



Cooperative Governance REPUBLIC OF SOUTH AFRICA



INTEGRATED URBAN DEVELOPMENT FRAMEWORK





Department: National Treasury REPUBLIC OF SOUTH AFRICA

PORTFOLIO COMMITTEE ON COOPERATIVE GOVERNANCE AND TRADITIONAL AFFAIRS

Briefing on Regional Planning and Urban Development Programme: Integrated Urban Development Framework (IUDF)

4 September 2019







Schweizerische Eidgenossenschaft Confédération suisse Confederazione Svizzera Confederaziun svizra

Swiss Confederation



Presentation outline

Part A: Setting the scene

- 1. Purpose
- 2. The IUDF and the global agenda

Part B: Overview of the Integrated Urban Development Framework (IUDF)

1. The Integrated Urban Development Framework (IUDF) at a glance

Part C: Implementation of the IUDF

- 1. IUDF Implementation approach
 - 1. The intermediate Cities Municipal Support Programme
 - 2. The Integrated Urban Development Grant (IUDG)
 - 3. The Capital Expenditure Framework (CEF)

Part D: Wrapping up

1. Way forward





Part A: Setting the Scene

Purpose of the presentation

The aim of the presentation is to brief the Portfolio Committee on Cooperative Governance and Traditional Affairs on the Regional Planning and Urban Development Programme: the Integrated Urban Development Framework (IUDF)



Programme 2: Regional and Urban Development and Legislation Support

Purpose:

• To provide policy analysis and development to transform local government and improve cooperative governance.

Departmental Strategic Goals:

Goal No:2

Lead and support the creation of prosperous cities and towns about restructuring the space economy.

Strategic Objectives:

- Facilitate the restructuring of municipal space economy through integrated development planning and spatial targeting by 31 March 2020.
- Support the creation of an enabling environment for municipalities to achieve inclusive economic development through the implementation of initiatives of the National Framework for LED by March 2020



Sub-programmes to support the achievement of strategic objectives

- Management: Regional and Urban Development and Legislative Support provides strategic leadership to the Programme to comply with and achieve Departmental targets aligned with the B2B approach.
- b. Local Government Legislative Support and Institutional Establishment drafts and amends primary and secondary legislation administered by the Department and provides our stakeholders with legal opinions on the interpretation of legislation and matters that impact our mandate. The sub-programme also provides technical support and advice on the determination and redetermination of municipal boundaries, provincial boundary issues and local government election.



Sub-programmes to support the achievement of strategic objectives

- **urban Development Planning** facilitates and monitors the implementation of the IUDF policy and local economic development plans. The subprogramme also supports municipalities to implement various tools that facilitate integrated urban development in spatial contracts in key restricting zones.
- Spatial Planning Districts and Regions facilitates the implementation of planning frameworks to promote integrated development across Government and builds Geographic Information System (GIS) capacity in district and local municipalities to enhance evidence-based decision-making. The subprogramme also facilitates sustainable economic activities in the districts and lagging regions
- c. Intergovernmental Policy and Practice reviews, clarifies and strengthens the policy and institutional environment for the assignment of powers and functions, as well as management of their powers and functions. The sub-programme is also responsible for strengthening collaborative intergovernmental management and practice between sectors, provinces and local government

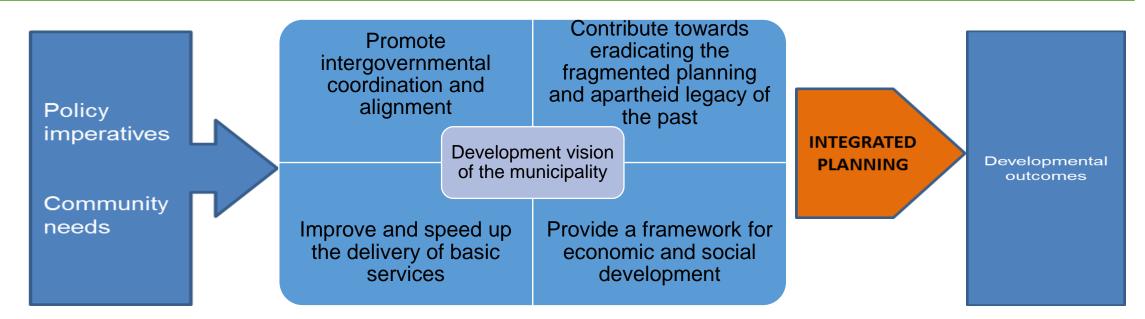


BACKGROUND: PROGRAMME/CHIEF DIRECTORATE

Background on integrated development planning

Therefore, the Integrated Development Plan:

- Is the principal strategic planning instrument of a municipality which guides and informs all planning and development;
- Is the output of an integrated development and sectoral planning processes;
- Integrate planning and align the resources and capacity in a municipal space.
- Integrates the needs of communities with the programmes of local, provincial and national government; and
- Is a product of intergovernmental and inter-sphere planning.



Integrated Township Economic Development Programme (ITEDP)

The objectives of the ITEDP are to:

- Address socioeconomic challenges in townships.
- Design a coordinated approach in order to measure impact of various programmes.

Planning processes are a key component of the programme as a enabling mechanism for local economic development The revised guidelines are aimed at providing guidance to municipalities on ensuring that IDPs become effective plans for implementing the IUDF, NDP and other government policies and position them to drive the spatial transformation agenda and facilitate inclusive economic growth.

Development of

Revised IDP

guidelines

Review of Municipal Planning and Performance Management

of purpose this The project is to review and the 2001 amend Municipal Planning and Performance Management Regulations in order to align, improve and strengthen integrated development planning in municipalities in line with the government policies published after the regulations in 2001.

Building Geomatics capabilities in municipalities

The objective of this project is build GIS capabilities in municipalities especially intermediate cities.

Setting the scene: Urbanisation in the global context

 Africa will be the fastest urbanizing region between 2020 to 2050. By 2050 world urban population will be concentrated in Asia (52%) & Africa (21%)





Setting the scene: South Africa is urbanizing rapidly

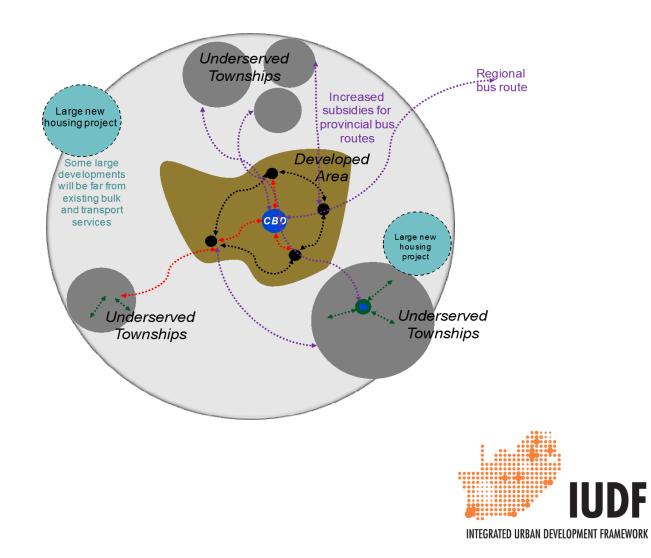
- 63% of South Africans already live in urban areas
- This will rise to 71% by 2030
- By 2050, 8 in 10 South Africans will live in Urban Areas
- South Africa should be benefitting from an `urban dividend', instead:
 - a. it is home to the most unequal cities on the planet
 - b. economic growth & job creation is insufficient & not inclusive
 - c. People trade in informality & live informal settlements
 - d. The poorest in most 'at risk' areas





Confronting spatial inequality



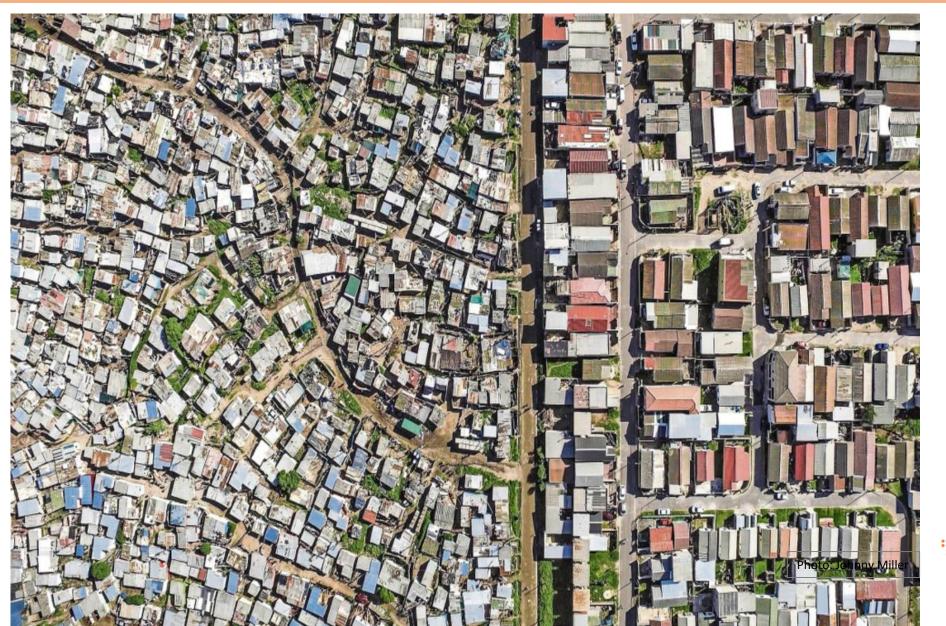


Confronting spatial inequality



IUDF INTEGRATED URBAN DEVELOPMENT FRAMEWORK

Confronting spatial inequality



IUDF

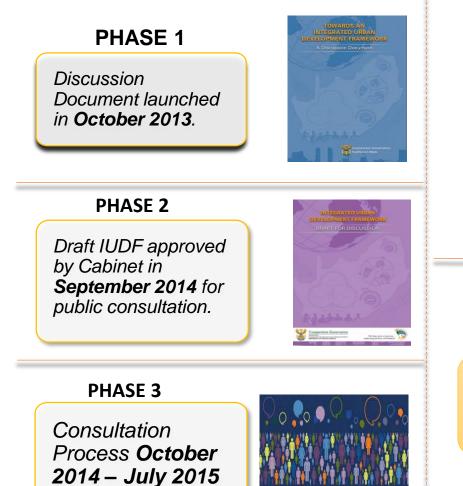


Part B: Overview of the Integrated Urban Development Framework (IUDF)

The Genealogy of the SA National Urban Policy

Cooperative Governance

Development of the IUDF started in **November 2012**.



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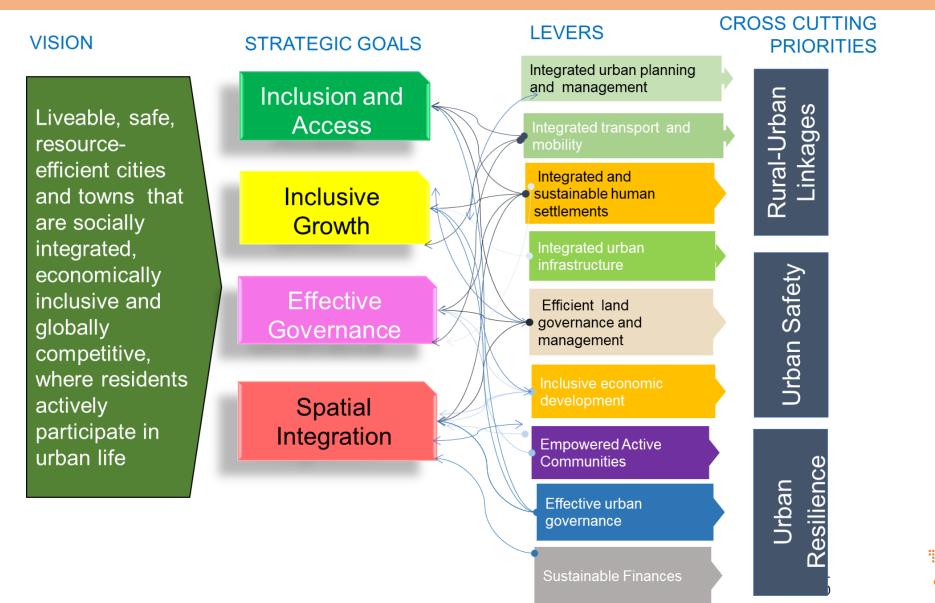
Cooperative Governance

PHASE 5 (2016-2019)

Implementation of the short term (2016/19) priority actions as identified in the IUDF Implementation Plan

IUDF INTEGRATED URBAN DEVELOPMENT FRAMEWORK

Core elements of the IUDF





Core Elements of the IUDF

The IUDF's overall outcome – **spatial transformation:** reversing the inefficient spatial patterns in a way that promotes both social and economic development while protecting the environment.

The IUDF proposes an **urban growth model** of **compact**, **connected** and **coordinated** cities and towns.

Land, transport, housing, and jobs are key structuring elements critical for the attainment of the outcome.

The overall objectives is to create efficient urban spaces by:

- Aligning land use, transport planning and housing
- Preventing development of housing in marginal areas
- Increasing urban densities and reducing sprawl
- Shift jobs and investment towards dense peripheral townships
- Improve public transport and the coordination between transport modes



Policy Lever 1: Integrated Urban Planning and Management

- Align spatial, sectoral and strategic plans
- Align land-use and human settlement planning to transport planning
- Integrate spatial planning and urban resilience
- Support and strengthen capacity to implement SPLUMA
- Improve urban management
- Develop and strengthen instruments for creating compact cities and connected cities
- Maximise existing IGR structures as a mechanism for coordinating planning
- Ensure greater involvement by Premiers and MECs

Policy Lever 2: Integrated Transport and Mobility

- Empower cities in accordance with the NLTA
- Strengthen and integrate public transport modes
- Invest along core public transport nodes and corridors
- Develop an operational subsidisation policy
- Make cities pedestrian and cyclist friendly



Policy Lever 3: Integrated Sustainable Human Settlements

- Finalise the Human Settlements White Paper
- Finalise the devolution of the housing function
- Accelerate the upgrading of informal settlements
- Prioritise the regeneration of the inner cities
- Provide more options for accessing urban opportunities
- Promote densification, including supporting back-yarding
- Re-develop townships

Policy Lever 4: Integrated Urban Infrastructure

- Consolidate and coordinate infrastructure funding
- Institutionalise municipal long-term infrastructure planning
- Strengthen intergovernmental planning, roles and partnerships
- Widen sources of finance for urban infrastructure
- Invest in ICT infrastructure and literacy
- Develop infrastructure as a bridge between rural and urban areas
- Building resilience through integrated infrastructure



Policy Lever 5: Efficient Land Governance and Management

- Strengthen land-use planning and management
- Address the fragmentation in public land information
- Improve intergovernmental relations for the acquisition
 or transfer of state land
- Speed up security of land tenure
- Promote land-value capture
- Ensure legislative concepts are applied consistently
- Address the impact of traditional authority areas within predominately urban municipalities
- Improve municipal access to SOE and state-owned land
- Improve relations between municipal councils and traditional authorities

Policy Lever 6: Inclusive Economic Development

- Strengthen the economic role of municipalities
- Strengthen municipal institutional capacity in economic development
- Support municipalities in building and using economic intelligence
- Initiate differentiated economic development strategies for cities and towns
- Strengthen roles and leverage partnerships with other economic stakeholders
- Create the local conditions for supporting enterprise development and growth
- Progressively improve inclusive economic infrastructure
 and services
- Support community-based enterprises and work
- Support urban livelihoods and the informal sector

Policy Lever 7: Empowered Active Communities

- Strengthen participatory governance
- Invest in people's capabilities
- Build institutional capacity to engage
- Explore co-production mechanisms for finding solutions to local government services
- Improve access to quality public infrastructure and facilities
- Strengthen support to community organisations and the integration of migrants
- Ensure effective leadership at local level

Policy Lever 8: Effective Urban Governance

- Ensure policy coherence and strengthen national, provincial and city coordination
- Establish clear mechanisms for intergovernmental transactions
- Up-scale integrated intergovernmental development
 planning
- Strengthen inter-municipal and intra-municipal coordination
- Improve city leadership and administrative capabilities
- Enhancing resilience, climate change mitigation, resource efficiency, to ensure sustainability
- Strengthen transparency and accountability
- Strengthen communication and use of technology (egovernance)



Policy Lever 9: Sustainable finance

- Review the intergovernmental fiscal relations framework, to consider the financial strain faced by urbanising municipalities
- Incentivise more integrated infrastructure provision through an improved conditional grant framework
- Improve capital budgeting and expenditure on key urban powers and functions
- Incentivise excellence in financial management and own revenue performance
- Strengthen/Improve partnerships with other state entities and the private sector
- Explore alternative capital financing instruments and borrowing
- Reposition development finance institutions to support market development





Part C: Implementation of the IUDF

Core IUDF Implementation Partners





National IUDF Implementation Structures

IUDF Political Committee

- It is the overall Political IUDF political structure comprising of national Deputy Ministers;
- It meets regularly to oversee programme implementation and discuss urban policy issues; and
- It assists with sectoral coordination to improve IUDF implementation;

IUDF Technical Working Group

- It comprises of key national sector departments, participating provinces and municipalities,
- It provide overall technical guidance and reports to the Political Committee; and
- It meets on the monthly basis;
- It ensures sectoral coordination at a technical level



Support to the metropolitan municipalities has been provided through the Cities Support Programme

- Strengthening **policy clarity and consensus** on the need for and approaches to urban transformation for inclusive growth (and policy reform)
- Building consensus on a measurable outcomes framework to measure progress, including associated reporting reforms
- Supporting policy & fiscal reform in the areas of human settlements and public transport
- Strengthening city leadership, vision and plans
- Supporting city catalytic programme identification and preparation
- Introducing local fiscal reforms to support integrated city development (Borrowing policy update and DFIs, Devt Charges, Grant reforms)
- Building programme management capability for the CSP



Achievements to date

CSP Phase 2 - Programme Design

Development Objective:	 Support the development of more compact, connected and transit-oriented cities through a programme of spatial transformation that is driven by capable metropolitan governance systems, and supported by enabling policy and regulatory frameworks and an appropriate set of fiscal incentives. 	
Desired outcomes	 Metro's able to implement strategies to accelerate inclusive economic growth and poverty reduction by building more inclusive, productive and sustainable cities; Policy environments that support metros to implement such strategies; Fiscal incentives that support metros to implement such strategies. 	City Support Policy Reform
CSP Activities	 Gather, generate and share innovative and appropriate practices in the fields of governance, urban planning, finance, human settlements, public transport, climate resilience, and economic development. 	(Enabling and environment) Incent

Specific five-year objective of institutionalising within national departments, provinces and metros a set of policies, practises and activities which support the development.

Shifts in CSP

- Sustaining programme momentum
- Focus implementation support activities on the <u>financing and implementation</u> of urban development strategies and programmes;
- Scale up direct support to national departments to strengthen policy coherence
- Align CSP with the IUDF governance arrangements, implementation strategy, levers and modalities;
- Strengthening platforms for joint planning, programming and action with stakeholders and partners across government, with the private sectors and with civil society; and
- Scaling up programme impact through institutionalizing core programme instruments and modalities in government

Programme Priorities

- Institutionalize knowledge products and approaches and move down value chain from planning towards practical implementation of investment programmes and regulatory reforms
- More focused attention to:
 - City governance systems for effective delivery: matrix management, programme preparation and execution, urban infrastructure finance
 - Land and infrastructure development strategies and programmes, including informal settlements upgrading
 - Resilience and growth concerns, including unlocking township economies

Intermediate City Municipalities ("ICMs")

Gauteng	Western Cape	Mpumalanga	Limpopo	Kwa Zulu-Natal
Emfuleni	Stellenbosch	Emalahleni	Polokwane	Umhlathuze
Rand West	Drakenstein	Govan Mbeki	Thulamela	Kwa-Dukuza
Mogale City	George	Nkomazi	Lephalale	Msunduzi
Merafong		Mbombela	Greater Tubatse/ Fetakgomo	Ray Nkonyeni
		Steve Tshwete	Ba-Phalaborwa	Alfred Duma
		Bushbuckridge	Mogalakwena	Newcastle
			Makhado	
			Greater Tzaneen	
			Greater Giyani	

Intermediate City Municipalities ("ICMs")

Free State	North West	Eastern Cape	Northern Cape
Metsimaholo	Rustenburg	King Sabata	Sol Plaatjie
Maluti a Phofung	Madibeng	Enoch Mgijima	
Matjhabeng	JB Marks		
	Matlosana		
	Mahikeng		



Progress with implementing the IUDF

- The Intermediate Cities Support Programme is being implemented in partnership with the Swiss State for Economic Affairs and the World Bank.
- Implementation methodology has been developed.
 - The implementation methodology was tested Polokwane and uMhlathuze municipalities
 - Local Steering Committees have been established in the two pilots
 - Support is provided for the implementation of the programme focusing on:
 - spatial planning,
 - Infrastructure delivery and management,
 - capital expenditure frameworks and governance
 - Lessons from the pilots were used to improve the implementation process
 - First phase of the roll out in 7 additional municipalities has commenced in Rustenburg, Steve Tshwete, KwaDukuza; Thulamela, Mogale City, Sol Plaatje and Drakenstein.
 - New grant (IUDG) mechanisms were introduced through the DoRa in February 2018.
 - Second phase of application process opened in July 2019 for implementation in 2020/20.



Progress with pilot sites – reflecting back on 2018...

- Diagnostic assessments conducted in the first part of the year.
- Diagnostic reports compiled and presented to the pilots.
- Support implementations plans developed to address some of the gaps identified.
- Support provided included:
 - Spatial visioning exercise for uMhlathuze and Polokwane
 - Development of terms of reference for a new Spatial Development Framework for Polokwane
 - Spatial Visioning processes culminated to review of Spatial Development Frameworks in both pilot municipalities
 - Development of Capital Expenditure Frameworks
 - Development of infrastructure asset managements plans
 - Development of standard operating procedures for maintenance.



Implementing the IUDF Progress on Upscaling programme

Municipality	Progress on diagnostic assessments	
Rustenburg		
KwaDukuza		
Drakenstein	Diagnostic report finalized	
Steve Tshwete		
Sol Plaatje		
Mogale City	Diagnostic assessment presented to the municipality for comments	
Thulamela	Diagnostic assessment presented to the municipality for comments	



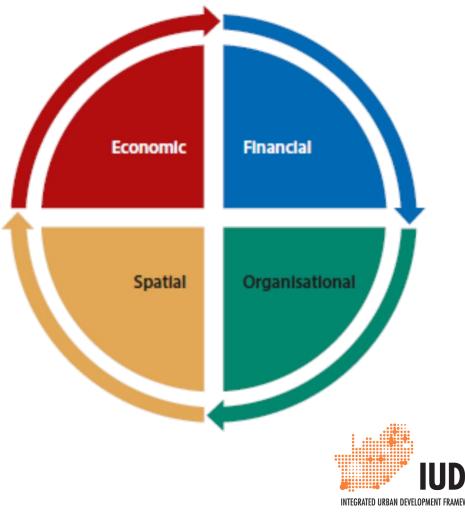
Progress with implementation: ICM Support Programme

Diagnostic Assessment follow SDR Methodology focusing on:

- Infrastructure
- Finance and Governance
- Economic Development
- Organisational Development
- Spatial Development

Some of the emerging issues

- Improve information data sets, asset registers
- Non alignment between planning and housing development
- Link between planning and infrastructure planning spatial transformation
- Insufficient funds capital budget
- Institutional Capability
- Long term financial plans



Integrated Urban Development Grant (IUDG) implementation

- Piloted MIG-2 in uMhlathuze and Polokwane in 2018/19
- Conducted a seminar in July with all ICMs what the grant is about and application process and qualification criteria.
- 32 applications received in 2018.
- IUDG applications assessed and sent out to all applicants informing them of the outcome.
- 5 municipalities met all requirements and qualified for the IUDG for implementation in 2019/20.
 - Drakenstein
 - Mogale City
 - Ray Nkonyeni
 - Sol Plaatje
 - Stellenbosch
- Application window for 2020/21 opened in July 2019. Evaluation of applications received underway.



Grant incentive: Integrated Urban Development Grant (IUDG)

A grant (IUDG) mechanism has been introduced through the Division of Revenue Act (DoRA)

All 39 identified intermediate city municipalities can apply provided they meet the minimum requirements

Minimum Qualification criteria:

- Top management stability
- Audit findings
- Unauthorised, irregular, fruitless and wasteful expenditure
- Capital budget expenditure
- Section 52 (d)performance reporting

A municipality must meet or exceed the threshold performance on all five the indicators in order to qualify for the IUDG.



Progress with implementation: IUDG applications for 2019/20

	EC	FS	GP	KZN	LIM	MP	NC	NW	WC	Total
Applications received	0	2	3	2	1	3	1	2	18	32
Total ICMs	2	3	4	6	9	6	1	5	3	39

- Applications were received from 15 Municipalities in Western Cape and 1 in Free State that are not classified as ICMs (Masilonyana)
- 50% of the 39 ICMs applied to be on the IUDG in 2019/20
- Applications from Non ICM municipalities were not considered and municipalities advised to first apply for classification as ICM.
- 5 municipalities were found to be eligible for IUDG IN 2019/20 :- Mogale City, Drakenstein, Ray Nkonyeni, Sol Plaatje, Stellenbosch.



Implementing the IUDF: IUDG municipalities

Large Semi - diversified	Mining	Manufacturing	Service Centre	Low GVA/High Pop/High density
Emfuleni	Rustenburg	Mogale City	Matlosana	Bushbuckridge
Msunduzi	Matjhabeng	Newcastle	Maluti a Phofung	Makhado
Mbombela	Emalahleni	Govan Mbeki	Nkomazi	Greater Tzaneen
Polokwane	Madibeng	uMhlathuze	Thulamela	Mafikeng
	Rand West	Drakenstein	Sol Plaatjie	Enoch Mgijima
	Steve Tshwete	KwaDukuza	Mogalakwena	King Sabata
	Merafong	Alfred Duma	Ventersdorp / Tlokwe	
	Greater Tubatse / Fetakgomo	Metsimaholo	George	
	Ba-Phalaborwa	Stellenbosch	Greater Giyani	
	Lephalale		Ray Nkonyeni	



Capital Expenditure Framework (CEF)

Legal framework:

- The CEF as an integral part of the Spatial Development Plan as per the requirements of the Spatial Planning and Land Use Management Act, 2009 SPLUMA more specifically Chapter 3: Part E that specifies the preparation and content of municipal spatial development frameworks;
- Sect 21 (n) states:

"(n) Determine a Capital Expenditure Framework for the municipality's Development Programmes, depicted spatially."



Capital Expenditure Framework (CEF)

Introduction: Our Definition

- a. It is a consolidated, **high-level view of infrastructure investment needs in a municipality over the long term (at least 10 years)** that considers not only infrastructure needs but also how these needs can be financed and what impact the required investment in infrastructure will have on the financial viability of the municipality going forward;
- b. It includes all the **infrastructure requirements** (engineering as well as social infrastructure) that falls within the mandate of the municipality and is funded by the municipality including grants, own funding and borrowings;
- c. It is an important tool in ensuring **long-term infrastructure investment** decisions are timeously made in a financially viable way to support the IUDF objectives in facilitating spatial transformation;
- d. The CEF is therefore different from the Capital Investment Framework which is a "catch all" infrastructure requirement including the infrastructure to be provided by other levels of Government and their Entities;



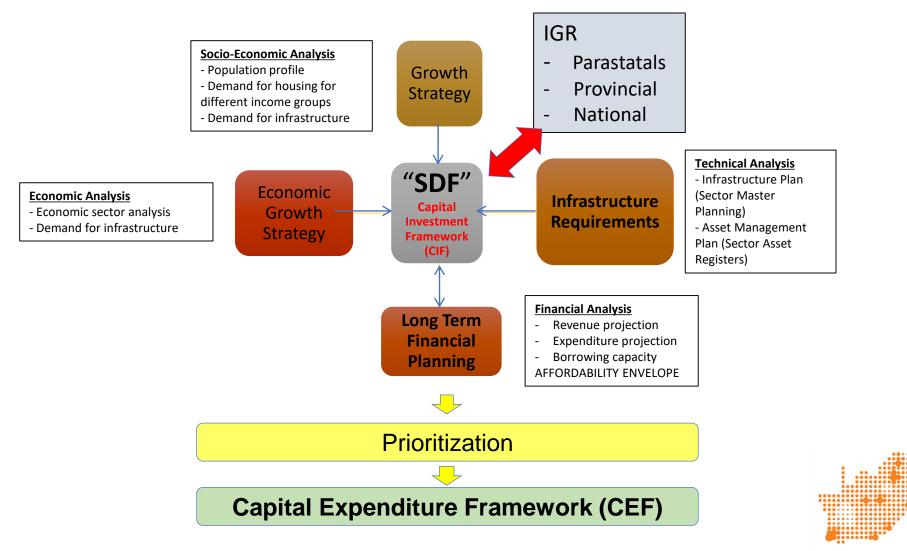
Capital Expenditure Framework

A CEF seeks to answer the following questions:

- What infrastructure does the municipality currently have?
- What is the municipality trying to do with infrastructure over the next 10 to 20 years?
- What are other spheres of government or service providers planning to do with infrastructure in the municipal area?
- Where does the municipality need infrastructure?
- How much infrastructure does the municipality need & of what type?
- How much will it cost?
- What impact will it have on financial viability going forward?
- How will the municipality pay for the infrastructure required?

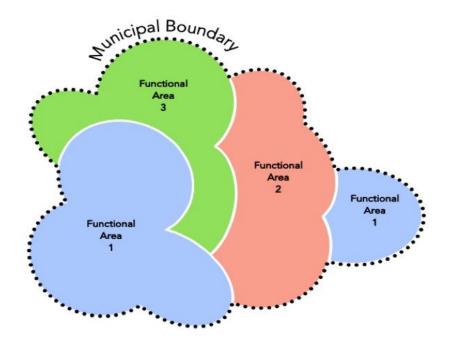


Capital Expenditure Framework (CEF)



INTEGRATED URBAN DEVELOPMENT FRAMEWORK

Some examples

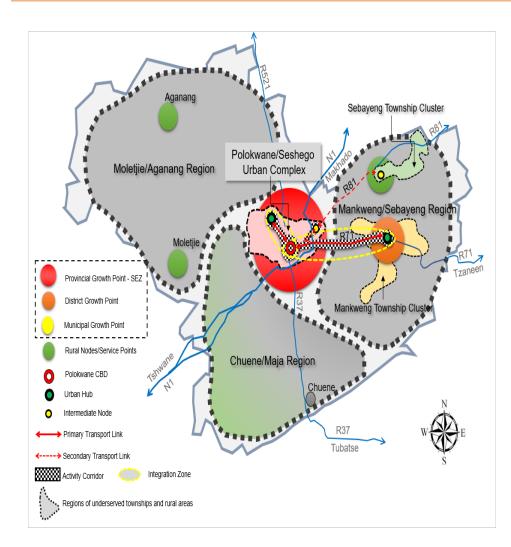


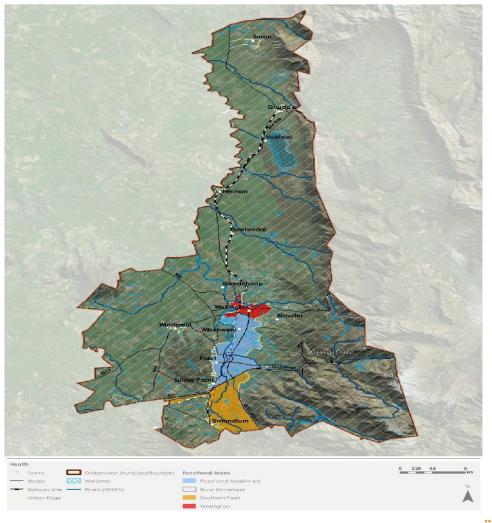
Functional Area 3 Functional Area 1 Functional Area 1 Functional Area 1

A Functional Area is a delineated area characterized by common (homogenic) geographical, spatial, developmental, service demand conditions, as well as similar developmental challenges. PDAs are specifically delineated intervention areas. Each of these areas have a specific **development intent** such as strategic development areas, nodal areas, corridors, precincts, housing restructuring etc. which are linked to the Spatial Development Framework.



Some examples







Capital Expenditure Frameworks implementation to date

- All that are IUDG recipients have developed their Capital Expenditure Frameworks.
- CEF is a critical requirement for IUDG qualification.
- CEF guidelines were developed and are currently being tested in different provinces.
- Process of translating CEF Guidelines into a toolkit underway to cater for different types of municipalities.
- Department availed funding to support to municipalities for CEF development in 3 municipalities that are grant recipients.
- Gauteng province in the process of developing a CEF for Merafong municipality as preparation for IUDG.
- Western Cape provincial government also in the process of developing a CEF for Knysna Municipality.
- DCOG through MSIG will also continue to support certain municipalities to develop their CEFs



Other areas of collaboration on implementation

Urban Resilience:

- Partnership with ICLEI on climate change.
- Low Emissions Development Strategies developed for KwaDukuza, uMhlathuze, Steve Tshwete.
 5 more cities to be supported from 2019.
- MoU with ICLEI on climate change response.
- DCOG a member of the Steering Committee.

Urban Safety:

- Partnership with SACN and GIZ on issues of crime prevention.
- Partnership being explored with AFUS on Urban Safety.
- DCOG a member of Urban Safety Reference Group.
- Intermediate Cities to be included on the roll out of safer cities programme.





Part D: Way forward District based integrated coordinated service delivery model

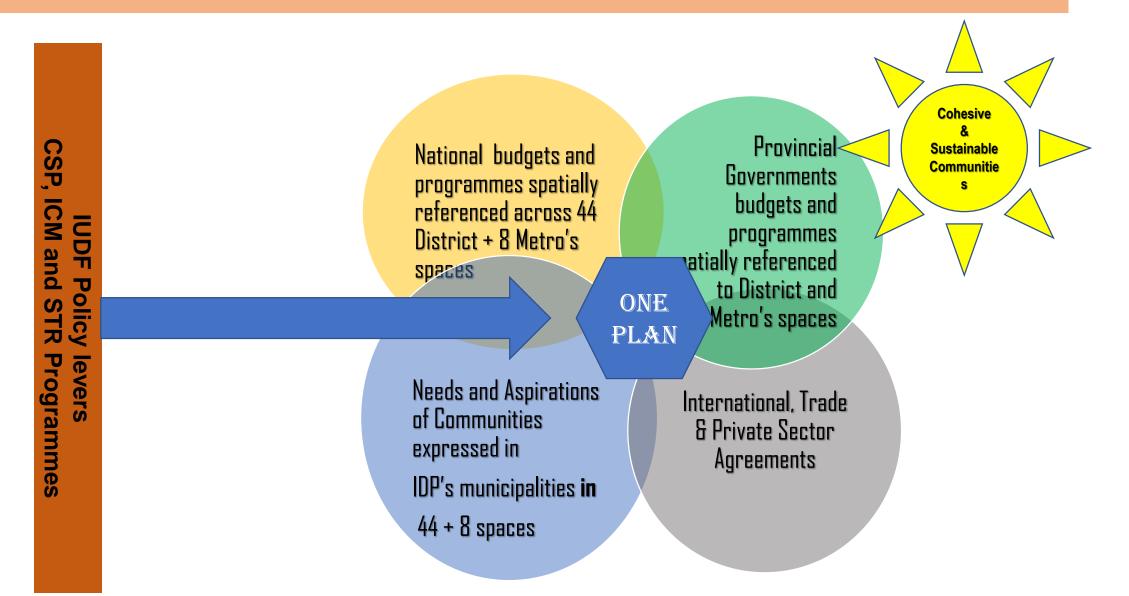
Way forward: IUDF through the district service delivery coordinated model

Alignment of the IUDF with national priorities						
SONA priorities	IUDF link					
District coordination model	All policy levers and ICMs					
 Spatial integration, human settlements and local government 	Policy Lever 2: Integrated Transport and Mobility Policy Lever 3: Integrated Sustainable Human					
 Spatial interventions, like special economic zones, revived local industrial parks, business centres and digital hubs 	Settlements Policy Lever 4: Integrated Urban Infrastructure Policy Lever 5: Efficient Land Governance and Management Policy Lever 6: Inclusive Economic Development					
 The development of a new, smart city, founded on the principles of the Fourth Industrial Revolution; 						
 A spatially just and transformed national space economy that enables equal access to social services and economic opportunities in cities, regions and rural areas 	Policy Lever 6: Inclusive Economic Development Policy Lever 8: Effective Urban Governance					

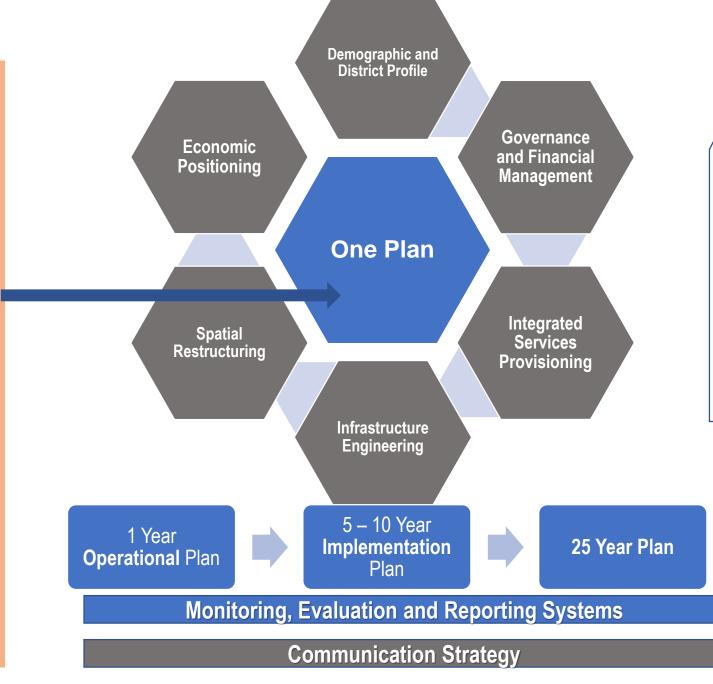
Cabinet resolutions: 21 august 2019

- Cabinet approved the new District Based Service Delivery Model, as an important innovation in the implementation of service-delivery programmes.
- The model, which currently focuses on forty-four (44) districts and eight metros, will ensure coherence and integration in planning, budgeting and implementation of service delivery projects in all districts by all three spheres of government – national, provincial and local;
- The model is anchored on the Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005), which provides for a framework for a coordinated and integrated alignment of developmental priorities, and objectives between the three spheres of government.
- It is also meant to enhance other alignment initiatives like integrated development plans with a clear focus of implementing one plan in each district across all spheres of government;
- President Ramaphosa is the champion of the model, supported by Deputy President David Mabuza and the entire executive. Provincial Premiers and their Executive and local and district Mayors, together with their EXCO, will be part of the implementation of this district-based service delivery model;

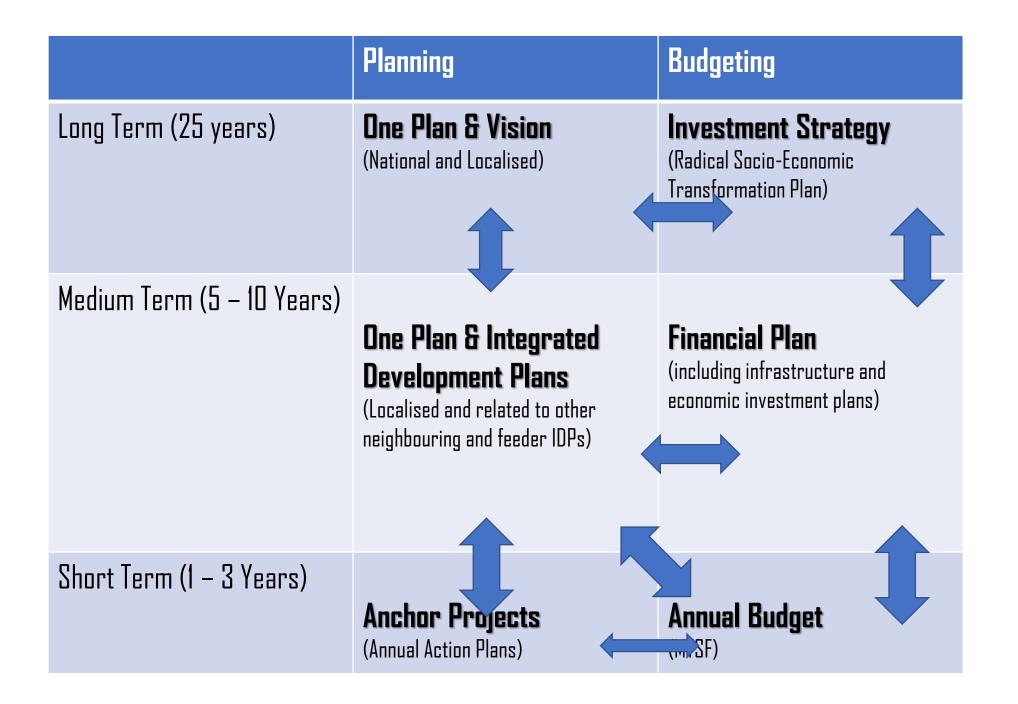
Approach towards one plan



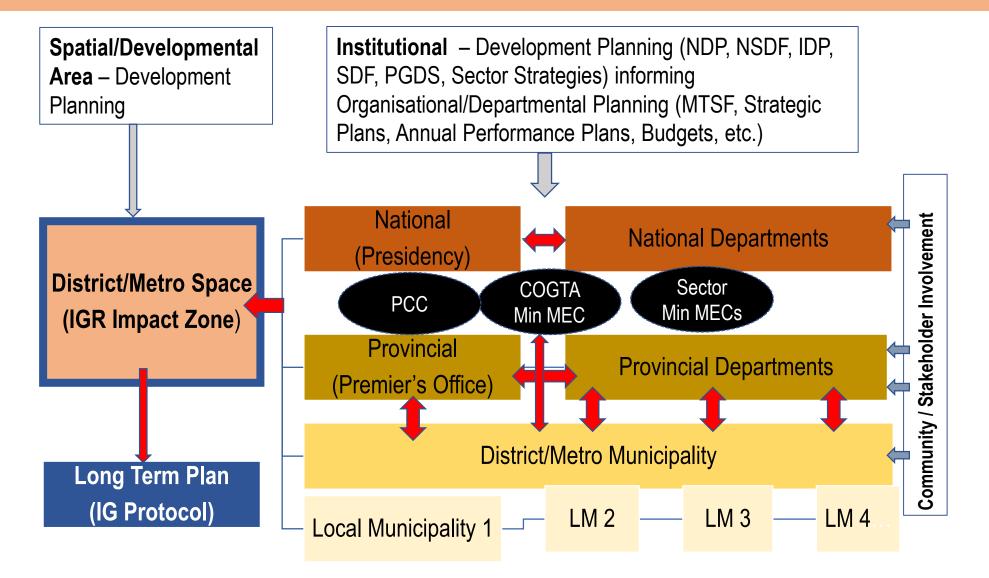
CSP, **ICM** and IUDF Policy STR Programmes levers



The fundamental purpose of longterm planning is to envisage a desired future and clearly Illustrate how this future can become a reality.



District/Metro Scale Integrated Planning Model



Thank You

IUDF mainstreaming and communications campaign

Website: www.iudf.net Twitter: @IUDF_COGTA



INTEGRATED URBAN DEVELOPMENT FRAMEWORK