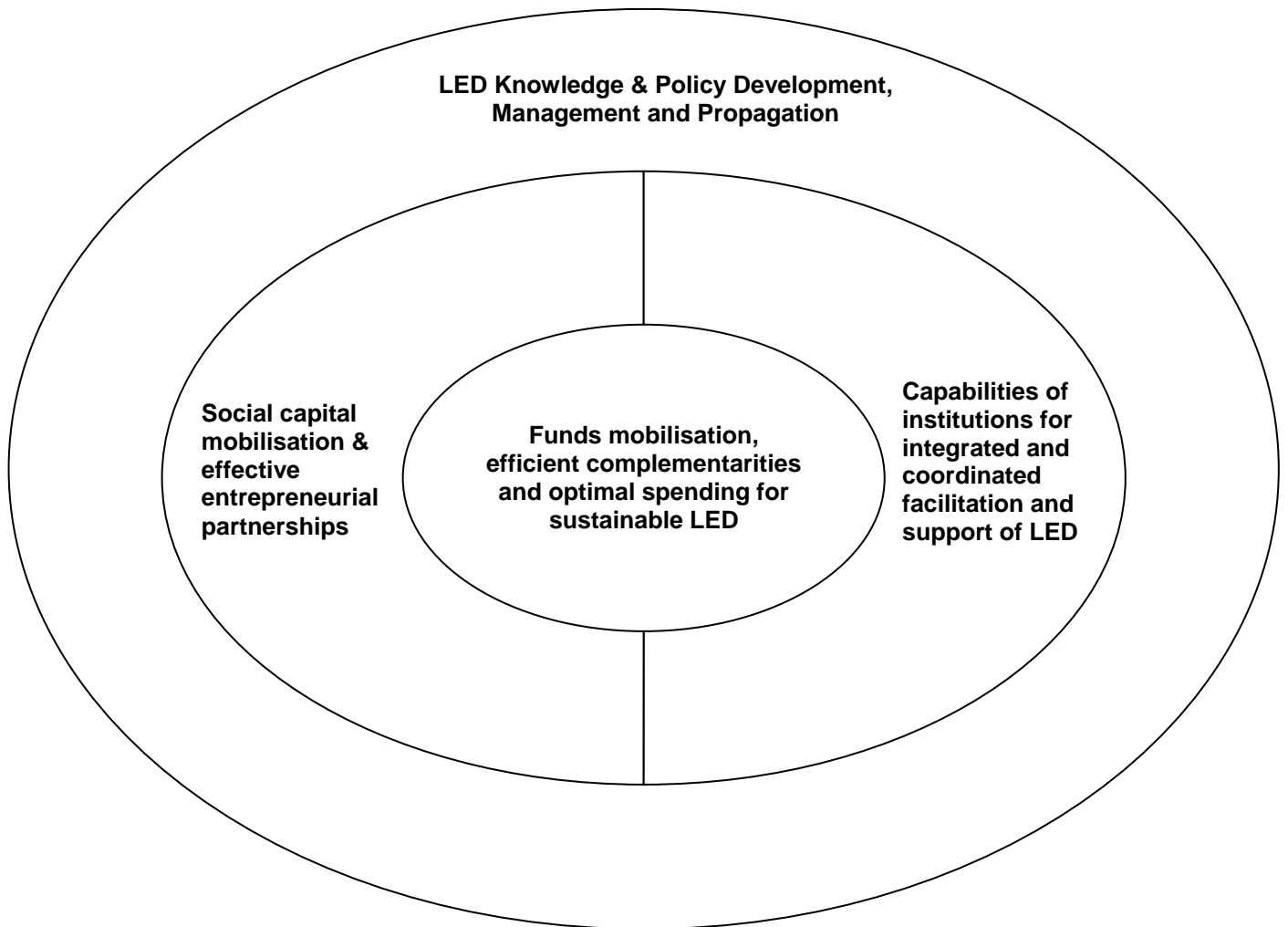
- Finance for enterprises & LED.
- Municipalities & LED.
- Partnerships for LED.

The following were the intended outcomes of the LED Learning Encounters:

- The purpose and functioning of the provincial and national LED learning networks more clearly defined and understood.
- Initial experiences emerging from the Thina Sinako Provincial LED Support Programme shared and considered per thematic area.
- Critical engagement with thought and practice within each thematic area stimulated.
- Key issues to be debated within the Provincial LED Conference identified.
- The profile of learning and knowledge management in the Thina Sinako Provincial LED Support Programme raised.

Similarly, various conversational encounters around LED had been held by government departments and other development support entities. These conversational encounters had stimulated animated discussion and had often led to better understandings around LED frameworks, initiatives and processes underway. They had pointed to important actions to be embarked upon in order to expand and improve the efficacy of LED facilitation and support by government and other agencies. Often muted, however, in these conversational and learning encounters, had been the voices of the ultimate beneficiaries telling their story in their own words.

The Provincial LED Conference was therefore designed to provide an opportunity for a further deepening of the above conversations, while also facilitating a consolidation of convergence of purpose among key stakeholders in the provincial LED endeavour. More specifically, it was intended that stakeholders sharpen an understanding of the import of their actions around the following complementary key elements of the LED spectrum that focused the themes for the conference:



It was also intended that the Provincial LED Conference would provide a meeting opportunity for entrepreneurs and beneficiaries of LED support, other practitioners in the field, facilitating arms and agencies of government, as well as other development support agencies. Out of this could develop understandings around ideal support needed by entrepreneurs and other LED beneficiaries, areas for converging and optimising support by agencies, and other related understandings and commitments.

The Provincial LED Conference was attended by 230 (two hundred and thirty) people from the public sector, organised business, civil society organisations, and private sector institutions. Participants engaged enthusiastically and constructively with the presentations, and contributed their own, richly textured inputs. The sharing of case studies by a number of projects from localities across the Province proved to be particularly informative, and the feeding of issues arising from the LED Learning Encounters into the Provincial LED Conference proved to be useful, as this allowed discussions to progress even further.

This document describes the key aspects of the content of the Provincial LED Conference of 8-9 November 2007, and includes copies of presentations that were made during the conference.

## **2 Plenary session presentations on day 1 of the conference**

Following the official welcome by Hon. Zoleka Capa, the Executive Mayor of the OR Tambo District Municipality and the Eastern Cape Chairperson of the South African Local Government Association, the inaugural Provincial LED Conference was officially opened by the Hon. Thokozile Xasa, the MEC for Housing, Local Government and Traditional Affairs (refer to Appendix 1 for a copy of her opening remarks).

Following the opening, Hon. Mbulelo Sogoni, the MEC for Economic Development and Environmental Affairs, gave the keynote address (refer to Appendix 2 for a copy of this address). He contextualised LED within the larger transformation and economic development priorities of the provincial and national governments, and spoke of the need to ensure effective integration of marginalised parts of the Province into the mainstream of the provincial, national and global economies.

Prof Etienne Nel, of Rhodes University, then gave a broad-ranging account of the evolving nature of LED policy and practice in South Africa during the period 1990-2007 (a copy of his presentation can be found in Appendix 3). He referred to the early experiences with LED, traced the emergence of a policy framework, and reflected on the challenges facing localities in a globalised world.

He pointed out that current LED support initiatives needed to acknowledge past strengths and weaknesses, and needed to examine seriously capacity constraints, as well as the roles of agencies and public-private sector partnerships. Effective LED required leadership and vision to ensure effective alignment of initiatives, and required sensitivity to the unique contexts within which LED occurs – simply copying initiatives established elsewhere is not good enough. It was also important not to lose sight of community development and poverty relief needs while pursuing the strengthening of local economies. Finally, the functioning of market forces had to be understood, as well as the opportunities and constraints associated with the actions of various public and private actors in the marketplace.

He concluded by saying that LED in South Africa was a story of engagement and action, but that commitment to LED was no guarantee of success. Honest engagement with a range of applied, funding and policy challenges was required. In moving forward, we all need to learn from the past LED failures, the local successes, and the international experience, and need to address funding, capacity and partnership constraints.

Following Prof Nel's input, a presentation on the Provincial Industrial Development Strategy and its prospects for LED was given by Mr Andrew Murray of the Eastern Cape Socio-Economic Consultative Council (refer to Appendix 4 for a copy of his presentation).

Mr Murray outlined the scope and objectives of the strategy, the approach taken, the contents, the situation analysis and policy imperatives that informed it, the sector prioritization being pursued and the approach to strategy implementation. He concluded by outlining the following key issues for LED:

- Micro economic outcomes can only be realised in an enabling macro-economic environment.

- LED is not about establishing isolated micro projects – while small-scale projects may be desired these projects are often only viable when aggregated (economies of scale for inputs and markets).
- Solutions for LED often lie outside the local economy (finance, infrastructure, skills etc).
- LED is about aligning local priorities to investment plans of other spheres (is at the heart of inter-governmental relations).
- Projects should begin with proper market analysis (business viability) and value chain analysis (import replacement).
- Partnerships with established players may be necessary (technology, market access etc).
- Bringing in external investors should not crowd out local investment opportunities.
- LED is not a back-office in a municipality but the heart of developmental local government.
- Gendered aspects of LED need more attention (e.g. under-prioritization of the care economy).
- LED should not compromise social policy protection outcomes.
- LED is about access to knowledge systems, technology, and investment in human capital development (partnerships with HEIs).
- More emphasis to be placed on project development and packaging (moving beyond value propositions).

The final plenary session presentation of day 1 of the Provincial LED Conference was made by Mr Ranveer Persad of the KwaZulu-Natal Department of Economic Development. He focused on lessons learned during the implementation of the Gijima KZN LED Support Programme (refer to Appendix 5 for a copy of his presentation).

Following an overview of the Gijima KZN LED Support Programme, he moved on to progress and results associated with the Programme's grants. The following lessons were taken from the grant making experience of the Programme:

- Consultations with grant beneficiaries are very effective in better understanding European Union (EU) processes and requirements. This must be more effectively carried-out prior to project implementation.
- Proper adherence to project management disciplines minimises project delays.
- Tracking progress periodically makes it easier to identify risks and deviations from the project implementation plan and allows more effective corrective actions to be taken on time.
- Identification of procurement needs and revising the activities against the approved budget is critical at the project planning stage.
- Identification and provision of technical implementation support to grant beneficiaries must be effectively and timeously deployed.
- Grant beneficiaries must ensure they communicate with the Auditor General's office to guarantee the proper scheduling of audits.
- Grant beneficiaries require assistance to manage their service providers.
- The Gijima programme management must ensure that clear targets for the completion of all are established and develop effective strategic interventions to fast track the close out process.
- More effective mechanisms to fast track internal payment processes must be implemented. There should be close observation to agreed turn around times.

- Provision of required financial support regarding the EU systems and procedures to grant beneficiaries and in particular their financial staff.
- Developing a system whereby the Gijima staff can identify the need for the deployment of strategic intervention support.
- Disseminate the lessons learned to date to raise awareness of the project managers on current and future projects.
- Effective mechanisms to fast track the internal quality control processes – to mark the turn around time of documents towards finalisation.

Following a review of networking and communication activities undertaken by the Gijima KZN Programme, Mr Persad described the following lessons that they had learned:

- The main challenge with the networking and cooperation fund has been a number of unsuccessful tenders in marketing, capacity building & information management.
- The main lesson is that within the context of EU systems it is much easier to use TA contracts to deal these issues and preferable not to procure goods and services through the EU.
- Only the procurement of big projects, i.e. greater that € 200,000 makes sense from an efficiency and effectiveness point of view.

He concluded by describing the technical assistance provided for the Gijima KZN Programme, and the following lessons learned:

- Relationship between EU, Contracting Authority and the Contractor – should be a good one with clear understanding to enable systems to work efficiently, and to troubleshoot.
- Identify and address the hard issues when they arise – don't wait particularly if performance is compromised or will be compromised.
- It is easier to build in flexibility in a technical assistance contract to deal with special interventions as they arise
- A mix of work ethics (i.e. private and public) is good for productivity
- Terms of reference and process management improvements in the KZN Department of Economic Development had resulted from Programme implementation.
- Counter-parting is a difficult process – dynamic personal and power issues – requires careful management – but it can be effective. Have a clear programme up front on outcomes of counter-parting.

### **3 Parallel sessions held on day 1 of the conference**

Three parallel sessions were held on the first day of the Provincial LED Conference. These were organised around the same three themes around which the LED Learning Encounters held earlier in the year had been organised, and were intended to take further the discussions that had taken place during those LED Learning Encounters. Reports on those encounters were provided to all conference participants.

The following three parallel sessions were held on day 1 of the Provincial LED Conference:

- Finance for enterprises and LED.
- Municipalities and LED facilitation & support.
- Entrepreneurial partnerships for LED.

### **3.1 Finance for enterprises & LED**

#### **3.1.1 Presentations**

Four presentations were made during this parallel session. Copies of these presentations can be found in Appendix 6.

The first presentation was made by the Programme Coordination Unit of the Thina Sinako Provincial LED Support Programme, and focused on the key issues identified during the LED Learning Encounter on Finance for Enterprises and LED. The following key issues were identified during that LED Learning Encounter, as extracted from the more detailed report on the encounter:

- The following are some of the key challenges faced by microfinance institutions (MFIs):
  - Utilisation or leveraging of microfinance to support the development of business entrepreneurs.
  - Cooperation between financial institutions.
  - Development of the technical capacity of MFIs.
  - The building and maintenance of networks of MFIs.
  - Access to finance, e.g. how can one bring a larger percentage of private sector investment funds into MFIs?
  - Legislative framework (including National Credit Act and taxation dispensation) within which MFIs operate – members of AMFISA can influence AMFISA to challenge the legislative environment and the financial system.
  - Defining the definitive basket of interventions that the state should employ to support MFIs.
- A follow-up meeting held on the day after the LED Learning Encounter had focused on the requirements for the creation of a Provincial Financial Services Forum. The idea of such a forum had previously been mooted during a meeting in the South African Microfinance Apex Fund (SAMAF) offices in East London – that meeting had also been attended by representatives of the Small Enterprise Development Agency (SEDA), the Umsobomvu Youth Fund, the Thina Sinako PCU, and had been chaired by a representative of DEDEA. Discussions focused on the following in relation to the proposed Provincial Financial Services Forum:
  - Types of finance.
  - Categories of support.
  - Information requirements.
  - Agency responsibilities per category of support.
  - Milestones.

The second presentation was made jointly by Eyethu Community Finances and Matatiele Financial Services. This presentation described the history of the establishment of these two institutions, and the challenges faced by them. It also outlined the support received from the Thina Sinako Programme, the increased

sustainability that was being achieved, and encouraged government to support MFIs as key agents in LED.

The third presentation was made by ABSA Micro Enterprise Finance, and focused on ABSA's approach to microfinance and its products. Differentiating between micro-lending and micro enterprise finance, the ABSA offering was described as follows:

- Wholesale funding to MFIs.
- Group lending on the Grameen model.
- Graduated enterprise loans.
- Micro enterprise retail loans.

Their Pilot launch was scheduled to take place in Gauteng and North West from the third week in November.

The fourth presentation was by the South African Microfinance Apex Fund (SAMAF), and outlined its approach and products. The importance of active partnering with the Thina Sinako Programme was affirmed.

### **3.1.2 Key issues identified during discussions**

The following key issues were identified during this parallel session:

- Good practice microfinance models need to be documented for use.
- A Provincial Financial Services Forum has to be established. Types of finance, categories of support, information requirements (typology, mapping, market, policy) have to be defined, and agency responsibilities have to be developed per category of support. Also required was the setting of milestones, the development of types of finance (micro, small and development finance), and the establishment of a link with intergovernmental forums.
- At least 5 Village banks should be piloted in the Eastern Cape and the lessons need to be taken forward to revitalize the Village Bank System.
- There is a need for a skills intervention programme to educate both borrowers and lenders. There is a need to commit funding for start up operational costs of microfinance institutions and money for on-lending.
- Sustainable microfinance institutions should be given the access to borrow more capital that can be loaned out from institutions such as ECDC, SAMAF and ABSA – this will improve access to microfinance.
- Support institutions such as MAFISA, Thina Sinako, SAMAF, academic institutions to familiarise microfinance institutions with the legislation.
- Standardise or create generic application processes for support institutions such as SAMAF, ECDC, MAFISA, ABSA. This will make it easier for applicants to apply and improve the quality of their business plans.
- Strengthen the consumer cooperatives through capacity building so as to build the value chain at local level.
- Commitment and meaningful participation by lending organisations in the Provincial Financial Services Forum should help to mobilise loans for economic growth.

## **3.2 Municipalities and LED facilitation & support**

### **3.2.1 Presentations**

Five presentations were made during this parallel session. Copies of four of the presentations can be found in Appendix 7 – the Grabouw presentation was done without the aid of a slide presentation.

The first presentation was made by the Programme Coordination Unit of the Thina Sinako Provincial LED Support Programme, and focused on the key issues identified during the LED Learning Encounter on Municipalities and LED. The following key issues were identified during that LED Learning Encounter, as extracted from the more detailed report on the encounter:

- Facilitation implies the creation of an enabling environment – local enterprises are responsible for implementation of economic projects.
- Support still required around the convergence of the Provincial Planning Framework (IDP incl. LED – PGDP – NSDP etc)
- The Integration of LED strategies into IDPs critical towards enhancing the strategic focus of the latter as a strategic planning tool
- Is there a need to revisit the concept of “*developmental local government*” given current municipal constraints
- LED function better located at the strategic echelons of the municipality to unlock municipal processes towards an enabling environment
- Are LEDAs useful, a better understanding of the contextual peculiarities that encourage success is important
- Facilitation of PPPs is onerous – thus, initiating discourse around areas of cooperation with non-state actors a useful departure before chasing ambitious and more elaborate partnerships.

The second presentation was made by the Chris Hani District Municipality and focused on the district municipality’s approach to facilitation of LED. The following were some of the key issues raised:

- Challenges:
  - Unavailability of economic data for planning purposes.
  - Capacity of LMs to conceptualise sound LED projects & proposals.
  - Coordinated project implementation & management system.
  - Monitoring and evaluation.
  - Recording of lessons learnt.
  - LED institutional structure & capacity.
- Lessons and recommendations:
  - Integrated planning & co-ordination is the key to success.
  - Strong inter-municipal relations (learning from others).
  - Recording of success stories to inform decisions to establish development agencies??
- Quote from the Minister of Provincial & Local Government at the National Conference on Developing Local Economies, 14 August 2006:
  - “Local economic development (LED) is not about local government per se. Rather, it is about what the entirety of government does in local spaces. In other words, our collective efforts must be directed towards ensuring optimisation of intergovernmental impact on every part of our space economy.”

The third presentation was made by the Blue Crane Route Local Municipality, and focused on its work in developing an LED strategy and strengthening institutional arrangements in support of that strategy (funded by a Thina Sinako grant). Key lessons identified by the municipality included the following:

- Stakeholder involvement – LED Advisory Team model has worked well.
- The focus should be on the identification of projects suited to area.
- The sustainability of potential projects should be analysed.
- Private sector investment & involvement should be sought.
- Cross-municipal coordination is critical as some projects do not fall neatly within one municipality's boundaries.
- Development of incentive policy is required to support the LED strategy.
- Alignment of educational curriculum & economic trends of an area or district is important.

One of the key focus areas of the work of the municipality in developing its LED strategy was ensuring that there is optimal complementarity between the activities of the LED Unit within the municipality and the local economic development agency established with Industrial Development Corporation funding.

The fourth presentation was made by the Nelson Mandela Bay Municipality (the Nelson Mandela Metro) on the Nelson Mandela Bay Logistics Park. Key issues identified include the following:

- The Nelson Mandela Bay Logistics Park managed to overcome many of the challenges by strong and committed leadership.
- It has created a stable macro economic development for the industry to further develop and build on.
- The development needs to be restructured to overcome the constraints of the Municipal Finance Management Act.
- The project will need to secure additional funding to achieve the development and job creation objectives.
- The project provides solutions for other countries in various sectors to strengthen the economy and create jobs.

The fifth presentation was made by the national Department of Provincial and Local Government, and focused on some lessons emerging from Grabouw in the Western Cape, where the municipality has been working in innovative ways to create an enabling environment for economic development and where the private sector is responding successfully.

### **3.2.2 Key issues identified during discussions**

The following key issues were identified during this parallel session:

- Limited LED training being provided to municipalities. The following training has been provided so far:
  - LOCATI and other short courses in LED for DGHTLA.
  - Some municipalities have participated in LOCATI.
  - Some training on the introduction of LED.

- OR Tambo officials by NMM Project Management, business development services, community facilitation.
- Training done by the Office of the Premier for caterers.
- LED stakeholders do not understand LED & their respective roles therein.  
The following are key stakeholders:
  - Businesses (including informal businesses).
  - Women.
  - Youth.
  - Traditional Leaders.
  - Learners and educators.
  - Sector Departments (Agriculture, DEDEA, SAPS for crime prevention).
  - Organised business.
  - Communities.
  - Higher education institutions.
  - Parastatals.
- Lack of capacity in municipal LED units.
- Development of Integrated Development Plan (IDP).
  - IDP not informed by socio-economic profiles of the localities.
  - LED Stakeholders do not understand and participate in the IDP.
  - IDP does not prioritise LED.
  - Insufficient budget for the IDP.
  - Insufficient budget for LED.
- Inter-governmental coordination & integration
  - No integrated and coordinated approach to LED.
- Limited understanding of LED by local politicians
  - LED is seen as no more than infrastructure development.
- LED curricula in institutions of higher learning
  - No LED curriculum currently available in provincial institutions of higher learning.
- There is limited coordination of LED training by various institutions, including the following:
  - Development Bank of Southern Africa.
  - Department of Provincial and Local Government.
  - Department of Trade & Industry (including SITA, IDC,SEDA)
  - Eastern Cape Socio-Economic Consultative Council.
  - Umsobomvu Youth Fund.
  - Thina Sinako Programme.
  - GTZ.
  - Local Government Sector Education & Training Authority.
  - Higher education institutions.

The following recommendations specific to the key issues were made:

- Limited LED training being provided to municipalities
  - *LOCATI training to cover all municipalities*
  - *Training should NOT be limited to LED officials*
- LED stakeholders do not understand LED & their respective roles therein
  - *All LED stakeholders to be exposed to role of local government & the concept of LED*
  - *LED information to wider community in the vernacular*
  - *Training for community members in crime prevention*
  - *More extensive community participation programmes*
- Lack of capacity in municipal LED units
  - *Outsource the LED function to support community involvement*
  - *LED units to be structured according to priority sectors as identified in LED strategy*
  - *LED unit to receive training in legal issues*
- Development of IDP
  - *Use ward councillors in the gathering of statistical data for IDP*
  - *Provide training on IDPs to various stakeholders to show its role in effective LED*
- Inter-governmental coordination & integration
  - *Develop system for the integration of funding for LED*
  - *Enhance functioning of intergovernmental relations forum, LED forums, etc.*
  - *Review sector plans for alignment with IDPs*
  - *Sensitise officials of sector departments to the importance of intergovernmental relations for effective LED*
- Limited understanding of LED by local politicians
  - *All councillors to receive LED training*
- LED curricula in institutions of higher learning
  - *Revise curricula to integrate LED*
  - *LED training to be informed by the area's comparative & competitive advantage*
- Coordination of LED training by various institutions
  - *DLGTA & DEDEA to develop an integrated LED training & capacity building strategy for all provincial LED role players*
- Other general recommendations:
  - *Confirmation of mandate of municipalities as enablers for LED.*
  - *Local Economic Development Agencies need to be created in a local context & function in alignment with municipalities.*
  - *LED strategies to be spatially referenced (not just within municipal boundaries), sector focussed, address barriers to entry by the poor, generation of good economic intelligence.*
  - *More work needed to attract & retain economic development functionaries (incl. use of incentives).*

The key lessons were distilled further as follows:

- Confirmation of the "mandate"
  - LG is an enabler, through planning, strategic infrastructure etc.
  - LED support is *dynamic*: constant re-organisation around strategic imperatives, and unfolding within an intergovernmental planning and support frame.
- LED support can be institutionalised internally, i.e. unit/dept/desk, or within a local economic development agency (LEDA). The following are important considerations:
  - The institutional configuration should emerge from a long-term economic visioning exercise, which should result in a dynamic strategic framework with clear institutional implications.

- The municipality should retain policy and planning whilst devolving implementation of *MACRO* projects to LEDAs.
- LED strategy formulation should:
  - be spatially referenced; not administration bound (e.g. should focus on nodes and corridors);
  - have a sector focus;
  - be pro-poor (i.e. “massage” the barriers to entry by the poor); and
  - generate economic intelligence for internal planning.
- Human capital retention (reversing the LED brain drain):
  - There should be better incentives for economic development functionaries.
  - Municipalities should derive value from state intellectual investment – e.g. use *LGSETA interns*.
  - Municipalities should search for ways of tweaking social capital towards economic development imperatives, e.g. by involving local educational institutions, and mobilising of business & other non-state actors.

The final recommendations were distilled as follows:

- Deepening of the conversation on institutional configuration, especially the *dynamic* relationship between municipalities and “*their*” LEDAs, is required.
- LED visioning (planning) needs to be more cognisant of the cross-municipal dynamic, e.g. of product value chains, and should lead to better leveraging of institutional & social capital etc.
- The inter-governmental support and planning framework still requires unpacking if the local state’s pivotal role in facilitation & support is to be fully realised.
- Reorganisation of public sector investment around locally defined economic prioritisation is required (inter-sphere planning alignment etc?).
- Further critiquing of the “*developmental state*” concept is required given the existing institutional constraints.

### 3.3 *Entrepreneurial partnerships for LED*

#### 3.3.1 Presentations

Five presentations were made during this parallel session. Copies of these presentations can be found in Appendix 8.

The first presentation was made by the Programme Coordination Unit of the Thina Sinako Provincial LED Support Programme, and focused on the key issues identified during the LED Learning Encounter on Partnerships for LED. The following key issues were identified during that LED Learning Encounter, as extracted from the more detailed report on the encounter:

- Why partnerships?
  - A partnership is an active form of participation involving a sharing of skills, resources, risks, etc.
  - Partnerships are often formed to solve problems.
  - Sometimes partnerships are mandatory for access to funding.
  - Partnerships are based on the recognition that no single group/institution has all the answers – there are differing expertise and strengths between different groups/institutions that could be combined in complementary ways around particular initiatives.
  - Formation of a formal partnerships helps to identify a single point of responsibility in support of a larger shared interest.
  - Partnerships are more likely to have noticeable impacts than individual institutions or people can on their own.
  - Partnerships allow for more effective networking and for more effective decentralisation of knowledge, expertise and experience. For example, the capacity of emerging institutions can be strengthened through partnerships.

- Partnerships can serve as a vehicle for increasing levels of participation by a range of groups and/or institutions in the implementation of projects.
- Can a partnership be artificial?
  - Yes, if it is formed only because a partnership is required for eligibility for funding, e.g. government tenders and to meet BEE requirements.
  - Yes, if the partnership is formed for short-term convenience.
  - Yes, if partners have unequal status or unequal resource (financial and other) contributions.
  - Yes, when a partnership is consultant-driven.
  - Artificial partnerships are often characterised by conflict, low levels of trust, marginalisation of some partners by others, and a short lifespan.
- What are the minimum requirements for an effective partnership?
  - It needs to be based on common goals.
  - Risks, responsibilities and resources need to be shared – all partners need to contribute, whether in cash or in kind.
  - Mutual trust.
  - All partners must have the opportunity to input into the project around which the partnership has been organised (whether time, intelligence, technical expertise, finances, etc).
  - Clear definition of roles within the partnership.
  - Clear definition of lines of communication within the partnership.
  - Partners and the partnership itself need to be credible to outsiders.
  - Partnerships need to be monitored and adapted where required.
- What are the differences between “partners” and “beneficiaries”?
  - A beneficiary is a person or a group of people who reap benefits from a given programme. Such benefit can either be direct or indirect (e.g. through the “spin-offs” of the original programme or project).
  - A beneficiary does not necessarily input into an action, but receives a benefit.
  - A community is a set of people or citizens with common interests, e.g. religious, social, and political.
  - A community can also be defined as the broader social environment within which the project is implemented.
  - A partner is directly engaged in project implementation and the sharing of capacity with other partners.
  - Beneficiaries should not be viewed as of lower status than partners.
- What are the examples of innovative and creative partnerships?
  - A range of examples were discussed, including (i) an example of an American film maker working with an orphanage, an HIV craft group and funders, (ii) an example of a partnership between a Communal Property Association and an NGO, and (iii) a partnership between traditional leaders and the private sector built around a development trust incorporating 6 villages, as well as a municipality and provincial and national government departments.

The second presentation made during this parallel session was one by the OR Tambo District Municipality on the Livestock Improvement Programme, and was made by the Executive Mayor herself. The following key points were made:

- The programme is linked to the four planks/programmes of the PGDP and the two principles of the PGDP.

- Realities were considered and factored in for feasibility and sustainability of the programme.
- The programme is a key contribute to the economy of the District Municipality.
- Cooperative Development Model has been used.
- Legislation has been taken into consideration in terms of animal identification. To date 10 000 animals have already been identified. Challenge: it is not supported by the Police Services in terms of stock theft and recovery of the stock.
- Rural Development Programme has been developed.
- There is an involvement of the community within the programme.

The third presentation was made by the Alfred Nzo District Municipality on the Umzimvubu Goat Project. The following key points were made:

- The main purpose of the project is to commercialise the indigenous goat farming in the District.
- It is achieved through cooperatives that affiliate to a central cooperative which is jointly owned by the district municipality and the cooperative partners inclusive of ANDM Development Agency.
- Increasing the revenue base of the District Municipality.
- Research conducted by the Agricultural Research institution conducted the research. This led to the Indigenous Development Model.
- Board of directors are the chairpersons of the cooperatives.
- Partnerships are established between the community and the DM in terms of goat farming.
- There are clear objectives of the members of the cooperatives and the DM.
- The animal identification has also been implemented.
- This facility is the only one of its kind in the Southern hemisphere.
- Recommendations:
  - Marketing need to be improved.
  - Capacity and product development for crafters.
  - Private sector inventors to be brought in.
  - Access microfinance for the cooperatives.
  - Support of the Para vets.
  - Village level infrastructure.
  - Capacity building of beneficiaries.
  - Role if institutions of higher learning.

The fourth presentation was made by Emmanuel Haven, which is based in the Nelson Mandela Bay Metropolitan Municipality. The following key points were made:

- Vision: an HIV and AIDS free Motherwell.
- This project is a private project.
- A Wellness model has been developed which incorporates the Health Cluster, SMME Cluster, Horticulture cluster and Information Communication and Education cluster and Corporate Services.
- Power is through a comprehensive approach.
- Research Partnership with NMMU on Partnerships and Socio Economic impact in HIV/AIDS.
- Challenges:
  - Coordination of clusters and units.
  - Managing partnership differences.
  - Identifying and attracting right partners.

- Growth versus the resources.
- Delayed funding.
- Partnerships:
  - Public-Private Partnerships (Coca Cola Africa Foundation etc).
  - Expertise and proven track record.
  - Public Private Community Partnership (Church, Education, NGOs and community).
  - Nelson Mandela Bay Metropolitan Municipality.

The fifth presentation was made by the Border Rural Committee (BRC) on the Cata model of development in the Amathole District Municipality. The following key points were made:

- BRC is the Facilitator and Project Manager of the entire process.
- Community, Government and NGOs that act as facilitators
- BRC reports to a 12-member Joint Project Steering committee, which includes 5 district municipality representatives and 7 community representatives.
- The model is aligned and mainstreaming issues with regards to ASGISA, PGDP, IDP, District GDPs and the ISRDP.
- The community is organised into a legal entity.
- Challenges:
  - Collaboration and partnering is very difficult.
- Lessons/Recommendations
  - IDP should reflect how the communities are going to be involved during budget allocation.
  - Communities have self sufficient capacities.
  - Impacts are visible.
  - Monetary contribution by communities.

### **3.3.2 Key issues identified during discussions**

The following key issues were identified during discussions following the presentations:

- LED Practitioners must have a good attitude and a passion for LED.
- Government must invest in Research and Development in partnership with institutions of higher learning to improve development planning.
- LED is more than a job; it is a vocation.
- LED must be business oriented.
- There is a need to manage the different interest and goals of the different stakeholders.
- Exit strategy must be formulated by government and municipalities within the projects in which they are currently involved.
- Government must be more proactive in initiating partnerships with communities and the private sector.
- Business should understand that partnerships with the public sector/government must be based on a strategic socio-economic perspective.
- We must replicate partnership models presented by case studies.
- There is a need to review the cooperatives development policies and models to ensure sustainability.

- Public-Private Partnerships must be enhanced in order to better mobilise the Private Sector.
- Expertise must be mobilised for rural development.
- We must formulate a comprehensive Rural Economic Development Strategy.
- Emphasise speeding up Land Reform and Restitution due to their importance in Rural Development.
- Strengthen inter-governmental relations.
- Replicate the Border Rural Committee's experience in the Cata Model of Development.
- Partnerships results into sustainability.
- Currently, LED partnerships are mainly between public sector and civil society. There is a lack of public-private sector partnerships and their role should be defined towards LED. Therefore LED initiatives should be private sector led and supported by public-public Partnerships.
- Utilise the Emmanuel Haven Model to augment and strengthen the PGDP Poverty Reduction strategic objective with regards to Nutrition.
- Appoint Partnership champions.
- Ensure Top Leadership buy-in into Partnerships.
- Utilise indigenous resources of community when engaging and mobilising partnerships.

## **4 Parallel sessions held on day 2 of the conference**

The following parallel sessions were held on day 2 of the Provincial LED Conference:

- Public sector support for LED.
- Leveraging private sector resources for LED.
- Training and capacity-building for LED.

### **4.1 Public sector support for LED**

#### **4.1.1 Presentations**

Three presentations were made during this parallel session (copies of these presentations can be found in Appendix 9).

The first presentation was made by Mr Zongie Mbekeni of the Department of Economic Development and Environmental Affairs (DEDEA), and focused on the support offered by the department and the LED support challenges from its perspective.

The LED Unit in DEDEA was there to facilitate and support the growth and development of the local economies of the Eastern Cape. Four key objectives were pursued:

- Inform LED policy, strategy, and dialogue.
- Inform IDPs to reflect provincial economic growth and development priorities.
- Establish sound institutional linkages to enhance the development of local economies.

- Ensure the strategic alignment of LED initiatives to government programmes.

Based on its experiences, the following recommendations for the future were proposed:

- Strengthening of the Municipal LED Units is imperative.
- Commissioning studies to profile the local economies.
- Municipalities must develop the Business Retention & Expansion (BRE) Strategies.
- Consultants must be managed by the beneficiaries.
- Beneficiaries, incl. Municipalities, must submit Project Performance Reports (PPRs) quarterly, half-yearly, and annually.
- Funding the Reserve List of LED projects from the Thina Sinako programme.
- Municipalities must establish “Think Tanks” to improve “Communities of Practice” or “Communities of Interest”.
- Municipalities must identify and exploit the services of their “Social Entrepreneurs” or “Civic Entrepreneurs”.
- Municipalities must identify and exploit IKS pertaining to local Innovators and Inventors.
- Thina Sinako must work very closely with SAMAF.

The second presentation was made by Mr Themba Zakade of the Department of Local Government and Traditional Affairs (DLGTA), and focused on the department’s role in supporting municipalities. It was pointed out the department’s support to municipalities in fulfilling their developmental mandate focused on municipal governance and on municipal development planning. In general, the department’s support was of a facilitative and enabling nature.

Based on its experiences in supporting municipalities in pursuit of their developmental mandate, the following recommendations were proposed:

- Develop a Municipal Support and Intervention Framework to discipline public Sector support.
- Relate support to municipalities through Master Sector Plans.
- Increase Government research capacity into its support and future alternatives.
- Develop and Improve the Monitoring, Reporting and Evaluation capacity in all spheres.

The third presentation was made jointly by the Eastern Cape Socio-Economic Consultative Council (ECSECC) and the Thina Sinako Programme Coordination Unit, and focused on an assessment of provincial public sector programme impact on regional and local economies.

The background to this assessment was described as follows:

- There is political commitment by government at all spheres to use the means at its disposal – *policy instruments and public expenditure* – to promote economic participation of the under-represented.
- There is an expectation that public expenditure should primarily serve the public interest (public good investment), and that strategic use of and public procurement can promote a more representative entrepreneurial class.
- There is an intention to use procurement to address inequality patterns and encourage new entrants in the economy, as included among outcomes

outlined in the PGDP, re-affirmed at the Provincial Jobs Summit of 2006, plus the more recent growth and development summits.

- This is also one of the areas on the Governance and Administration Programme of Action for 2007/2008.
- The Provincial Government has set aside a budget of R7 billion for procurement spend; yet there is:
  - little analysis on how bureaucratic practice matches political commitment, on how procurement expenditure has impacted the provincial economy through income, and of investments and multiplier effects; and
  - no provincial strategy to guide entities of the public system (departments, municipalities and public entities) on how to:
    - target procurement expenditure to benefit regional and local economy, as well as monitor effects;
    - build social and human capital's absorptive capacity in local economy to uptake opportunities on offer;
    - reorient public institutions and build commensurate capabilities to effect redistributive regime in procurement spend;
    - incentivise regional and local investment, production and trade linkages through procurement spend; and
    - conduct the social marketing necessary to mobilise entrepreneurs, and secure cooperation of private sector and other stakeholders.

The presentation included some of the initial findings of the provincial public sector procurement analysis, and outlined the following steps to follow:

- Completion of testing of data with departments.
- Follow-up with departments to determine institutional preparedness of departments, plus profiles of suppliers.
- Probing of sample of suppliers to determine extent to which provincial enterprises are represented; determine effects on regional employment, investment and consumption.
- Report from first stage analysis (there was a hope that the Provincial Treasury & DEDEA will follow the study to municipal level).
- DEDEA and Treasury to lead development of Provincial Procurement Strategy in 2008.

#### **4.1.2 Key issues identified during discussions**

Key lessons identified during discussions in this parallel session included the following:

- Fiscal dumping – this is an issue that affects local municipalities in particular as money is transferred via the district municipality and sits there for a long time.
- The rural/urban dichotomy is manifest also in the capacity problems faced by small rural municipalities.
- There is no resource allocation framework tied to the developmental agenda.
- There is no conscious link between state support instruments.
- Support to municipalities rose from 04/05, but is now declining.
- There is a need to improve intergovernmental fiscal allocations and utilization.

- The bulk of services and goods used by the provincial public sector are procured outside the province.
- There is a concern that whilst at the local government level there are clear policy guidelines for procurement, there is no framework in the province.
- There are various capacity building programmes and learnerships to support emerging contractors, but these are not effectively leveraged to support emerging contractor utilization during implementation.

Recommendations included the following:

- To deal with fiscal dumping:
  - The Province must inform district municipalities as soon as the allocation is made, and the latter must be encouraged not to delay transfer to local municipalities.
  - Cut down on the bureaucracy, e.g. through service level agreements between district and local municipalities.
- There is an urgent need for a Municipal Support and Intervention Framework to discipline public sector support.
- Support to municipalities should take place through Master Sector Plans.
- Government capacity for research into its support and future alternatives should be strengthened.
- Monitoring, reporting and evaluation capacity should be improved in all spheres of government.
- Local procurement should be encouraged.
- Small contractors and emerging consultants should be developed so that they can take advantage effectively of provincial public sector procurement in ways that strengthen public service delivery.
- Public sector procurement reform should focus on the decision-makers rather than middle-level officials.

## **4.2 Leveraging private sector resources for LED**

### **4.2.1 Presentations**

Although all three chambers of commerce in the Province were invited, only the Border-Kei Chamber of Business made a presentation. In spite of there being only one presentation, an enthusiastic discussion was stimulated.

The ABSA presentation that had initially been scheduled for this session was moved to the day 1 session on finance for enterprises and LED.

### **4.2.2 Key issues identified during discussions**

The following key issues were noted during this parallel session:

- Partnership and leadership capacity, style and attitude are critical to effective partnering between the state and the private sector.
- Seamless connectivity between enterprises is required for effective and broad-based economic development, but, unfortunately, the middle economic structure is not there (there is a serious gap between 1<sup>st</sup> and 2<sup>nd</sup> economies).

- What can government do to support private sector activity – one role is to establish the infrastructure that will enable economic activity.
- The Department of Labour has a database pool of qualified unemployed job seekers and yet there is a perception of shortage of skills.
- There is widespread job insecurity in private sector (people are often employed on a temporary basis).
- There are opportunities for SMMEs in the big Private sector (e.g. PG Bison).
- There is a mismatch of understanding of the roles of the private and public sectors.
- Projects are not growing to a stage where they can access private markets, partnerships and support.
- Do we have entrepreneurs to take over the opportunities outside of the traders?

The following recommendations were made:

- Business is the driver of innovation and should perform research and development.
- Partnerships between the Department of Labour and the recruitment departments of private sector companies, as well as partnerships between the private sector and higher education institutions are required.
- Partnerships between private sector and communities, e.g. in the forestry sector, should be encouraged and supported.
- Interventions in the private sector policies by government are needed to minimise job insecurity.
- The private sector should be included from the start of projects rather than during a final handover from government to business (e.g. boxer store and brick making project in Flagstaff).
- Chambers of business are happy to facilitate interactions between government and business (but unity between the chambers in the Province would make such facilitation much easier).
- Government should be an enabler of economic development (not an implementer).
- A balance should be established between social, economic and profit benefits and objectives of the various role players should be aligned.
- Indigenous knowledge systems should be recognised and supported.
- A patriotic private sector needed.
- The BBBEE contribution to LED should be strengthened.

### **4.3 Training & capacity-building for LED**

No presentations were made during this parallel session, but the opportunity was used by participants to revisit the capacity-development implications of discussions during day 1 of the conference.

It was noted that a range of institutions are engaged in LED training and municipal institution building activities in the Province, but that their efforts are not well coordinated. It was also noted that partnerships with higher learning institutions needed to be strengthened, particularly in pursuit of effective accreditation of training

in addition to what is already possible through the Local Government Sector Education and Training Authority.

The intention of the Thina Sinako Programme to support more effective integration and coordination of capacity and institutional development activities was noted, and the need to build human capital in the public sector, civil society and the private sector was emphasised.

## 5 Plenary session presentations on day 2 of the conference

The second and final day of the Provincial LED Conference ended with 4 plenary session presentations. These presentations further examined lines of action, programmatic intervention and institutional convergence that have a direct bearing on LED.

The first presentation was made by Ms Phila Xuza of the Amathole Economic Development Agency (AEDA), and focused on the economic development prospects of small towns and provincial development corridors (a copy of this presentation can be found in Appendix 10). After defining what she means by small towns, Ms Xuza listed the following characteristics for them:

- 'Home' to millions of South Africans (social networks, social capital, productive, consumptive and investment linkages).
- Economic and service hubs for rural communities.
- Reservoirs for labour (skilled or semi-skilled).
- Production centres for raw material (cotton).
- Primary hubs for manufacturing (timber).
- Centres of many industries (agriculture, heritage, culture).
- Strongholds of government assets (land, water, buildings).
- Naturally growth point areas.

After describing the challenges and opportunities faced by small towns, as well as AEDA's experiences in planning and implementation in support of small towns development corridors, Ms Xuza made the following key points:

- AEDA defines small town economies as development of sectors with comparative advantage in localities that are linked both *spatially* and *along value chains*".
- If this is so, then small towns play a decisive role in the regional development process.
- We cannot separate "place poverty" from "people poverty".
- As much as we cannot separate 'space' from other social, economic and political spheres = shortcomings of conventional 'spatial development'.
- Regeneration of small town economies: an alternative approach to rural development?

AEDA's work has already attracted attention from all parts of South Africa, and a number of delegations from other municipalities have come to look at what has been achieved.

The second presentation was made by Mr John Allwood of the Eastern Cape Department of Agriculture (a copy of this presentation can be found in Appendix 11). He started by emphasising the importance of strategic planning that does not merely identify problems and means of solving them, but rather (i) defines a future in which we are at our best, (ii) honestly examines our current situation and the gap between that situation and this definition of the future, and (iii) identifies change strategies to allow us to develop our potential. Planning has to be based on realistic timeframes, and optimal synergies have to be established between projects that take us towards our preferred future.

He emphasised that LED is all about defeating poverty. As a simple illustration, he pointed out the 20,000 people earning a minimum of R 1,500 per month would have a combined monthly income of R 30 million. If the spending of this money could be retained in the local economy, and contribute to local productive activities, the effect would be noticeable. What was required was a comprehensive approach to LED that tackled all aspects of work and life in a locality to allow that locality to have the personal and household income, quality of life, services and productive activities that could sustain economic development and defeat poverty. Synergistic investment based on common planning and budgeting, and with clearly defined support responsibilities, was required.

Mr Allwood then gave an overview of the Department of Agriculture's Green Revolution approach to defeating underdevelopment. The vision of this approach is localities in the former Bantustans that utilise local resources effectively by focusing, in an integrated manner, on homestead food production, catchment management, increase of biomass for livestock, economic livestock production, profitable crops, agro-forestry and agro-industry. He emphasised the importance of agro-industry to the increase of income levels and the sustainability of primary production. He ended by emphasising that LED has to be based on public and private investment supporting local entrepreneurial activities linked to the wider economy.

The third presentation was made by Ms Palesa Kadi of DEDEA, and focused on the LED opportunities associated with the 2010 soccer world cup (a copy of this presentation can be found in Appendix 12). She outlined the plans for soccer fixtures in the Province, the

- Fast-tracking of urban development.
- Improve urban economic infrastructure.
- Promote economic development 'in general'.
- Create a platform for a global stage with reference to the following long term benefits;
  - Transport, sports and infrastructure.
  - Destination of choice for tourists.
  - Investment platform.

These are all likely to be realised by the cities and hence a vigorous strategy remains a necessity.

She also described the following aspects of the planning model context:

- projects for immediate action:
  - Industrial Development policy and its implementation.
  - Set up an investment call centre.
  - Set up SME procurement assistance call centre.
  - Implement intensive campaign of energy security.

- Implement interim anti-poverty campaign.
- Self-employment interventions in the 2nd economy.
- Speed up land and agrarian reform.
- Speed up ICT interventions to provide cheap platforms.
- Speed up community infrastructure programme.
- Ensure integrated planning across all spheres.
- Implement social cohesion.
- Implement special crime combating and security initiatives.
- Social Needs:
  - 2010 FIFA World Cup intensification role player and stakeholder support and promoting cultural industries.
  - Community Mobilisation against crime.
- Economic Growth and infrastructure:
  - N2 corridor Development: R72, R63, Kei Rail, East London Harbour and East London IDZ.
  - Umzimvubu water resources development project (ASGISA).
  - Agricultural Beneficiation and forestry Bio Fuels, Magwa, Majola Tea and Pondoland Sugar.
- Other provincial priorities:
  - Infrastructure and capital projects (other than ASGISA and High Impact Priority Projects).
  - Conditional grants.
  - 2010 FIFA World Cup.
  - Poverty reduction – 10 poorest municipalities.
  - Unemployed graduates/youth project.
  - Skills development.

Ms Kadi's presentation also covered challenges to host cities, the venture creation chain, the 2010 implementation model, the measurement of results, LED support measures to be taken by the Provincial Government and Municipalities, and the proposed project timeline.

The final presentation of the Provincial LED Conference was made by Ms Nandipha Dlakavu of DEDEA, who gave an overview of the work undertaken to date to achieve greater integration and coordination of the activities of provincial departments and agencies that provide various kinds of LED support (a copy of this presentation can be found in Appendix 13). The process had been started with the following objectives in mind:

- To identify the nature and extent of joint/cross-cutting work between DEDEA, DHLGTA and using Thina Sinako effectively to create synergy in our interventions.
- To develop an integrated good governance framework.
- To develop a coordinated implementation process – linkages between partners will enhance service delivery and compliment existing initiatives rather than strive to be competitive.
- To focus and integrate resources between DEDEA, DHLGTA and Thina Sinako for LED support with the intention of ensuring optimal leveraging of financial and human resources.
- To coin post-EU program exit strategy for sustainability purposes.
- To establish trouble-shooting capacity in order to identify and unblock bottlenecks inhibiting the acceleration of service delivery and the local economic development agenda.

She also described the key aspects of the national LED Strategy, within which the institutional convergence process was being framed.

She ended by listing some of the key achievements and challenges, and pointed out that the future would see further consolidation of convergence between DEDEA and DLGTA, but also much closer cooperation with the Eastern Cape Department of Agriculture and Municipalities.

The inaugural Provincial LED Conference was then closed by Mr Sindisile Maclean, Superintendent-General and Head of the Department of Local Government and Traditional Affairs (a copy of this presentation can be found in Appendix 14).

## **Appendix 1: Opening remarks by the MEC for Housing, Local Government & Traditional Affairs**

## **Appendix 2: Keynote address by the MEC for Economic Development & Environmental Affairs**

## **Appendix 3: Presentation by Prof Etienne Nel, Rhodes University**

## **Appendix 4: Presentation by Mr Andrew Murray, Eastern Cape Socio-Economic Consultative Council**

## **Appendix 5: Presentation by Mr Ranveer Persad of the Department of Economic Development, KwaZulu-Natal**

## **Appendix 6: Presentations made during parallel session on Finance for Enterprises & LED**

## **Appendix 7: Presentations made during parallel session on municipalities and LED facilitation & support**

## **Appendix 8: Presentations made during parallel session on entrepreneurial partnerships for LED**

## **Appendix 9: Presentations made during parallel session on public sector support for LED**

## **Appendix 10: Presentation by Ms Phila Xuza, Amathole Economic Development Agency**

## **Appendix 11: Presentation by Mr John Allwood, Eastern Cape Department of Agriculture**

**Appendix 12: Presentation by Ms Palesa Kadi,  
Department of Economic Development &  
Environmental Affairs**

**Appendix 13: Presentation by Mr Nandipha Dlakavu,  
Department of Economic Development &  
Environmental Affairs**

**Appendix 14: Closing remarks by Mr Sindisile  
Maclean, Department of Local Government &  
Traditional Affairs**