

9. IMPLEMENTATION

IMPLEMENTATION - How to Make it Happen

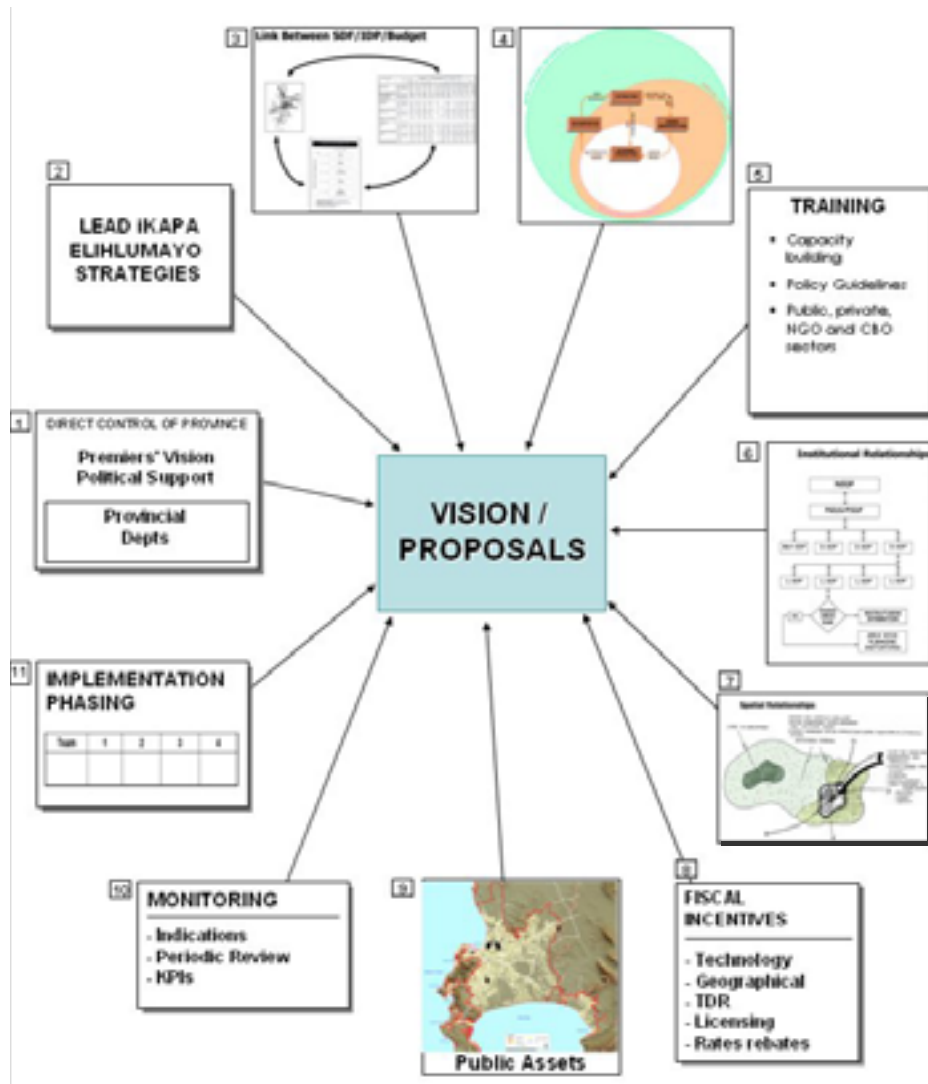


Figure 9.1 Implementation

Section 8 outlines action plans required to implement individual policies. This section examines what general steps must be taken to ensure that the WCPSDF is implemented. Many Spatial Development Frameworks have suffered the criticism that they remain on the shelf and are not implemented. In order to address this concern a workshop was held on 1 February 2005 with a number of parties who played major roles in producing and implementing Development Frameworks in the City of Cape Town and the Province and who were highly aware of their shortcomings. Twelve steps have been identified as necessary to ensure that the WCPSDF is implemented, see Figure 9.1.

9.1 POLITICAL SUPPORT

It has been emphasised on a number of platforms that without strong political support, spatial development frameworks are unlikely to make much of a difference particularly if they have ambitious goals such as restructuring the land use pattern or the way in which urban development occurs, however important and necessary these goals might be. The need to restructure South African and the Western Cape Province's physical space is a result from two factors:

- First, the need to redress the impact of apartheid, much of which was manifested spatially; and
- Secondly, to make the necessary adjustments to ensure that the Province is able to meet the challenges of global environmental change.

To effectively address these changes, the WCPSDF proposals cannot be tentative. However, if they are to be effective, they will have to challenge the status quo. If there is not strong political will to see this challenge through the status quo will prevail.

Support from the provincial Premier and Cabinet is important for the success of the WCPSDF proposals. However, it is essential that this commitment is leveraged to political leaders at the district and local levels as well as the national, so as to ensure support for the proposals at all levels.

Cabinet approval of the WCPSDF will be the first step in achieving this commitment.

9.2 IKAPA ELIHLUMAYO STRATEGIES

The WCPSDF is one of five lead iKapa Elihlumayo strategies, the other four being the:

- Micro Economic Development Strategy;
- Strategic Infrastructure Plan;
- Human Capital Strategy; and,
- Social Capital Strategy.

The latter three strategies are tasked with the majority of the expenditure of the provincial budget, particularly with respect to fixed investment.

It is essential that all lead strategies interface strongly and continuously with one another and that budgets are aligned with the spatial vision of the PSDF.

9.3 ALIGNMENT BETWEEN THE SPATIAL DEVELOPMENT FRAMEWORKS, INTEGRATED DEVELOPMENT PLANS AND BUDGETS

A major criticism of past spatial development frameworks has been the lack of alignment between government budgets and planning proposals. Budgets tended to have a life of their own where they were updated every year on the basis of historic requirements and after a few years these historic requirements tended to override the planning processes. Budgets should, wherever possible, be depicted spatially on physical plans so that the alignment between the spending of different spheres of government can be clearly seen.

The process of aligning SDFs and IDPs is now in its third cycle in most municipalities and efforts are being made to integrate budgets into the process. Responsibility for monitoring local authority budgets has been devolved from National Treasury to its provincial counterpart and this should assist the process of integration. The Premier is now delegated with signing off IDPs.

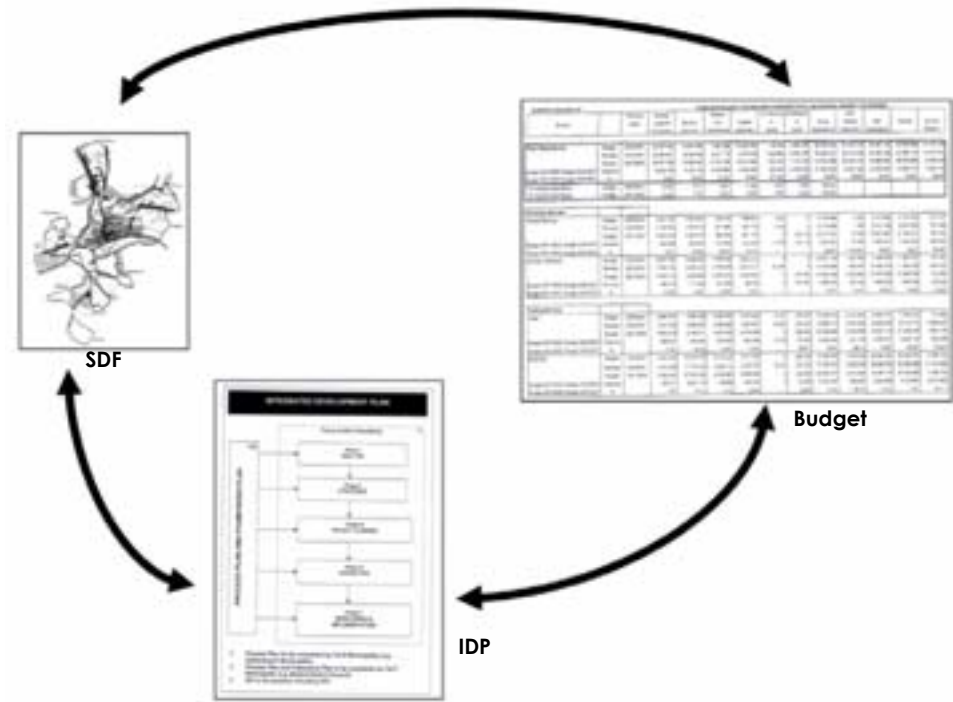


Figure 9.2 SDFs, IDPs and Budgets

9.4 THE TRIPLE BOTTOM LINE RELATIONSHIP FRAMEWORK

The Triple Bottom Line Relationship Framework proposes a methodology by which a number of ecological, social and economic indicators can be grouped in such a way that the relationships between different activities can be clearly seen. Recent thinking, currently being framed as national and provincial policy, recognises that the relationship between the three spheres can be likened to the provision of capital necessary to achieve social and economic development. The National Strategy for Sustainable Development is currently being compiled and will dovetail with the PGDS and IDPs.

councillors and municipal officials. This training course will at a later date be extended to the private sector, CBOs and NGOs.

9.6 INSTITUTIONAL RELATIONSHIPS

It will be necessary to clarify the powers, functions and governance issues between national, provincial, district and local government with respect to implementing the WCPSDF. Institutional relationships between various spheres of government are guided by the constitution. Although the spirit of the constitution is one of co-operation (Section 41(1)(h) and respect for the integrity of different spheres of government (Section 41(1) (g) the Constitution also gives the power to national and provincial spheres of government to intervene in matters such as national security, economic unity, maintaining essential national standards and minimum standards in respect of actions by Provinces (Section 76(1). There are also similar powers conferred to provincial government with respect to local government affairs governed by Section 139(1). Although these powers have time limits attached which suggests they must be exercised judiciously, Section 156(a) (6) and (7) requires that national and provincial government have the legislative and effective authority to see to the effective performance of municipalities in terms of Schedules 4 and 5 of the Constitution (see Appendix 3).

At the national sphere where the National Spatial Development Perspective has been developed, input will probably be confined to ensuring that broad policy goals are adhered to and monitoring the results.

The provincial sphere plays a key role in setting up the framework for the implementation of the plan at other spheres. The Intergovernmental Relations Act (August 2005) requires, among others, the establishment of a Provincial Intergovernmental Forum (PIF). This forum will play a key role in facilitating the alignment of the activities of different spheres of government. The provincial sphere is also the first step in the disbursement of the equitable transfers. This responsibility can be used to help co-ordinate achieving some of the goals of the WCPSDF. Because the Province is receiving a decreasing proportion of the national "equitable share" of government transfers the provincial treasury is using conditional grants to target certain development priorities in line with the NSDP.

The district municipal sphere will play a role in co-ordinating the "coal face" activities of the local municipalities. There may also be aspects of the spatial development frameworks that cut across local municipal boundaries within a single district. Clearly the district municipalities will play a role in coordinating the activities of local municipalities in these cases.

The local municipalities will be at the forefront of implementing the policies and requirements of the Provincial Spatial Development Framework. This will largely occur through their local spatial development frameworks which will seek to show in detail the proposals that must be dealt with from the provincial sphere as well as local issues applicable to a particular municipality. The local municipalities will also be the first step in addressing the question of whether urban development proposals are within or outside of the Urban Edge and assessing what actions should be taken accordingly.

Examples of Strategies	Provincial	District	Local
URBAN EDGE	<i>principles</i>	<i>coordination</i>	<i>detailed delineation</i>
HUMAN RESOURCE SERVICES	<i>funding of fixed and mobile services</i>	<i>vehicle storage/ coordination</i>	<i>construction of market sites</i>
SPATIAL PLANNING CATEGORIES	<i>principles/ provincial wide coordination</i>	<i>coordination</i>	<i>detailed alignments/ development control</i>
2ND ECONOMY DEVELOPMENT OPPORTUNITIES	<i>overall enablement and partial funding</i>	<i>identification of key nodal settlements</i>	<i>location of markets/RED DOOR centres, etc.</i>

Figure 9.4 Examples of possible responsibilities between different spheres of government in implementing WCPSDF strategies

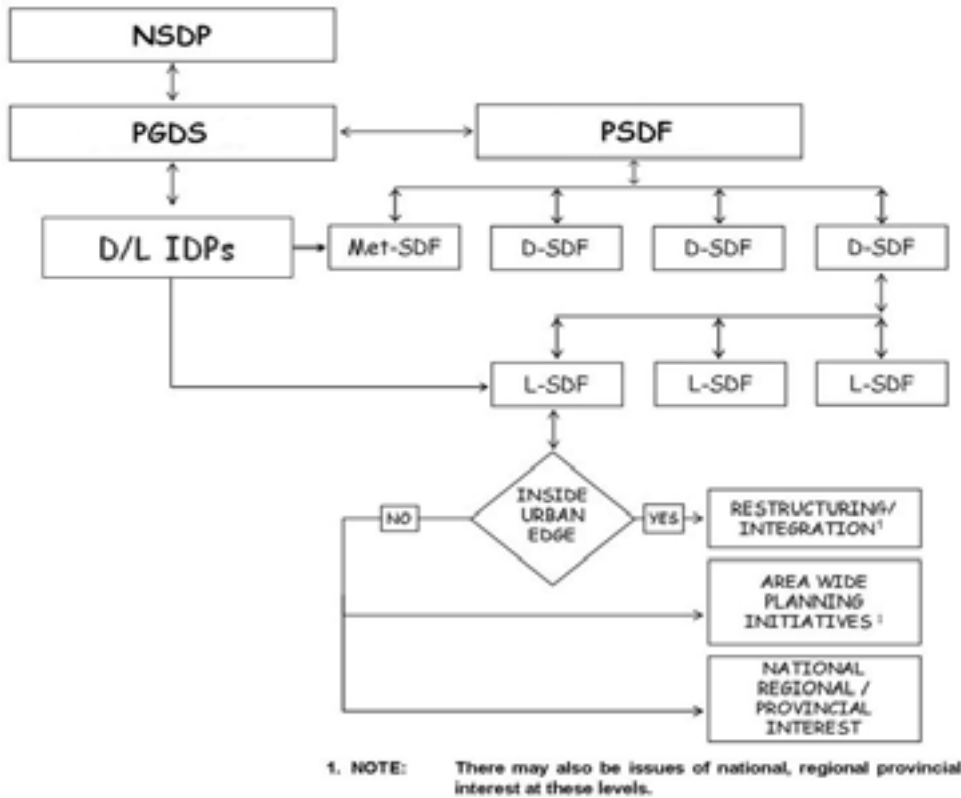


Figure 9.5 Institutional relationships between various spheres of government regarding implementation of the WCPSPDF.

9.7 LAND USE MANAGEMENT

Land use management will play a critical role in managing the spatial planning categories. This will occur primarily through applications being made to amend the town planning or zoning schemes. These are now "wall to wall" in that a local municipality is responsible for zonings that apply in both rural and urban areas right to its boundaries. The alignment of the zoning rights over properties and the requirements of the local SDF and WCPSPDF will happen over time as rights are amended in line with these frameworks through applications. Annexure 4 provides an example

of how Broad Provincial Spatial Planning Categories (BPSPC), the 32 Bioregional planning sub-categories and a zoning scheme could be aligned. Providing such a comparison to guide land use management should be part of every municipality's SDF and zoning scheme review.

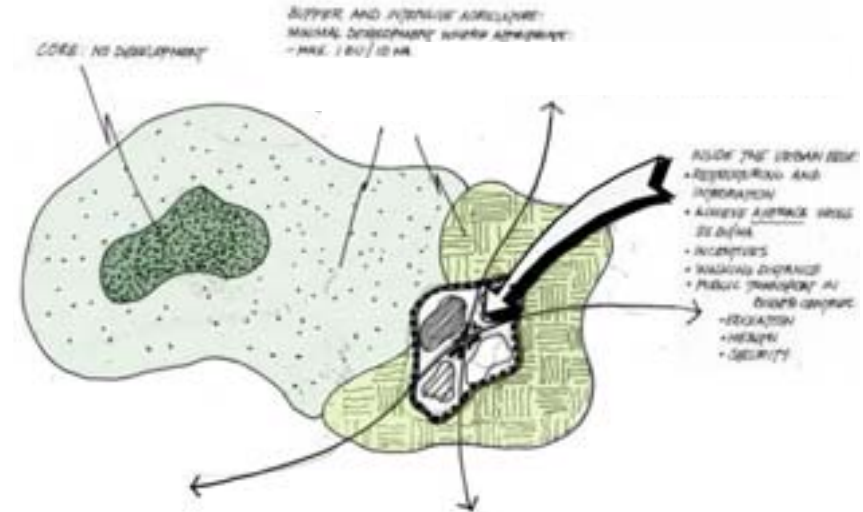


Figure 9.6 Land Use Schematic

While powers and functions between provincial and local spheres are continuously under discussion the principle will apply that if applications conform to approved local SDFs or are an agreed municipal competency they should be dealt with by the municipality for authorisation under delegated authority. Matters that are deemed of provincial or national importance shall be processed firstly by the municipality who shall make recommendations to the higher level as to the most desirable outcome.

Matters that are deemed of provincial or national importance would relate to the conservation of important environmental capital such as minerals, water, arable land, heritage conservation and biodiversity conservation.

9.7.1 Rapid Approval Processes

A fundamental aspect of the success of the WCPSPDF with respect to encouraging appropriate urban development, i.e. that contributes to the

socio-economic, racial and functional integration and densification of villages, towns and the City of Cape Town will be rapid approvals of appropriate development applications.

In many instances such applications, particularly those that positively address socio-economic integration, will generate objections and appeals. While the necessary procedures cannot be short it is essential that there is a fast track process with highly experienced professionals to deal with such proposals.

If this is not achieved and it is as difficult and time consuming to process applications that support the WCPSDF and local SDFs as with applications that are not in line with these policies then it will be difficult to achieve the objectives of these frameworks.

9.8 FISCAL INCENTIVES

It is common cause that impacting on "people's pockets" can be an effective way of achieving behavioural change. A suite of technological, geographical and business incentives / subsidies should be developed so as to assist with changes in development and behaviour patterns. Mechanisms such as the transfer of development rights, business and vehicle licensing, rates rebates to encourage urban conservation or increasing in business activity, should all be considered.

The Provincial Treasury has recently assumed oversight responsibilities in respect of municipal finances and will be better placed to motivate incentives and subsidy packages to assist with implementing the iKapa Elihlumayo strategies and in particular the WCPSDF.

9.9 USE OF PUBLIC ASSETS

The public sector is endowed with huge public assets. The public sector in South Africa as a whole has a land portfolio in the region of R140 billion rand (Chairman of SAPOA, presentation 16 February 2005, Arabella Sheraton Hotel). These assets create the opportunity for leading the way in showing how urban settlements can be transformed. For example, there are major parcels of public land, e.g. Culemborg, Ysterplaat, Wingfield and Youngsfield in the City of Cape Town whose development in terms of a new urban form and model could have a considerable

impact on the current development patterns of urban settlements in the Province.

Stellenbosch Municipality has recently released six key sites within Stellenbosch town for proposal goal with the prime aims of urban restructuring and broadening access to the towns economic base. This example should be followed throughout the Province.

The public sector also has significant assets in terms of the tax revenue which could be generated through the program of incentives and rebates described above to be used to encourage appropriate development models.

It is important that public land assets are not only used to improve the financial bottom line of government but that this is done in a financially sustainable way and that the opportunity is taken to use land assets to structure the space economy.

9.10 MONITORING

An essential component of the WCPSDF is measuring the extent to which the various policies are actually implemented over time.

This extremely important phase of planning and management is often neglected and, as a consequence, it is difficult to systematically assess progress with implementation, or, if progress is not being made, where problems are occurring.

Monitoring will have both qualitative and quantitative aspects. Quantitative aspects will be measured by Key Performance Indicators (KPIs). A number of sets of KPIs have been developed:

- Premier's office;
- State of Environment Report (SoER); and,
- Triple Bottom Line Relationship Framework (WCPSDF).

A strategy is required to appropriately align these sets of KPIs and to decide when and how they should be used.

The Premier's Department is developing an iKapa Elihlumayo indicator framework. It will identify, formulate, target and monitor progress towards

an agreed set of indicators that describes a state of shared growth and development in the Province. (2005 PERO: 271)

9.11 CO-ORDINATION OF IMPLEMENTATION

As can be seen the policies in Section 8 are broad and identify a number of areas where bold action is needed. Clearly, all of these cannot be achieved at once or even within the next 12 months.

The policies must be broken down into a series of implementation steps whose timing must be carefully planned and the organisations and departments responsible identified. The first stage of this occurs in the Action plans outlined in the right hand column of each page describing the policies.

The implementation steps outlined above should be turned into a program which may roll out over two or three years due to the time lags as a result of changing legislation and by-laws, skilling up new capacity to deal with these issues and ensuring that financial resources are directed to where they are most needed.

Figure 9.7 illustrates an organigram by which it is intended that the Premier's Department will co-ordinate the implementation of the spatial aspects of the WCPSDF and the Treasury will monitor and manage the financial aspects.

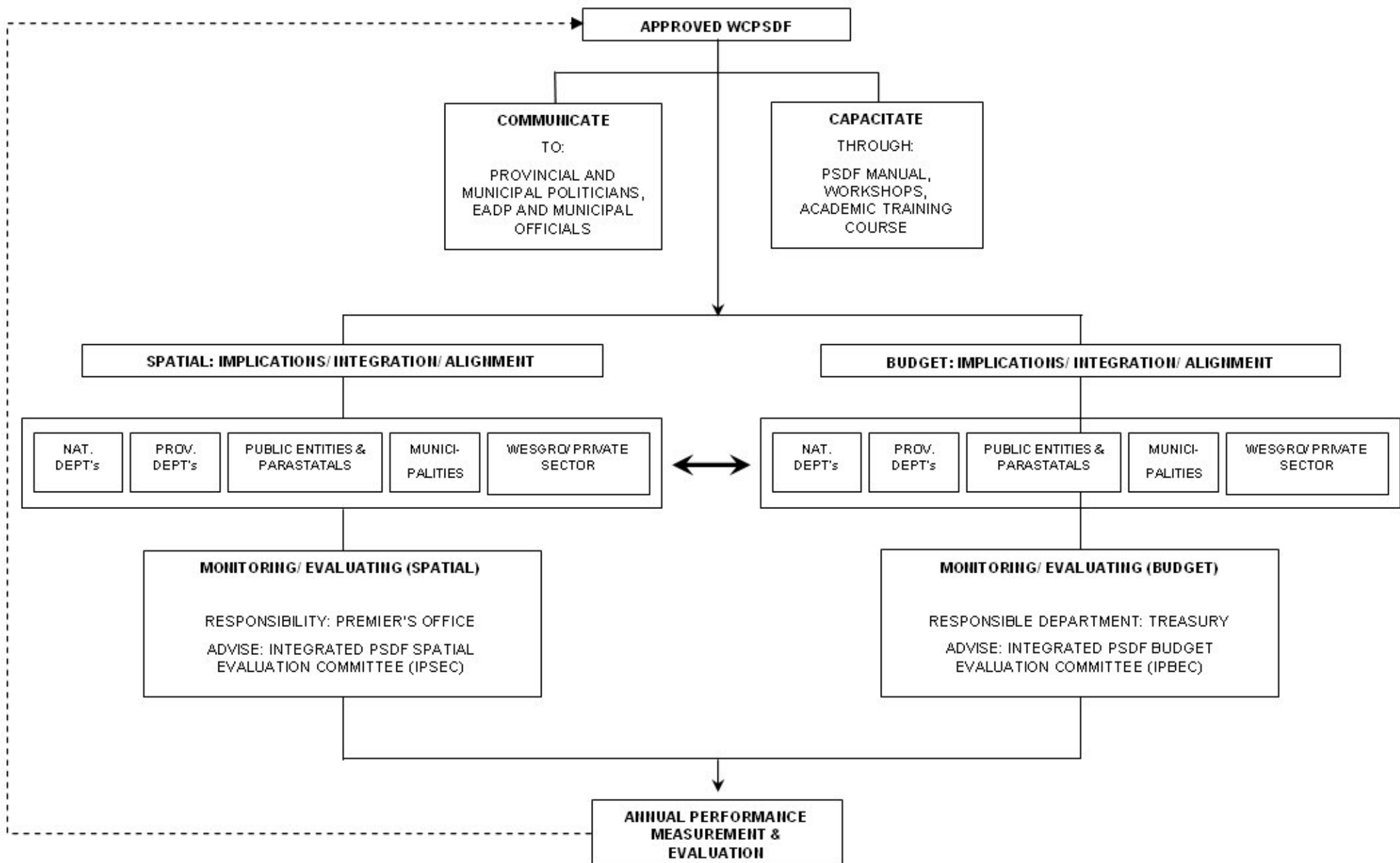


Figure 9.7 Co-ordination of Implementation of the WCPSDF