



cooperative governance

Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA



IUDF

INTEGRATED URBAN DEVELOPMENT FRAMEWORK

Integrated Urban Development Framework and Safer City Urban Development Planning

Safer City Summit – UNISA

Stefanie Mills Chetty

19 March 2019



national treasury

Department:
National Treasury
REPUBLIC OF SOUTH AFRICA



South African

CitiesNetwork



SOUTH AFRICAN LOCAL
GOVERNMENT ASSOCIATION

SALGA

Inspiring service delivery

Urbanisation in the global context



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



What is the pressure for change?

The Spatial Mismatch Effect Gauteng Province

Compound annual growth rates 2008 - 2017



Index (%) 0 10 20 30 40 50 60

Graphic: JOHN McCANN Data source: WORLD BANK SA ECONOMIC UPDATE, APRIL 2018 (2013 FIGURES)

Source: Seri Edged Out (2016)

IUDF aims to achieve a set of complementary goals

VISION

Liveable, safe, resource-efficient cities and towns that are socially integrated, economically inclusive and globally competitive, where residents actively participate in urban life

STRATEGIC GOALS

Inclusion and Access

Inclusive Growth

Effective Governance

Spatial Integration

LEVERS

Integrated urban planning and management

Integrated transport and mobility

Integrated and sustainable human settlements

Integrated urban infrastructure

Efficient land governance and management

Inclusive economic development

Empowered Active Communities

Effective urban governance

Sustainable Finances

CROSS CUTTING PRIORITIES

Rural-Urban Linkages

Urban Safety

Urban Resilience

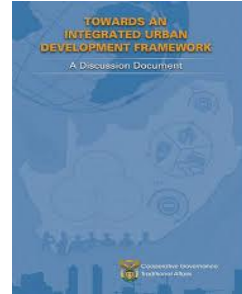


The Genealogy of the SA National Urban Policy

Development of the IUDF started in
November 2012.

PHASE 1

*Discussion Document launched in **October 2013.***



PHASE 2

*Draft IUDF approved by Cabinet in **September 2014** for public consultation.*



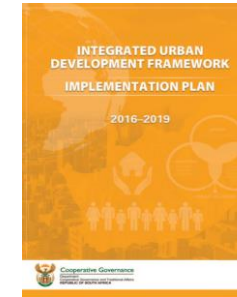
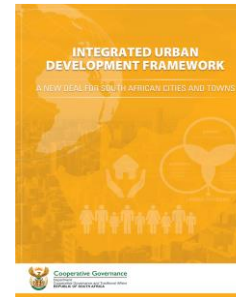
PHASE 3

*Consultation Process **October 2014 – July 2015***



PHASE 4

*CABINET APPROVES IUDF
26 April 2016.*



PHASE 5 (2016-2019)

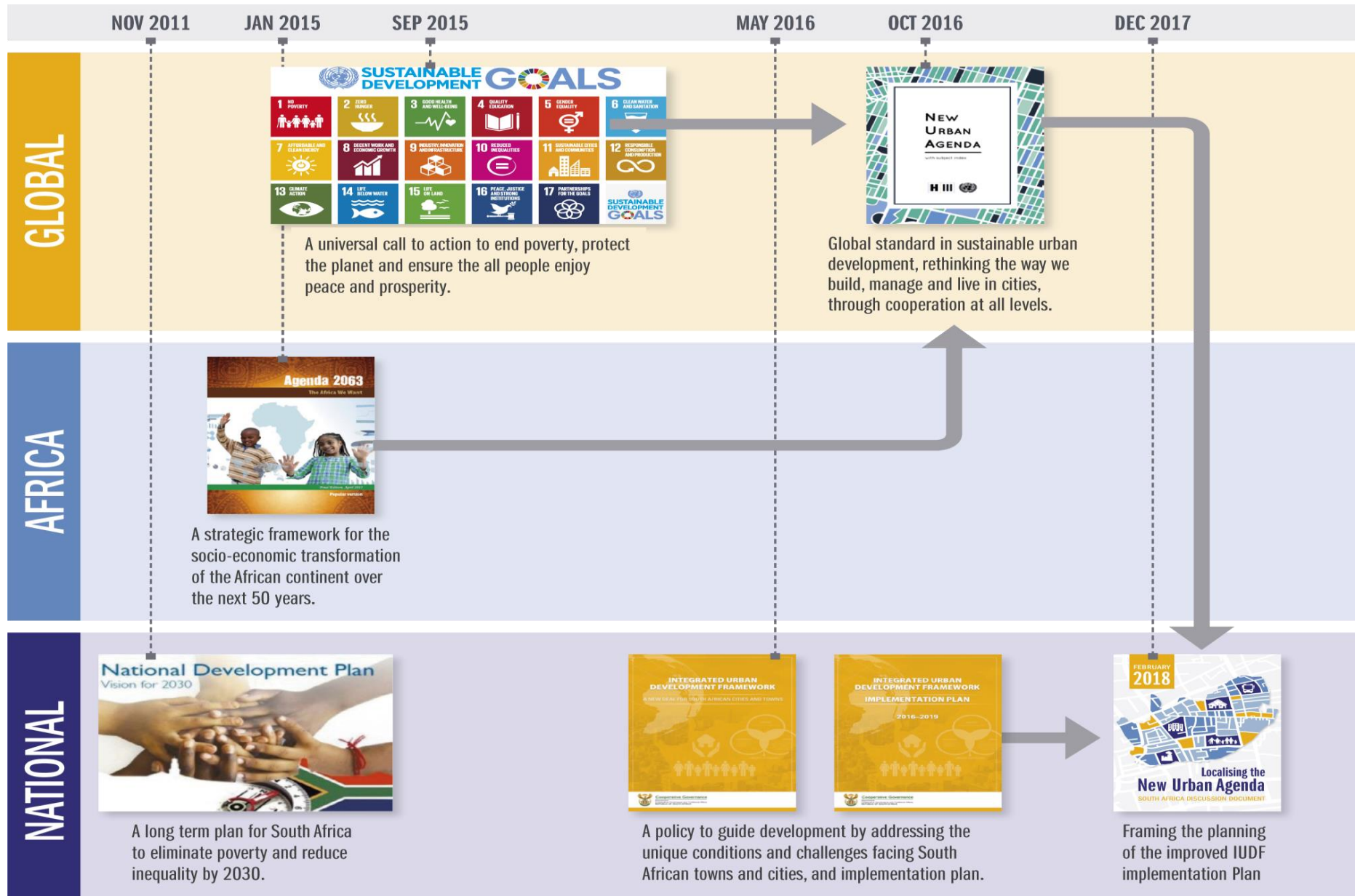
Implementation of the short term (2016/19) priority actions as identified in the IUDF Implementation Plan

IUDF vision for South African cities, towns and villages

‘Liveable, safe, integrated, economically inclusive and globally competitive cities, where residents actively participate in urban life’.



Responding to urbanization globally

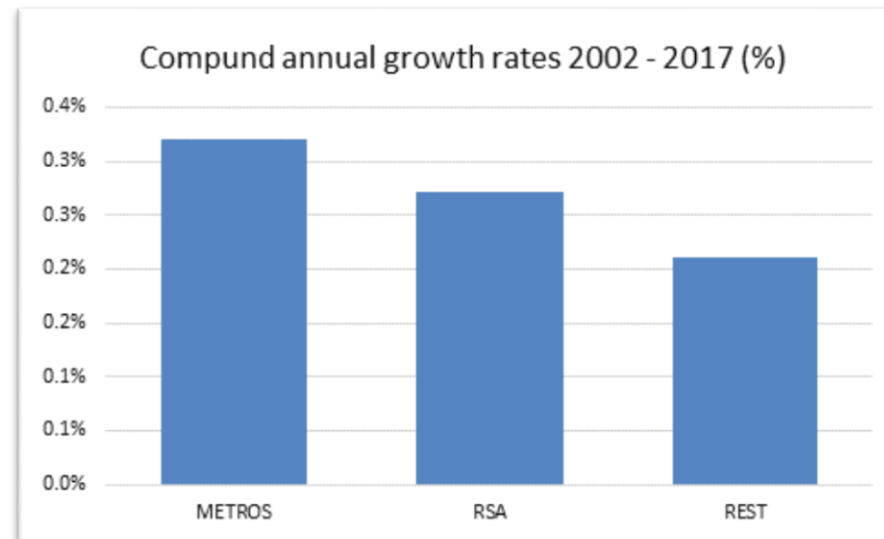
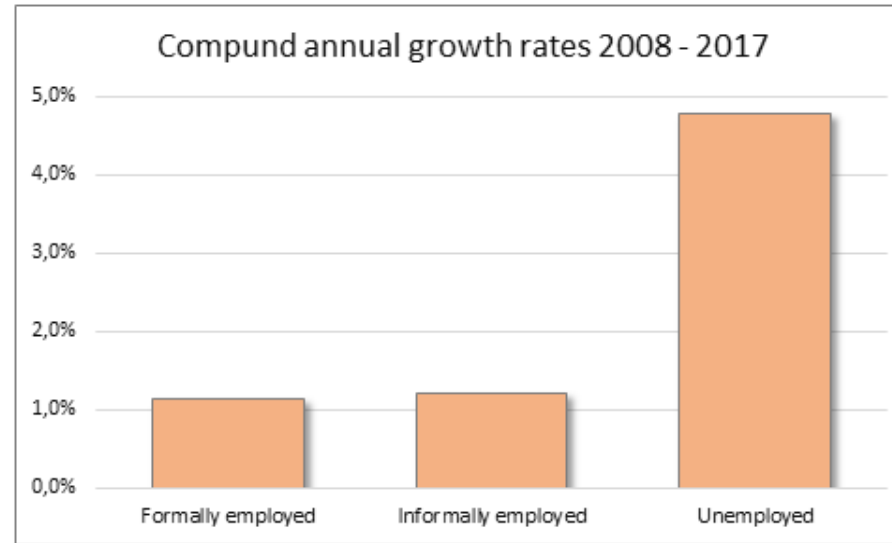
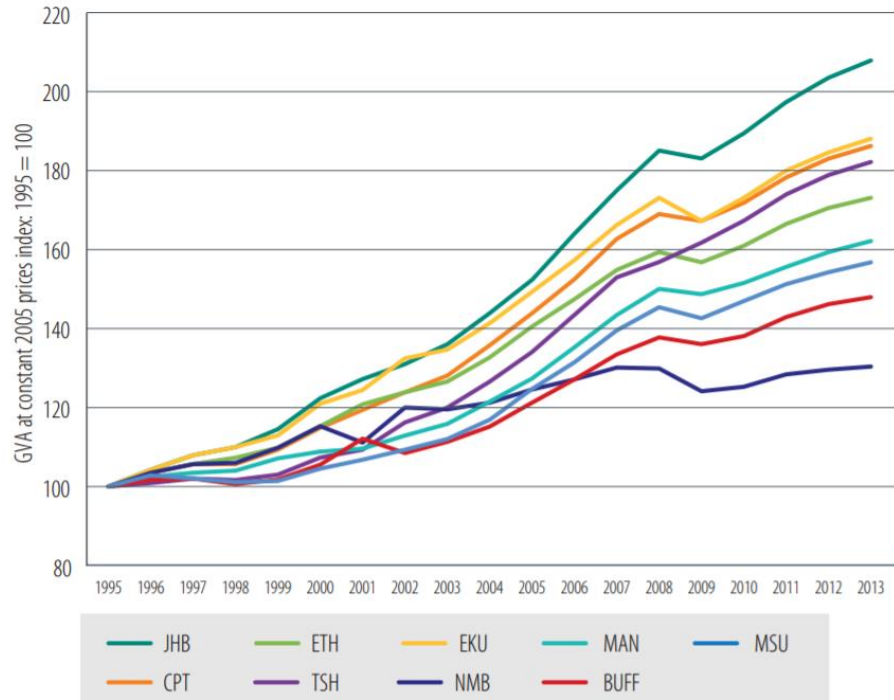


What are we seeing?

INCLUSIVE
GROWTH

- Urban Economies are:
 - ❖ Important
 - ❖ Strong
 - ❖ Challenged

Figure 3.4: City growth in GVA (1995 to 2013)



Who is growing economy? How...

INCLUSIVE
GROWTH



JOHANNESBURG STOCK EXCHANGE

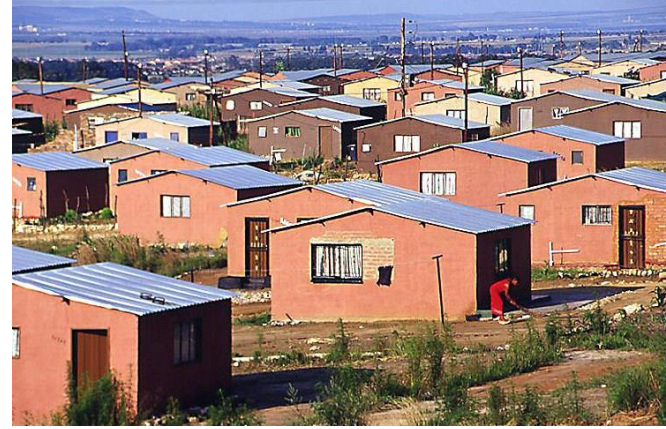
GBP	13.7797	FTSE100	4011
USD	8.5737	DOJ	10384.5
EUR	12.2240	FTSE	10724.6
JPY	0.0971	CAC	3724.37
AUD	0.9971	NASD	3098.81
PULA	0.9149	DAX	7735.78
RSD	6.9786	STOXX	2647.16
KES	1.9921	NYSEASX	2311.6

SEMIQUEBS	VOLUME	EBICE	CHANGE	%MTD	%YTD
ARMONY GOLD MA	883660	8836	-2.30%	-3.38%	-3.38%
GLD AMER PLC	319545	28409	2.95%	6.53%	6.53%
BIOGOLD ASHAN	828532	25180	-2.48%	-0.89%	-0.89%
DELOMITTAL SC	353575	3776	-2.18%	9.72%	9.72%
D FIELDS LTD	113123	10182	-1.93%	-0.47%	-0.47%
PLA PLATINUM	2325408	16583	1.83%	-1.8%	-1.8%
EST GROUP	550384	21648	-1.95%	3.02%	3.02%
GROUP LTD	430746	16582	1.51%	0.73%	0.73%
WORLD LTD	587851	8680	-1.37%	2.51%	2.51%
GROUP LTD	1982198	17382	0.85%	1.60%	1.60%



Who shapes our cities? How...

SPATIAL
INTEGRATION



Confronting spatial inequality



Confronting spatial inequality



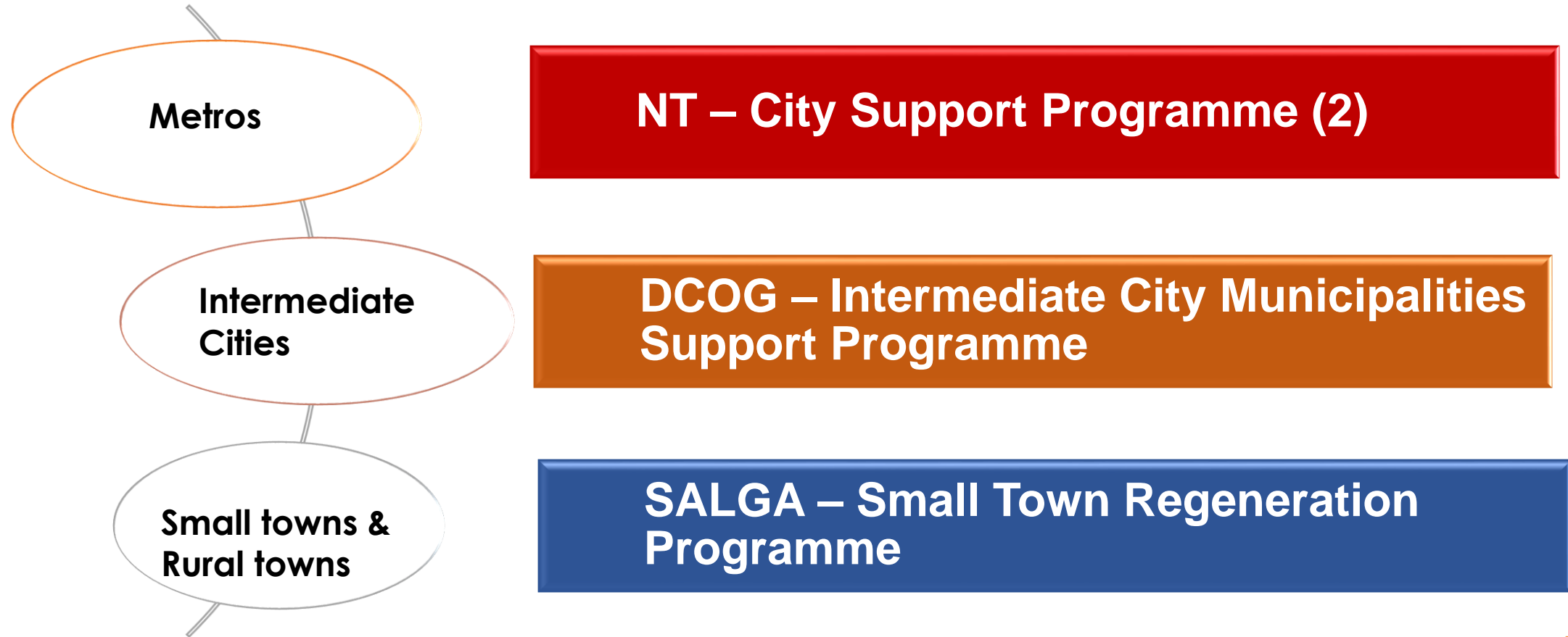
We need...

Urban & Rural

...not



Core IUDF Implementation Partners



IUDF Implementation: Integrated programmes across urban hierarchy

Urban:

Municipalities 95

Intermediate:

Urban Towns 16

Urban villages 45

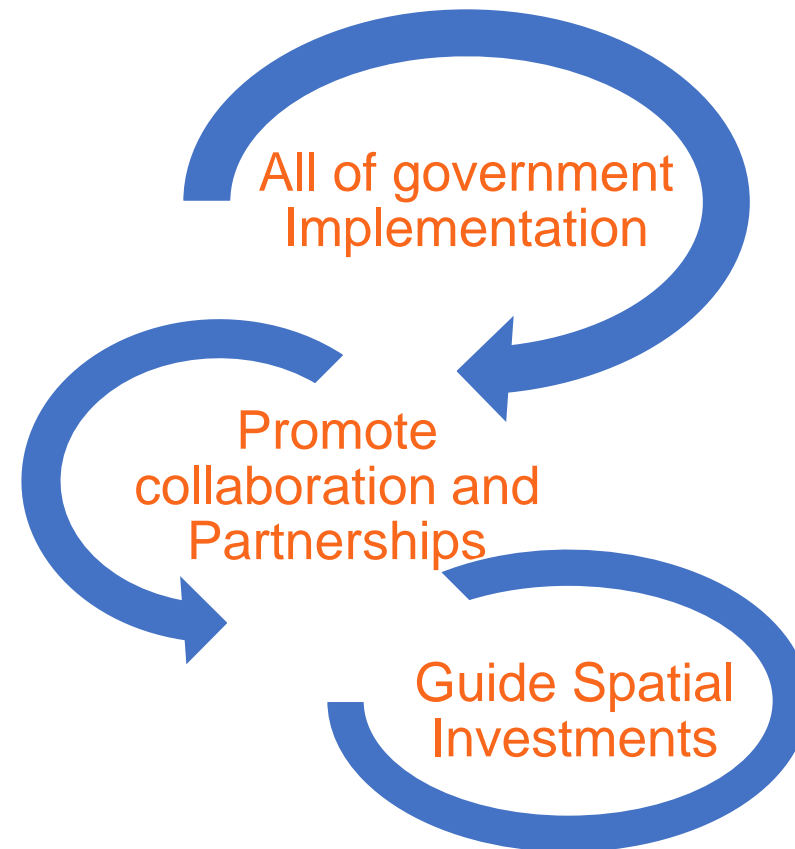
Mixed 49

Rural:

Municipalities 8



IUDF Implementation: Principles

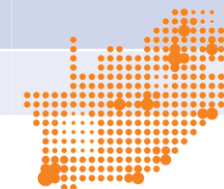


Intermediate City Municipalities (“ICMs”)

39 ICMs

Tranche Criteria : Rank GVA/Rank Urban Population (“urban” defined by density)

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	



IUDF

INTEGRATED URBAN DEVELOPMENT FRAMEWORK

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;

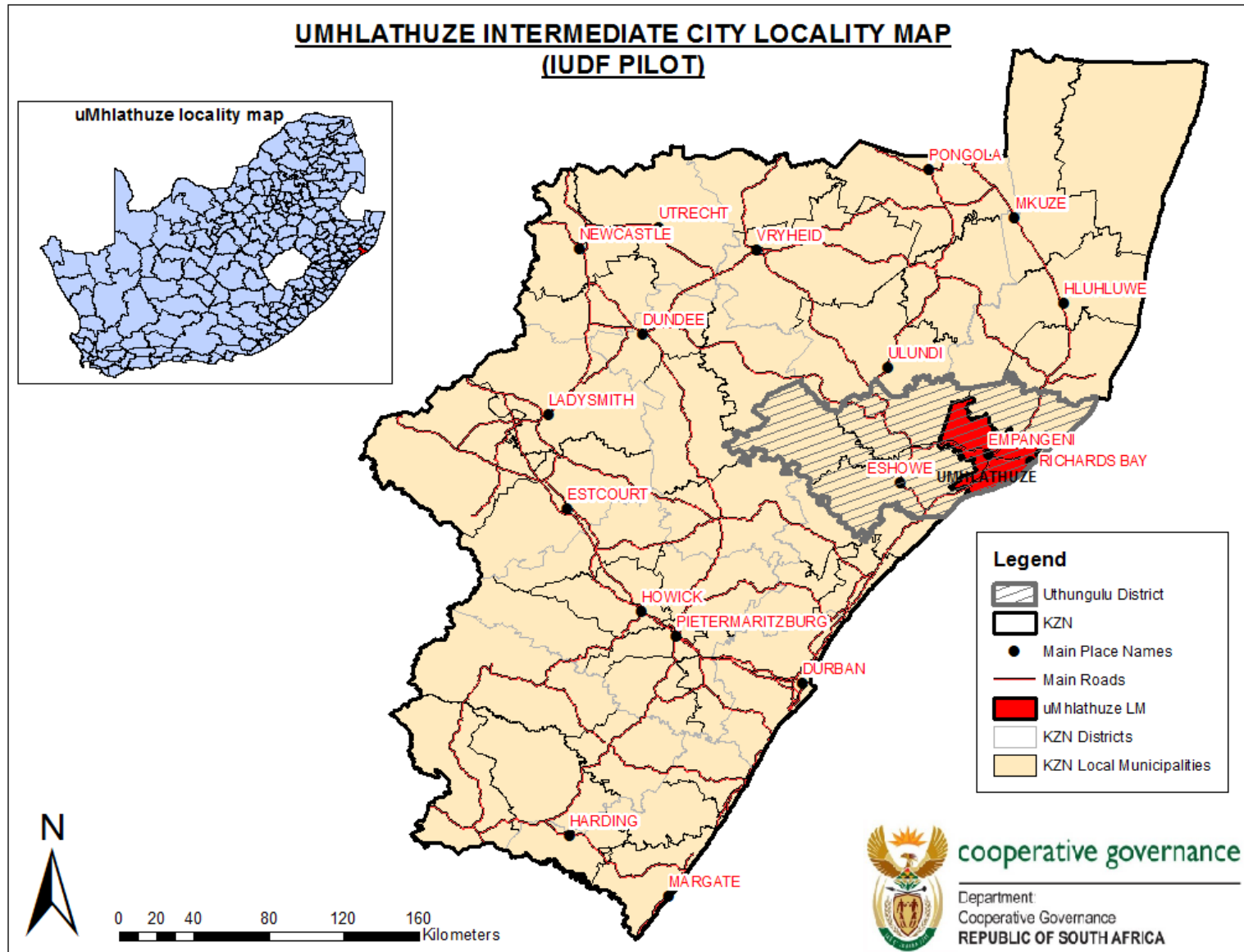
IUDF Technical Working Group/ Provincial Forum

- 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

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 is being tested in two municipalities i.e. Polokwane and uMhlathuze
 - 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 are currently being documented in order to improve the implementation in the future.
 - First phase of the roll out in 7 additional municipalities has commenced in Rustenburg, Steve Tshwete, KwaDukuza; Lephalale, Mogale City, Sol Plaatje and Drakenstein.
 - New grant (IUDG) mechanisms were introduced through the DoRa in February 2018.
 - Application process opened in July 2018 for implementation in 2019/20.

City of uMhlatuze Pilot site



ICM Support Programme – Priority Areas

Plan	<i>Improving integrated planning and spatial development</i>
Fund	<i>Linking sound spatial plans and long-term development plans to 3- and 10-year Capital Expenditure Frameworks (CEF) Putting in place a grant framework (IUDG) which incentivizes integrated and compact development</i>
Build	<i>Sustaining investment in the right places over time via better project and programme preparation and better multi-year implementation management</i>
Measure	<i>Outcome focused monitoring tracks impact. Development of indicators to monitor impact</i>

Progress with implementing the IUDF

- **Key issues emanating from the two pilot municipalities are:**
 - Old SDFs that needs an overhaul or SDF that do not have implementation programmes.
 - Polokwane is a water scarce municipality, in 2013 even declared a moratorium on new developments, yet there are high water losses of about 48%.
 - Backlogs remain high in rural areas – about 70% of land under traditional leadership.
 - Major asset management weaknesses in the form of lack of planning for maintenance. The budget for repairs and maintenance is about 2%.
 - No long term financial planning is undertaken by cities. Plans only cover 3 year MTREF
 - Main gaps identified are on the lack of an infrastructure delivery management system.
 - No formal measures in place to promote safer cities in the design and implementation of projects

Progress with implementing the IUDF

Municipality	Progress on diagnostic assessments
Rustenburg	Draft report compiled for submission to municipal council. Feedback to municipality complete
KwaDukuza	Feedback to the municipality provided, report being drafted.
Drakenstein	Feedback to the municipality provided, report being drafted.
Steve Tshwete	Feedback session scheduled for 12 March 2019.
Sol Plaatje	Feedback to the municipality provided, report being drafted.
Mogale City	Diagnostic assessments underway.
Lephalale	Inception meeting required

National Urban Conference 2018

- The second national Urban Conference took place on 30 and 31 October 2018 in Johannesburg.
- It was convened by the South African Cities Network (SACN) in partnership with DCOG, DHS, NT, SALGA, SACPLAN, ICLEI and GPG under the theme: “Activating an All-of-Society Approach to Implementing the Urban Agenda”
- The aim was to bring various targeted stakeholders (local government, private sector and civil society) together to build awareness and knowledge about the Integrated Urban Development Framework (IUDF), in order to inform their strategies and plans for urban development
- Approximately 400 participants attended the conference.

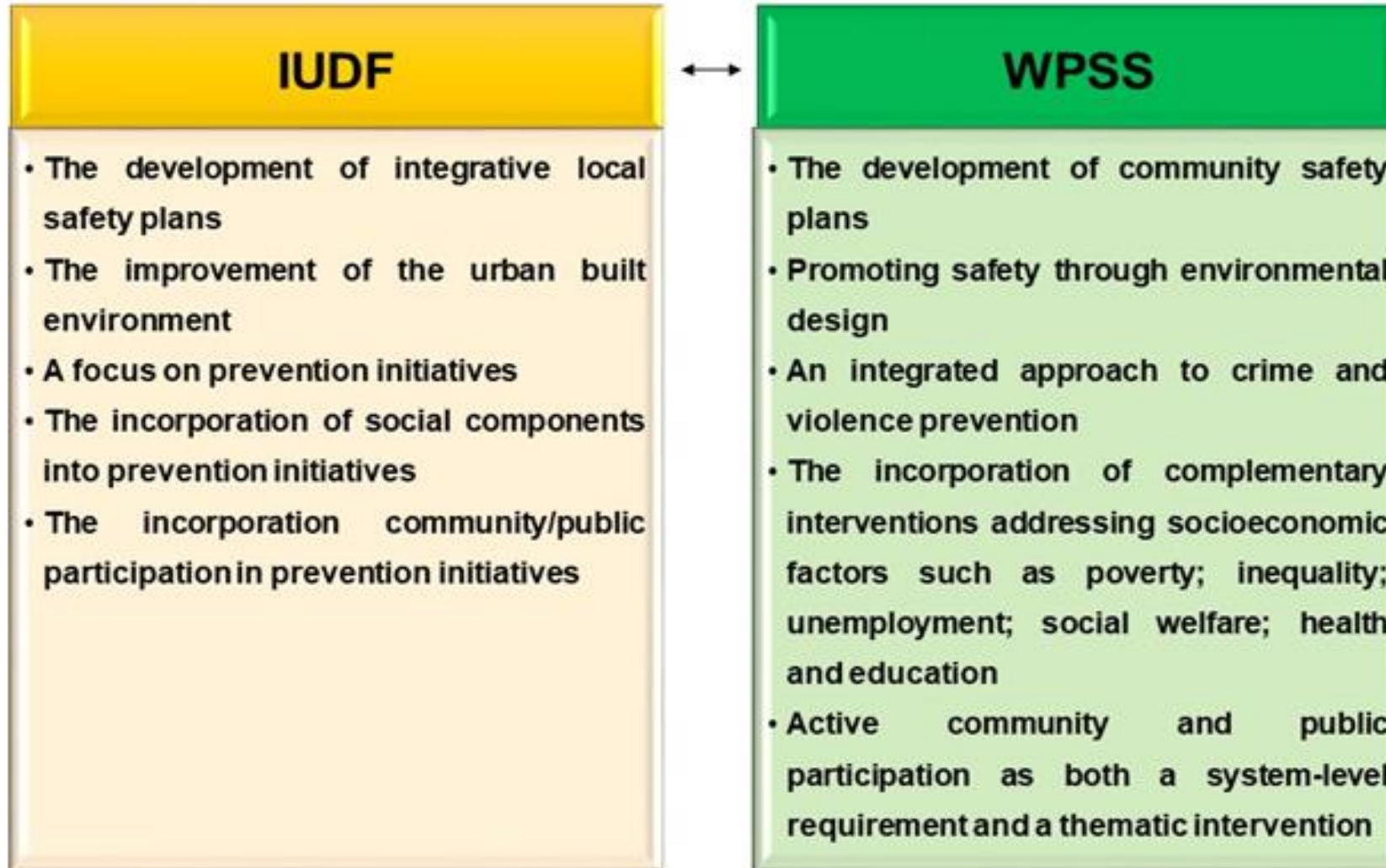
Key outcomes of the Conference

1. **Recommend the IUDF partnering framework**, with a partnering methodology and toolkits, and an approach to building partnering capabilities in all sectors, government and non-government.
2. **Begin at home** – if we don't know how to partner ourselves, we can't ask other people to partner. A whole-of-society approach depends on successful whole-of-government collaboration
 - Transversal partnering: collaboration within and between institutional and organisational silos
 - Inter-governmental partnering: collaboration between the three spheres of government
 - Cross-boundary partnering: collaboration across political, administrative and service-delivery boundaries

WHITE PAPER ON SAFETY AND SECURITY WELCOMED

- Safety and security is not only a fundamental responsibility of the state (see Chapter 11 of the Constitution), but also a fundamental human right (see Chapter 2 of the Constitution) and a necessary condition for human development, improved quality of life and enhanced productivity.
- Urban safety, particularly safety in public spaces are essential ingredients for creating liveable and prosperous cities. The White Paper on Safety and Security is therefore welcomed.
- The New Urban Agenda (NUA) and the UN-driven 2030 Sustainable Development Goals (SDGs) are increasingly a focal point in the policy and planning space. Among the 17 SDG "Global Goals" Goal 11 prioritises 'making cities and human settlements inclusive, safe, resilient and sustainable'.
- Locally, this urban policy momentum is mirrored in Chapter 8 of the aforementioned South African National Development Plan (NDP, 2011) and the more recent Integrated Urban Development Framework (IUDF).
- The implementation of both the IUDF and the WPSS respectively, will place cities in a better position to achieve the objectives of SDG goal 11 and the New Urban Agenda.

THE IUDF MAKES A NUMBER OF KEY RECOMMENDATIONS IN TERMS OF INTERVENTIONS REQUIRED TO PROMOTE URBAN SAFETY



THE ROLE AND FUNCTION OF MUNICIPALITIES IN SAFETY AND SECURITY

- Safety is a crosscutting issue that has implications for all of the local government functions, from planning to infrastructure management to the softer issues such as municipal health functions and early childhood development.

Source: SACN: 2017 - The CoJ's safety-related mandate – as local government



LOCAL GOVERNMENT FUNCTIONS: ASSIGNMENT NEEDED TO ENSURE MANDATES ARE FUNDED

- The promotion of a safe and healthy environment, takes place across the local government matters (functions), listed in Schedules 4 and 5B of the Constitution and is not listed as a singular local government matter or function.
- By-laws, such as those regulating liquor sales, public parks, streets and public spaces etc. have a significant impact on urban safety.
- Some of the roles and responsibilities envisaged in the White Paper, such as the establishment of directorates at municipal level, conducting annual community safety audits, ***specifically the resourcing*** thereof, might be challenging for municipalities.
- The drafting of national legislation that assigns this function to municipalities in future, following the processes set out in section 9 of the Municipal Systems Act, 32 of 2000, is therefore recommended.

TANGENT POINTS WITH THE WHITE PAPER ON SAFETY AND SECURITY

The critical tangent points identified in the White Paper on Safety and Security :

- Safety through environmental design; and
- Active public and community participation

with the Integrated Urban Development Framework are:

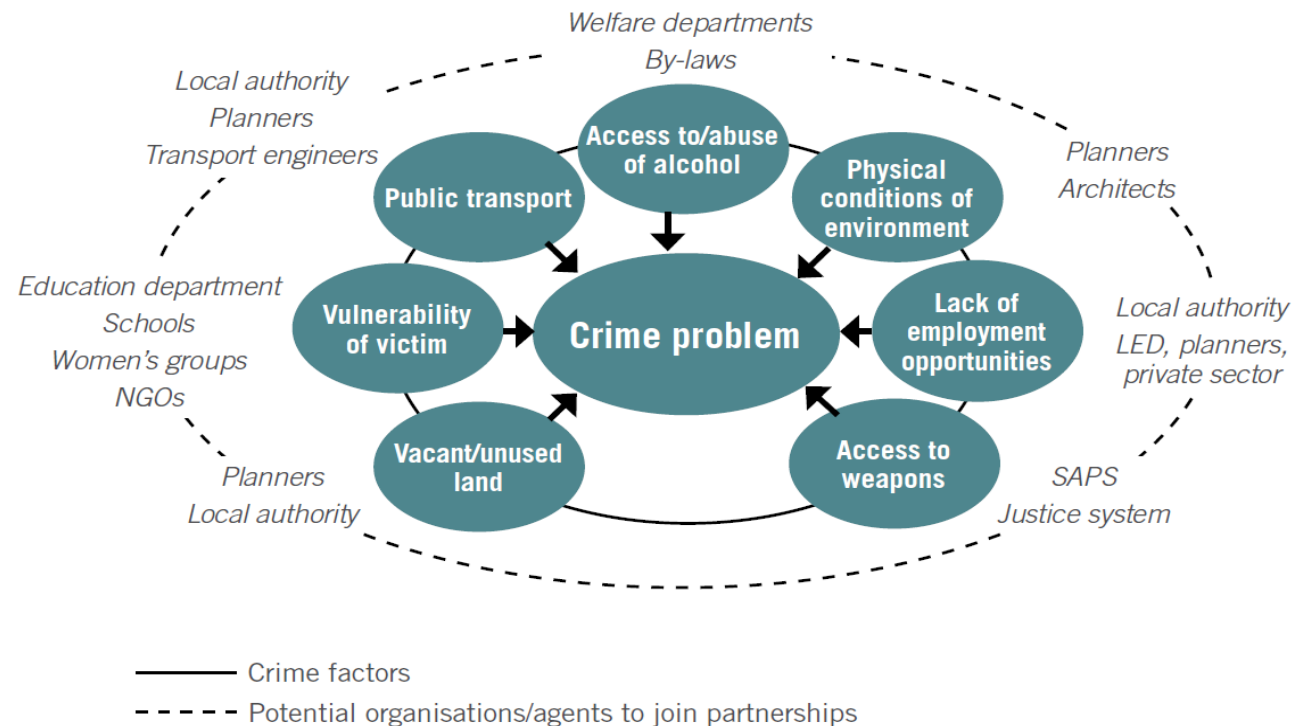
- Integrated urban planning and management; and
- Empowered active communities.

So what would be the:

THE COMMON DENOMINATOR
OF **SUCCESS**

COLLABORATIVE PARTNERSHIPS

- Crime and violence are the products of many different factors. All organisations that can influence these factors must take part in projects to make a community safe.
- Because these organisations all have different perspectives and skills, their crime and violence prevention activities need to be formalised and co-ordinated.
- Partnerships are the key to making such multi-agency approaches work.



Source: CSIR. 2016. Making South Africa Safe

INTERGOVERNMENTAL RELATIONS / COOPERATIVE GOVERNANCE

- A proactive approach is required to identify and resolve intergovernmental and planning problems. This should include the use of mechanisms, such as spatial compacts, to negotiate spatial conflicts among spheres, sectors or other actors.
- Intergovernmental and differentiated planning needs to be strongly positioned within ***the local government governance framework***, (not within each of the national or provincial sectors) together with initiatives to build spatial and long-term intergovernmental planning capabilities for growth and development. This is particularly urgent for metropolitan municipalities, intermediary cities and the city-regions.
- The logic for sectoral plans and capital investments should be informed by strategic plans, such as the spatial development frameworks (SDFs), local area plans, precinct plans, etc. At a local level, these should all be expressed within the **IDPs, which should be seen not as municipal plans, but rather as an expression of all of government and its partners in a local space.**

STRENGTHENING COOPERATIVE GOVERNANCE

- Opportunities to strengthen cooperative governance and collaboration in planning, monitoring and evaluation:
 - ✓ Local needs identification through the IDP process and within the Municipal prescribed planning timeframes (municipal financial year is from July – June) will impact project and programme development at Provincial and national level (not the other way round) –
 - ✓ Use of IDP processes for needs assessments
 - ✓ Provincial and national departments to attend IDP hearings or IDP community meetings
 - ✓ In view of the cross-cutting nature of safety and security in municipalities, do we create a separate topical (safety and security) intergovernmental forum (reminding ourselves that safety and security is crosscutting a number of local government functions)? Alternatively, do we integrate the safety and security issues, with agendas of existing fora's?

STRENGTHENING COOPERATIVE GOVERNANCE

- Although the different sectors will determine their targets, norms and standards, the locality and sequencing of their programmes and projects **must be informed by local spatial plans**.
- This implies that national and provincial government, and state-owned entities (SOEs), **should engage with municipalities** before deciding where programmes will be implemented, to ensure that their programmes and investments are aligned to municipal spatial plans.
- Municipalities' contributions include but are not limited to:
 - ✓ Enforcing municipal by-laws: street trading, littering, noise pollution.
 - ✓ Traffic police: enforcing traffic laws, providing visible policing.
 - ✓ Municipal policing: by-laws enforcement, targeted patrols, penalising traffic violations.
 - ✓ Disaster risk reduction by enforcing by-laws.

STRENGTHENING COOPERATIVE GOVERNANCE

- The Premiers, together with the MECs responsible for local government, are key role-players in intergovernmental planning in provinces.
- Therefore, when provincial departments conduct reviews or draft their strategic plans and annual performance plans, the Offices of the Premier and provincial departments responsible for local government should work together, to ensure that the plans of the different spheres are informed by and aligned to municipal long-term plans, SDFs and IDPs. They should also identify regional spatial development priorities that require joint planning initiatives and collaboration with other sectors.
- Premiers and MECs should then direct and focus the necessary resources to create coherent centres of planning at provincial level that will support the convergence of investment and development in municipalities.
- The South African Police Services play an integral role in our society and should work jointly with the various 3 spheres of government.

COMMUNITY PARTICIPATION

- Community participation is very complex. Do not confuse community participation with consultation.
- Meaningful participation means that people are actively involved in making decisions about the planning and implementation of the processes, programmes and projects that affect them. It is not sufficient to organise a meeting where a project or programme is presented to the interested and affected people and parties for discussion or their approval.
- It is important that all stakeholders are invited to participate in the process, especially those who are directly affected. This could include community-based organisations, churches, schools, businesses, trade unions, civic organisations, sport groups, CPFs, residents' associations, informal trading associations, etc.
- The elected ward councilor should always be included in the process, ***but this councillor should not be expected to act as the sole representative of the different groups within his/her ward.***
- Ideally, members of the community should be involved with the full range of aspects of the decision-making process, right from the start of discussions about a community crime prevention strategy.

CONCLUDING REMARKS

- The White Paper on Safety and Security is welcomed in view of the Constitution identifying the promotion of a safe and healthy environment as a local government object. We hope that the proceedings on these two days will assist in working towards a Safer City Concept/ Strategy.
- The nexus of all government policies is at the local government space – our discussion in terms of the intergovernmental and institutional arrangements should therefore focus on making it easier at the municipal level to achieve our common goals – this might entail, changing planning, funding and implementation from a top-down approach to a bottom-up approach – i.e. national and provincial goes to local....
- The communities are why we are here – their needs and also their participation should remain the point of departure
- Promoting Safer Cities in our towns, cities and rural areas is integral to promote safer livelihoods and better well being of our future.
- The IUDF Promotes Urban safety as a cross cutting measure in our building of cities, town and rural areas

Stefanie Chetty
Pr.PIn A/1691/2013
Director Urban Policy Development and
Management

StefanieC@cogta.gov.za

066 474 9022

www.iudf.co.za

@IUDF-za

