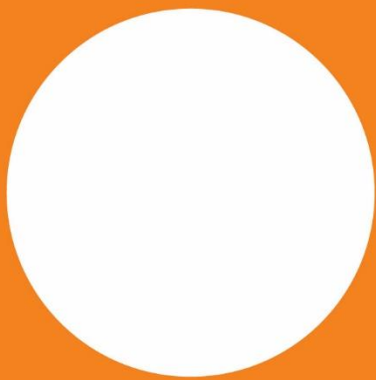# Long-Range Planning In South African Cities

A Practice-Based Guide
to City Development
Strategies

Contents

Table of Figures

Abbreviations and Acronyms

BEPP	Built Environment Performance Plan
C40	Cities Climate Leadership Group
CA	Cities Alliance
CDS	City Development Strategy
CSP	City Support Programme
CSP	City Support Programme
DCOG	Department of Cooperative Governance
IDP	Integrated Development Plan
IGR	Inter-Governmental Relations
IUDF	Integrated Urban Development Framework
LUMS	Land Use Management Scheme
MFMA	Municipal Finance Management Act
MSA	Municipal Systems Act
NDHS	National Department of Human Settlements
NDP	National Development Plan
NSDF	National Spatial Development Framework
NUA	New Urban Agenda
PSDF	Provincial Spatial Development Framework
RSDF	Regional Spatial Development Framework
SALGA	South African Local Government Association
SDBIP	Service Delivery and & Budget Implementation Plan
SDF	Spatial Development Framework
SDG	Sustainable Development Goal
SDR	Strategic Development Review
SPLUMA	Spatial Planning and Land Use Management Act
STATSSA	Statistics South Africa
UCLG	United Cities and Local Governments
UN	United Nations
UNDP	United Nations Development Programme

Introduction

City Development Strategies (CDS) are institutional and community planning processes that contemplate a city's possible futures, resulting in a strategy for the long term (a 10-50-year period), coordinated, cross-sector, multi-issue development of an urban jurisdiction that inform and are informed by shorter-term plans and initiatives.

CDS as a concept has been championed as a critical method of reflecting on urban change for cities across the world by the Cities Alliance (www.citiesalliance.org) and the World Bank since the late 1990s.

Such strategies have been adopted by South African Cities Network (SACN) since the early 2000s. South African cities have used CDS as a means of grounding medium terms plans (e.g. Integrated Development Plans (IDPs) and Spatial Development Frameworks (SDFs)), and have in time gained significant experience in coordinating these processes.

The South African Cities Network was established in 2002 by the Minister for Provincial and Local Government, in collaboration with the mayors of South Africa's largest cities. One of the organisation's objectives is to promote good governance and management in South Africa. It is for this reason that SACN has supported and contributed to the popularisation and implementation of CDS in South Africa through the coordination, compilation and promotion of the strategies. This has positioned SACN to assess the last 15 years' experience of undertaking CDS in South Africa, and to guide the continued discussion, compilation and implementation of these strategies.

The purpose of this Guideline is to provide local government officials, councilors, practitioners, with a suggested methodology for implementing city development strategies based on SACN's experience and that of its member cities. The guideline will also provide insight into CDS for the private sector, residents and communities. The methodology defined here for undertaking and improving a CDS is not definitive. There are many ways of conceptualising or undertaking a city development strategy. Certain components can be added or removed, or reinterpreted to fit a city's institutional and political history, and the needs of communities. Importantly, the guidelines are aimed at providing a means of thinking about the future of South African cities in the current context, and coordinating and directing resources be they institutional or physical in moving towards an agreed to future that will realise better urban development.

Current City Development Strategy Environment

CDS was started as a policy concept in East Asia by the World Bank in 1998 as a means to promote urban livability, competiveness, good governance and bankability (Rasoolimanesh et.al. 2011). Since then the World Bank with the Cities Alliance has popularised the concept and been responsible for the implementation of CDS globally.Cities Alliance has been a key international role-player in popularising CDS. Cities Alliance **is** a global partnership for poverty reduction and the promotion of sustainable city development. Since its establishment in 1999 it has assisted over 150 cities with their CDS processes (Cities Alliance, 2017.)

Figure 1: Cities Alliance – City Development Strategy Methodology

In 2006 Cities Alliance published the influential, "Cities Alliance Guide to City Development Strategies: Improving Urban Performance" (Cities Alliance, 2006).

In 2017 Cities Alliance updated this guide through the, "City Development Strategies 2.0: Cities Growing with Vision 2017", which provides a comprehensive toolkit for the compilation, implementation and monitoring of CDS (Cities Alliance. 2017)

Cities Alliance views CDS as a means for cities to **think through and ultimately address key challenges facing cities that will take a long time to address**: e.g. **managing population growth rates**, **service delivery back-logs**, **decentralisation of authority to the local government level**, **urban inequality**, **climate change** (Cities Alliance 2017).

The Cities Alliance Methodology attempts to answer four questions which frame a four phase CDS process (see Figure 1):

1. **Where are we now?** Tasks within **Phase 1** consider what the current situation in the city is, identifying the challenges and opportunities facing the city. If the city has undertaken previous long term strategy planning initiatives these are reviewed.The Cities Alliance methodology sets out a number of steps that need to be followed in order fulfill the requirements for the phase which are detailed in Figure 1.
2. **Phase 2** considers the question **'Where are we going as a city?'** Moving from an assessment of existing realities to future possibilities. The second phase considers what the desired future city might be. Emphasis is placed on visioning the future city, building consensus as to what the priorities and development direction should be between city stakeholders and setting out objectives for development.

3. **Phase 3** asks the questions **'How are we going to get there?'** This phase defines the strategy by which the future city, agreed to in Phase 2, is to be realised. Emphasis is placed on developing strategic options and prioritising these, establishing the institutional process by which the strategy is to be actioned.

4. **Phase 4** is an **'assessment on the go'** (Cities Alliance. 2017) the section asks the question: **'How do we implement the CDS and the know whether we are track?'**. The section considers the implementation of strategic plans, the monitoring and evaluation (M&E) approach to be undertaken, and affecting changes to the implementation of strategic plans based on the findings of M&E. Phase 4 then informs a future review of the CDS returning to the question asked in Phase 1: **'Where are now?'** before continuing on with the next cycle of reviewing, revising and implementing the strategy in the knowledge that cities changes and so will the challenges and opportunities.

International Agreements

International policy and frameworks that have promoted or been a cause for long term strategy making by nations and sub-regions have changed, as the United Nations System has responded to international events and policy imperatives.

There is a recognition in international agreements of the importance of long term planning. Current international policy that promotes, or requires, long term planning include the Sustainable Development goals (SDG) and the New Urban Agenda (NUA).

The Sustainable Development Goals, (Goal 11: Make cities and Human Settlements Inclusive, safe, resilient and sustainable, Target 11b – By 2020) calls for,

"a substantial increase in the number of cities and human settlements adopting and implementing integrated policies and plans towards **inclusion**, **resource efficiency**, **mitigation and adaptation to climate change**, **resilience to disasters**, and that develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels (STATSSA. 2017)."

The 'NUA: Quito Declaration on Sustainable Cities and Human Settlements for All' adopted at Habitat III in 2016 commits nations, including South Africa, to the following:

51.We commit to promote the development of urban spatial frameworks, including urban planning and design instruments that **support sustainable management and use of natural resources and land**, appropriate compactness and density, polycentrism, and mixed uses, through infill or planned urban extension strategies as applicable, **to trigger economies of scale and agglomeration**, **strengthen food system planning**, **enhance resource efficiency**, **urban resilience**, and **environmental sustainability**, and...

52.We encourage spatial development strategies that consider, as appropriate, the **need to guide urban extension prioritizing urban renewal** by planning for the **provision of accessible and well-connected infrastructure and services**, **sustainable population densities**, and **compact design and integration of new neighborhoods in the urban fabric**, preventing urban sprawl and marginalization (ISOCARP. 2016).

Previous CDS documents undertaken by South African Cities have drawn themes and direction for the need for long term development perspectives from earlier international agreements. Now there are specific requirements in current international policy that commit nations, and cities to undertake long term planning for their jurisdictions. Moreover, the recognition of city long term strategy also comes with direction as to what, according to United Nations Organisations, such policies and processes should focus on.

CDS – South African Urban Policy – The National Development Plan and the Integrated Urban Development Framework

South African cities have been compiling long term strategic plans since the early 2000s.

It is since the compilation of the National Development Plan 2030 (NDP2030) in 2010 that national policy impetus for drafting CDS has gained momentum (NDHS, SACN. 2013). Chapter 8 of the NDP2030 speaks to 'Transforming Human Settlement and the National Space Economy' and highlights the need to consider City Futures (NPC.2010) calling for:

- Commitment to the spatial principles of **spatial justice**, **sustainability**, **resilience**, **spatial quality** and **efficiency**
- Vision building through the development of the National Spatial Framework
- A national discussion on the future of cities, towns and rural settlements (NDHS, SACN. 2013)

In 2014 Chapter 8 of the NDP 2030 was detailed in the Integrated Urban Development Framework drafted by the Department of Cooperative Governance (DCOG. 2014). The IUDF provides the foundation for long term urban planning in the Country.

It provides a common vision and strategic goals for South African Urban Areas (see Figure 3). The vision calls for the realisation of:

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

The goals associated with the vision are:

IUDF Strategic Goals	Description
Spatial Integration	To forge new spatial forms in settlement, transport, social and economic areas.
Inclusion and Access	To ensure people have access to social and economic services, opportunities and choices.
Growth	To harness urban dynamism for inclusive, sustainable economic growth and development.
Governance	To enhance the capacity of the state and its citizens to work together to achieve spatial and social integration.

Figure 2 - DCOG. 2014. Integrated Urban Development Framework. Pretoria.

In turn the IUDF Strategic Goals are interpreted as nine levers for improved urban development (see Figure 3) that local government needs to consider in its planning for urban settlement in South Africa.

	IUDF Development Levers	Description
1	**Integrated Urban Planning and Management**	Cities and towns that are well planned and efficient, and so capture the benefits of productivity and growth, invest in integrated social and economic development, and reduce pollution and carbon emissions, resulting in a sustainable quality of life for all citizens.
2	**Integrated Transport and mobility**	Cities and towns where goods and services are transported efficiently, and people can walk, cycle and use different transport modes to access economic opportunities, education institutions, health facilities and places of recreation.
3	**Integrated Sustainable human settlements**	Cities and towns that are livable, integrated and multi-functional, in which all settlements are well connected to essential and social services, as well as to areas of work opportunities.
4	**Integrated Urban Infrastructure**	Cities and towns that have transitioned from traditional approaches to resource-efficient infrastructure systems, 5which provide for both universal access and more inclusive economic growth.
5	**Efficient Land Governance and Management**	Cities and towns that grow through investments in land and property, providing income for municipalities, which allows further investments in infrastructure and services, resulting in inclusive, multi-functional urban spaces.
6	**Inclusive Economic Development**	Cities and towns that are dynamic and efficient, foster entrepreneurialism and innovation, sustain livelihoods, enable inclusive economic growth, and generate the tax base needed to sustain and expand public services and amenities.
7	**Empowered Active Communities**	Cities and towns that are stable, safe, just and tolerant, and respect and embrace diversity, equality of opportunity and participation of all people, including disadvantaged and vulnerable groups and persons.
8	**Effective Urban Governance**	Cities and towns that have the necessary institutional, fiscal and planning capabilities to manage multiple urban stakeholders and intergovernmental relations, to build inclusive, resilient and livable urban spaces.
9	**Sustainable Finances**	Cities and towns that are supported by a fiscal framework that acknowledges the developmental potential and pressures of urban spaces, manage their finances effectively and efficiently, and can access the necessary resources and partnerships for inclusive urban growth.

Figure 3: DCOG. 2014. Integrated Urban Development Framework. Pretoria

Policy Lever 1 of the IUDF identifies the lack of long term planning as a serious constraint in relation to urban governance. The lever notes that there is insufficient capacity and a lack of a consistent approach with regards to such strategies. It notes that the five-year horizon of the municipal IDPs is too limited in its time frame to deal adequately with matters that have long term ramification. Specific issues identified include:

1. Infrastructure expansion
2. Disaster risk measures
3. Integrated transport networks

The IUDF notes that making the wrong decisions in relation to urban development can mean significant cost to the municipality due to systems failure and the inability to upgrade or replace existing systems.

The IUDF provides guidance for the drafting or revision of future South African City development strategies at a policy level. The usefulness lies in a common national vision and template for the issues and strategies required for realising better urban areas in South Africa.

The Legislative Imperative for South African City Development Strategies

City Development Strategies are not a legal requirement for municipalities to draft in South Africa. However, there are certain pieces of legislation that create the need for long-term strategy making at the municipal level.

The oldest being the Municipal Systems Act 32 of 2000 which in Chapter 5 of the Act makes provision for five-year medium term municipal integrated development plans (IDPs). In section 26(4) a of Chapter 5 makes explicit mention of municipality's vision for long term development must be reflected in the IDP. There is an assumption in the Act that each municipality would have such a long-term development strategy in place.

The second piece of legislation is the Spatial Planning Land Use Management Act 16 of 2013 (SPLUMA) (SACPLAN. 2013) which makes provision for consolidated strategic spatial planning and land use management procedures. The following sections have relevance to long term strategy making:

Section/s	Requirement
7(a-e)	This section legislates for NDP2030 with regards spatial development requiring the progressive realisation of **spatial justice**, **sustainability**, **resilience**, **spatial quality** and **administrative efficiency** which requires long term planning
12(1) (a-o)	This section legislates for national, provincial and local governments to undertake spatial development frameworks. The aspects to be included in a SDF are cross-sector in nature (e.g. infrastructure investment, environmental management) and have implications beyond the five-year time frame of a local SDF. The planning required is not just spatial in nature, it is strategic. The SDFs need to ensure the progressive achievement of spatial justice, sustainability, resilience, improved spatial quality and improved administrative efficiency as highlighted in Section 7 of the Act.
13 (1-5)	The details of the National SDF are outlined in these sections. The intent of the NSDF is that it be a long-term strategy that is reviewed every five years. Section 13 (3)(a) requires the National Spatial Development Framework to take account policies, plans and programmes of public (including local government) and private bodies that impact on spatial planning, land development and land use management. To do this the NSDF will need to draw other relevant long-term strategies including those of local government.
15	Section 15 introduces and outlines the requirements for a Provincial SDF. The section recognises the policies, plans and development strategies (e.g. CDS) of national, provincial and local spheres of government. In turn this provides implicit legitimacy for city development strategies.
21	Section 16 details the requirements for 5-year municipal SDFs. Section 16(c) requires municipalities to 'include a longer term spatial development vision statement for the municipal area' which indicates a desired spatial growth and development pattern for the next 10 to 20 years. The Act then requires municipalities to supply 5-year predictions for development trends that will only manifest in 10-20 years and will require a longer-term strategy to determine trends and need to be considered from a cross-sector perspective - population

	growth, economic activity, engineering infrastructure and environmental pressures and opportunities.

Figure 4: SPLUMA sections that relate to long term municipal planning

In the Division of Revenue (Act 3 of 2017) it is indicated in 9(3) that transfer of the urban Settlements Development Grant for infrastructure development to a recipient metropolitan municipality is dependent on the submission of an annual Built Environment Performance Plan (BEPP). In turn the BEPP includes information on the project pipeline for catalytic urban development projects on the metropolitan municipality in question (14(2) a) for the financial year, demonstrating that the planned expenditure is within a municipality's integration zones and that expenditure in these zones increases year on year. The BEPP is an annual plan, though infrastructure needs to be planned for in the long term and needs to be integrated with other sector plans to determine the best allocation of resources over time and space in a municipality.

There is an assumption in DORA as well as in SPLUMA that municipalities and metropolitan municipalities specifically have long term strategies in place to guide development, and by extension investment.

The imperative for Metropolitan Metro to develop an annual BEPP is anchored in the requirement for municipalities to provide three-year capital and operation budgets in terms of the Municipal Finance Management Act (56 of 2003) and IDPs in terms of the Municipal Systems Act (32 of 2000).

Provincial and Metropolitan Long-Term Strategies in South Africa

In terms of a 2013 study (SACN, DHS. 2013) six provincial long-term development strategies (Growth and Development Strategies), from five provinces, were identified:

Province	Title of Strategy	Year Published
Eastern Cape	Eastern Cape Growth and Development Strategy	2004
Gauteng	Gauteng Growth and Development Strategy 2005	2005
	Gauteng Growth and Development Strategy 2055	2011
KwaZulu-Natal	KwaZulu-Natal Growth and Development Strategy (KZN GDS)	2011
Free State	Free State Growth and Development Strategy	2012
Western Cape	OneCape	2012

Figure 5: Provincial Growth and Development Strategies – 2013 (SACN, DHS. 2013)

These are the provincial equivalents of City Development Strategies with a regional scale focus, providing an approach to how strategic development should take place. Provincial Growth and Development Strategies should provide a strategic frame to guide the content of a CDS which is focused on a smaller geographical area.

An argument for why South African Metropolitan municipalities drafted a CDS was it was a response to the provincial long term strategies (DHS, SACN. 2013). Another argument was that the compilation of the first CDS in South Africa was a response to a crisis such as the iGoli 2010 process which was a response to a financial crisis within the the Johannesburg Metro (CoJ. 2006) . The third reason given

for Metropolitan areas undertaking a CDS was that the strategy was the culmination of a larger strategic city planning process, as with eThekwini where the Monitor Group was employed to develop longer range scenarios to identify ways the newly formed Unicity could overcome the effects of Apartheid (City insight, 2013).

Seven of South Africa's large cities have drafted or updated at least one CDS between 2001 and 2017 (see diagram). Some cities are working on their third revision of the CDS. A table that compares the different City Development Strategies is captured as Figure 6.

EKURHULENI	BUFFALO CITY	TSHWANE	JOHANNESBURG	ETHEKWINI	MSUNDUZI	CAPE TOWN
2005 Ekurhuleni Growth & Development Strategy	**2006** Buffalo City Development Strategy	**2006** Tshwane City Development Strategy	**2003** Joburg 2030	**2001** eThekwini Municipality Long-Term Development Framework	**2015** Msunduzi Development Strategy	**2012** Cape Town City Development Strategy
2011 Ekurhuleni 2055		**2013** Tshwane Vision 2055	**2011** Joburg 2040	**2010** eThekwini Long-Term Development Plan		

Figure 6: South African City Development Strategies drafted to date

CDS and the Current Urban Development Policy Environment

The concept of city development in South Africa has greater policy direction with the finalisation of the Integrated Urban Development Framework, the approval of certain legislation directing aspects of urban development and the experiences gained by cities undertaking CDS over the past ten years.

A recurring theme of the new national policies is the call for further long-term strategies in the South African municipal context as the benefit of such policy are recognised.

The negative aspect of national and provincial policies in the urban development space has been the growth in the number of policy documents a local government must draft, or be aware of at a provincial or national sphere, as these directly impact on local administrative matters. The diagram below (Figure 7) attempts to locate city development strategies in relation to other local policy and the policy of the other two spheres of government, to assist local government in vertically integrating CDS. The diagram considers how often each of the policy needs to be redrafted or revised, and how from a temporal perspective the policies relate.

National Development Plan																													
Integrated Urban Development Framework																													
National Spatial Development Framework/ Regional Spatial Development Frameworks																													
Provincial Spatial Development Framework																													
Provincial Growth and Development Strategy																													
Provincial Budget allocations to local governments and specific sectors with local government impact (Health, education, infrastructure, human settlements)																													
City Development Strategy – long tern plan (Reviewed every five years)																													
Municipal Infrastructure and Sector Masterplans Including Consolidated Infrastructure Plans (time frames differ from plan to plan, reviewed annually in light of budget allocation)																													
Local Government Spatial Development Framework (Reviewed annually)																													
Integrated Development Plan (Reviewed annually to reflect policy, SDBIP and budget changes)																													
Built Environment Performance Plans (With 3-year Budget)																													
Service Delivery and Budget Implementation Plan (SDBIP)																													
Annual local government Budgets (operational and capital) (with budget for 3 years)																													
Year	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30

Nesting of Policy that local government needs to compile or consider over time

Figure 7: Understanding the City Development Strategy from a local government administrative perspective

The South African Cities Network Approach to Conceptualising a City Development Strategy

The SA Cities Networks Approach to CDS draws on the 15 years experience of SA Cities Network in promoting, researching and coordinating CDS. SACN considers the CDS a critical piece of the puzzle in realising:

"Livable, safe, resource efficient cities and town that are socially integrated, economically inclusive and globally competitive, where residents actively participate in urban life." (DCOG. 2014)

A CDS is a story of a city's future that residents of a city can own and actively contribute to. For the private sector such a story should provide investment certainty for the long term. For local administrations and councillors the CDS provides a gateway to a future city beyond the limitations of medium term focus of the IDP, SDF and the electoral cycle.

It is a vision of the future built up from present and past experiences. In turn a CDS defines strategies and/or approaches that can be implemented through projects defined in medium term plans such as the IDP and the SDF and realised in annual budgets.

In addition, strategic approaches to urban planning, assist cities in being able to adapt and "cope with the changes, uncertainties and the complex challenges that are facing modern cities" (Badrulzaman and Jaafar, 2011:152).

While the CDS is meant to be cross-cutting and integrate the key aspects of integrated sustainable urban development, it must also reflect the strategic development priorities of individual South African Cities recognising that different cities have unique communities that offer unique opportunities, challenges and ways of doing things. This strategic approach enables a city to develop a coordinated institutional framework to benefit from opportunities.(City of Cape Town, 2012) ...

The SACN provides a foundation by which a City can build or revise a CDS. This is represented in the diagram below (see Figure 8).

Figure 8: SACN Foundation for a City Development Strategy

The seed of a city development strategy begins with the question,

"What are the immediate, medium and long term growth and development imperatives of a given municipal jurisdiction?"

In responding to this central question the four aspects of a successful city need to be considered. For a city to be successful it needs to be sustainable, inclusive, productive and well-governed. Such success is not realised overnight and will take ten, twenty or maybe fifty years, circumstance permitting. Furthermore what success means for an individual South African City needs to be defined up front in the policy conceptualisation process.

In turn the SACN approach requires Cities to answer questions in relation to each of the four aspects to answer the primary question:

1. How is the city impacting on the limited reserve of non-renewable resources that sustains the settlement and makes it viable?
2. Do residents have the opportunties and capacties to share equitably in the social and economic benefits of city life?
3. Can the local economy provide the majority of residents with opportunities to make a reasonable living?
4. Is the political and institutional content stable, open and dynamic enough to accommodate varied objectives and interests?

The SACN CDS Framework with its fundamental questions can be used as a means to consider national urban policy imperatives and to consider developmental issues specific to individual cities. It also provides a means of considering sector department specific issues in relation to other departments in the city administration and how different responsibilities mesh in practice.

Figure 9 provides a schematic as to how the policy levers of the Integrated Urban Development Framework and additonal New Urban Agenda policy considerations could be linked the SACN CDS Framework, cross-cutting considerations excluded.

The green highlighted themes (transport and mobility, sustainable human settlements, urban infrastructure and disaster management) are those which the IUDF consider to be particularly applicable to long term planning, though an argument could be made for other themes to be represented.
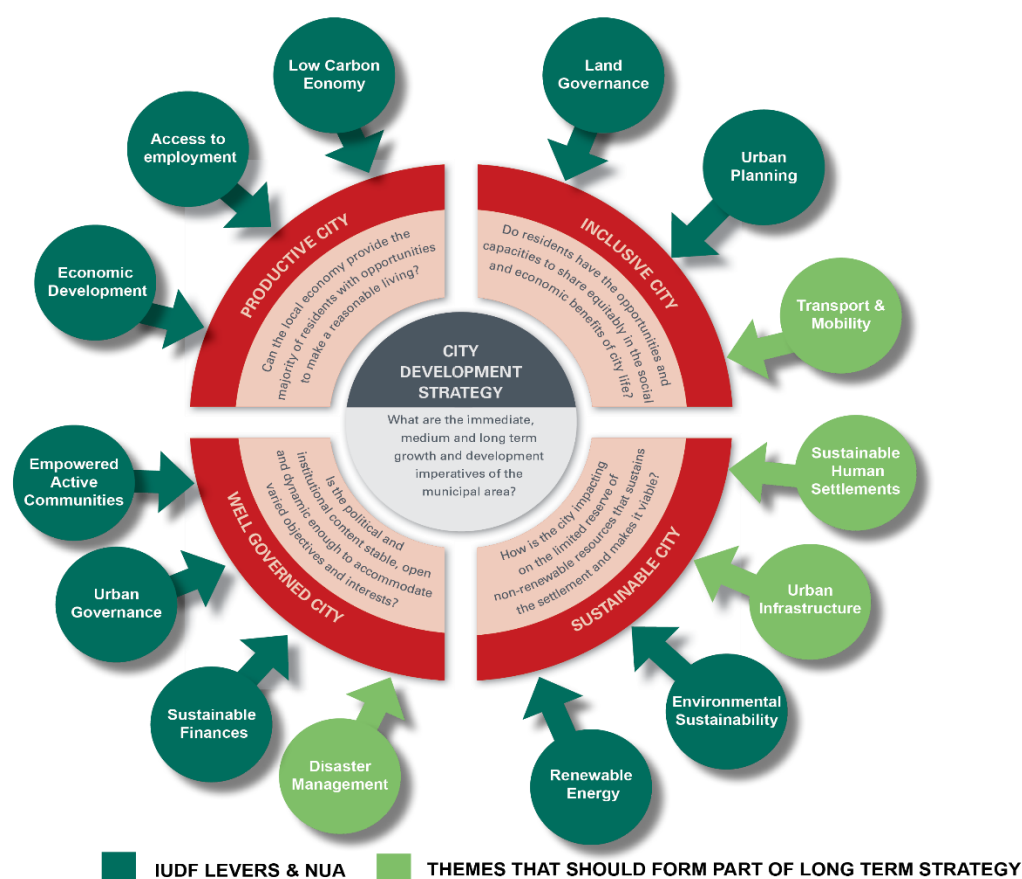

Figure 9: Linking the SACN CDS Framework to IUDF Levers and NUA

CDS Process

The CDS Process described below in figure 10 is drawn from SACN's role in Msunduzi' s CDS process, feedback received from other cities on their experience of undertaking a CDS and drawing from City Alliance's latest CDS toolkit. The process has been defined with the South African City government experience in mind, and considers cities that are reviewing their existing CDS, and Cities that have not undertaken a CDS.

The CDS is more a process than a product. The published document is a point of reference in a cycle of strategy making. The journey taken to get to the long-term perspective for the city, the way it is undertaken, the individuals and groups engaged and the relationships built is the substantial component of the CDS.

The process of CDS should not be viewed as a set of sequences that must be adhered to achieve the objectives and vision of the CDS. The process of undertaking a CDS requires that a city be open to revisiting the various steps out of sequence and add steps pertinent to the City's own administrative and legislative requirements when and where required.

Unlike the Cities Alliance process, the SA Cities process does not propose specific phases to the CDS process. Neither does the process prescribe specific thematic content beyond the need for South African cities to be productive, inclusive, well-governed and sustainable. The CDS process assumes the function of the CDS is to consider the interrelatedness and ensure the coordination of key processes driving city development. The process does however, welcome the possibility of one process/es or development response/s being identified as being more important than the others depending on the context of a given municipality to realise the desire future development outcome. The CDS process assumes that a given city could be anywhere within a process of defining what the long-term future of the municipality is. It assumes that a city is asking one of four questions, either individually or simultaneously regarding the future of the city. Questions that flow logically from each other. These are:

- Where are we now? Both as the manifestation as a city, but also as an urban population and as a municipal administration
- Where are going? From an economic, social, administrative and environmental perspective. What do we want the future for our city to be in the next ten, 20 or 30 years?
- How are we going to get there? What tools do we have now to get to the future that we want? What tools and associate capacities and structures do we require as a municipality to get to the future that we want?
- How do we implement and measure we are on track to achieve the desired future of the city?The logical sequence is captured in figure 10.

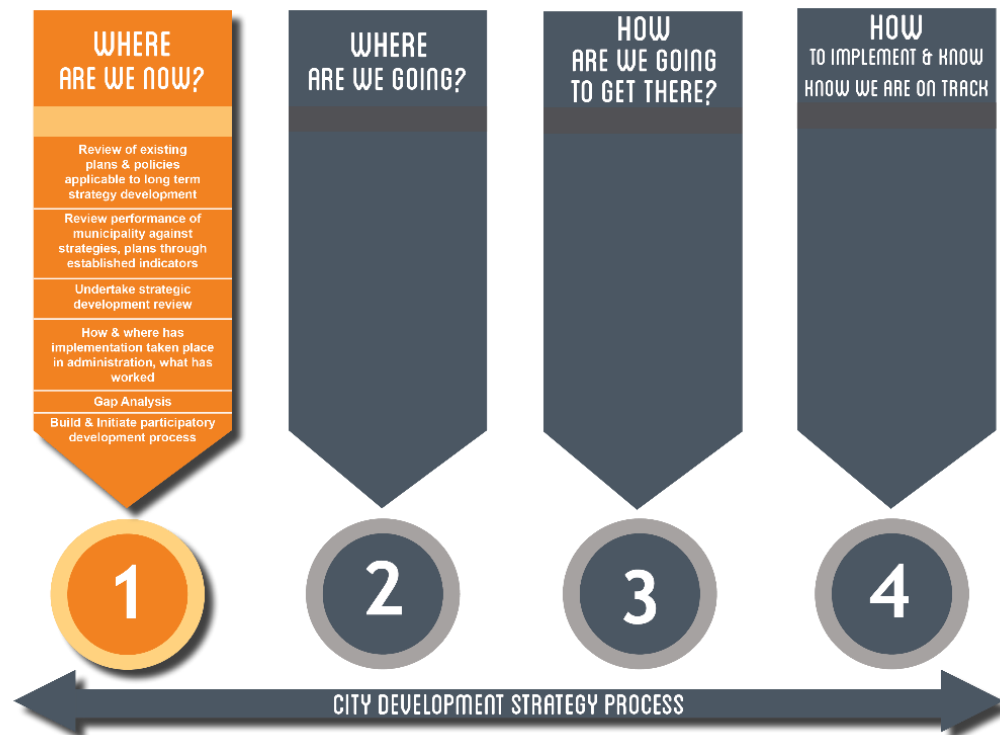Figure 10: SACN City Development Strategy Process

Where are we now?

Figure 11: CDS process – Where are we now?

> *"We need new perspectives of cities, their dreams, knowledge, creativity, and motivation in order to find new ways to develop strategic city management" (PWC, 2005)*

To answer this question, one needs to answer the question that has been previously introduced as the basis for the SA Cities CDS Framework:

"What are the immediate medium, long term growth and development imperatives of the municipal area?"

To get to an answer to this question several steps need to be considered

1. Existing plans and policies applicable to the realisation of cities long term future should be considered. A starting point would be the existing city development strategy, if one exists. Questions that would need to be asked of the previous process and document are: What worked? Both in terms of the actions taken, but also in terms of the administrative arrangements to drive the process, to implement the process and then to monitor the process. Conversely, one needs to ask the questions of the existing CDS, 'What did not work?' 'What could be done better?' 'Of what was successful in the previous CDS, what can be replicated'. If political considerations permit, the wholesale revision of the CDS should be resisted. The CDS is a long-term plan that is not intended to be realised in five years. Minor changes to the CDS should only take place every five years, and should reflect the impact of major socio-economic changes that arise during the period (e.g. HIV/Aids). The CDS needs to include the key outcomes of other relevant municipal long-term sector plans such as infrastructure

master plans and economic development plans. The CDS needs to consider changes to national and provincial policy, as detailed above, that may affect municipal planning, administration and budgetary considerations that may need to be considered in relation to future of the city

2. The current service delivery performance of the city needs to be measured. Performance needs to be determined based on existing indicators used in relation to the IDP process, the BEPP process, the measurement of sector performance or municipal specific indicators. This assessment needs to be done in conjunction with the IDP process assessment, and should inform an understanding of what progress has been made in realising key development outcomes, and by extension, what progress has been made in realising the existing CDS. Only in exceptional cases should it be necessary to develop additional indicators to measure a strategic intervention proposed in the CDS.

3. A methodology available to assist to review performance of a city is the Strategic Development Review (SDR) which has been developed by the City Support Programme (CSP) in National Treasury. The review focuses on spatial development (where is future development to be located/ directed? How is the apartheid spatial legacy being addressed?), economic development (economic output indicators, local government economic development strategy), service delivery, municipal financial performance and governance. The review is undertaken by the CSP at National Treasury on behalf of the city government and then presented to the municipal manager and his executive committee and to Council. The SDR provides an external, once off high-level review to the municipality as to what are key themes that should form the focus of the IDP and the CDS.

4. In conjunction with an assessment of policy implementation, indicator assessment and the SDR there also needs to be an assessment of which parts of the municipal administration, and which personnel have been most effective in realising the change that is required to realise outputs and strategies identified in the IDP and the CDS. This is done to maintain, enhance and recognise these resources so that positive actions can continue to be undertaken to realise strategic outcomes. Such an assessment must identify those parts of the institution that are not performing in terms of meeting development outcomes of the IDP and CDS and appropriate remedial action should be taken.

5. The previous four interventions have determined what the status quo is regarding policy compliance, service delivery, external status quo review and institutional action. To complete a GAP analysis the status quo review needs to be used to determine what is realistically possible within the current context given assessments of existing strengths, weaknesses, opportunities and threats facing the municipality.

6. As part of the GAP analysis, public participation process for previous IDP reviews and for the previous CDS need to be critically considered. A participatory strategy and process needs to be agreed to at this stage of the process. The aim should be to give the public as much ownership of the IDP and the CDS process as possible. Active steps need to be undertaken to ensure that on the one hand a diverse range of voices are included into the planning process and the realisation of the CDS, and on the other that power broker voices in the cities are also reflected. Identifying these power broker voices will require an understanding of the key inter-relationships between government (across spheres and State-Owned Enterprises (SOEs), the private sector, community groups/non-government organisations and academia (including research organisations).
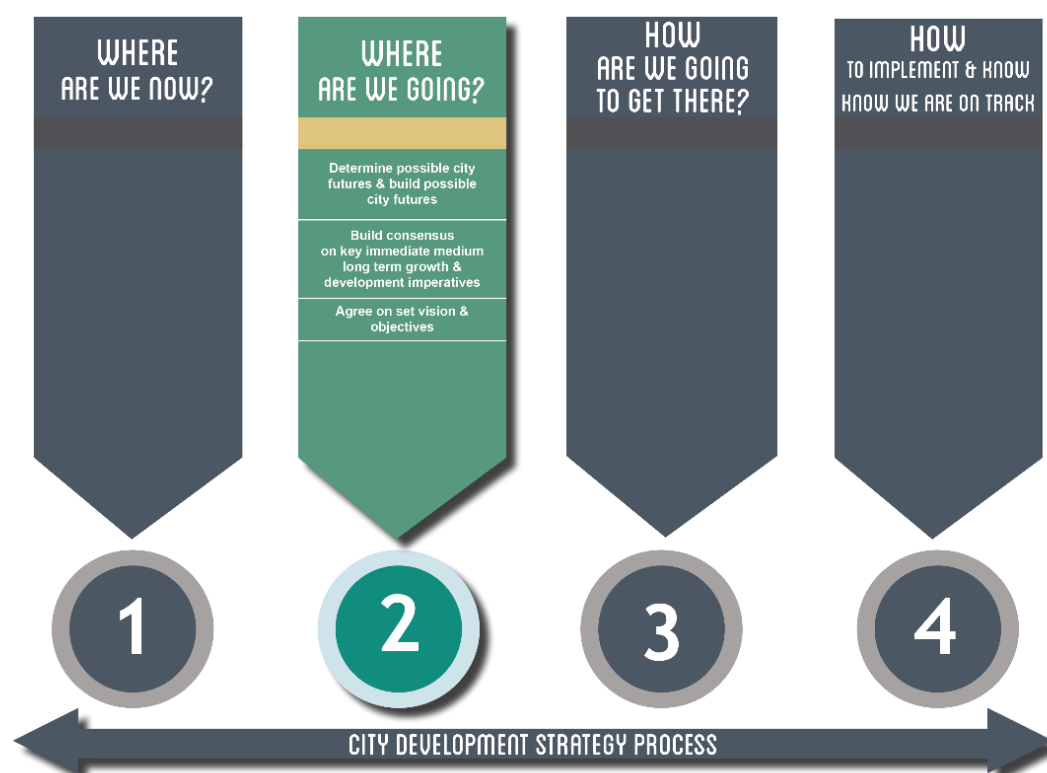
Where are we Going?

Figure 12: CDS Process - Where are we going?

1. For the City to determine a long-term strategy, a futures exercise should be undertaken. This requires the development of scenarios for the future of the city through the lens of the economy, society, resource use and governance. Scenarios could involve the development of high, middle and low roads for the city's possible futures. It is advised that a facilitator be appointed to manage this process. The city futures process needs to be linked to the public participation process described above. Representatives from the key groupings of urban society – public sector, private, civil society and academic institutions need to be included. The city futures process requires placing the realistic assessment determined in the GAP analysis to one side, and to grapple with the fears and hopes for the future of the City.

2. Using the futures exercise and the gap analysis consensus needs to be built around immediate, medium and long-term growth and development imperatives for the city. Such consensus is needed at the political level within the local government, within the local government administration, with neighbouring municipalities, relevant national and provincial governments, with the private sector, with community groups/ non-government organisations and academia. Prioritisation of the development imperative will assist to direct resources – financial, administrative responsibility, political buy-in – where the resources are most needed

3. Once consensus has been reached a vision for the CDS can be finalised. If there is an existing CDS and the current vision is deemed acceptable this can be retained in the revised CDS. In turn the vision for the CDS will guide the formulation of objectives that will set out what the long-term strategy will seek to achieve.

A means of making the consensus process more accessible to parties is to relate discussions to geographical locations (e.g. What will you want the central business district of your city to be like in

20 years' time). Providing a spatial frame for the CDS will assist in the review of the municipal spatial development framework, and will provide a more detailed long-term vision that the city can use to relate to the national and provincial spatial development frameworks respectively.

Answering this question requires significant consultation between relevant parties. Besides a detailed communications plan there needs to be a small committee within the municipality that oversees the vision and objective drafting process driving the CDS process. This process needs to be closely linked, or included within the IDP and SDF drafting/revision processes.
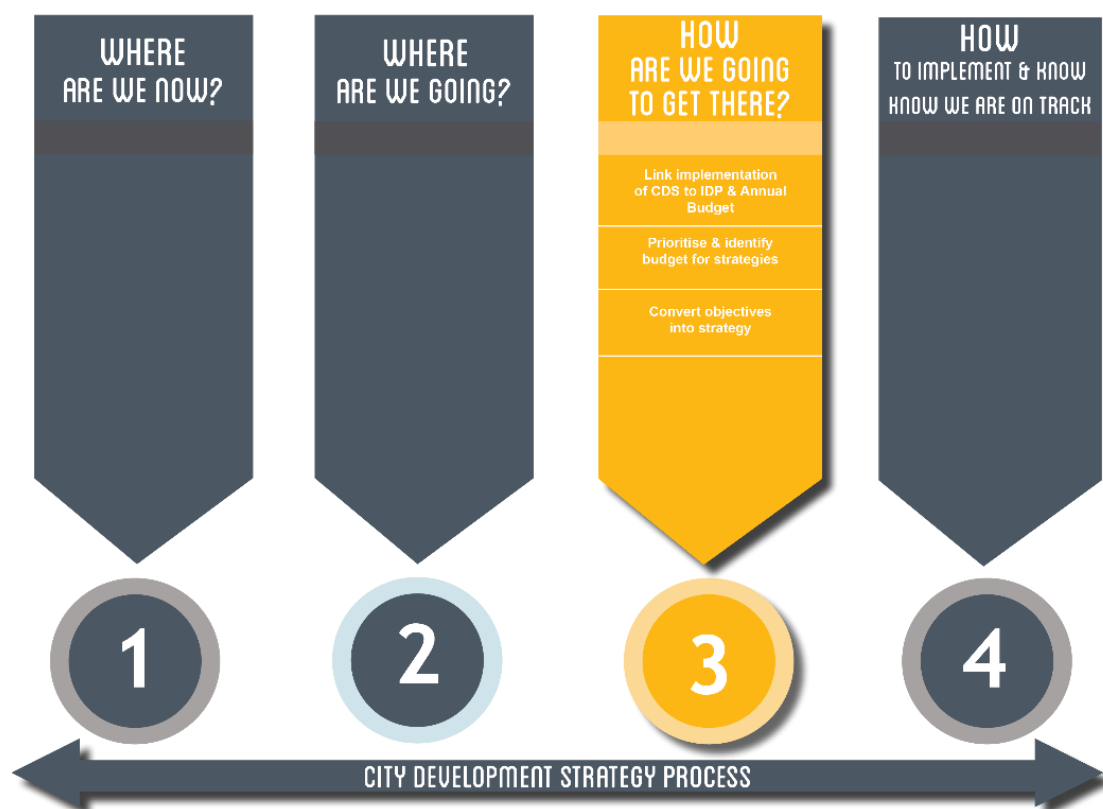
How are we going to get there?

Figure 13: CDS Process – How are we going to get there?

1. Once the vision and objectives have been agreed to for the CDS these need to be converted into strategies. In turn the strategies need to inform, or relate to the programmes and projects outlined in the IDP and the municipal SDF and that are being implemented by the municipality. The level of detail which the strategy needs depends on three factors:

   a. The first is that the further the time horizon of the CDS, the less certainty there is and by extension the less detail that can be provided in the strategies, and related projects proposed. As such long-term strategies with timeframes of ten years can provide more certainty, and therefore more details, than plans with fifty-year time horizon.

   b. Secondly, the level of detail depends on the importance given to a theme in relation to other themes considered in the CDS. For example, if economic development is the long-term priority that will realise the long-term vision of the city then greater effort should be given to detailing this thematic area

   c. Thirdly, there are certain themes for which greater detail is required and for which greater detail is available. For example, service infrastructure (roads, storm water,

water reticulation and electrical networks) are designed for the lifetime of these assets which can be over twenty years in duration. The requirements for these infrastructure requirements are typically detailed in masterplans, with the regards to the expansion and consolidation of existing networks, and in infrastructure asset management plans in relation to refurbish and replacement of existing infrastructure.

Nevertheless, the level of detail provided in the strategies of a CDS should never exceed the level of detail captured in the IDP or in the municipal SDF.

2. If the City is serious about ensuring the implementation of the CDS, a 10-year budget should accompany the document. The budget should consider long term infrastructure capital requirements, as well as an annual total budget requirement for operations that would be required to affect the vision, associated objectives and cross-cutting requirements of the CDS.

3. It is critical that the CDS be linked the IDP, the SDBIP and the annual budget at a policy and at the level of implementation. This, in addition to the ten-year capital budget, will provide a valuable means of measuring the success of the CDS.

Only once these interventions been fulfilled should a CDS be drafted or revised as a document.

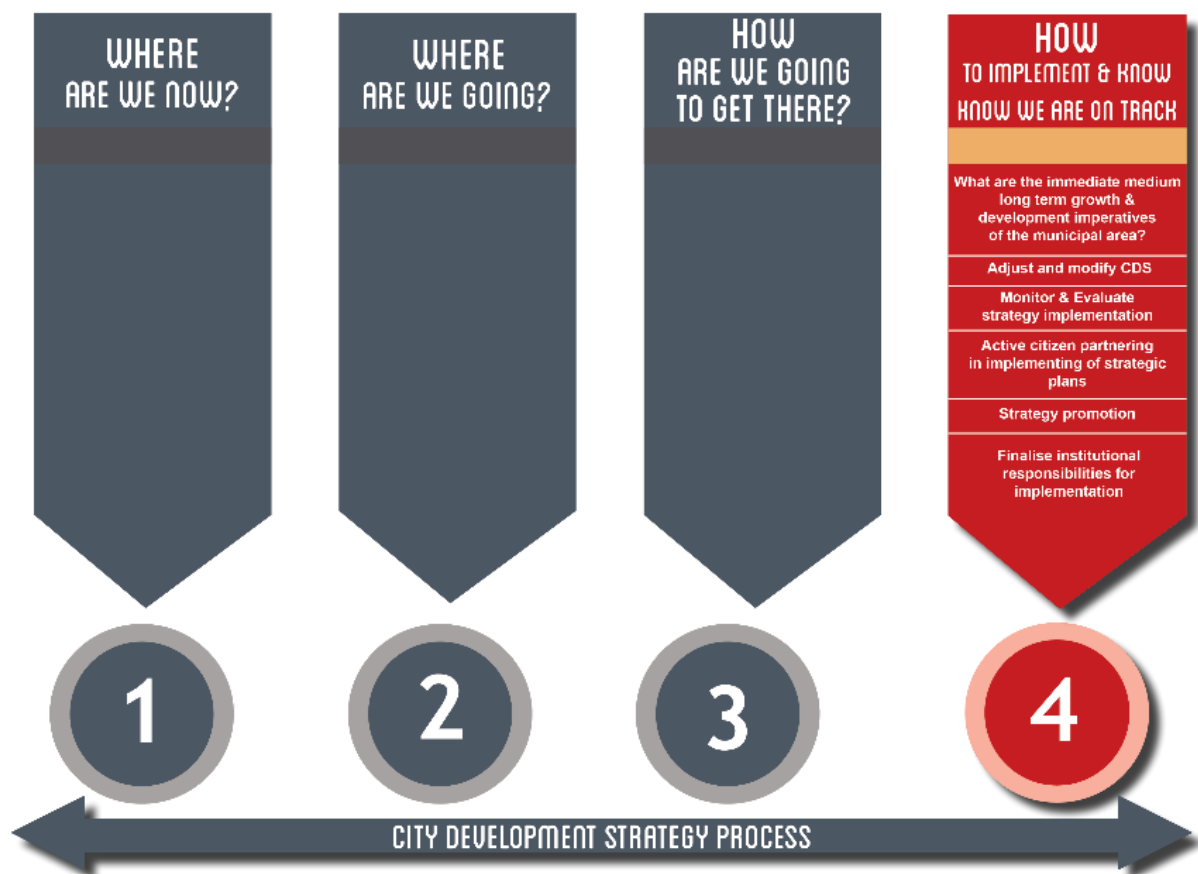## How to implement and measure whether we are on track?

Figure 14: CDS Process – How to implement and measure whether we are on track?

1. To ensure the institutionalisation of CDS within the municipality, the institutional processes and personnel who will bear the responsibility of implementing and coordinating the realisation of the strategies over time, must be identified. The experience of City CDS in South

Africa is that one department, directorate or sub-directorate should take responsibility for the coordination, drafting, marketing and monitoring of the document. Perhaps having all responsibility for CDS in one place in the municipality is for the best. It is also encouraged that the CDS be undertaken in house by the municipal section in question if capacity is available. In doing so the Council can maintain ownership of the vision for the development of its jurisdiction. Certain aspects such as marketing of the CDS could be outsourced. Responsibility for the CDS needs to be related to the teams within the municipality that are responsible for the IDP and SDF. In relation to the SDF, the CDS needs to be the link between the SDF which is a medium-term plan and the long term spatial plans of the provincial and national spatial development frameworks.

2. Strategy Promotion has three sub-components
    a. The first is the publishing of the CDS. This should be done in collaboration with the revision of the IDP and SDF. The document needs to be concise and kept to between 50 and 75 pages in length. If it is longer than this the Council is writing another IDP. It is meant as a document integrating the different strategic development plans of the city. Details of the CDS should be published separately, e.g. lists of capital projects required over the CDS period to describe the strategies in the CDS.. The document must make use pictures, diagrams and graphs to illustrate the key objectives that the CDS is trying to portray. While making hard copies of the documents should be made and distributed to critical locations (e.g. regional offices, libraries) it is becoming more important to ensure that the CDS is easily accessible online and easily read as people have increased access to online data. Besides the main CDS, it is also important to publish in hard and soft copy a summary of the CDS that can be in an A5 fold-out or booklet format that informs people what the CDS is? What it is proposing for the long term development of City?, Why it is important? and how it links to other planning initiatives been carried out by the city?
    b. The second aspect of the strategy promotion is to run a marketing campaign. If the CDS process is been undertaken in tandem with an IDP/SDF review then the marketing campaigns should be undertaken together. Though care should be taken during the campaign to differentiate between the CDS, the IDP and SDF, the campaign also needs to consider how to creatively show how these policies link together and why this important. The marketing campaigns needs to make the CDS known to the public, the private sector, academic institutions, other spheres of government, certain SOEs through promoting the CDS and distributing the document. The marketing campaign also needs to consider how interest in the CDS, which would remain unchanged for five-year periods, could be retained year on year. A way to do this would be to link the annual budgets to the five-year plan to specific strategy outcomes in the CDS. Another way of doing this would be to run a small marketing campaign every second year which highlights how the city is insuring the long-term well-being of the public and the city by focusing on specific themes such as the environment, infrastructure, social welfare etc. This marketing campaigns needs to feed into community and non-government initiatives that have long term consequences and may cross municipal boundaries (e.g. managing effects of mining, managing impacts of coastal erosion, addressing entrenched poverty and unemployment.)
    c. The third aspect is public participation which will be discussed in detail below.
3. A further aspect of the implementation phase is public participation. Through the 'Where are we now?', the 'Where are we going?' and "How are we going to get there?' phases of public participation have been a core aspects of the CDS, the public participatory process needs to

be geared to communicate progress in realising the budgets, IDP, SDF and ultimately the CDS. It also needs to be flexible enough to take on board suggestions and alter the SDF, IDP and in certain cases the CDS and communicate those changes. But by the same token such changes must not fundamentally change the CDS. Public participation around the CDS needs to be tied to the other strategic plans in addition to traditional municipal participation tools such as public meetings, the inclusion of petitions and ward committees. In addition, non-traditional methods such as social media, inter-active governance and embedding engagement in non-governmental networks should be used to realise the implementation of the CDS. Where possible the municipality needs to move beyond passive public engagement and move towards a partnership approach with different sections of society. Part of this would be how the private sector and city can engage and enable to support the realisation of the long-term future of the CDS. Similarly, strategic partnerships can be formulated with research institutions and communities to measure and in certain instances realise certain strategic objectives of the medium-term plans and by extension the CDS. There needs to be an ongoing programme of engagement with stakeholders, realising that certain groups in society are more influential and active in the development of the city, and by extension are more important to the realisation of the vision for the city.

4. Linked to strategy promotion and public partnership is the ability to monitor, evaluate the realisation of the CDS. Again, this needs to be tied to the measurement of the extent to which the IDP, SDF and the budget are being realised. From a long-term perspective, one is concerned with measuring the aggregate of outcome indicators, and are concerned, over the 10 – 40-year period with fundamental indices such as:
    a. Change in Gross Value Add, the Human Development Index and shifts in poverty and wealth,
    b. Change in key infrastructure indices (e.g. basic service backlogs to the poor and indigent, refurbishment backlogs by sector, trends in service network expansion
    c. Change in population density in the urban area over time, Change in travel time across the urban area, land use change, change in number of residential units and/or households over time, changes in race and class distribution in cities.
    d. Change in climate (i.e. long-term precipitation, temperature, humidity change), change in vegetation cover in the urban area over time, change in pollution levels (air, waste, water), change in flow in rivers and canals, disease and health condition shifts.
    e. Economic growth, change in employment/unemployment, shifts in economic sectors within urban areas

The monitoring aspect of the CDS, the fact that it tracks and takes into consideration indices and long-term change rather than shorter term outcomes. However, the indices are to a large degree dependent on systems and information garnered to track indicators required by national government to track governance, sector infrastructure (e.g. water, human settlements, public transport, roads, waste management), spatial change (BEPP indicators), international indicators such as reporting required to track the Sustainable Development Goals and what indicators are available from STATSSA. These indicators are disparate, and the frequency of data collection differs. Identifying the sources of information to inform the indices required for an CDS requires planning, an understanding of what indicators are already collected for national government as well as for the local government and what is available from external sources (private sector, civil society and from academic institutions), and careful identification of what missing data is required to inform certain indices. Monitoring and

evaluation of the CDS is critical as it will define the next phase of the CDS which is to consider, one again, the question 'Where are we now?'.

5. Ideally the CDS should only be revised every five years, and this should be aligned with the overhaul of the municipal IDP and SDF. In between changes should be kept to a minimum. The CDS, due to its long-term time horizon and tracking focus, and that it focuses on a strategy should not be greatly influenced by changes in political organisation within the municipality. Leaving the CDS the same can be used to irrevocably prove that a new administration did more for the long-term future of a given city than a rival, at a given point of time.

CDS Structure

The Structures of CDS documents from South African Cities are outlined in the table of contents in Figure 26 below, to provide a comparison between the cities. There is a conformity to the of current CDS drafted by South African Cities. The documents consist of a strategy: a status quo analysis, the development a vision, objective and goals followed by high level, integrated strategies.

Different municipalities do focus on issues and matters particular to their experience (e.g. Tshwane's focus is on being the Capital City, Ekurhuleni seeks to define a strong identity) or focus on developing perceived strengths (e.g. Msunduzi seeking to leverage its education and taking advantage of being a provincial capital city).

There is also a clear shift from CDS undertaken in the early 2000s and more recent plans. Older plans (e.g. Buffalo City) had a specific focus to the CDS such as economic development. More recent CDS seek to be more integrative speaking to sustainability and to the institutional structure of the municipal institution. A visible addition in the Tshwane 2055 was addition of an in-depth spatial development concept for the City, which speaks to the need for local municipalities to consider provincial and national spatial development frameworks in terms of SPLUMA.

Structures and Themes of South African City CDS's	
Ekurhuleni 2055	**Buffalo City 2001**
1. Introduction 2. Status quo analysis 3. Vision, mission, core values and strategic values and strategic priorities 4. Grow and development 2025 agenda – clear city identity, spatial development, roads and transport, service infrastructure, environmental management, urban renewal, ICT infrastructure, economic development agenda and strategy 5. Good Governance and implementation 6. Monitoring and evaluation Review	1. Introduction – Building Buffalo City's Future 2. Framing – managing a city region in transition – focus areas – supporting primary and secondary industry and gearing up the service sector 3. Consolidating the BCM Development Strategy 4. Towards Targeted Intervention Design 5. Focus Areas – A city in a region, connecting the city, building on a solid infrastructure foundation, integrating the second economy
Tshwane Vision 2055	**eThekweni 2010**
1. Introduction 2. State of Development and challenges 3. Tshwane vision 2055 four decades of remaking SA's Capital City 4. Outcome 1: A resilient and resource efficient city 5. Outcome 2: A growing economy that is inclusive, diversified and competitive 6. Outcome 3: Quality infrastructure development that supports liveable communities 7. Outcome 4: An equitable city that supports happiness social cohesion, safety and healthy citizens 8. Outcome 5: An African capital city that promotes excellence and innovative governance solutions	1. Vision 2. Meeting basic needs – build skills and technology 3. Strengthen the economy 4. eThekwini Development Strategy – inclusive, productive, well governed and productive city 5. Establishment of flagship and regeneration funds 6. Area Based Management 7. Conclusion

Msunduzi	Cape Town

1. Introduction
2. Msunduzi context, problem statement and SWOT analysis
3. Laying the basis for Msunduzi's development strategy
4. Msunduzi CDS
    a. Building a developmental municipality
    b. Back 2basics
    c. Improved infrastructure efficiency
    d. Financial Sustainability
    e. Growing he regional economy
    f. Serving as a provincial capital
    g. Creating a learning city and city of learning
    h. Spatial effectiveness and justice, improving mobility
5. Alignment
	1. Preface
	2. Executive Summary
	3. Introduction: the importance of long term planning for cities
	4. One Cape 2040 – Vision, goals, levers of change, long term change road map
	5. The City of Cape Town Development – Elements of Strategies
	6. From Strategy to implementation
	7. Conclusion

City of Johannesburg 2001	
1. Introduction and Overview 2. The GDS paradigm, principles and Vision 3. Confronting our reality: Challenges and opportunities, population dynamics, poverty, health, economic growth, resource sustainability, the environment, transport, liveable communities, community safety, smart city governance 4. Towards implementation 5. Listening to our citizen's voices 6. Concluding Thoughts	

Note: The row above this table (partially visible at top) reads:

9. Outcome 6: SA's capital with activist citizenry that is engaging, aware of their rights and presents themselves as partners in tackling societal challenges

Figure 15: - South African City Development Strategy Comparison Table

The structure chosen is ultimately the choice of the City and needs to align with the City's understanding of a CDS, the current CDS document as well as requirements for the IDP and SDF which may impact or need to be included in the CDS. The IUDF will also need to be considered as a critical structuring guide, and as a source of themes for the long-term development strategy of cities.

What would a Sustainable CDS Look Like?

How do we move from a disconnected unequal racially divided city where the city departments work independently and don't take neighbouring municipalities and districts into consideration to an integrated city? How do we move from an integrated city where the various components work together to realise a common end to a city that provides a high quality of life for all cities over an extended period?

The SACN CDS model speaks the language of integration chiefly, through its focus on the productive, inclusive, sustainable and well-governed city. There is a recognition that addressing the disconnected unequal racially divided will require coordinated intervention across government and across the key sectors in the Cities (private, public, academic and civil society). The combination of developmental issues will differ from city to city and will need to be guided by existing CDS and IUDF.

However, this approach only takes us as far as the 'integrated city'. For the shift to the 'quality city' greater emphasis in long term plans and related interventions will need to be paid to ensuring that environmental sustainability is achieved and the benefits of this focus are realised by everyone. United Nations representations of sustainability (see figure 27) are now indicating the fundamental role of the environment, specifically ecosystems, in supporting the productive, inclusive and well-governed cities. If a city and its people are concerned not only about the long-term survival of the city but also about future quality life it is critical that the following aspects are considered:

1. City Ecosystems (rivers, forests, open spaces, green infrastructure) are sustained and natural resources (water, minerals, air, energy) are used efficiently
2. The urban economy becomes supportive and assists in realising environmental sustainability, creates employment, is socially inclusive and realises responsible economic growth
3. That sustainable communities are built through changing attitudes and behaviour, realising self-sufficient communities and building partnerships between government and communities.
4. Climate change needs to be effectively attended to in long term plans that stabilise the GHG concentrations and provide how the city will adapt to and manage the impacts of climate change
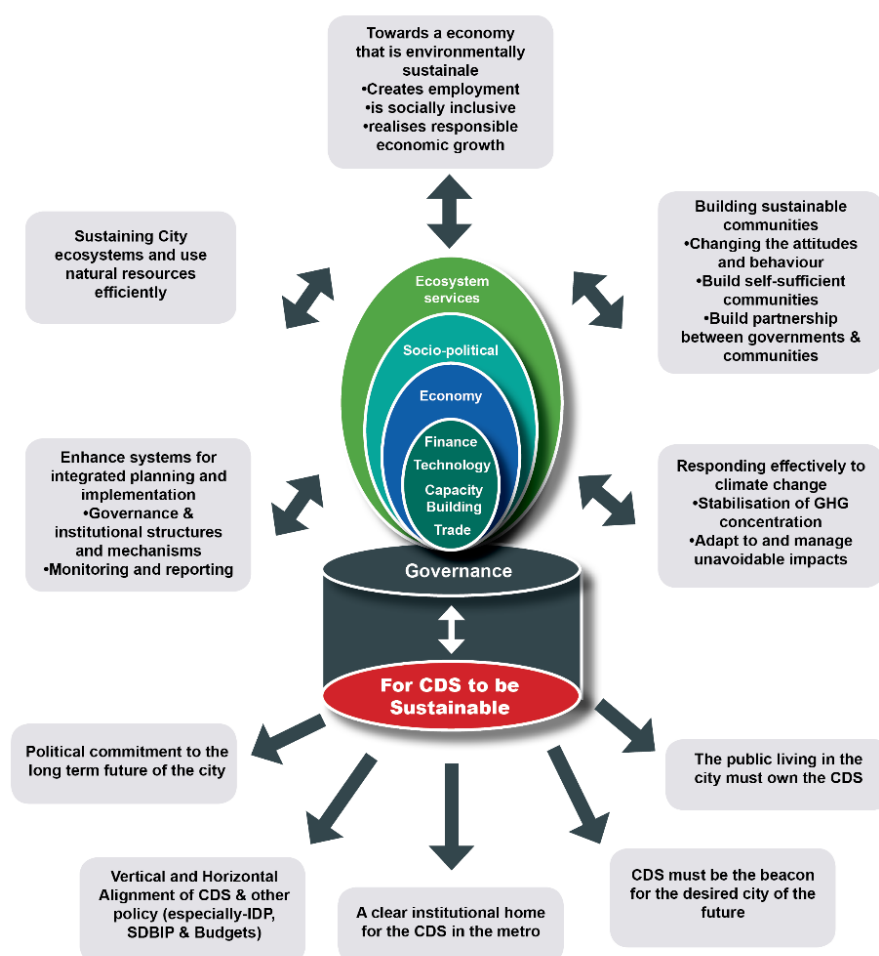

Figure 16: Environmental Sustainability and the CDS

If these are the themes that need to be considered to realise a quality future city then the CDS needs to reflect these themes and the strategies proposed must actionable. In addition, for the CDS to be sustainable and realiseable it needs to:

1. Have political commitment for the long-term future of the city.
2. Be vertically and horizontally aligned with other policy (especially the IDP, SDBIP and budgets)
3. Have a clear institutional home in the municipality

4. Be the beacon, the blue print, for the desired city of the future
5. Be owned by the public.

Conclusion

This guideline document has sought to define what a CDS is. It has defined the main role-players at an international, national, provincial and local scale in relation to CDS related initiatives and policy. In turn the guideline document introduced the SACN's framework for designing a CDS, before outlining the process to followed in undertaking a CDS based around answering the four questions:

1. Where are we now?
2. Where are we going?
3. How are going to get there?
4. How to implement and measure that we are on track?

In turn the document considered the potential structure of a CDS, and what it meant for a CDS to be sustainable. Finally considered the five steps to a successful CDS:

1. Have political commitment for the long-term future of the city.
2. Be vertically and horizontally aligned with other policy (especially the IDP, SDBIP and budgets)
3. Have a clear institutional home in the municipality
4. Be the beacon, the blue print, for the desired city of the future
5. Be owned by the public.

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