

DEVELOPING TOWNSHIP REGENERATION STRATEGIES: A CASE STUDY



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ACKNOWLEDGEMENTS

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Design and production: Clarity Editorial

Printed by Formeset

TRAINING FOR TOWNSHIP RENEWAL INITIATIVE CASE STUDY SERIES

The Training for Township Renewal Initiative (TTRI) is a partnership between the National Treasury (Neighbourhood Development Programme), South African Cities Network (SACN), the Department of Cooperative Governance (Urban Renewal Programme), the Development Bank of Southern Africa (DBSA), and Urban LandMark. The partners are also supported by occasional associates. TTRI aims to promote, encourage and support township development and renewal in South Africa through the training of township managers and practitioners.

The TTRI case studies series aims to document experiences that illustrate innovative approaches to area-based development in order to share practical ideas and lessons to inform future development initiatives and practices for South Africa's townships. The case studies are primarily for role-players involved in township regeneration, including planners, trainers, policy makers, investors, community leaders and municipal officials.

Municipalities that are awarded a Neighbourhood Development Partnership Grant (NDPG) are encouraged to develop a Township Regeneration Strategy (TRS). This case study illustrates how various municipalities are interpreting NDPG's guidance on the development of TRSs. The case study is a precedent to a more detailed NDPG project which will analyse the efficacy of current TRS practice and how it could be enhanced.

This case study reflects some practical experiences in generating TRSs. It aims to highlight experiences from which other practitioners may learn. It forms part of a series of case studies for the TTRI.

ACRONYMS

CBD: Central Business District

CG: Capital grant of the NDPG

CoJ: City of Johannesburg metro

IDP: Integrated Development Plan

MNDP: Mpophomeni Nodal
Development Project

MIG: Municipal Infrastructure Grant

NDP: Neighbourhood Development
Programme of the National Treasury

NDPG: Neighbourhood Development
Partnership Grant

PSEDS: Provincial Spatial Economic
Development Strategy

SDF: Spatial Development Framework
TA: Technical Assistance grant of
the NDPG

TRS: Township Regeneration Strategy

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1. INTRODUCTION

The Neighbourhood Development Partnership Grant (NDPG) is a conditional grant for municipalities. It is administered by the Neighbourhood Development Programme (NDP) Unit of the National Treasury. The NDPG's purpose is:

"To support neighbourhood development projects that provide community infrastructure and create the platform for public and private sector development towards improving the quality of life of residents in targeted underserved neighbourhoods." (Division of Revenue Act, 2010)

The NDPG is comprised of a Technical Assistance (TA) fund intended for strategic and programme planning and a Capital Grant (CG) for programme implementation.

THE CHALLENGE OF TOWNSHIP REGENERATION

It is estimated that over 60 per cent of South Africa's population lives in townships, informal settlements and low-income housing developments. Such areas tend

to lack both community and commercial infrastructure, such as high streets, town centres, parks and recreation areas and efficient transport networks. They may also be places characterised by pollution, low levels of greening and no 'sense of place'.

A challenge for municipalities is how to address such challenges and meet people's basic needs in a way that will stimulate the long-term development of economically vibrant, safe, healthy communities. All too often, municipal development projects fall short of such a vision, being short-term and carried out in an ad-hoc manner led by what funds are available at the time.

The NDPG seeks to address such challenges by supporting municipalities to plan and implement programmes that use public funds to unlock the social and economic potential within neglected township areas and improve people's quality of life. Such programmes need an integrated approach and long-term perspective.

THE NDPG'S INNOVATIVE APPROACH

The NDPG specifically focuses on programmes that are:

- Part of a medium- to long-term plan for the township and region
- Strategically located and that will act as catalysts for further development in the area
- Attractive to other partners and will stimulate investment in the programme from the 'private sector' which is taken to include the corporate sector, community-based organisations and non-governmental organisations; partners who bring quantifiable resources to the programme, such as land, money, amenities or sweat equity.

THE VALUE OF MEDIUM-TO LONG-TERM PLANNING

Large-scale catalytic programmes take about two to five years to package, plan and secure commitments from multiple funding partners. Through its TA fund, the NDPG supports municipalities in this process. A key outcome of the process is a

Township Regeneration Strategy (TRS) – a long-term plan (15–20 years) that will guide the future development of the area.

The concept of a TRS is a response to the project planning and implementation challenges experienced by municipalities over the last 15 years. In particular:

- Absence of a long-term vision and strategy that has multi-sectoral support
- Lack of co-ordination or integration of projects between municipal and other government departments or private actors
- Absence of mechanisms for assessing different options and making informed decisions within a context of budget limitations and the competing interests of different departments, sectors or policies.

Long-term development planning can facilitate:

- The identification of projects that complement each other, add value to an area and make it more attractive to investors
- The creation of investment opportunities for different partners that address the challenges of previously marginalised



PHOTO: JAMES MURPHY

Street upgrade in Soweto, Johannesburg

areas. Such opportunities may include infrastructure platforms needed to facilitate future economic development, public transport systems, initiatives that make an area attractive and create a pleasant living and playing environment, the provision of quality government services for residents.

There is no one 'blue print' for township regeneration. Each municipality's plan will be different depending on their particular needs. The following sections of this case study focus on three specific TRSs, chosen randomly to illustrate different ways in which municipalities have approached the

process of compiling a TRS. They are from a major metropolitan area (Johannesburg), a rural area (Nongoma) and a semi-rural context (Mpophomeni).

NOTE: The following NDP documents informed this case study:

- NDPG Toolkit
- *Township Regeneration Strategy*, NDPG Guidance Note, March 2010

For further details about the NDPG, the types of programmes it supports and guidance for compiling a TRS see: <http://ndp.treasury.gov.za/>

2. A CITY-WIDE TRS: City of Johannesburg Metro

The City of Johannesburg (CoJ) is a big metropolitan municipality (Metro) with a population of more than 3.5 million which is expected to grow to 5 million by 2030. It covers a complex urban area, with many diverse communities, including national and international migrants, and its own political dynamics.

The city's structure reflects the apartheid legacy with higher income groups living in relatively well-serviced suburbs, and lower income groups in the surrounding under-serviced townships. About 73 per cent of Johannesburg's residents live in township areas, with 43 per cent of those living in Soweto.

OVERVIEW OF THE JOHANNESBURG TRS

The *Citywide Township Regeneration Strategy and Programme 2009* sets the city's township-based programmes within the context of the higher-level national and municipal strategic plans (see Box 1). Unlike existing strategies and programmes for the city, which deal with township areas

as isolated entities, the TRS sees them as part of an overall provincial and regional economy.

The objective of the CoJ's TRS comes from the city's Growth and Development Strategy and the Spatial Development Framework (SDF) documents. In addition, the CoJ's Growth Management Strategy provided priority areas for development. All these documents are informed by principles related to sustainable human settlements and a vision of productive, environmentally healthy and safe urban environments.

The TRS includes criteria that can be used to prioritise projects and monitor progress. It is informed by two main concepts that basically form the long-term development objectives of the TRS:

1. Townships need to become **liveable neighbourhoods** where residents can live safe, contented and productive lives. This is necessary in order for residential townships to become equal, integral and functional parts of the larger urban system.

2. While some townships, or parts thereof, are primarily residential with a local economic function, there are others that have the potential to become **economic opportunity zones** – areas of major regional significance.

The key attributes, objectives and strategic actions for the creation of liveable neighbourhoods and economic opportunity zones form a framework within which the CoJ can implement specific projects. Within any particular township, the projects are grouped according to whether they work towards the creation of a) a liveable neighbourhood or b) an economic opportunity zone.



PHOTO: JAMES MURPHY

Diepsloot, one of the focus areas in the CoJ's TRS

Box 1: Key elements of the Johannesburg TRS

City-wide Township Regeneration Strategy and Programme 2009

Section 1: Introduction

This section of the Johannesburg TRS provides background information about the rationale for compiling a TRS, i.e. the need for township regeneration, what it means, the objectives and methodology followed to develop it.

Section 2: The context

Section 2 outlines the structural challenges facing townships in South Africa and the current national and provincial township regeneration programmes. It highlights the existing plans and strategies of CoJ and their areas of focus.

It includes an overview of lessons learned from previous experience of interventions that sought to develop marginalised areas.

Section 3: The city-wide strategy

This section describes the approach, development framework and development strategies for Johannesburg. In essence it sets the principles, and big picture vision – what the CoJ is trying to work towards and the tools or mechanisms the municipality will use. It presents the two main programmes (Liveable Neighbourhoods Programme and Economic Opportunity Zones Programme), including an implementation framework for each programme, specifying the municipal department that will take responsibility for each general strategy, funding sources and time frame.

Section 4: Township-based programmes

Section 4 outlines a methodology for identifying programmes and projects that are aligned with the TRS. It describes characteristics, development opportunities and project evaluations

and recommendations for major township areas in Johannesburg.

Section 5: Conclusion and implementation

The final section summarises the way in which the strategy should be understood, interpreted and applied in the every-day actions of the various development agencies. It includes a prioritisation process for project funding purposes. Appendices include details of unfunded projects for the townships and sustainable human settlement indices.



HOW THE JOHANNESBURG TRS WAS DEVELOPED

The co-ordination of the NDPG application and the development of the TRS process was located in the planning department of the CoJ, which was considered to have a more holistic, integrated understanding of development issues than, for example the finance department.

Much of the information needed to compile the TRS for Johannesburg was already available in other strategic documents, particularly the IDP, Growth and Development Strategy and Growth Management Strategy.

The TRS was given a city-wide approach in order to link it more directly with the IDP, which is for the entire municipality. Within this the TRS includes a focus on specific marginalised areas.

The TRS was compiled by a consultant, a former town planner, who understood how the Metro operated and had experience of NDPG-related work with other metros. Municipal officials worked closely with the consultant, and the TRS project co-

ordinator had weekly meetings with her. Compilation of the TRS cost about R200 000 and took about eight weeks. The funding came from the TA grant.

The TRS was approved by Council. Some key features of the TRS development process are described below.

A system for prioritising projects

Compiling the TRS involved developing a system for prioritising projects and allocating municipal funds for them. The system is led by an area-based approach. For example, each Liveable Neighbourhood component of a township is divided into development precincts, each with its own set of development programmes. It is intended that these precincts are prioritised in different financial years, with all departments aligning their budgets with those priorities. This area-based approach does not exclude objective-led or sectoral-led interventions outside the precincts, such as tarring roads, as long as the specific precincts are also included in such interventions.

Cross-sectoral working and decision-making

Developing the TRS posed institutional challenges, one of which was obtaining consensus between the managers of different municipal departments. It had to be emphasised that the planning department was merely the custodian of any NDPG funds and co-ordinator for the grant application process. The funds were to be allocated for the benefit of the township areas rather than any one department.

The process of identifying projects to be included in the TRS and those to be funded by the NDPG, as well as agreeing on which municipal department would be responsible for which project, was a learning curve. It provided an opportunity for officials from different departments to learn what integrated development means in practice. Executive managers had to discuss the best way to spread available funds. Departments had to be less territorial in their approach to funding.

The process also involved checking that projects identified for NDPG funding were not in receipt of, or eligible for, funding through

other government grants, such as the Municipal Infrastructure Grant (MIG). This was important to avoid duplication of funding.

Developing an understanding of townships as neighbourhoods

Within the municipality's management team, this approach led to a strategic shift in thinking about 'townships' – challenging the old apartheid perception of them as homogenous areas. Each neighbourhood has its own unique characteristics that

give it a sense of place and that residents draw identity from. Larger townships, such as Soweto, are composed of different areas that have their own character and are neighbourhoods, or suburbs, in their own right.

The TRS also showed how different interventions can mutually reinforce each other to contribute to positive change in the target area as well as in adjacent areas.

Intergovernmental learning

Another challenge of the process was working with the NDP during the early stages of the NDPG process. Both the CoJ and NDP were on a learning curve in terms of the process, with different interpretations of guidelines and some changing goal posts. A balance had to be found between the provision of information in the form needed by the NDP and maintaining some metro individuality.



PHOTOS: JAMES MURPHY

A corner in Diepsloot, Johannesburg before the upgrade



The same corner, after the upgrade

USING THE JOHANNESBURG TRS

In the CoJ, the TRS document is being used not only as a tool for strategic management and project implementation, but also to develop institutional capacity in terms of inter-departmental collaboration and integrated approaches to development, as outlined below.

A tool for managing project implementation

The CoJ's NDPG co-ordinator finds the TRS useful because it is comprehensive and brings all the relevant planning documents together. As well as providing criteria to help prioritise and evaluate projects, it includes tables that show how specific projects link to the strategy programmes and objectives.

Inter-departmental collaboration

The TRS informs quarterly meetings of departmental executive managers. It requires managers from different departments to work together and enhance integration.

"The TRS is there as a tool to ensure best use of available funds, focused on the project – what's best for it and the interest of the city as a whole, rather than an individual department." (CoJ planning department manager)

Broadening perceptions of 'development'

To some extent, the realisation of the vision underlying the TRS – that of creating liveable neighbourhoods and zones of economic opportunity – requires a shift from a merely technical approach to project implementation towards the consideration of the 'softer' issues that make up liveable neighbourhoods, elements that give people a sense of place and community.

To help with this, the TRS requires thinking of entire development areas, not in terms of isolated projects. Each development area, or precinct, has its own set of projects, including infrastructure, housing, public environment and local economic development. The precinct as a whole can then be prioritised in different financial years.

Promoting leverage

Leverage is not a new concept to CoJ, which has many partnership projects. However, there are still projects that are implemented without giving adequate thought to their future financial sustainability and how they can attract non-municipal funding partners. The TRS can be used as a tool to promote the idea of leverage.



PHOTO: JAMES MURPHY

Work in progress, Vilakazi Street, Soweto, Johannesburg

3. A TRS FOR NONGOMA:

Nongoma Local Municipality

Nongoma is a rural town located on a hilltop in a scenic area of northern KwaZulu-Natal. The municipality has a population of about 211 600. A relatively small percentage of the population lives within the town, the majority lives in the surrounding rural areas.

Community, social and other personal services provide most of the jobs in the local area. About 19 per cent of local jobs are in the informal sector. With an unemployment rate of 63 per cent, income levels are generally low.

Lack of investment in bulk infrastructure services by the district municipality, especially in operations and maintenance, has put the water and sewerage infrastructure under strain.

OVERVIEW OF THE NONGOMA TRS

The Nongoma TRS forms part of the *Nongoma Urban Regeneration Study* (2009), an integrated planning document for the whole municipality (see Box 2).



PHOTO: EUGENE DE BEER

Waiting for transport, main road, Nongoma

The document, illustrated with plans and maps, integrates economic activities with environmental sustainability principles. It highlights the need to develop jobs and raise income levels in ways that do not destroy the environmental resources on which sustainable livelihoods, people's health and quality of life depend.

The specific vision statement guiding the TRS is: "to acknowledge Nongoma as a rural service centre for its hinterland and develop the node ... by developing a pleasant, easily accessible and visually attractive central business district (CBD) to the benefit of all its users."¹

¹*Nongoma Urban Regeneration Study: Township Regeneration Strategy 2009*, page 4

The objectives range from reducing the incidence of tuberculosis and HIV/AIDS to protecting important ecosystems and cultural heritage areas. Strategies and action plans are proposed for achieving the objectives.

Economic activities proposed for the area include urban agriculture based on permaculture and industries that add value to agricultural produce, such as drying fruit. Micro-credit facilities may support such ventures. The potential to create a niche for specialised produce for an external market through the development of organic and Fair Trade products is also considered.

Box 2: Key elements of the Nongoma TRS

*Nongoma Urban Regeneration Study:
Township Regeneration Strategy 2009*

1. Introduction

An overview is provided of the context of Nongoma and general population characteristics. A vision statement for the TRS is given and its key strategies and types of programmes are listed.

2. Economic and environmental sustainability

This section establishes the need for vibrant, sustainable economic development for Nongoma in order to improve the quality of lives for the existing population and meet the needs of future residents. It includes predictions of future demand (up to 2025) for housing, jobs (in various sectors), urban agricultural land and accommodation for tourists. It suggests projects and programmes that can be developed to meet the projected needs and stimulate economic activity. It provides social, economic and

biophysical objectives, indicators and strategies. The strategies are broken down further into action plans with itemised phases, budget and responsible municipal department.

3. Traffic

This section provides plans that aim to ensure efficient movement of people and goods around Nongoma, with a prioritisation of non-motorised transport and public transport. It includes plans for a by-pass road, private vehicle parking, freight and service vehicles, signage and urban design.

4. Engineering services

An overview is provided of the current state of sewer and water reticulation and bulk electricity supply and highlights problem areas. It includes recommendations and development plans to improve service delivery and capacity.

5. Township regeneration

Guidelines are given for developing the Nongoma CBD, covering movement, land use, public space and urban form. The principles and approaches that inform the plan are outlined. The section includes a list of potential programmes related to different development phases.

6. Possible project [programme] constraints

This section includes factors such as inadequate bulk infrastructural services, institutional capacity and land availability.

7. Conclusion

The final section includes tables listing proposed programmes and projects with budgets and funding sources.

HOW THE NONGOMA TRS WAS DEVELOPED

Nongoma Local Municipality had no existing planning documents or socio-economic information to inform the TRS. The only plan they had was an outdated housing plan that had never been adopted by Council. The process therefore required starting from scratch and doing the baseline research studies, data collection, consultation and planning that led to the compilation of the TRS and related documents, such as the SDF, the investment plan and the Urban Design Framework.

The whole process took about nine months, and cost almost R3 million, funded by the TA grant. Some key features of the process are outlined below.

An inter-disciplinary team

Commissioned by the municipality, a project management company put together a team of experts to work on the project. The team included consultant economists, transport and civil engineers, urban design specialists, town planners and project managers.

Guided by a project steering committee, the team liaised with relevant municipal officials and community members, for example the local taxi association and informal traders were consulted. Each document produced was presented to the full Council for approval.

Background research and reports

Initially an inception report was compiled which set the background to the project and its assumptions. Then some guiding principles were developed and a situational analysis, informed by a socio-economic survey, was made. From there they began to identify possible projects.

The status quo reports required the experts from each sector to investigate what was happening on the ground and the current state of services, infrastructure, etc.

The Contextual Framework report included the results of a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis for the town. The SWOT analysis involved key informant interviews and a stakeholder workshop. The results

of this analysis were used to draft the environmental vision, strategic objectives, strategies and business plans.



PHOTO: EUGENE DE BEER

The marketplace in Nongoma's CBD, a site identified for improvement



PHOTO: EUGENE DE BEER

A retail centre about 1km from Nongoma's CBD

When the NDPG application was submitted to the NDP, the municipality had already identified an area within the CBD that would benefit from municipal investment, stimulate further activity and encourage private investment. This included developing a bus and taxi rank, rehabilitating key roads, and developing a cultural museum opposite the municipal office on the site of an historic battlefield.

Challenges

As the municipality had no existing documents to inform the process, baseline studies had to be carried out. For example, the engineering services team had to try to locate each sewer manhole, inspect them and record information such as size of pipes, direction of flow and condition.

Given the wide range of information needed, it was not possible to anticipate everything from the beginning. As additional studies and expert input were needed, the municipality had to motivate for more funds from the NDP.

Highlights of the process

The integrated approach to the project and consultative process was something new. The municipality is used to working on its own, but through this experience officials began to realise that they cannot do everything on their own. Within the various municipal departments people began to understand that an integrated approach is needed to achieve shared goals.

Nongoma has experienced political tensions, and for a time there was no municipal manager and no one playing a leadership role in the municipality. Yet the project carried on and people provided the information that was needed – united in their shared need for the town's development. The municipal manager co-ordinating the process remarked on the helpful, positive response to the project from municipal officials and members of the community.

USING THE NONGOMA TRS

Copies of the TRS document were given to municipal departments. It is playing a significant role in guiding municipal planning. For example, it has informed the land use management plan which is being compiled, and it also informed the development of the IDP.

According to the Municipal NDPG project manager, documents – no matter how well-produced – do not get used if there is no ownership of them by municipal officials. In addition, appropriate use of the strategy requires an understanding of the intentions behind the proposals – i.e. the vision and principles that inform them. These are perhaps even more important than the specific details of the plans on paper. Through the TRS process, there grew an awareness that municipal officials have to know “each and every corner of every document” so they can use the information for project implementation purposes – in the short and long term.

Other applications of the TRS are given below.

A tool to monitor service delivery

The TRS is integral to the IDP and has the potential to assist with service delivery and budget implementation plans. The Department of Co-operative Governance’s annual IDP evaluation results usually cites the Nongoma Municipality’s IDP as among the worst in the province. Now it is hoped that with the TRS to guide the IDP, this will change.

The TRS can also serve to promote institutional capacity-building and integrated, co-operative governance, through highlighting areas that need strengthening. For example, there is a risk that none of the development strategies will be implemented if the district municipality does not fulfil its obligations in terms of bulk infrastructure provision, operation and maintenance.

The municipality is planning to establish an office for monitoring and evaluating the implementation of projects, using the objectives and indicators in the TRS.

A tool for securing project partners

The TRS is helping to secure external investment partners. For example, it has been given to potential investors interested in the taxi rank development.



Local enterprise, Nongoma

4. A TRS FOR MPOPHOMENI:

uMngeni Municipality

The semi-rural township of Mpophomeni lies in a valley about 12km south of Howick, KwaZulu-Natal near the N3 highway between Johannesburg and Durban. It was founded by the apartheid government in 1972 as a dormitory township.

About 40 000 people live in Mpophomeni, with the largest age groups being over 65 years and under 19 years of age. Pensions are an important source of income for most households, particularly as the community has a high unemployment rate.

OVERVIEW OF THE MPOPHOMENI TRS

The TRS for Mpophomeni forms part of the uMngeni Integrated Investment Node Development Plan, which received funding from the NDPG. The TRS links the plans for the township to the higher-level provincial and district planning documents. It provides a rationale for the development projects identified and outlines an implementation programme to

be managed by the municipality. See Box 3 for the TRS structure.

The TRS is a strategic expression of the vision of Mpophomeni as a township that: "will strive to provide its residents with a safe, friendly environment in which to live, with the provision of services to all residents in an efficient and cost effective manner, and to promote employment creation activities in order to address the challenge of poverty, promote local economic development, and provide a pleasant living environment."²

Interesting features of the Mpophomeni TRS include:

- The grouping of projects according to specific sectors, such as economic development, housing and the natural environment. This reflects an effort to ensure a comprehensive strategy that includes the different elements needed for township development. It is also a reminder of the multi-sectoral nature of the implementation plan which involves different municipal departments.

²*Mpophomeni TRS, August 2009, page 8*

• The TRS is illustrated with aerial land-use photographs and other photographs of specific areas to show types of buildings, conditions of roads and so on. These will provide useful visual records against which to measure progress.



PHOTO: EUGENE DE BEER

Informal traders operate along many roads in Mpophomeni

Box 3: Key elements of Mpophomeni TRS

*uMngeni Integrated Investment
Node Development Plan
Mpophomeni Township Regeneration
Strategy 2009*

Section 1: Background to the town and township

This section includes the purpose of the TRS and the methodology used to compile it.

Section 2: Township context

Section 2 links Mpophomeni to two provincial and district development policies:

- The Provincial Spatial Economic Development Strategy (PSEDS)
- The uMgungundlovu District SDF

Section 3: Township vision and objectives of the TRS

This section shows how the objectives, or priority issues, are based on those of the municipality's IDP and relate to basic service delivery and infrastructure investment, local economic development, financial viability and management, municipal transformation and institutional

development, good governance and community participation. It outlines key steps for the township's regeneration process (see page 20).

Section 4: Situational analysis

Section 4 presents the situational analysis of the township focusing on the socio-economic characteristics and community profile, and lists the existing projects and programmes relevant to Mpophomeni as per the IDP.

Section 5: Principles and policies guiding development

This section outlines key principles related to urban planning and environmental sustainability. In relation to these, it describes existing features of Mpophomeni such as its buildings and road networks, land use, public spaces, sense of image and identity.

Section 6: Applying the development principles to Mpophomeni

Section 6 identifies specific areas for applying the principles in order to make Mpophomeni a safer, more pleasant place

to live and stimulate development.

Section 7: Township regeneration plan

This section identifies specific projects for implementation, grouped according to relevant sectors, such as economic development, engineering infrastructure, traffic and transportation, housing, social services, recreational facilities, natural environment, safety and security, and tourism.

Section 8: Implementation plan

This section lists the projects in order of priority, including estimated cost. It includes the process by which projects were prioritised, and a system for co-ordinating the implementation of projects across different municipal departments. It also presents guidelines for a continued community participation and consultation process.

Section 9: Conclusion

A general statement is given about how implementation will facilitate development and private sector investment.



PHOTO: EUGENE DE BEER

Most streets in Mpophomeni have grass verges and trees

HOW THE MPOPHOMENI TRS WAS DEVELOPED

The Mpophomeni TRS was developed within the Technical Department of uMngeni Municipality. It was compiled by the consultant who had already developed plans for the township's first nodal development programme – the Mpophomeni Nodal Development Project (MNDP) which consists of a proposed retail centre development near the civic precinct.

In order to catalyse this and encourage private investment in the retail centre, an upgrade of the taxi rank and two main roads were proposed for NDPG funding.

Work on the MNDP began in 2008, including the socio-economic studies. The planning phase cost about R750 000 and was funded from the TA and took about one year. The TRS has been approved by the Council. Some challenges and key features

of the process are outlined below.

Challenges

The actual TRS document was compiled in 2009, after the socio-economic research survey and the business plans for the MNDP had been drafted. This seems to reflect a learning process between the NDP and the municipality during a time when the NDP's guidelines relating to the NDPG were still being developed, as there were different interpretations of the nature of the business plan required and a lack of clarity about the requirement of the TRS.

Although producing the TRS towards the end of the programme planning process caused some time delays it did not lead to any changes in the type of projects identified. This was because much of the information needed for the TRS was already available as it had been used during the MNDP planning process. In addition:

- The terms of reference for the MNDP planning work specified a multi-disciplinary approach, therefore a multidisciplinary team worked on the project, including for example, environmentalists and urban planners

- The consultant chosen had development economics and town planning expertise, and used an integrated, holistic approach from the start – as required for a TRS.

In hindsight, the compilation of the TRS was made easier because the original business plan was based on the more strategic approach needed for a TRS, and the business plans required by the NDPG were rewritten to focus more on the implementation of specific projects, such as road upgrading.

With this explanation of the actual order of events in mind, the following provides more details of the processes involved.

Sources of information

The TRS pulled together information from the existing higher-level planning documents and related studies. Mpophomeni had already been identified as one of the municipality's primary nodes for development and a secondary node in terms of district-level plans.

The TRS vision statement for Mpophomeni is informed by the uMngeni Municipality's vision and mission statement, and the TRS objectives are based on those of the municipality's IDP.

The situational analysis was based on a review of existing information and studies and a household survey that was undertaken in 2008. Visual site surveys of the area were also made.

The strategy was also informed by interviews and discussions with key stakeholders including municipal representatives from different departments (community services, planning and development services, and technical services).

The initiatives outlined in the TRS had already been identified through previous planning processes, for example the PSEDS, SDF and particularly the IDP. Therefore no further community participatory processes were required to compile the TRS.



PHOTO: EUGENE DE BEER

View of distant hills from Mpophomeni

USING THE MPOPHOMENI TRS

Compilation of the TRS is a first step in the integrated regeneration process for Mpopophomeni. Other key steps in the process are shown in Figure 1.

The TRS is seen as a strategic document that needs to feed into the IDP process to ensure effective allocation of resources and alignment of local projects with district and provincial priorities. It is envisaged that once the recommended projects have been accepted into the IDP and budgets have been allocated, the local municipality will manage the implementation, monitoring and evaluation, and community participation processes. The latter is particularly important as members of the community need to be involved in the identification, implementation and monitoring of the projects, as the projects are ultimately for the benefit of the community.

However, someone has to champion the TRS to facilitate its use and to make sure it is kept up to date. The TRS may not necessarily be located in the same department as the champion. Although the TRS was

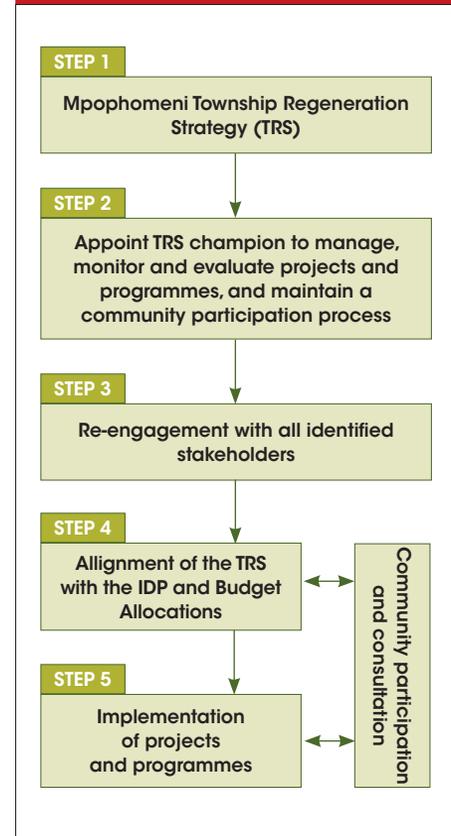
developed in the Technical Department of the municipality, it may eventually be located in the Planning and Development Department or the Community Services Department.

"It has to be part of the IDP so every year when the IDP is reviewed this document is reviewed as well." (Project Manager, Technical Department, uMngeni Municipality)

A tool for identifying future programmes

The TRS has a broader relevance and can be used as a tool to identify other programmes, not only those funded through the NDGP. Because it is a long-term document it is an important reference when considering other development initiatives for the area. It will be used to determine what the priorities are and monitor changes. It will be a living document.

Figure 1: Mpopophomeni integrated regeneration approach



Source: Mpopophomeni TRS, 2009

5. LESSONS LEARNED

The TRSs for Johannesburg, Nongoma and Mpophomeni were informed by a holistic approach to development that required integrating:

- Different levels of planning documents, such as the regional SDFs and municipal IDPs



Upgraded street in Soweto

PHOTO: JAMES MURPHY

- Work related to different sectors such as roads and transport, civil engineering, environmental management and economic development
- Long-term visions and programmes with shorter-term projects and implementation plans.

Each of the municipalities in this case study followed a different process to produce their TRS, according to their own needs. For the CoJ it was an opportunity to draw together elements from various existing plans and bring an integrated, area-based perspective to their programmes. Mpophomeni's TRS was compiled primarily at the request of the NDP, however it has potential to be a useful tool that complements their IDP. For Nongoma the process kick-started the work needed on which to base all their future planning.

Through the experiences of these municipalities, a lot of lessons have been learned. A summary of these, together with suggestions to inform the process of compiling and using a TRS, are presented on the following pages.

Box 5: The TRS in a nutshell

A TRS is a visionary, strategic document to guide local programme³ and project planning in a township over a 15-20 year time period. A TRS is:

- Multi-sectoral, addressing social, economic, physical and environmental aspects of township development
- Aligned with the higher-level plans of the IDP and SDF. However, given the longer time-span of the TRS, the IDP and SDF will also be informed by the TRS.
- A tool to help to identify, monitor and evaluate long-term development programmes – some of which may be eligible for NDPG funding. Practical business plans that include specific details for project implementation will complement the TRS.

³The NDP considers the term 'programme' to refer to a particular precinct or nodal development, generally undertaken over a 3-5 year business plan period. Each programme will be implemented through a set of specific, shorter-term projects.

5.1 A TRS IS AN OPPORTUNITY TO ACHIEVE MORE

If you decide to develop a TRS, it is worth embracing the task and taking advantage of the opportunities it provides. A TRS can act as a catalyst for many processes that can benefit the municipality and the local area. For example, a TRS can:

- Stimulate effective municipal planning procedures, and add value to short- and medium-term plans by linking them to long-term plans for specific marginalised areas.
- Provide a focus for a municipality to develop a relatively small area in an integrated way, and learn from the process.
- Encourage partnerships for development. The process of developing a TRS and working towards a shared vision can encourage project partners among community members, non-governmental agencies and the private sector.
- Be an opportunity for municipal officials to think about an area's development holistically and encourage collaboration

between departments (see integrated planning, below).

Recommendation

- Use the opportunity of developing a TRS to improve the way in which the municipality currently works and apply lessons gained from the experience of focusing on key marginalised areas to the municipality as a whole.

5.2 A TRS CAN SUPPORT INTEGRATED PLANNING

A TRS calls for multi-sectoral development programmes informed by a holistic approach to development. It can help municipal officials from different departments to plan and implement development programmes in a co-ordinated way. For example, the CoJ had to obtain consensus across different departments on priority projects for the TRS, and through the process managers developed their understanding of integrated development.

In the case of Nongoma, the TRS highlighted the need for integrated delivery between different levels of government.

For example, the district municipality must attend to the sewerage and water infrastructure if the local municipality's projects are to be effective.

Recommendation

- Use the process of compiling the TRS as an opportunity for managers from different departments to develop their understanding of integrated planning, and the potential for catalytic funding and development partnerships.
- Structure and present the TRS in a way that clearly shows the links between strategy programmes and objectives and specific projects with their evaluation criteria or indicators.



5.3. A TRS CAN DRIVE BOTH STRATEGY AND IMPLEMENTATION

The TRSs for Johannesburg, Mpophomeni and Nongoma all link broad planning visions, principles and objectives to specific projects. They are intended to be used by managers responsible for strategic planning as well as those focusing on project implementation. For example, the project manager in uMngeni commented on how the TRS can be used as a tool to identify what the municipality can afford to do in any particular year and what can be left for the future; and in the CoJ the TRS is used as a reference in project management meetings.

Recommendation

- Make sure that the TRS is written clearly, without unnecessary theoretical language so that it is accessible to people working at strategic and project implementation level. Including tables to show how the projects link to the strategic objectives and criteria for project monitoring and evaluation also help to make the document a practical tool. Photographs, maps and plans of



PHOTO: EUGENE DE BEER

Congested CBD, Nongoma

- particular areas, with details of their location and date, also help people to engage with the issues. The photographs help to monitor progress over time.
- Ensure that officials from various municipal departments are familiar with the TRS document and understand how to use it as a tool for strategic planning, project identification, implementation and evaluation. This may require

meetings or workshops during the process and after the TRS is complete.

- Links to the IDP and other legislative planning frameworks will strengthen the TRS. Integrate the document with other planning meetings and processes. Revisit and update it regularly, refining it where needed. In this way the TRS will become a living document, guiding the visions and plans for the township developments.

5.4. NATIONAL GOVERNMENT MAY GUIDE, BUT THE TRS IS PRIMARILY FOR MUNICIPAL USE

There needs to be clarity at both local and national government level about TRSs and their role in NDPG applications. The NDP considers the TRS to be a tool to help municipalities develop and implement long-term development plans.

Although the NDPG provides guidelines and resources for the development of a TRS, a TRS is not a compliance requirement. For the NDPG, the minimum compliance product is the business plan for a particular programme – a medium-term document (3 – 5 years usually) that includes project plans describing specific, short-term implementation projects. The hierarchy of planning from the long-term strategy (TRS), to medium-term programmes (business plan), to short-term projects or interventions (project plans) helps to make sure that there is a consistent rationale for township regeneration plans and investments.

Recommendation

- Make sure that everyone working on the TRS project has a clear understanding

of what is required, the main elements to include in the document and the difference between the TRS and business plans.

- Locate the TRS within a unit or department that has the capacity to implement it. However, make it clear that the department is merely the custodian of the TRS, and the TRS development processes, on behalf of all the municipal departments.

5.5. TRSs REQUIRE CHAMPIONSHIP AND MONITORING

If the TRS is to be meaningful and influence municipal decision-making processes, it needs a champion to drive its implementation, monitoring and evaluation. The champion does not have to be the NDPG co-ordinator, nor in the unit in which the TRS is located.

Recommendation

- Appoint a person within one department to co-ordinate the TRS process and facilitate its use – on behalf of all municipal departments.

- The champion's role is to:

- Encourage an understanding of the vision and principles informing the strategy and a sense of 'ownership' of the TRS among municipal officials
- Facilitate consensus building about priority projects
- Ensure that the TRS is reviewed alongside the other strategies and planning frameworks with which it is aligned, including the shorter-term IDP and SDF
- Promote the TRS outside the municipality and ensure effective community participation processes take place as needed
- Campaign for funding from various sources to ensure development in the township is ongoing.

