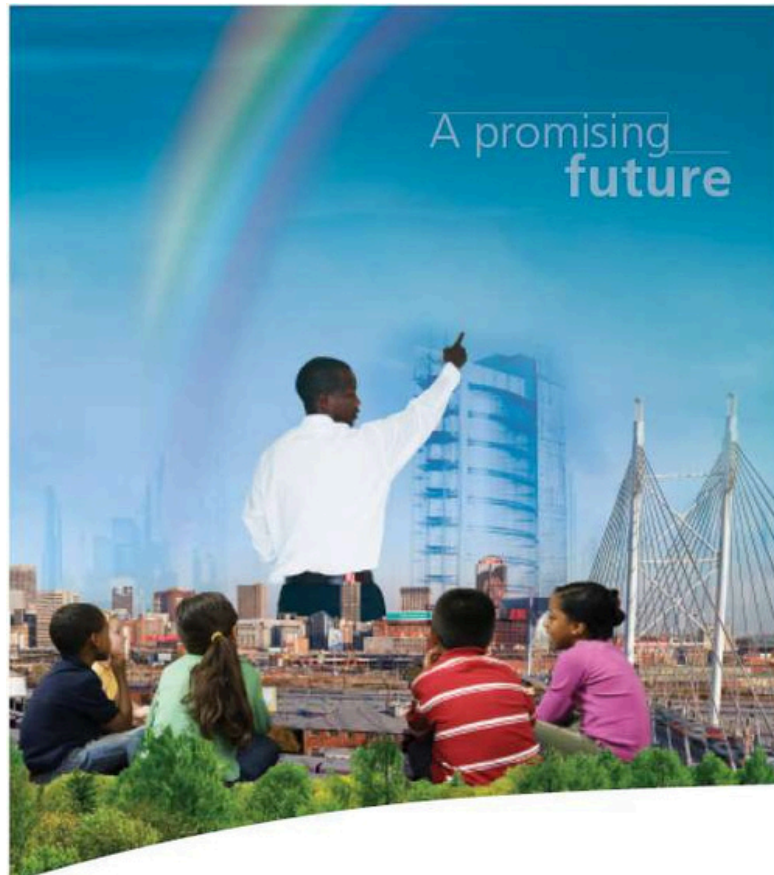


Review of Strategic Plans in the City of Johannesburg



Picture source: City of Johannesburg, 2011



a world class African city

This research report completed in March 2023 was one of the requirements for the degree of Executive Master of Science in Cities for the London School of Economics (LSE, UK), a degree obtained by the author. The research was done with the full knowledge and approval of the City of Johannesburg. The South African Cities Network (SACN) participated as “co-host” of the research since the topic relates to some of their key focus programmes. Part of the research was used by the author during the SACN’s November 2021 Urban Festival to contribute to a panel discussion on spatial transformation.

Author: Yasmin Coovadia (March 2023)

| | |
|---|-----------|
| Executive Summary | 3 |
| 1. Introduction..... | 3 |
| 2. Advancement of strategic plans | 6 |
| 3. Analysis & perspectives on the strategic plans | 8 |
| 4. Pause & reflect: reflections on strategic plans..... | 14 |
| 5. Provocations for strategic planning..... | 15 |
| References | 17 |
| Annexure 1: Glossary | 20 |
| Annexure 2: Intergovernmental plans | 21 |
| Annexure 3: Details of Research Interviews | 22 |
| Annexure 4: Evolution of the GDS | 23 |
| Annexure 5: Planning Legislation and Related Instruments | 23 |
| | |
| Figure 1: Key plans in the City of Johannesburg | 4 |
| Figure 2: Outcomes Approach | 5 |
| Figure 3: Time of various strategic plans in the City of Johannesburg | 7 |
| Figure 4: City's strategic plans | 10 |
| Figure 5: longer term planning in context | 11 |

Picture source: City of Johannesburg, 2011

Executive Summary

The focus of this research is to explore why there are an increasing number of strategic plans in the City of Johannesburg (COJ), and how the plans relate to each other. It further explores how strategic plans guide daily service delivery and simultaneously contribute to longer-term sustainable outcomes. The research provides a clear analysis and recommends that it informs a robust dialogue and debate within the COJ as well as with its key external stakeholders reflect on the role of strategic plans and planning processes. Subsequently the COJ will be confident in achieving an improved quality of life in proceeding to 2040.

1. Introduction

The City of Johannesburg (COJ) metropolitan municipality in South Africa is part of the Gauteng City Region which is the economic hub of the country. The vision of the COJ is

“Joburg – a city of golden opportunities. A vibrant, safe, and resilient city where local government delivers a quality life for every resident (City of Johannesburg, 2022, p. 11).”

It is a city of 6.02 million people and 1.96 million households with extreme inequality (0.63 Gini coefficient), a human development index of 0.72, with 40.8% unemployment yet it contributes 15% of the national GDP (City of Johannesburg, 2022, p. 7). Like any other global city, Johannesburg is characterised simultaneously by immense challenges and opportunities.

The Integrated Development Plan (IDP) 2022-2027 is the plan for the 5-year term-of-office following the November 2021 election. The IDP is a statutory institutional plan determined by the Municipal Systems Act (MSA, 2000). Importantly, it must be linked to a Budget or Medium-Term Revenue & Expenditure Framework (MTREF) which is a requirement of the Municipal Finance Management Act (MFMA, 2003). The Service Delivery Budget and Implementation Plan (SDBIP) links the IDP and Budget, projects and targets for ease of reporting and monitoring. This is depicted in Figure 1 and these plans are collectively referred to as the “package of plans” in the rest of this report.

The package of plans is a bottom-up plan with community needs and political priorities that is also guided by at least eight longer-term development strategies and frameworks listed below and depicted in Figure 1: -

1. Growth & Development Strategy 2040 (GDS)
2. Financial Development Plan (FDP)
3. Spatial Development Framework 2040 (SDF) including the Capital Expenditure Framework (CEF) and/or Capital Investment Framework (CIF)
4. Consolidated Infrastructure Plan (CIP)
5. District Development Model (DDM) One Plan
6. Built Environment Performance Plan (BEPP)
7. Longer-term sector strategies (LTSSs)

There was significant disruption of the 5-year cycles since 2019 due to a resignation and two deaths of mayors, followed by electoral change in 2021, and the recent voting out of the Mayor in 2022 and January 2023. The nature of politics in the COJ changed since 2016 with different coalitions in place.

There were six changes in mayors between 2019 and 2022 with the seventh mayor being the current incumbent in February 2023 – seven mayors within four years.

This research was produced in the context of this political disruption during March 2022 to February 2023 when business did not run as it usually should.

| Plan | Statutory Y/N | National Dept | Focus |
|-------------------------|---------------|---------------|---------------------------------------|
| 1 IDP & SDBIP | Yes | COGTA -MSA | 5yr Term of Office Institutional Plan |
| 2 Budget (MTREF) | Yes | NT-MFMA | 3yr rolling budget |
| 3 Annual Business Plans | Yes | COGTA and NT | Annual targets and budget |

Package of plans



Informs the Term-of-Office

Informs the Longer-Term City Sustainability



| Plan | Statutory | National Dept | Focus |
|---|-----------|---------------------|---------------------------------------|
| 1 Growth & Development Strategy (GDS) 2040 | No | None | 30yr horizon City Sustainability |
| 2 Financial Development Plan (FDP) | No | NT-(MFMA) | Sector focus: Financial |
| 3 Spatial Development Framework (SDF) 2040 | Yes | DALRRD SPLUMA 2013 | Spatial Transformation |
| 4 Consolidated Infrastructure Plan (CIP) | No | NT-C88Addendum 2020 | Infrastructure / Service Delivery |
| 5 District Development Model (DDM) One Plan | No | COGTA - Circular | All of Govt & All of Society; Spatial |
| 6 Built Environment Performance Plan (BEPP) | Yes | NT DORA | Spatial transformation outcomes |
| 7 Longer Term Sector Strategies (LTSS) e.g., | No | None | Sector focus |
| 7.1 Climate Action Plan (CAP) | No | None | Sector focus |
| 7.2 Economic Growth Strategy (EGS) | No | None | Sector focus |
| 7.3. Integrated Public Transport Network (IPTN) | Yes | Transport | Sector focus |

Strategic plans

Legend: National Department & Legislation
 National Treasury (NT) - Municipal Finance Management Act 2003 (MFMA); Division of Revenue Act (DORA); Circular 88 2017 and subsequent Addenda
 Cooperative Governance & Traditional Affairs (COGTA); Municipal System Act (MSA) 2000
 Agriculture, Land Reform & Rural Reform (DALRRD) - Spatial Planning & Land Use Management Act (SPLUMA) 2013

Figure 1: Key plans in the City of Johannesburg

- a. Climate Action Plan (CAP)
- b. Economic Growth Strategy (EGS)
- c. Integrated Public Transport Network (IPTN)

Figure 1 shows the relationship between the package of plans and various strategic plans indicating the relevant legislation and national department. Three LTSS are listed - they are used as examples but there are many more LTSS in the COJ. The Glossary in Annexure 1 lists the various acronyms used in the report.

Currently, the SDF and some of the LTSS are legislative requirements. The BEPP ceased being a legislative plan since 2021-22. The DDM One Plan was introduced in 2019 – the intention is to make it a legislative plan in due course. Likewise, the FDP is a financial sector plan that may become a requirement of the MFMA. Other plans such as the GDS, CIP and CAP are optional and fulfil constitutional mandates for local government. The GDS adopted the government-wide outcomes approach depicted in Figure 2. within which impacts and outcomes are associated with strategic planning, while outputs, activities and inputs are associated with institutional business planning.



Figure 2: Outcomes Approach (City of Johannesburg, 2011, p. 90)

In South African strategic planning is the practice of formulating development strategies that outlines the future for a 10-50yr period to guide and inform medium term plans. In contrast, master planning is less strategic in nature, more design-led and definitive in what is being planned and how it will be regulated. The package of plans are primarily institutional business plans rather than integrating various sector development plans.¹

The focus of the research centres on two questions: -

1. Why are there so many strategic plans and how do they relate to each other?
2. How do the longer-term strategic plans impact on the 5yr package of plans and service delivery as well as the achievement of outcomes?

¹ The IDP is meant to integrate various development functions. However, policies for some functions are not always aligned (e.g., housing, public transport and spatial transformation) making integration challenging. Nonetheless the desktop review indicates that the IDP does well in integrating planning, budgeting and performance reporting.

Strategic plans are important to the COJ because the normative city sustainability aspirations are meant to keep it on track over time and the changing political terms of office. Having many different strategic plans requires the COJ politicians and officials to approve and review several plans, while maintaining a clear line of sight between the strategic outcomes and shorter-term outputs. Having several plans, even if within a hierarchy of plans, may be confusing for many stakeholders. It is complicated to translate the outcomes into practical 5yr and annual targets to track and monitor performance. This is further compounded by the increasing number of plans generated from other spheres of government (Annexure 2) which require planning alignment.

The benefit of the research would be to the COJ however the research will also benefit national/provincial government stakeholders who make demands on local government for strategic plans. The SACN is a proponent of long-term planning and has a keen focus on challenges in achieving spatial transformation hence the interest in the research as it could benefit all their member municipalities.

The used a desk-top review with a combination of individual interviews and collaborative workshops. The desk-top review included reviewing the COJ plans as well as the legislation, regulations and/or guidelines related to the plans, media statements and academic articles. There were thirteen semi-structured interviews (detailed in Annexure 3) that enquired and probed the interviewees knowledge of all the plans, what they thought of them, whether they perceived overlaps and duplication, if there were gaps, etc. The workshops were designed to test the relevance of the topic, validate the results of the research, and establish a dialogue with relevant stakeholders.

2. Advancement of strategic plans

This section provides a chronological overview of the different COJ strategic plans in relation to key legislation as depicted in Figure 3. The **iGoli 2010** was the first strategic plan produced in 1999 followed by several other plans, with the most recent plan being the **CAP** in 2021.

In 1999 work began on the first strategic plan called the **iGoli 2010** and there were a few iterations before it was approved in 2011 and became known as the **GDS** (Annexure 4 provides details of the evolution of the GDS). The **GDS** paradigm

“serves as a lens through which the city aims to view, conceptualise and enhance its approach to development issues” (City of Johannesburg, 2011, p. 22) “based on four interrelated drivers in respect of social, environmental, economic and institutional/political change ... ” (City of Johannesburg, 2011, p. 23).

The importance of the GDS as the highest plan in the hierarchy was confirmed by four senior officials from the COJ during interview sessions as part of the research. A paradigm is like a theory of change – it explicitly outlines how to create the change and thus enables tracking the change.

There is no legislative requirement for a city to formulate a **GDS**. The COJ completed the **GDS** as the administration believed in the value of having a development paradigm and longer-term strategy to guide city sustainability. The GDS process was supported by the South African Cities Network (SACN) and the World Bank.

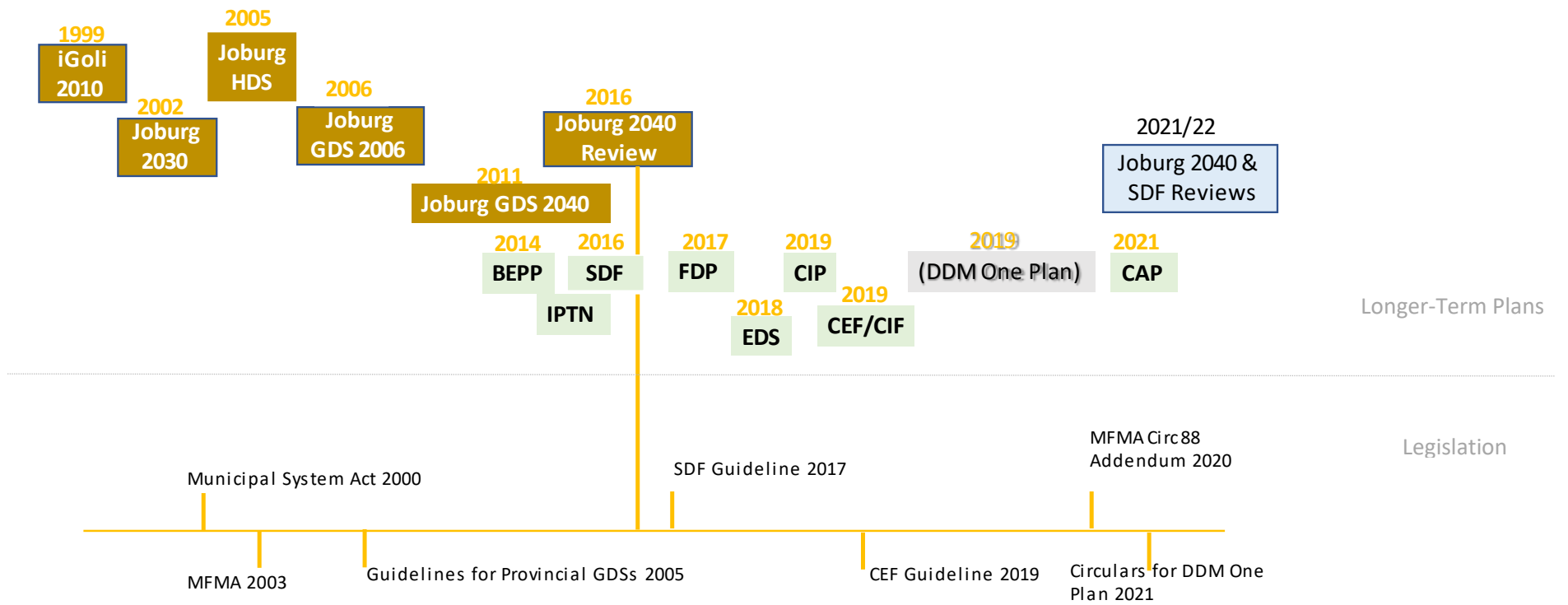


Figure 3: Time of various strategic plans in the City of Johannesburg

The COJ spent twelve years refining iterations of the **GDS**. A dissertation on the GDS (Ebrahim, 2017) and the results of the interviews of COJ officials, indicates that the GDS was a learning experience – a home grown product. The GDS was developed during the time when urban policy was not a national priority – it still is not. The political economic context at the time saw the contestation of pro-poor and pro-growth policy approaches which continues to the present day.

The COJ considers the **GDS** as its longer-term city sustainability plan that informs all other levels of planning including sector-specific planning and the package of plans. It is a city development plan and not a plan that tries to integrate various sectors in the COJ.

Other strategic plans that the COJ produced were **sector plans** e.g., the **Rea Vaya** plan (Bus Rapid Transit) which was then incorporated as part of the **IPTN** and other transport sector plans over time in response to sector legislation. Work on the **FDP** started years ago, as did **CIP** and the **EGS**, amongst other plans with the most recent sector plan being the **CAP** adopted in 2021. A key plan developed by the COJ in 2016 was the **SDF** including the **CEF/CIF**² in respect of SPLUMA 2013.

The **BEPP** was formulated for the 2014/15 MTREF and for six years subsequently as a requirement of the Division of Revenue Act (DORA) to access a range of infrastructure grants. The COJ has a draft **DDM One Plan** but has not approved it - the city is aware that could soon be a legislative requirement.

Key insights arising from the description of the several strategic plans are that some are legislatively driven, some are the product of the city's constitutional mandate, and others done out of need - and the GDS is the most important plan. Not many cities have a city sustainability paradigm to guide their planning, but the COJ does.

3. Analysis & perspectives on the strategic plans

This section provides a high-level analysis of the intent, content and implementation of the various strategic plans based on the combination of results from the desktop review and the interviews (Annexure 3).

The number of strategic plans and how the plans relate to each other

The existence of several strategic plans is a consequence of legislation and regulation, or to deliver on the constitutional mandate of local government. Closer analysis demonstrates that these plans cover different time horizons, purpose, scales and levels of detail.

Strategic planning with a 30yr horizon ultimately finds itself in the highly regulated 5yr package of plans that is the foundation of annual reviews, planning, reporting and monitoring. This compels a clear line of sight from strategic outcomes to annual outputs which becomes very technical. Figure 1 shows the difference in *focus* of the plans in the last column which alludes to the content of the plans, showing overlaps or differences between the plans.

The **GDS** guides other plans and it influenced the design of operational processes in the COJ in establishing the cluster system. The **GDS** became closely linked to the Mayor in office in 2011, which

² CEF and CIF are used interchangeably due to a typographical error – CIF is used in SPLUMA and CEF is used in the SDF Guidelines.

is unavoidable since plans are political in nature no matter the level of community participation and consultation. The GDS outlines broad intent without much detail, projects or a budget.

Some legislatively driven strategic plans unlock grants, but not all do so. The **SDF** is legislatively driven but does not unlock grant funding. In comparison, the **Rea Vaya** plan fulfils regulatory functions that unlocks transport sector grant funding. Plans for exclusive municipal functions viz. water and electricity show compliance with sector norms, standards and regulations, and some of these plans unlock grants. The **BEPP** was directly linked to unlocking grants which on average constituted about 30% of total annual capital funding for cities, while the **DDM One Plan** promises better outcomes through coordination and prioritisation of existing government budgets.

The COJ approved its **SDF** in 2016. The **SDF** is a city-wide policy document that provides a spatial vision and

“defines the strategic spatial areas to be used in the city’s capital investment prioritisation model (Johannesburg Strategic Infrastructure Platform – JSIP) ... to ensure that infrastructure investment is directed to areas with the highest potential to positively impact the development trajectory of the city” (City of Johannesburg, 2016, p. 13).

The **SDF** was reviewed in 2021/22 with the Inclusionary Housing Incentives, Regulations and Mechanism and the Nodal Review (City of Johannesburg, 2022) which provide clarity on the means of implementation while at the same time making the direct link to the **GDS**.

The updated **SDF** further clarifies the role of the **CIP** that informs the **CEF/CIF**. The COJ did this as a logical progression of spatial planning. Concurrently, (2018 -2020) two national departments, NT and COGTA who have overlapping mandates with DALLRD, were trying to clarify the specifics of the **CEF/CIF**. The result was that COGTA produced the Guidelines on Capital Expenditure Framework for Intermediate City Municipalities (Department of Cooperative Governance, 2021) which is not applicable to metropolitan municipalities (metros) such as the COJ. Metros needed to adopt the City Infrastructure Delivery Management System (CIDMS) which is more comprehensive. This duplication and confusion at the national sphere were clarified in the MFMA Circular 88 Addendum (National Treasury, 2020) agreed to by all the relevant departments. A finding of this research is that sufficient collaboration of the relevant national departments *prior* to issuing guidelines or toolkits could and should have avoided this confusion.

Plans need resources and institutional arrangements to materialise into service delivery or outputs that contribute to sustainable outcomes, otherwise the plan may have little value. The GDS does not have a budget or projects for implementation. The BEPP was directly linked to the budget and project implementation plans. The desktop review revealed that DDM One Plan attempts intergovernmental coordination of existing budgets for project implementation and match it to private sector and community investment, but it has not yet succeeded (Department of Cooperative Governance and Traditional Affairs, 2022).

Engineering infrastructure plans (although rolled up into the CIP) are located in the relevant department/entity where they receive annual budget allocations within a 3yr rolling financial framework. The budget covers key operations, maintenance and repairs, upgrading and new infrastructure spreading limited funding across all infrastructure services resulting in small investment for new infrastructure needed for the future. The result is that longer-term infrastructure capacity

does not receive sufficient funding in medium term budgets (Ehlers, Executive Director: Environment & Infrastructure Services Department, 2022).

In terms of the relation between the plans, COJ interviewees indicated that the **GDS** is the most important strategic plan at the very top of the hierarchy of strategic plans – see Figure 4. The **GDS** informs the IDP and **SDF 2040** including the **CEF/CIF**. Both the **SDF** and the **CIP** are seen as sector plans, as is the **CAP**, the **EGS**, or any other sector strategic plan or strategy.



Figure 4: City's strategic plans (Ehlers, EISD Strategic Planning and Budget Session, 2021)

The **SDF** provides strategic guidance that informs budget allocation to achieve particular spatial outcomes. The budget is also informed by community needs and political priorities that are part of the **IDP** planning process as depicted in Figure 4. The **FDP** is a model used in the budget planning process (Mashego, 2022). The **CEF/CIF** is the bridge between the **SDF** and the **FDP** (Ehlers, Executive Director: Environment & Infrastructure Services Department, 2022) as shown in Figure 5. In a nutshell, strategic planning informs the 5yr package of plans.

The relationship between the plans outlined above is the perspective of COJ officials which is not always the same for other stakeholders. Some, not all perspectives from other stakeholders are explored below.

The COJ view of the **SDF** as a sector framework differs with the opinion of the interviewee from the DALRRD (Makan, 2022). The latter contends it is more cross-sectoral and integrative as required by the SDF guidelines. Another interviewee maintained that the **SDF** is a plan produced by a municipality whereas the **DDM One Plan** is a product of all of government and society that addresses spatial issues as one of six focus areas (Malaza, 2022). And a key lesson from the **BEPP** is that

“... Spatial targeting should be the key approach for all metropolitan plans ...” (National Treasury, 2020, p. 3).



Long Term Planning in context

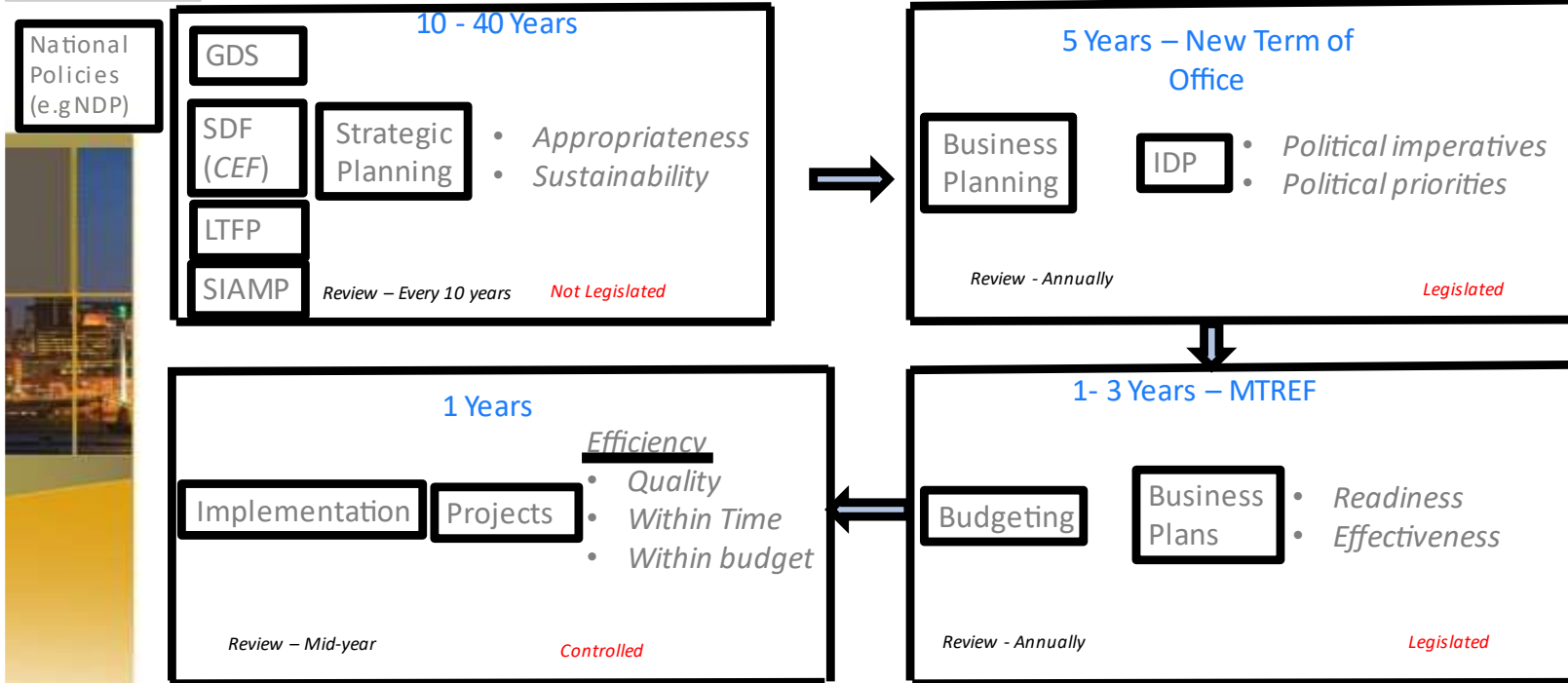


Figure 5: longer term planning in context (Ehlers, Strategic Portfolio Management, Longer-Term Planning - Integration Requirements, 2020)

This implies that the SDF is more than a sector plan. These differing views allude to the need for greater clarity between the officials from different spheres of government.

The desk-top analysis reveals that the SDF Guidelines requires the planning process and method to factor in the full range of intergovernmental policies and plans as well as taking into consideration all sectors of society as directed by SPLUMA Chapter 4 Part A 12 (2) (b):

“A municipal spatial development framework must assist in integrating, coordinating, aligning and expressing development policies and plans emanating from the various sectors of the spheres of government as they apply within the municipal area” (Department of Rural Development & Land Reform, 2017, p. 66).

A finding of this research is that differences in opinion will always exist but should not be the basis of introducing a new plan.

The observation and concern during an interview that municipal IDPs must demonstrate alignment to all the plans depicted in Annexure 2 was based on the practicality of how this could be done when there are so many plans (Malaza, 2022), and even more so when the plans have different planning approaches and/or political or administrative champions. Any initiative to introduce a new plan should be preceded by identifying the strengths and weaknesses or gaps in existing plans and policies.

Politicians in the COJ engage with the package of plans every 3 months for planning, budgeting or reporting purposes. In contrast they have one opportunity to engage on the **SDF** and another on the **GDS** during their term-of-office since these plans are reviewed once in five years. Furthermore, politicians must address current or shorter-term stakeholder needs and priorities which detracts from genuine engagement related to strategic sustainability (Moriarty, 2022). Recent political disruptions (see textbox in section 1) are a further threat to the continuity required for sustainability due to changing political priorities. The public or civil society will respond to sustainability issues or plans if given the opportunity but will be more likely to take initiative on issues that affect their daily lives.

Key insights arising from the analysis are: -

- 1. Some strategic plans are legislative or regulatory plans completed for compliance. Other plans respond to the constitutional mandate of local government to provide basic services or done for practical necessity.**
- 2. The GDS is the most important strategic plan and it is intended to inform all other plans since it is a paradigm for city sustainability. It is not a compliance driven plan. Rather it is a home-grown plan, refined over 12 years and completed out of the need and value for a development paradigm premised on sustainability.**
- 3. The SDF provides strategic guidance for budget allocations and thus has a more direct link to implementation.**
- 3. National departments should work collaboratively to look at strengths and gaps in policy and plans before introducing new plans into the planning system to avoid duplication. Furthermore, guidelines for new plans must clearly outline the relation to other plans to avoid confusion.**
- 4. Government officials who have a sector focus, politicians and the public are prone to focus more on short and medium-term outputs rather than sustainable outcomes because they cannot ignore present realities compounded by the frequent political disruptions as currently witnessed in the COJ.**

Strategic plans inform the package of plans and service delivery as well as the achievement of outcomes

The outcomes approach, process and systems are in place in the COJ as indicated in section 1 - whether they work optimally is a matter of debate.

Key choices must be made in the short to medium-term to realise longer-term sustainability. Furthermore, constant commitment to the GDS outcomes requires built-in mechanisms for decision-making in respect of resource allocation e.g., if financial resources are allocated to expand access to water without water demand management, it will negatively impact the longer-term water security for the city.

Example of a key choice for sustainability

A choice can be made in allocating financial and technical resources for increasing population density and land use intensity in particular areas via upgrading infrastructure capacity rather than building new infrastructure.

The cluster system that used to operate in the COJ until recently is an example of a mechanism that ensured that decision-making related to resource allocation factored in the **GDS** outcomes. All projects and actions were mapped to one or more of the **GDS** outcomes and the capital prioritisation model, JSIP³ assisted in guiding expenditure and investment decisions to contribute to spatial outcomes.

Even with the use of the cluster system and **JSIP**, budgeting for both short-term priorities and long-term sustainable outcomes is a balancing act made difficult in the economic context of low growth, increasing unemployment, poverty and inequality. The COJ's under-funded and unfunded mandates such as some aspects of health; social and community development for example, place further strain on limited financial resources and points to a longstanding failure of Intergovernmental fiscal relations. The annual competition for limited financial resources pushes strategic outcomes further down the line.

Media statements in 2012 and 2013 signalled the COJ's intent to increase capital expenditure to R100billion over ten years for investment in infrastructure (City of Johannesburg, 2013). This target was not reached.

COJ Interviewees provided interesting approaches to achieve the outcome of R100billion capex over 10 years. Wurayayi (2023) outlined the accepted practice of how the capital budgeting process factors in the **SDF** outcomes using **JSIP** which could be complemented by a commitment, for example, to manage employments costs to make operational savings and redirect it to capital expenditure for infrastructure. But this would need long-term commitment. Mashego (2022) explored a dedicated budget for projects associated with strategic plans such as the **GDS** which would require the MFMA to be amended to include financial principles/provisions. But the **GDS** does not have projects. Generally, plans without financial resources are less likely to be implemented.

Plans fulfilling the purpose of vision or strategy are more appealing to most stakeholders rather than plans done for compliance with legislation or for accessing grants or private sector funding, or for implementation purposes. Hence the difficulty and complication in aligning outcomes as implementation occurs.

Key insights on the influence of strategic plans are: -

- 1. Keeping a reasonable line of sight from longer-term outcomes through to shorter-term outputs can be very technical and abstract but organisational processes such as the Cluster System and tools such as JSIP make it possible.**

³ See textbox on page 8 of this report.

2. Immediate pressure to resolve current challenges and crises take precedence over making tough decisions or choices that contribute to sustainable outcomes.

4. Pause & reflect: reflections on strategic plans

There are many strategic plans and there are several reasons for why they are done, what they are used for, how they relate to each other and how they achieve sustainable outcomes. City planning, after 28 years of democracy

“has been a valuable journey, slow and winding” (Ehlers, Executive Director: Environment & Infrastructure Services Department, 2022).

In the April 2022 research workshop, it was evident that most mid-level COJ officials had not reflected on the cumulative number of strategic plans as they are accustomed to working with their sector plan, or a couple of plans, rather than most of the plans at any one point. Other stakeholders would be in a similar position. Numerous plans make it practically difficult to align, coordinate and integrate as required by the package of plans or other integrative plans. Most stakeholders should know what the main plan of the city is, it should have a clear summary and a live dashboard to track performance in achieving outputs and outcomes irrespective of the number of plans. The results of the April workshop and the interviews suggest that there may be benefit in the COJ pausing and reflecting on plans and planning for sustainable outcomes: -

- a) There is a wealth of official experience in trying, testing and refining planning that remains within the COJ and the continued commitment and expertise to address new challenges as they arise. This is underpinned by an approved city development and sustainability paradigm in the GDS.
- b) There are differences in thought in the COJ on whether the GDS should have a few key programmes/projects with implementation plans and a dedicated fund⁴ linked to it to keep the sustainability agenda on track with as many of the stakeholders as possible engaged in the pursuit of outcomes.
- c) There are differences in thought on the GDS or strategic planning becoming a legislatively driven plan.

There are no programmes/projects to date linked directly to the GDS. To date, the GDS reviews have not been subject to stakeholder scrutiny (Ebrahim, Executive Director: Group Strategy, Policy, Citizen Relations , 2022). There are few media or public references made to the GDS. It is therefore not surprising that performance related to the GDS, or the GDS itself, is not topical for key stakeholders. This can be changed if the COJ decides to make sustainability/GDS a top priority once again e.g., by establishing regular focus group sessions deliberate media coverage when Quality of Life Surveys are made public and making use of technology and social media.

The increasing political disruptions and the nature of local government coalition politics raises the importance of balancing change and continuity for achieving city sustainability. Gains in improved planning for engineering infrastructure (CIP with CEF/CIF) may be side-tracked by the increasing lack of maintenance and repairs. Furthermore, it was the intent of government to focus on strategic planning once the basics had been established for the term-of-office planning, but this has not happened to date (Harrison P. , 2022). A key issue to consider in strategic planning how to hold multiple successive political parties accountable to sound principles and targets of sustainability and

⁴ The fund is different to the FDP – it is the financing mechanism rather than the finance plan or model, probably separate to the normal MTREF or however the pending MFMA provisions may define.

efficiency over the long term. These factors may lay the basis for exploring the need to make strategic planning a legislative requirement.

However, the precondition for strategic planning becoming a new legislative requirement must be that government review all municipal planning requirements and, in consultation and agreement with local government, reduce planning requirements where there is duplication/overlaps or simply no value to the plan/s. This will require all spheres of government to work towards better co-ordination when it comes to legal requirements for local government planning and that the focus shifts from legislative and regulatory compliance to improved service delivery and achieve sustainable outcomes.

It is recommended that the COJ introduces a series of collaborative workshops to reflect on and co-design a city planning agenda for the next two decades to 2040. The first workshop should be internally focused with COJ officials and politicians to test and validate the results of the research and discuss what they think about the hierarchy of plans, the purpose and focus, gaps and overlaps of the plans. The second workshop should include external stakeholders, especially key national and provincial government, academics and planning and governance practitioners. Both workshops could be facilitated by the SACN. The purpose of the second workshop would be to share the results of research and establish a dialogue and debate which would provide the opportunity to co-design options for planning for the future.

5. Provocations for strategic planning

The challenge for the COJ is to pause and reflect on the strategic plans and planning experience to date in achieving the sustainability outcomes it aspires to reach by 2040; to share this reflection with key external stakeholders to co-design how to proceed with planning in future. It is demanding to do this under the current circumstances of political disruption, frequent service delivery crises and worsening socio-economic conditions, but making a conscious decision to pause and reflect may be more beneficial than harmful.

The pause and reflection exercise briefly outlined in the previous section of the report should address the provocations: -

- a) Review the paradigm in the GDS; explore whether a few key GDS programmes/projects with implementation plans and a budget should be introduced; explore whether the GDS should be legislatively driven; review the transversal mechanism (Cluster System) and other instruments that directly link strategic planning to the institutional planning to improve efficiency and effectiveness.
- b) Identify and agree on areas of duplication or gaps in strategic planning and test the level of agreement/dis-agreement in maintaining/reducing/increasing the number of plans.
- c) Agree on a set of issues that should be raised with national and provincial government and establish the dialogue; agree on the COJ preliminary position on the proposed review of local government legislation.

Establishing the opportunity to pause and reflect and address the provocations will enable the younger/newer COJ officials to tap into the experience of officials and politicians who produced the GDS and other strategic plans and understand the evolution of planning in the COJ. They can collectively decide how to proceed to 2040, especially putting the sustainable outcomes back on track and how to charter the current inadequate service delivery performance and extreme socio-economic and climate challenges. Extending this exercise to external stakeholders will allow the consideration

of other perspectives, of sharing, learning and teaching in a larger planning ecosystem. It should provide a sense of consistency and logic to conquer the future and prepare the COJ to lead the pending review of local government legislation.

It must provide a clear and confident pathway for achieving the GDS 2040 sustainable outcomes so that the citizens of Johannesburg have improved quality of life.

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Weblinks to key COJ documents

SDF

https://drive.google.com/drive/folders/0B6d8vNtQ0MHvR2xpeFZGZWffaG8?resourcekey=0-91_x4Y8dx7limaLcRI-i3Q

GDS

https://www.joburg.org.za/documents_/Documents/Joburg%20GDS%202040/Joburg%202040%20GDS%20Low%20Res.pdf

CAP

https://www.joburg.org.za/departments_/Documents/EISD/City%20of%20Johannesburg%20-%20Climate%20Action%20Plan%20%28CAP%29.pdf

MTREF

https://www.joburg.org.za/documents_/Documents/2022-23-2024-25%20Draft%20Medium%20Term%20Budget/ANNEXURES%20A%20TO%20D.pdf

Media Statement R100b over 10 Years 09-05-2013: JOBURG'S R100-BILLION FOR INFRASTRUCTURE OVER THE NEXT 10 YEARS

[09-05-2013: Joburg's R100-billion for infrastructure over the next 10 years](#)

22 March 2012 'Joburg plans R100bn in expenditure'

['Joburg plans R100bn in expenditure' \(iol.co.za\)](#)

Annexure 1: Glossary

| | |
|----------------------------------|--|
| COJ Plan | City of Johannesburg also referred to as City Plan refers collectively to a strategy or framework |
| PLANS | |
| BEPP | Built Environment Performance Plan |
| CAP | Climate Action Plan, City of Johannesburg, 2021 |
| CDS | City Development Strategy also known as city Growth & Development Strategy (GDS) which have longer-range timeframes and is more strategic than detailed in nature |
| CEF/CIF | Capital Expenditure Framework or Capital Investment Framework) used interchangeably due to difference in acronym used the legislation and guideline for SDFs which is a typological error |
| CIP | Consolidated Infrastructure Plan |
| DDM One Plan | District Development Model One Pan |
| EDS | Economic Development Strategy, City of Johannesburg, 2018 |
| FDP (LTFMS) | Financial Development Plan in City of Johannesburg known as the Longer Term Financial Model and Strategy in National Treasury |
| GDS | Joburg 2040 Growth and Development Strategy |
| IDP | Integrated Development Plan |
| IPTN | Integrated Public Transport Network |
| JSIP | Johannesburg Strategic Infrastructure Platform |
| LTSS | Longer-Term sector strategies/plans |
| MTREF | Medium term Revenue and Expenditure Framework (3yr rolling) |
| SDBIP | Service Delivery and Budget Implementation Plan |
| SDF | Spatial Development Framework 2016 for City of Johannesburg |
| LEGISLATION / REGULATIONS | |
| DORA | Division of Revenue Act |
| MFMA 2003 | Municipal Finance Management Act 2003 |
| MFMA Circ 88 | Circular Number 88 of the Municipal Finance Management Act |
| MSA 2000 | Municipal Systems Act 2000 |
| SPLUMA | Spatial Planning and Land Use Management Act 2013 |
| DEPARTMENTS / ENTIIES | |
| COGTA | National Department of Cooperative Governance and Traditional Affairs |
| DALRRD | National Department of Agriculture, Land Reform and rural Development |
| DPME | Department of Planning, Monitoring and Evaluation |
| NT | National Treasury |
| SACN | South African Cities Network |

Annexure 2: Intergovernmental plans

Source (Department of Planning, Monitoring and Evaluation, 2022, p. 91)



Annexure 3: Details of Research Interviews

| Name | Department/City | Job Title | Date |
|-------------------|--|---|------------------------------------|
| Nicci Pingo | SACN | Program Manager: Inclusive Cities | 29-Sep-22 |
| Senzi Malaza | COGTA National | Director: Local Government Operations and Support | 3 and 14 Oct 2022 |
| Stefanie Chetty | COGTA National | Director: Spatial and Urban Development Planning | 03-Nov-22 |
| Rajesh Makan | DALRRD | Chief Director: Planning Facilitation | 4 and 18 Nov 2022 |
| Philip Harrison | Wits | Professor: South African research Chair in Spatial Planning and City Analysis | 02-Dec-22 |
| Tiaan Ehlers | COJ Environment & Infrastructure Services (EISD) | Executive Director: Environment & Infrastructure Services | 13-Oct-22 |
| Eric Raboshakga | COJ Spatial Transformation | Director: City Transformation | 21-Oct-22 |
| Zunaid Khan | COJ Development Planning | Executive Director: Development Planning | 21-Oct-22 |
| Kamini Pillay | COJ Office of the Chief Operations Officer | Director: Infrastructure Planning & Coordination | various emails and telephone calls |
| Zayd Ebrahim | COJ Group Strategy, Policy, Citizen Relations | Executive Director: Group Strategy, Policy, Citizen Relations | 27-Oct-22 |
| Charity Wurarayi | COJ Finance, Group Accounting | Group Head: Group Financial Accounting | 12-Jan-23 |
| Sylvester Mashego | COJ Finance, Treasury | Director: Financial Strategy & Planning | 23-Dec-22 |
| Mike Moriarty | COJ Private Office of the Executive Mayor | Chief of Staff, Private Office of the Executive Mayor | 09-Dec-22 |

Annexure 4: Evolution of the GDS

The **iGoli 2010**, a visioning process initiated in 1999 predicated by the 1997 financial crisis in the city and the governance crisis that followed. Then, in 2002 there was the **Joburg 2030** as the long-term economic vision, followed by the Johannesburg **Human Development Strategy** of 2005 which was the pro-poor strategy to balance the economic growth strategy of 2002. In 2006 the COJ adopted the **Joburg Growth and Development Strategy**. Ultimately the **Joburg 2040 Growth Development Strategy** was approved in 2011 which is presently being implemented by the COJ and generally referred to as the **GDS**. The **GDS** was reviewed in 2016 and more recently in 2021.

Annexure 5: Planning Legislation and Related Instruments

Source: (Department of Planning, Monitoring and Evaluation, 2022, pp. 35-37)

Table 1: Planning Legislation and Related Instruments

| Legislation | Function | Horizon | Responsibility | Application |
|--|--|-----------------------|---|---|
| The Constitution of the Republic of South Africa, 1996 | Supreme law of the country | No timelines | Constitutional Court | National, Provincial and Local Government |
| Public Audit Act 25 of 2004 | Audit of public sector institutions | No timelines | Auditor-General of South Africa | |
| Statistics Act 6 of 1999 | Official and other statistics | No timelines | Statistics South Africa | |
| Spatial Planning and Land Use Management Act 16 of 2013 | Spatial planning and land use management across three spheres government | Long term | Agriculture, Land Reform and Rural Development (DALRRD) | |
| Division of Revenue Act 9 of 2021 | Fiscal planning: equitable division of revenue – Determines allocation | No timelines | National Treasury | National |
| Companies Act 71 of 2008 | Establishment of the SOEs and companies | No timelines | Department of Trade Industry and Competition | SOEs |
| Public Finance Management as amended Act 29 of 1999 | Planning and reporting against predetermined objectives and allocated budget | Medium and short term | National Treasury | National and Provincial SOEs |
| Treasury Regulations 2005 | Regulates planning and quarterly reporting | Medium and short term | | |
| Public Service Act 103 of 1994 (as amended by the Public Service Amendment Act 30 of 2007) | Basis for planning and reporting | Medium and short term | Department of Public Service and Administration (DPSA) | National and Provincial |

| Legislation | Function | Horizon | Responsibility | Application |
|--|---|-----------------------|--|---|
| Public Service Regulations, 2016 | Requirements for planning and reporting against plans | Medium and short term | | |
| Municipal Systems Act 32 of 2000 | Local government planning | Medium and short term | Department of Cooperative Governance | Local Government |
| Municipal Structures Act 117 of 1998 | Local government structures and functions | Medium and short term | Department of Cooperative Governance | |
| Municipal Finance Management Act 56 of 2003 | Local government financial management practices | Medium and short term | National Treasury | |
| Municipal Finance Management Act – Circular 88: Municipal Circular on Rationalisation Planning and Reporting Requirements, 2017 amended in 2020 | Guides municipalities on planning and reporting | No timelines | National Treasury and Department of Cooperative Governance | |
| Intergovernmental Relations Framework Act 13 of 2005 | National, provincial and local government co-ordination | No timelines | Department of Cooperative Governance | National, Provincial and Local Government |
| Proclamation No. 43 of 8 July 2014 was also gazetted to amend Schedule 1 of the Public Service Act, 1994, to establish new and renaming the National Departments. The Ministry of Performance M&E | National | No timelines | Department of Planning Monitoring and Evaluation | National |

| Legislation | Function | Horizon | Responsibility | Application |
|--|----------|---------|----------------|-------------|
| was created in the Presidency in 2009, and the Department of Performance M&E (DPME) in January 2010. | | | | |