

A TRANSFORMATIONAL CITY DEVELOPMENT STRATEGY

1. Introduction

Transformation is that in-between stage embodying both disintegration and integration. The Tshwane City Development Strategy is being utilised to allow the structural and systematic constraints of the past to fall apart whilst encouraging integration forces to assemble a new status quo within this local area.

The City Development Strategy (CDS) is a long term vision guiding the development of the South African capital city including Pretoria, Centurion, Hammanskraal, Winterveld and Akasia. This geographic area is the jurisdiction of the City of Tshwane Metropolitan Municipality (CTMM). In this discussion of the Tshwane CDS, it is simultaneously a vision for the future for CTMM in that its intentions are to be an all encompassing long term plan strategy for the allowing the Municipal institution to grow to new heights whilst providing a platform for discussing the future growth of the city itself.

The Tshwane CDS is viewed as transformational in that it seeks to move the municipality from one particular reality to another where it can perform at its peak. And, through consciously applying strategic shifts, the CTMM can affect changes that are beyond what the normal growth and development of the municipality would have achieved, i.e. in essence putting a city on a new developmental path.

The CDS is a city agenda constituting of a coherent framework with statements and guiding principles that intend to guide development and investment patterns in identified areas within the City of Tshwane. Importantly, the Tshwane CDS identifies and consolidates a common understanding of the challenges faced by the city in order to allude to some solutions that would be desirable for the municipality and its need to achieve certain developmental goals.

The CTMM is charged with the responsibility of managing and serving a newly amalgamated City of Tshwane settlement. It is not often that the internal institutional schisms and the efforts to correct these are methodically reflected upon as integrative or disintegrative forces that have a significant impact on how settlements are formed and malformed. The aim of this paper is to expose the precarious balance between integration and disintegration that the CTMM finds itself in whilst gleaned a few lessons for planning profession.

2. Tshwane CDS in Context

2.1 Global context

The impact of global economic integration leading to the changing role of cities is an experienced reality for the local government official. These strong economic and developmental trends associated with economic integration leads to:

- *'De-bordering' of national and local economies*
- *Concentration of economic activities in 'global city-regions'*
- *Cities as 'territorial platforms from which groups of firms contest global markets'*
- *Importance of cities as centres of innovation and learning within knowledge-based economy*

(After Introduction to SACN, 2005)

Global economic integration has particularly negative trends within a developing global city-region, such as the Gauteng City Region (Figure 1 refers). These trends are typically noted as the following:

- *Xenophobic responses to cross-border labour migration*
- *Shift from traditional city centres to multi-nodal urban systems*
- *Widening of inequalities (spatial, economic, basic service provision, etc.)*
- *Withdrawal of wealthy communities into 'privatopias'*
- *Growing mismatch between jobs, housing and transit*
- *Growth of hyper-large cities*
- *Inequality and marginalisation*
- *Social and spatial segmentation*
- *Fortressed communities*
- *Retreat of public space*
- *Urban violence*
- *Fewer resources to deal with greater problems*
- *Historically distorted national and local spatial economies and urban form ('displaced urbanisation')*
- *Unchecked expansion of multiple business nodes and peripheral location of low-income housing and informal settlements*
- *Inadequate public transport systems for communities trapped in 'zones of poverty' to be able to gain access to the urban economy*
- **City development strategy is an important component of global competitiveness and national development**

(After Introduction to SACN, 2005)

2.2 South African Context

Local government in South Africa is continuing to grapple with urban challenges of a newly democratic society plagued by huge socio-economic disparities playing themselves out in contested urban areas.

- *In SA, 20% of towns and cities produce 82% of GDP*
- *80% of the economy's manufacturing is concentrated in six metropolitan regions*
- *During the 1990s, 58% of all new economic growth took place in just 4% of the country's area*
- *In the channel between Johannesburg and Tshwane which makes up just 0,2% of the country's area, 24% of GGP growth in the 1990s took place*
- *There is a direct correlation coefficient between the level of urbanisation and GDP per capita, although lower in SA than in comparable developing economies*
- **Urban development is a national economic policy issue**

(After Introduction to SACN, 2005)

The Republic of South Africa is a capitalist democratic country that upholds all capitalist principles and systems. The SA government system is geared towards ensuring that capitalism thrives. Thus, the role of local government as main implementer of government agenda at the local level is put in stark contrast to that of private sector. Since 1994, local government across SA has had, amongst others, the added responsibility of actively engaging in Local Economic Development (LED) initiatives to grow and develop existing and new economic sectors and players.

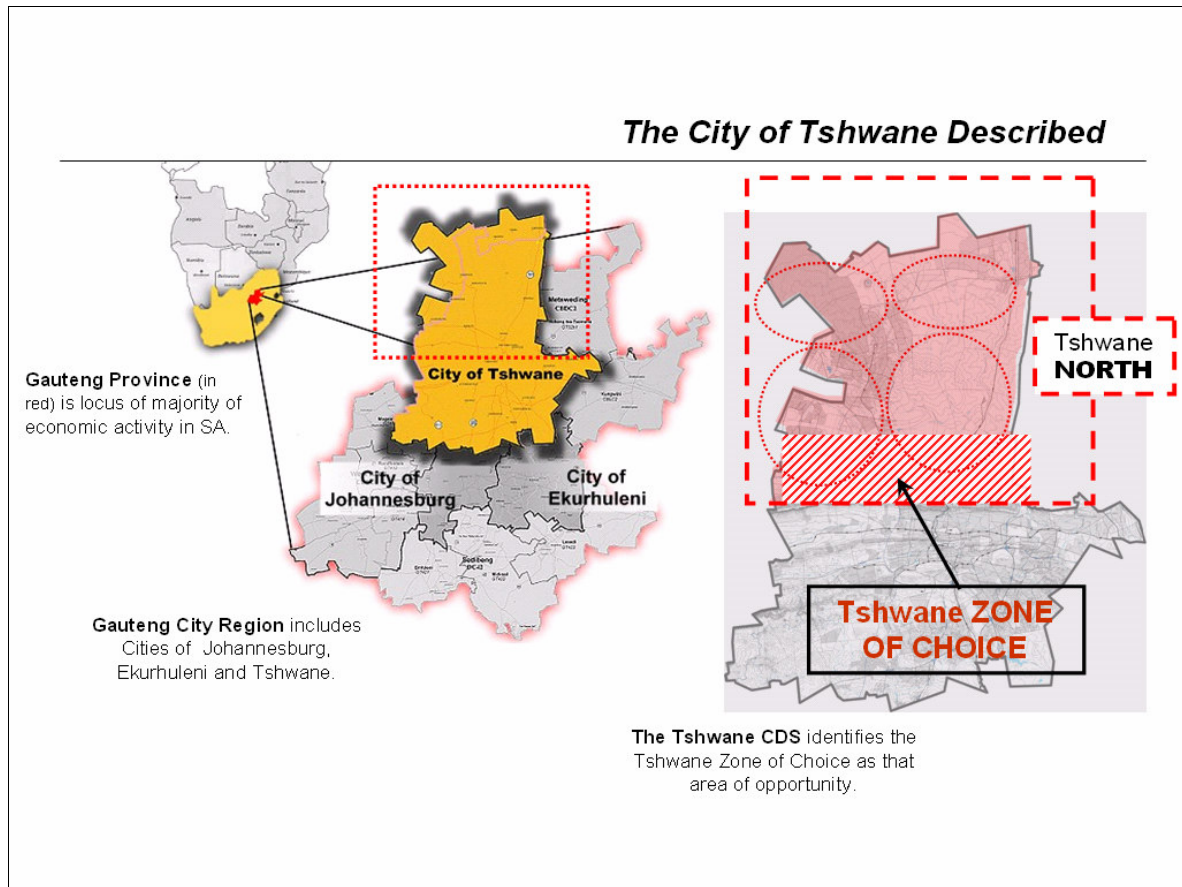


Figure 1: The City of Tshwane in the Gauteng Global City Region

This added responsibility can be interpreted to mean that the mandate of local government is to drive investment in non-viable area; in stagnant areas and in less than desirable sectors that are not yet economically viable. More specifically, this means that over and above basic service provision the task at hand is to create more preferred conditions for the private sector to complement these initiatives by investing further and driving increased economic growth.

In the traditional approach to service provision, an immense amount of pressure is put on the resources available to local government at any one time. Municipalities are expected to chart inventive ways of coping with an enormous pressure on ability to continue to provide basic services (i.e. water & sanitation, roads & stormwater; refuse removal; environmental planning & management)– alongside the bouquet of LED initiatives (tourism facilitation, development and growth; economic facilitation, development and growth; investment promotion; social and welfare responsibilities; including power generation; electricity distribution and management; running a bus fleet; etc.)

In South Africa, the Municipal Systems Act, 2000 has detailed the Integrated Development Plan (IDP) as the chief planning tool for all municipalities. Thus, the sphere of local government is regulated to do planning within the framework of IDP. The IDP is a short- to medium-term planning tool that requires that long term planning be, at least, reflected in the municipality's five (5) year IDP as revised annually. The City of Tshwane has opted to allow a longer term view to inform short- to medium-term decision making to help it navigate a path through disintegration and integration tendencies in the environment it finds itself in.

3. The City of Tshwane Status Quo

The CTMM was established in 2000 after the amalgamation of 13 diverse and often politically polarised municipalities, traversing an area of over 2,000 square kilometres. The City of Tshwane Metropolitan Municipality (CTMM) is a metropolitan municipality that is battling with what can be typified as the dual reality of an African metropolis (**Refer**).

The key tensions tearing the city apart are mainly unabated poverty in the north and booming mainstream market success in the South and the East. (**Diagram**) But, the forces tearing the city apart are but one arena upon which to juxtapose integration and disintegration. The municipal institution itself is the site for further polarisation and tensions. The two arenas are reviewed in the settlement and institutional inheritance of the CTMM – conditions that obtained in the period from 2000 to 2003 in the City of Tshwane.

3.1 Settlement Inheritance of the CTMM

- Dual City
- Urban poverty and unemployment
- Fragmented and inequitable city structure that induces higher living cost for the poor
- Structural flaws of our city limits the ability of firms to compete in the global economy
- Major backlogs in basic services, infrastructure and housing
- Looming fiscal crises
- Unsustainable use of scarce resources and city form
- Impact of HIV/AIDS
- Of the nearly 2 million residents of Tshwane, some 40% and almost two thirds of black residents are situated to the north and north-west of the city where levels of poverty and unemployment were, and still are, chronic
- While these pressures are not unique, Tshwane is particularly challenged by the extreme spatial separation of economic opportunities, illustrated by the city's unemployment rate of 31.5%, with 29.1% of residents living in poverty, despite a growth rate of 5.1% between 1996 and 2002, which is above the national average.

3.2 Institutional Inheritance of the CTMM

The CTMM was a new institution undergoing growing pains of initial organisational restructuring; a fledgling senior management; varied transitional working arrangements that were available to the leadership of the city and seeking to move to a common culture within the rank and file of the municipality. This common culture had to span the institutional or internal paradigm in order to facilitate organisational cultural transformation, i.e. allow for racial inclusion and a more gender sensitive profile of organisation. Secondly, the institution needed to respond differently to its population and its various constituencies of which the majority had been systematically neglected.

This situation gave rise to the following challenges:

- The lack of a shared strategic vision for the city, underscored by political and racial divisions;
- The absence of institutional cohesion and uniformity;
- Increased pressure on limited financial resources;
- At the time of amalgamation only two (2) of the thirteen (13) councils, which served white and business constituencies, were financially solvent;

3.3 Tshwane Fact Sheet

Table 1: Tshwane Fact Sheet

Spatial			
Total Area of Tshwane	2199 sq. km ²	Dimensions	65 km (north to south) 50 km (east to west)
Total Population			
Total population	1.96 million	Average Population Density	10 inhabitants per hectare
Average growth in population	1.7 %		
Employment			
Total employed population	0.66 million (67% of economic active)	Population growth	- 3.3% per annum
Growth in employment opportunities	2 % per annum	Job opportunities	662 000
Unemployment rate	31.5 %	People living in poverty	29,1%
Tshwane economic growth rate per year	5.1%		
Municipal Institution			
Finances	Revenue collection which averaged above 95% for the past two financial years and is projected at an average of 97% over the next three financial years;	Municipal Rand per capita per annum (R7.9bn/2.1million people)	R 3761.91 per person per annum
Total budget	The 2004/05 budget plans for operating expenditure of R6.7bn, and a capital budget of R1.2bn = R7.9bn	Personnel/population ratio (people served by every official)	135000 / 2.1 million
Debt to income gearing which is well below the local govt norm of 50%			
Percentage on Transport			
Sub-region	% of population traveling > 60min.	% spending more than 10% of income on travel work	
Temba – North of City	40%	46%	
Soshanguve - North of City	45%	45%	
Mabopane – North of City	38%	44%	
Akasia – North of City	9%	30.6%	
Rest of City	3.5%	0%	
Employment			
Sub-region	# of economic active	% out of work	
Temba, Winterveld, Mabopane, Ga-Rankuwa -- North of City	275 000	49%	
Soshanguve – North of City	151 000	41%	
Akasia, Rosslyn – North of City	14 000	3%	
Pretoria North– North of City	26 000	40%	
Pretoria East	90 000	6%	
Centurion	92 000	16%	

3.4 A Clear Goal to Transform

In 2003, the CTMM sought to articulate clearly a response to the rampant private sector driven development that was driving the city to be increasingly unsustainable. Moreover, the disintegrative forces were fragmenting municipal functions and departmental service delivery agendas within the municipality itself. The goal was to overcome the challenge of overwhelming market forces reinforcing Apartheid era segregation.

An institutional response was sought that would drive settlement and institutional integration whilst consolidating an inclusive vision and building a common story around the future of the city. In addition to addressing the need to increase investment to expand employment and services, and achieve systematic and sustained reductions in urban poverty, the City Development Strategy adopted by the then political chiefs and administrative principals had to satisfy these conditions:

- A vision and will to tackle the structural problems of the Apartheid City – not to perpetuate it
- Agreements on a clear and succinct City Strategy linked to tangible intervention package
- Agreement on the crucial developmental shifts
- Appreciation of scale (large) and time frames (long)
- Appreciation on the scale of funding required (more than municipal capacity)
- Appreciation of institutional preconditions – four dimensional partnership
- Desire to deliver beyond municipal service mandate
- A City that avoids stumbling from crisis to crisis

4. The CDS as a Tool for Transformation

4.1 The Tshwane CDS defined

A CDS focuses on the city as an engine of economic growth; the city as the locus of good governance; and the city as an arena of social inclusion and poverty reduction. (After GHK Group of Companies, July 2000) Approaches to development increasingly emphasize the importance of taking a many sided approach giving equal weight to economic, political, institutional, social, and cultural factors. Paralleling the many sided approach to development is the view that democracy is a vital component of development, not an outcome of the process of development. Furthermore, participation, inclusion, ownership and accountability and transparency in government are seen as vital processes to ensure democracy and, hence, development. (GHK Group of Companies, July 2000)

From the above definition, the Tshwane CDS can be characterized as an action plan for equitable growth in cities; developed and sustained through participation; to improve the quality of life for all citizens. **(Refer)** Its goals include a collective city vision and action plan aimed at improving urban governance and management; increasing investment to expand employment and services; and; systematic and sustained reductions in urban poverty. **(Refer)**

The Tshwane CDS takes a definite economic view by clearly targeting poverty reduction. It views the enabling conditions for sustainability in urban development as good urban governance and local economic growth, with outcomes focused on livability, especially for the urban poor. **(Refer)**

Its key components are as follows:

- Long term (20 -30yrs) vision for Tshwane settlement including development focuses on the North, the Capital core, the South and East articulated as policy statements and broad intentions.
- Resource framework reviewing the methods and activities around financing of lead programmes. Attention is paid to exploring innovative funding mechanisms and means that are principally based on partnerships that result from the coincidence of agendas.
- Institutional framework
- Engagement Strategy using the existing CTMM stakeholder engagement and management framework as a point of departure for targeted engagements around i) realizing the 8 lead programmes and ii) deepening participation by the various Tshwane communities, namely business; diplomatic community; learning & research institutions; youth & women; advocacy groups; etc.
- Implementation Agenda that is currently being refined into an Action Plan through a detailed and integrated pre-planning exercise to define each major lead programme.

4.2 Tshwane CDS Strategic Framework

The CDS strategic framework comprises of the following (in hierarchical order);

4.2.1 The Tshwane Vision

“The leading international African capital city of excellence that empowers the community to prosper in a safe and healthy environment”

The Tshwane vision is purpose for which the overall CTMM organisation is working towards.

4.2.2 The CDS Strategic Objectives (also called the ‘Tshwane Strategy House’)

The Tshwane CDS focuses selectively on issues over 20-30 years that can provide a coherent framework of action for all role players; municipal, national and provincial government, private investors and the community. It is not intended to be comprehensive, focussing rather on key leverage points that would ensure maximum strategic impact.

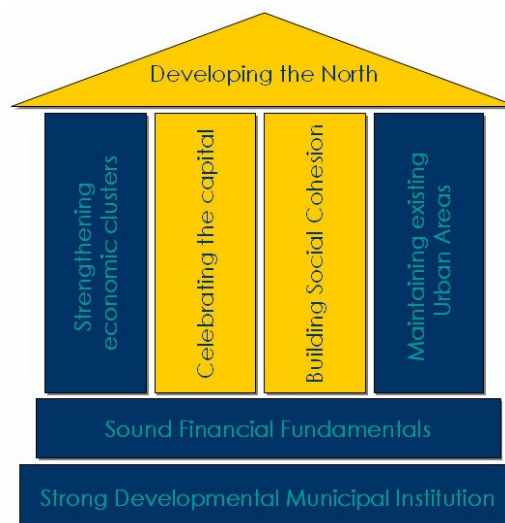


Figure 2: Tshwane CDS Strategy House

The 'Tshwane Strategy House' is made up of seven (7) strategic objectives that underpin the long-term strategy for realizing the vision of Tshwane. The focus of each of these seven strategic objectives is expanded upon in the CDS final report (30 September 2004) as follows:

Table 2: Tshwane CDS Strategic Objectives

Strategic Objectives	Focus
Objective 1: Developing the North	Focus: Infrastructure led expansion of development potential of the North to tackle poverty (The North has been disaggregated into specific geographic zones. See Annexure 1: Geographic Zones of the North)
Objective 2: Maintaining Existing Urban Areas	Focus: Continued sound management and development of the established urban areas (Pretoria Central, Centurion, South-eastern Pretoria, Mamelodi and Atteridgeville/Laudium) by maintaining services and supporting market-driven initiatives to support the overall development of Tshwane
Objective 3: Strengthening Key Economic Clusters	Focus: Strengthening key economic clusters to gain leverage from growth trends in manufacturing, government and business services
Objective 4: Celebrating the Capital	Focus: Celebrating the National Capital and Repositioning the Inner City as a vibrant cultural and government centre
Objective 5: Building Social Cohesion	Focus: Building high levels of social cohesion and civic responsibility to maximise development opportunities
Objective 6: Strong Developmental Municipal Institution	Focus: Ensuring a Solid Foundation: Modernising the administration for developmental service delivery through phased restructuring and institution building
Objective 7: Sound Financial Fundamentals	Focus: Ensuring a Solid Foundation: Ensuring municipal financial fundamentals as platform for services and development

The point of entry to plotting a bold new development trajectory for the City of Tshwane is through the roof of the 'Tshwane Strategy House', i.e. through "Developing the North". The view that the CTMM takes is that a detailed framework of actionable interventions in the North is the key to unlocking the challenges of City of Tshwane as a whole.

The arrangement of the CDS strategic objectives into the shape of the 'Tshwane Strategy House' is significant. The form of the 'Tshwane Strategy House' depicts the rationale that the foundation holds up the pillars that in turn hold up the roof that holds the objective of "Developing the North". The 'Tshwane Strategy House' aims to, over time, drive the CTMM towards achieving its vision through interventions targeted at ensuring a solid foundation for development (Objectives 6 & 7); securing the strategic pillars in place (objectives 2, 3, 4 & 5); and importantly focusing on significantly restructuring the City for the benefit of all of its citizens (Objectives 1).

4.2.3 The City Priorities

The five (5) City Priorities are a result of a process of merging previous CTMM strategic directives with those of the, then, emergent Tshwane City Strategy with a view to provide the basis for the Tshwane City Scorecard. The City Priorities are listed as follows:

Table 3: Tshwane City Priorities 2006 - 2011

City Priorities	Intention
Infrastructure Development & Maintenance	Provision and maintenance of economic & social infrastructure. To eradicate backlogs.
Economic Development	Ensure sustainable economic growth and development of the CTMM.
Safety & Security	To ensure a safe and healthy environment where people feel secure to work and live.
Social Development	To improve the quality of life of all citizens by improving cohesion, development, health care; public transportation; affordable housing, culture and heritage, sports & recreation.
Good Governance	To provide accountable governance that will ensure sustainable service provision in a transparent way.

The five (5) City Priorities coincide with the CDS Strategic Objectives in that they represent the same areas of strategic concern and focus. Therefore, City Priorities are the focus for all short- to medium-term planning activities of the CTMM and form the basis of the Performance Management System (PMS) for setting and measuring performance targets for the various implementing agents in the CTMM.

The rationale informing this relationship between City Priorities and CDS Strategic Objectives is that achieving development outcomes on an annual and medium-term basis works, in deliberate measurable increments, towards the achievement of the Tshwane City Development Strategy and, eventually, the Tshwane City Vision.

5. Tshwane CDS Theory and Principles Applied

The Tshwane CDS takes a radical position of seeking to clearly influence the market trends and development logic of key actors in the Tshwane space through a public sector driven productive investment agenda. It is the chief strategic direction that is versed in detail, achieved and evaluated through the Integrated Development Plan (IDP). The Tshwane CDS addresses the need to develop a clear medium- to long-term vision to drive short- to medium-term strategies and tactics. These short- to medium term strategies and tactics are the essence of the legislated IDP process and are treated as such. This implies that the Tshwane CDS need not seek to be the operational plan for the municipality; instead this role is already adequately accommodated in the Tshwane IDP.

The national and provincial development agendas set impose on the CTMM a necessity to refine and align our planning processes in order to realise the City Development Strategy which defines the Tshwane development perspective. The Integrated Development Plan (IDP) remains the central critical vehicle facilitating, among other things, the link between the CTMM's strategic direction and the Municipality's allocation of scarce resources.

5.1 Towards a Transformational Agenda

Transformational agenda is driven by political principals: Mayor, MMC's and Council – an exercise in democracy as these principals are voice of the people (representation of constituents interests in the City of Tshwane.

Transformational city agenda begins with the SA state itself; all laws geared towards that LG transforms itself, its operations, its systems, legislative environment and goes further to be an agent for allowing transformation of their constituencies and the particular interests within these local area. This is what is referred to as developmental local government – development oriented, people oriented, beginning with end in mind and underpinned by the belief that development products as well as LG role in enabling individuals to prosper and thrive to become the best they can be (all people of all races colours and creed prosper and reach their fullest potential). There is an added condition to this because of our apartheid background the transformational agenda seeks to unashamedly empower the poorest of the poor first – belief being that “a city which works for ordinary citizens, works for everyone.” (Dewar, 2003)

The CTMM's new course towards embedding and consolidating reforms and stabilising of service delivery has increasingly been directed by the City Development Strategy (CDS). The CDS essentially represents a political vision for the city and a conscious set of decisions to shape the future of Tshwane in partnership with other stakeholders, especially national and provincial government. The CDS therefore articulates the city's desired future, informing annually reviewed city priorities - the first stage of a new Integrated Development Plan (IDP).

As an overarching and long-term strategy, the CDS informs all other activities within the municipality. What is possibly most significant about the CDS is that it has assigned a high priority to addressing the development needs of the north of Tshwane, along with on-going initiatives to support economic clusters, urban areas, celebrate the capital and build social cohesion.

5.2 Transforming Municipal Operations

5.2.1 An Inclusive Corporate Planning Approach

The Tshwane Development Management Cycle is premised on an understanding of the integrated development planning process as being an ongoing and overarching process run collectively by all actors in the Municipality and City to achieve the developmental objectives of local government. Hence, all inputs into the IDP process need to be sequenced and dealt with in a fashion that ensures that:

- the tenets of local democracy are preserved;
- the long term vision of the city guides municipal action year-on-year;
- all actors are included and familiar with their role on the process; and
- the planning cycle is replicable in order to allow benchmarking, learning and growth as the process is repeated.

The Municipal Systems Act, 2000 requires municipalities to engage in integrated development planning. The Tshwane Development Management Cycle is an attempt to unite differing stand-alone processes and tools into one overarching planning, implementation and reviewing process that integrates Municipal activity. The Tshwane Development Management Cycle was conceived as a direct response to the legislated mandate and the need for coherent forward planning framework to implement the City Development Strategy through the CTMM organisation.

The Tshwane Development Management Cycle concerns itself with the management and improvement of current organisational processes and encouraging of improved forward and

backward linkages between these processes. The end goal is to progressively convert planned intentions into implementable development interventions. Hence, the process of allocating resources to agreed upon and intended policy direction is critical in ensuring that the City Development Strategy is progressively realised.

The Tshwane Development Management Cycle is innovative in that it aims to unite the various processes and tools that are necessary for achieving integrated development outcomes. Furthermore, the Tshwane Development Management Cycle is a cycle of incremental institutional growth and learning that increases CTMM organizational relevance to the development issues arising in the City with the passage of time.

This report outlines some of the key stage of the Tshwane Development Management Cycle and elaborates on what each stage entails. Inputs from preceding stages and outputs for following stages will be highlighted in order to demonstrate the linkages between the different stages.

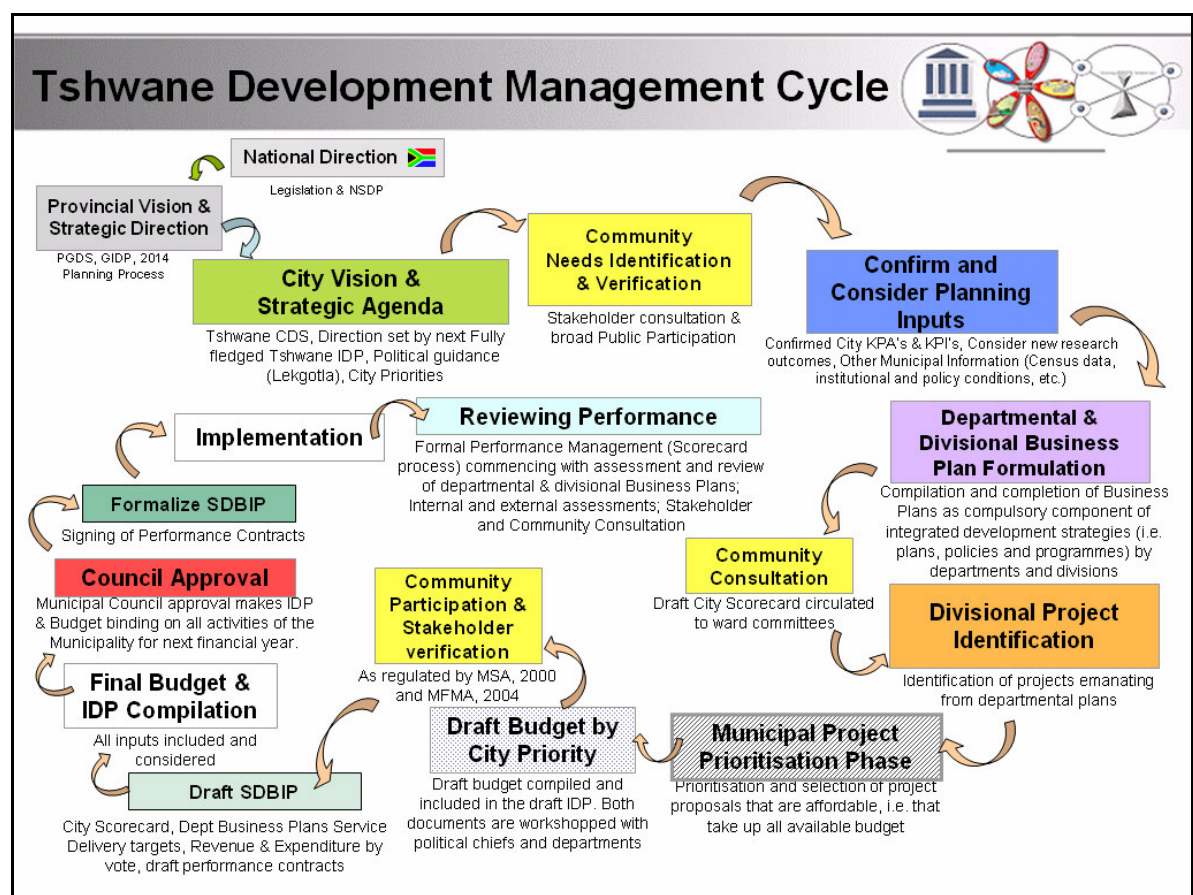


Figure 3: Tshwane Development Management Cycle

The stages of the Tshwane Development Management Cycle are as follows (See Figure 3: Tshwane Development Management Cycle):

- National Direction
- Provincial Vision & Direction
- City Vision & Strategic Agenda
- Community Needs Identification & Verification
- Implementing the Scorecard & Considering Planning Inputs
- Departmental & Divisional Business Plan Formulation

- Community Consultation 1
- Divisional Project Identification
- Municipal Project Prioritisation Phase
- Draft Budget by City Priority
- Community Participation 2 & Stakeholder Verification
- Final Budget & IDP Compilation
- Council Approval
- Implementation
- Reviewing Performance

The new planning process notably brings about strategic critical shifts to the conventional municipal planning process. Firstly the CDS is included in the IDP process thereby ensuring and aligning the IDP focus to the strategic direction of the Municipality. Secondly it aligns the CDS, Business Planning, IDP Prioritisation, Budget Compilation and PMS.

Thirdly political direction and support is sought throughout the process ensuring that there is proper leadership to the process and avoid ad hoc political decision to planning process. Fourthly, through city priority issue based budgeting integration of functions in the CTMM will be realistically feasible. This process will direct municipal action into identified key areas of performance. Lastly this new planning process creates a more sophisticated and strategic intervention package.

5.2.2 Strategy-led Issue Based Budgeting

A project prioritisation framework is used a systematic way of ordering the importance of proposed departmental and divisional projects in the CTMM. The activity of prioritisation is a pivotal phase in the Tshwane DMC because it is at this juncture that political, policy, legal and departmental directives are converted into actionable initiatives. The process of allocating scarce resources to proposed projects (i.e. drafting the budget) is the phase where all the CTMM's policy and political goals are given an opportunity to become a tangible reality.

The project prioritisation framework determines what the CTMM's service delivery offering for the coming financial cycle will entail. Further, the project prioritisation framework reflects certain values that the Municipality seeks to promote. These values set the tone for the statement that the CTMM makes with the finalisation of its draft capital budget.

The CTMM initiated the revamping of the Prioritisation Mechanism in September 2004 in close collaboration between the departments responsible for the Tshwane CDS (long term strategic planning); the IDP (short term operational planning); Corporate and Business Planning (detailed application of tools for good corporate governance), Budget Planning and Compilation (financial planning and resource allocation) and Organisation Performance (organisational performance reporting, reviewing and feedback). The prioritisation mechanism that was eventually fashioned is one that:

- is directed toward performance in the Key Performance Areas identified in the City Scorecard and, by implication, in departmental and divisional scorecard as well as in the performance contracts of Strategic Executive Officers;
- promotes investment in the key intervention areas identified by the final report on the City Development Strategy (CDS);
- promotes the use of external funding in as far as it is possible first before the utilisation of CTMM resources to complete capital projects;

- supports projects that benefit, simultaneously, key intervention areas of the City Development Strategy and Disadvantaged Wards as identified by the Baseline Information on Poverty in the City of Tshwane, July 2003 ;
- puts an emphasis on pre-planning activities (enablers) by supporting projects that have concluded Environmental Impact Assessment and Land Acquisition activities; and
- considers integration of projects by assessing the degree to which each project is dependent on and is a key determinant for other projects in the CTMM.

The prioritisation principles above have directly informed the criteria and their significance in relation to each other in the prioritisation mechanism. Each principle has found expression as a criterion or standard against which to measure all proposed projects received in the project identification process that is currently under way.

The prioritisation mechanism proceeds to allocate importance to each criterion through assigning weights that ensure that the principles for prioritisation retain their ranking as determined by the political chiefs annually.

The prioritisation criteria and their respective weights are as follows:

Table 4: Prioritisation Criteria and Weights

Ranking	Criteria	Weighting (%)
1	City Priority Issue (CPI) and Key Performance Area (KPA)	32%
2	Location	20%
2	External Funding	20%
3	Areas of Benefit	12%
4	Environmental Impact Assessment (EIA)	8%
4	Land Acquisition	8%
5	Integration	0%
TOTAL		100%

5.3 Transforming the Planning Methodology

The CTMM embarked on a corporate planning exercise to give effect to the Tshwane City Development Strategy. This exercise was structured as a Rapid Planning Initiative (RPI) wherein the CTMM sought to invite innovative inputs from various internal and external participants within an open discursive environment. The CTMM had to respond urgently with innovative forums and formats for integration in conceptualising and preparing for CDS execution through the legislated Integrated Development Plan (IDP).

Rapid Planning is by definition:

- A design intervention process;
- An approach to problem-solving which considers the cost of current exercises (a result of years of “professionalisation”) and the constraints of the public sector; and
- An alternative to the norm – a norm which many are dissatisfied with, but apparently unable to think themselves out of.

The following Values & Principles are embodied in the Rapid Planning approach:

- time efficiency (process)
- cost efficiency (process)
- empowerment of young/in-house professionals (process)
- co-operation and partnerships (process)
- integration (design)
- equity (design)

The Rapid Planning Initiative focused on two to three-day workshops that targeted conceptualization, discussion and review of strategic issues relating to each of the Rapid Planning Initiative (RPI) Streams.

The *Foundations for Development*, *Connecting Tshwane*; and *Living and Celebrating our City* streams focused on the Tshwane settlement using infrastructure, transportation and housing respectively as anchor sectors for brainstorming settlement issues and possible resolutions. The *Towards Developmental Service Delivery* stream focused on the CTMM institutions ability to achieve the goals set in the first three RPI sessions. Where, lastly, the *Partnering for Development* stream focused on what and who to engage when the municipality's resources had come to an end.

The Rapid Planning Initiative was followed closely by an integrating corporate planning and budgeting processes linked to the Tshwane DMC in late 2005. In 2006, the same culture of working collectively and espousing integrating is reinforced by the Municipal Functional Clusters.

5.4 Transforming the Tshwane Settlement

Broadly, the first iteration of the Tshwane CDS, 2004 identified the following work packages for the different areas of the city:

The North

- Prioritise increased access between North and the CBD, South and West
- Allow jobs to respond to infrastructure and focus "key sectors" here
- Re-think agriculture and protect the area
- Increase housing choice, starting in the Zone of Choice
- Create places of value in existing areas

The Capital Core

- Sustain initiatives to increase housing choice
- Expose cultural assets
- Maintain "capital" attributes, including government
- Strengthen capital core management competency

The South and East:

- Develop a rational asset maintenance programme
- Ring fence capital budget resources to ensure acceptable asset maintenance levels
- Develop a progressive municipal tax and tariff regime, including provision for surcharges linked to services and levies linked to defined benefits

In 2005, the Second iteration of the Tshwane CDS has identified eight (8) Lead Programmes that constitute those major long term opportunities that the City of Tshwane can exploit in order to drive supporting development around them. These 8 lead programmes respond to two (2) tactical thrusts, namely a) Creating a solid platform for growth and b) Securing a better future.

Table 5: Tshwane CDS Lead Programmes

Tactical Thrust and Focus	Key Programmes
a) <i>Creating a solid platform for growth</i> <i>Focus: Package of specific city transforming interventions</i>	Creating an international logistical cluster
	Completing a metropolitan mobility ring
	Developing the Zone of Choice
b) <i>Securing a better future.</i> <i>Focus: securing existing foundations – Infrastructure, Urban efficiency, Tax base, Inner City, Townships</i>	Connecting Tshwane into the Knowledge Economy
	Vibrant Capital Programme
	Moving Tshwane initiative
	Quality Public Places Programme
	Working Infrastructure Programme

Whilst transforming the Tshwane settlement through the programmes associated with creating a solid platform for growth, the second set of programmes ensures that the CTMM remains viable and sustainable going into the future. The second sets of initiatives are closely linked with dealing with the current constraints and challenges facing the city.

The City of Tshwane settlement is at different stages in the cycle of managing development. The Tshwane CDS initiatives seek to fashion interventions that assist to attain urban efficiency, effective urban management and secure sustainable growth of the City in the long term future whilst fulfilling our local government mandate.

Currently, CDS implementation development is focused on **action-oriented project selection**, but also creates the right, long-term shifts in the city's development pattern at sufficient scale, beyond the municipal constraints.

6. Reviewing the Impact of the Tshwane CDS

To measure the impact of the Tshwane CDS the following broad categories have been identified as essential to monitoring the overall success of a city development strategy. They are:

- Institutionalisation of the CDS;
- Impact on poverty reduction; and
- Impact on inclusiveness.

(After Cities Alliance, 2001)

6.1 Institutionalisation of the CDS

The CTMM has decided to provide more than what is expected, through a conscious decision by political chiefs and political principals in 2003. The decision was to plan an inclusive governmental agenda, i.e. utilise the CDS to transform the relations between the different spheres of government. The Tshwane CDS has become that forum for engaging National and Provincial government and other local municipalities debating on how to improve development trends in the area of the City of Tshwane.

The Tshwane CDS acts as a tool for bringing all major directives including WSSD prerogative; Kyoto Protocols; Millennium Development Goals (MDG's); NEPAD directives; and other initiatives requiring local action such as South Africa's successful bid to host 2010 Soccer World Cup. The Tshwane CDS has proven ideal for consolidating governmental, legislative and operating environmental vision, especially in complex local government environment.

Three years later, the Tshwane CDS has largely been a visioning exercise clarifying the 20 year vision of the Municipality and the City. The merits of spending so much time in consolidating a vision for the future lay in the CDS's ability to unite a fragmented institution and to dealing with fractured operating environment.

The Significance of the Rapid Planning Initiatives is that the CTMM's corporate planning programme was an exercise in 'joined up' or cooperative governance – a concept that has been little tested in South Africa.

The RPI process embarked upon by the CTMM sought to distinctively and purposefully integrate outputs of planning. It also sought to engage within forums guided by energies, interests and opinions of those present in the sessions devoid of neither strong sectoral nor methodically onerous process. The way Rapid Planning was structured assists to achieve this.

The budgeting and resource allocation processes have worked to realise strategic intentions through implementation and incremental municipal action. The long lead times in realising development outputs and outcomes mean that it may be too soon to evaluate the development impact of the Tshwane CDS.

With respect to responding to constituencies needs across the city, a broad understanding has been achieved within the CTMM that Tshwane is one inclusive whole where all CTMM resources and efforts have to be spread. This may sound obvious, but in the South African context – the previous spend was minimum resources in outlining black areas whilst the focus of true maintenance; good environmental management and development energies remain on white urban areas to the detriment of the growth of other areas of the city. This is addressing the Apartheid background of the City. The Tshwane CDS has also gone a long way in addressing the inherent tension that exists between running a financially viable institution versus fulfilling a developmental agenda.

6.2 Impact on poverty reduction

Within the Zone of Choice the *Assessment of Development Activity in the north of the City of Tshwane since the adoption of the City Development Strategy (CDS) in September 2004* produced by that CTMM indicates the job opportunities available to the residents of the North of the city (Table 6 refers). The information provided by the application data from the CTMM's City Planning department indicates that there has been a significant rise in applications received since 2000, and especially between 2004 and 2005 (Table 7 refers). This trend can be loosely attributed to the impact Tshwane CDS on some investment decisions. It can, thus, be inferred that job creation will in some part result in this part of the city meaning that the Tshwane CDS is beginning to yield results.

Table 6: Work Opportunities in the Zone of Choice

Total work opportunities = 10 314

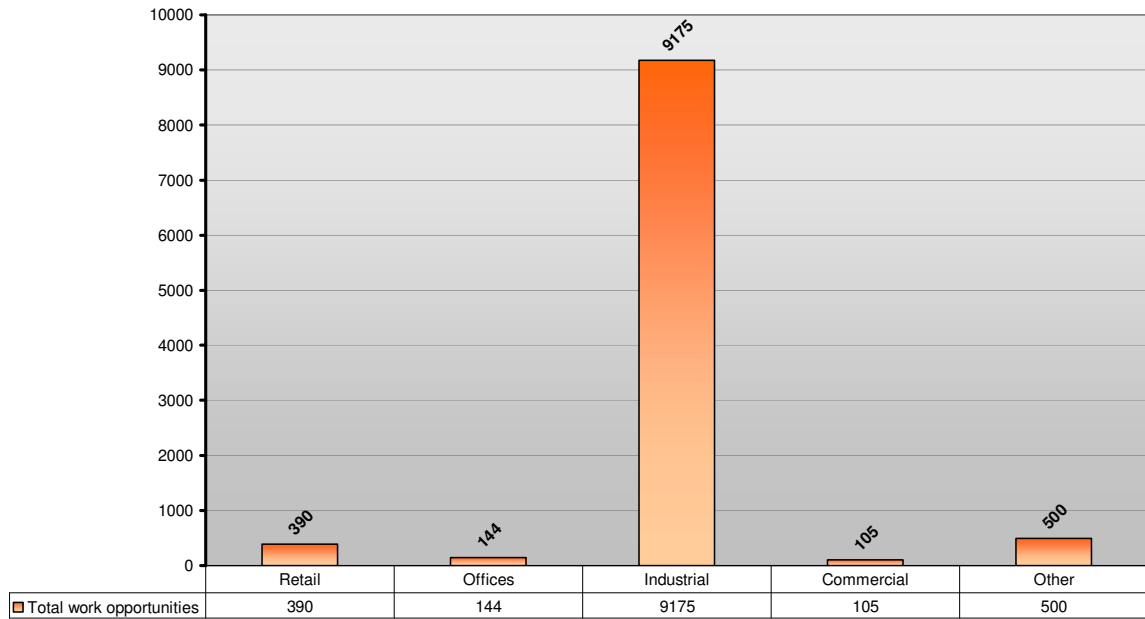
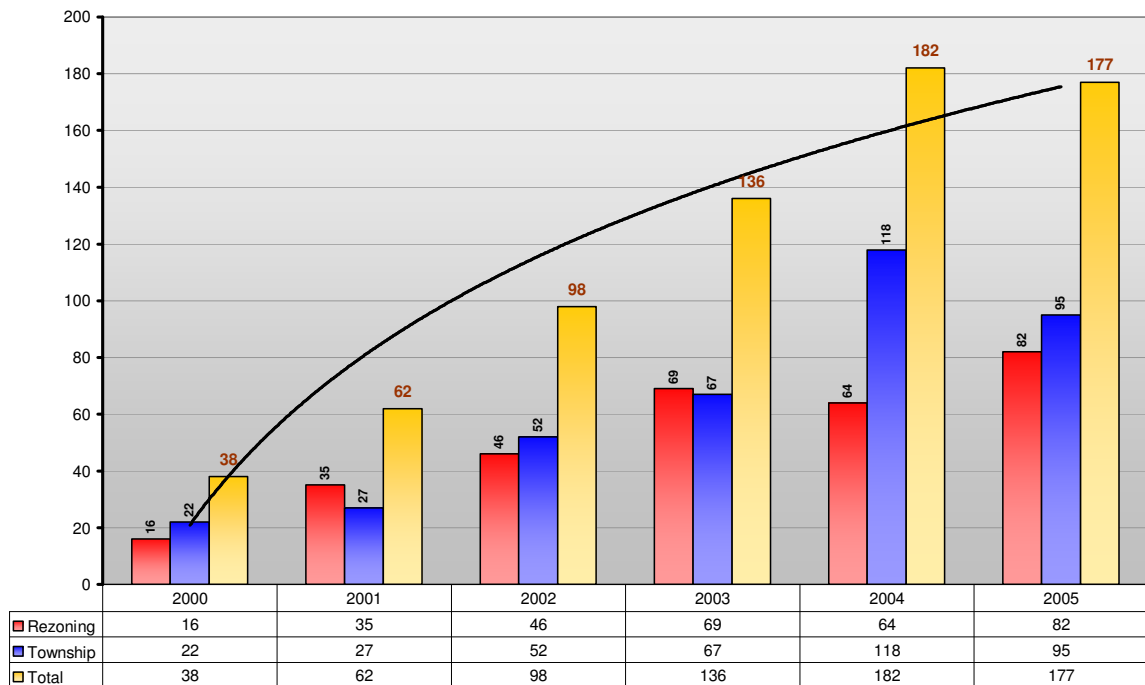


Table 7: Summary of Applications Received in Zone of Choice



6.3 Impact on inclusiveness

Broadly, the CDS has been well received by the investment community of Tshwane in its strategic intent to optimise development in the north, pro-active investment maintenance in working infrastructure. However, a number of challenges surrounding infrastructural development and other micro-economic concerns exist, e.g. safety and skills development impact.

Existing social capital and alliances with the private sector should therefore be strengthened to ensure that these are overcome in the medium term, positioning the city's communication strategy on this objective within the broader framework of the CDS's vision.

"Social capital" in the Zone of Choice as manifested by partnerships in the Rosslyn Strategic Development Forum and Private Public Partnerships are very strong and an important source of leverage to communicate the progress in implementing the CDS, as well as feeding back responses and proposals to Tshwane.

Essentially an impression was observed of positive relations and perceptions with the city. This is a positive position from which to build on, and to respond to predominantly practical suggestions from investors. All investors who had heard of the CDS (which had reached all major stakeholders), were positive about the Strategy. Tshwane officials have also been encouraged by the positive feedback from the private sector to the CDS, largely prompted by presentations, media reports and advertisements, despite the absence of an aggressive launch of the strategy.

Officials have been approached by what they categorize as two types of investors:

1. Those already investing in the city and wanting to understand its long-term plans; and
2. Those interested in specific opportunities arising from the CDS, especially property developers and estate agents who have been interested in the Strategy as a land-use plan.

6.3.1 Factors Constraining and Deterring Growth to Zone of Choice

- Service provision and so-called after-care;
- Complaints about the cost of services;
- An inability to access metres to check charges;
- Power supply in terms of reliability, quality and management, but accentuated by the relatively under-developed nature of the north;
- Safety and security needs to be addressed clearly in Safer City Strategy and simple measures could significantly reduce risk;
- Transport access for goods and people to be addressed by the transport strategy;
- Addressing HIV/AIDS; and
- Skills development

To this extent, the Zone needs to be supported by adequate levels of infrastructure and service attention to support industrial and residential expansion.

6.3.1 Areas of Improvement

Areas where CTMM can improve include the following:

- After care service needs to be improved;
- Poor billing and lack of access to metres was raised as a concern;

- Safety measures surrounding road maintenance and street lighting were raised on several occasions by interviewees – these requests need to be channelled to the city's administration as a priority in support of the realisation of the CDS;
- Zoning needs to be made more efficient and fast-tracked;
- Housing developments that support the emerging middle class should be furthered; and
- Public transport needs to be better co-ordinated in the Zone, including the provision of municipal bus services and Metrorail's service and engagement with the National Roads Agency on toll fees as they impact on the cost of production.

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