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Issues of alignment: linking transport planning to integrated development planning

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6. ALIGNMENT AND LINKAGE ISSUES

6.1 Introduction

Recent archaeological discoveries in Egypt have identified that

> "…long before the pyramids were constructed, ancient people there built elaborate structures aligned to the sun and stars. The standing megaliths and ring stones were erected from 6,700 to 7,000 years ago in the southern Sahara desert. They are the oldest dated astronomical alignment discovered so far and bear a striking resemblance to Stonehenge and other megalithic sites constructed a millennium later in England, Brittany, and Europe," (Hall, 1998, www.sciam.com, Ancient Alignments).

Hall in his interesting Internet article goes on to point out that, "the organisation of the megaliths suggests a symbolic geometry that integrated death, water and the sun" (*ibid.*).

The quest for alignment and integration seems to be an ongoing and necessary human quest - infusing meaning to every facet of human existence. The purpose of this alignment is arguably, primarily three fold - a) to be freed from the discomfort of misalignment (after Labovitz and Rosansky, 1997), b) to connect to or achieve something of greater or of higher significance (after Hall, 1998), and c) to sustain growth and performance (after Labovitz, *ibid*).

Misaligned organisations, processes, and development strategies, like cars out of alignment, can develop serious problems if the necessary alignment adjustments and corrections are not quickly dealt with. They are hard to steer and don't respond well to changes in direction. In this chapter an attempt is made to foster better alignment between transport, land use and integrated

development planning (IDP), so as to ensure that the dimensions of development, with respect to the local sphere are aligned, linked and headed in the same direction at the same time. The IDP is central to this objective, as it is "both the planning and implementation instrument of a municipality and is the framework that deals with the alignment of, and linkage between, the various functions and requirements of the municipality," (Oranje, Harrison, Meyer and van Huyssteen, 2000, p.33).

The consequential impact of the legally required IDP is that it would most fundamentally impinge upon municipalities decisions in – infrastructure investment, budgeting, land-use controls, and development approvals. The effective and appropriate deployment of these important municipal decisions has vital implications for sustainable development the municipalities, in the national economy and in the global arena. "The ability to transport goods and services is a prerequisite for economic growth and development and contributes significantly to the gross domestic product (GDP) of most countries, but emissions associated with vehicle use cause environmental and health problems in many of the worlds major cities and contribute to global environmental problems," (UN, ESC, 2001, p. 4). Transport, therefore, is also fundamentally critical to sustainable development, from the local sphere right through to the global sphere. Trends in urbanisation and globalisation further serve to reinforce this inextricable link between local development and transportation.

The "proper alignment" of transport to the IDP is essentially an issue of nurturing effective alignments and linkages between the transports sector the central municipal planning process - the IDP. These alignment issues are discussed in terms of:

- *Substantive / strategy issues of alignment and linkage* – here the modelling matters of chapter two and the substantive corridor issues of the Durban Metropolitan Area (DMA) case study of chapter five are

carried forward, specifically in terms of the IDP's spatial issues. Possible way forward recommendations are then developed on how to align land use and transport within the context of the Integrated Special Development Framework of the IDP.

- *Horizontal / procedural issues of alignment and linkage*, here the various horizontal alignment implications of chapters three, four and five (City of Tshwane Metropolitan Municipality – CTMM) are outlined. Methodological alignment recommendations, between transport sector plans and the IDP emerge from the discussions in this section.

- *Vertical / inter-spherical issues of alignment and linkage* – here the critical issue of inter-governmental relations, in terms of South Africa's three sphere governance system, is discussed and recommendations with respect to the way in which the IDP can relate to transport plans across the three sphere, are postulated.

6.2 Substantive Issues of Alignment and Linkage

The Municipal Systems Act (Act no. 32 of 2000) requires a "Spatial Development Framework" to be submitted as part of the IDP. In terms of the five phases of the IDP packs (of 2001) – analysis, strategies, projects, integration and approval – an integrated spatial development framework is a key output requirement of the fourth, integration phase of the IDP. As a legally binding component of a municipality's integrated development plan, therefore, the spatial development framework "needs to be quite specific and precise in cases where it wants to enforce or to prevent certain types of land use. This, however, does not imply that it has to be prescriptive with regard to the way each piece of land shall be used. There is no need for an area-covering determination of land use zones," (IDP Guide Pack, Guide III, 2001, p. 94). The main intention of this spatial development framework is linked, according to Pieterse (*et al,* 1998), Oranje (*et*

al, 2000) and Donaldson (2000), to the Land Development Objective (LDO) of the Development Facilitation Act (DFA), which promises to transform the spatial legacy of *apartheid*.

Business locations, lad use allocations and spaces for development control are governed by a local authorities' Land Use Management (LUM) system. Transport investments when undertaken in tandem with land use management systems can promote social development. A symbiotic relationship between transport and land use management could for instance serve to limit urban sprawl and manage urban growth with housing policies attentive to the transport needs of the poor. For example, in terms of promoting sustainable development, the location of high-density low-income housing and excellent public transport systems in close proximity to each other will maximise accessibility for lower-income families. With regard to specifically addressing the past legacy of South Africa, these developments should be promoted with in priority public transport corridor, where incentives and plans for employment opportunity nodes are also provided.

The link, however, between the spatial development framework of the IDP and the land use management systems remains to date weak (after Oranje, *et al.,* 2000). It has therefore been observed and pointed out in, quite a few instances that the spatial divisions of apartheid are still continuing unimpeded. In fact, Donaldson (2000, p.56), commenting on the new emerging spaces of control in the Pretoria West and Pieterburg's Ladanna suburbs has observed that - "where mixed land use has become the norm, a new city is emerging, in which certain of apartheid's social and spatial divisions are being depended, at the same time as other, largely illicit ways of controlling, managing and using urban space challenge its rule."

Oranje, *et al* (2000) therefore specifically argues that, "one of the [main] problems with current practice is that spatial frameworks are of such a broad and general nature that they provide very little useful guidance for LUM. Thus, for

example, a spatial framework may identify major nodes and corridors, but may give little or no indication of what type of development is appropriate between these designated areas," (p. 36). In terms of empirical evidences, therefore, one could safely conclude that there exists in South African cities a serious gap with respect to the (operational) management of urban growth and the spatial development process. Oranje, Harrison, Meyer and van Huyssteen (2000) go to identify three options to resolve the problem:

I. elaborated the *spatial development frameworks in greater detail*, the risk though is that they may become too cumbersome;
II. introduce *an intervening scale of spatial planning* may be developed, implying a possible return to "structure planning"; and
III. establish *a goal-based approach to land use management*, "in which the IDP goal statements are of sufficiently specific and clear to provide meaningful guidance for day-to-day decision making," (p. 37, *ibid.*)

A fourth option - which in one sense is a hybrid of the above three, yet in a financial sense is a new option - is to introduce *a growth management mechanism* (see Figure 20), which is *attached to the spatial development framework*. In terms of this fourth option, it is recognised that the integrated spatial development framework of the IDP will present on maps as far as possible:

- A "summary of spatial development trends and issues.
- Localised spatial development guidelines for spatial restructuring and spatial integration (e.g. from DFA).
- [A] spatial representation of development objectives and strategies with spatial dimension/spatial objectives and strategies.
- [The] location of projects [identified in terms of phase three of the IDP].
- Land reform issues and related projects / project components," (IDP Guide Pack, Guide IV, p.144).

The above recognition adequately deals with the implied concerns of option three above, and begins to provide a more adequate guideline for intended land uses. Moreover, though, the growth management mechanism attached to the spatial framework should entail:

- A *proactive management of the urban spaces*, employing the financial tools of taxes rebates and other incentives and disincentives, so as to attract development in to certain jurisdictions and/or the discourage development in some areas. For instance, to dissuade *ad hoc*, unregulated shopping centre developments, which regularly development away from priority corridors and consequently create situations of massive traffic congestion in areas not designed to accommodate high traffic volumes. It would ensure that public investment occur within the nodes along supported corridors, thereby also attracting and influencing private sector investments. Other land use incentives and bulk relaxation could be constructed for the purpose of managing development.

- A *management regime that supports and informs the Spatial Development Framework, taking particular cognisance of the globalisation and urbanisation challenges* facing cities, will strengthen the land use management. With specific regard to the transport issues of globalisation and urbanisation the following pertains –

    - Continued innovations in information and communication technology are causing the pace of globalisation to increase unabated. This phenomenon is expected to result in an increased demand for transport services world wide, in part to move raw materials and final goods from centres of production to markets. It will ultimately generate investment spending in transport infrastructure, especially in developing economies, (UN, ESC, 2001). Moreover, the implications of E-commerce for the transport industry are wide-ranging. On thing for sure, integrated transport

services and its concomitant land use requirements will be an imperative – "the transport operator will become a multimodal operator with control over each of the modes and long-term relations with the terminals. Increased efficiency and lower costs imply greater demand for transport services, and while this will facilitate globalisation it has important implications for sustainable development," (UN, ESC, 2001, p. 8).

- The rapid pace of urbanisation means that not only are more people living and working in urban areas, but also more people and more goods are making more trips in cities, often over longer distances. The way in which cities, especially rapidly growing urban centres in developing countries, meet the enlarged demand for urban transport can have profound implications the economic productivity of these human settlements. Transport infrastructure decisions have long-run impacts on how a city grows, where residents reside and industries locate and whether an urban centre remains viable as a place to live and work. (UN, ESC, 2001).

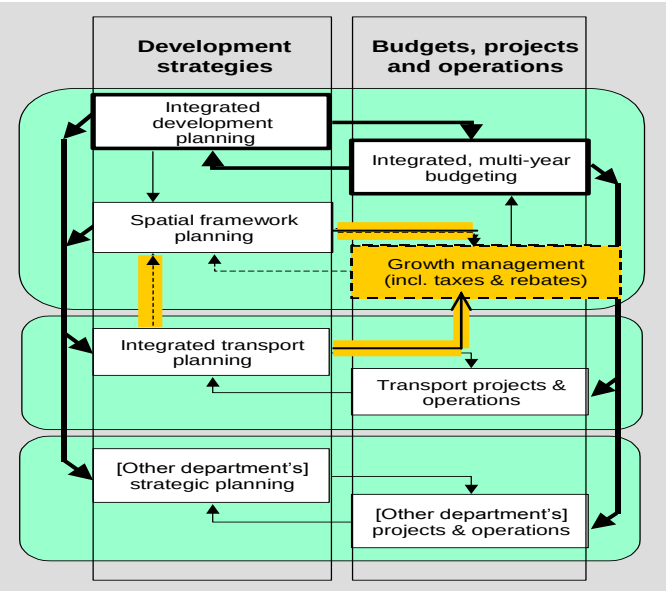


Figure 20: The LUM / Growth Management Spatial Gap
Source: Naude, 2000, CSIR

6.3 Horizontal / Procedural Issues of Alignment and Linkage

The preparation of an IDP requires that transport plans and other sector plans (e.g. the Water Services Development Plans, etc. see Figure 6) be synchronised to it in terms of the Municipal Systems (MSA, 2000). The new approach to realising a municipal IDP is that the IDP is an intersectoral and priority focussed process (according to the recently published IDP guide-packs). Most sector departments legislation stipulate with what their own planning requirements that municipalities are required to comply. It is envisaged, however, that municipalities will fulfil these requirements as part of a single IDP process. In essence, therefore it means that the sector planning requirements will be met through the ID process.

Prior to dealing methodological linkage issues in terms of the direct alignment and sequencing procedural steps between ITPs and IDPs, it is important to first summarise with respect to chapters three and four of this report, what precisely is an IDP and ITP. Following which, suggestions on how to practically strengthen the linkage of the ITP to the IDP is highlighted.

6.3.1 Summary of an IDP and an ITP

An ***Integrated Development Plan (IDP)*** must be formulated by all municipalities in the country, i.e. category A metropolitan municipalities, category B local authority municipalities and category C district municipalities. It is a strategic five-year plan linked to the term of office of a municipal council, and it is reviewed annually. Each new elected council has a mandate in terms of the legislation to prepare these plans with involvement and consultation with, communities and key stakeholders. As such, horizontal sector involvement is required throughout the process of formulation, implementation and review.

According to the White Paper on Local Government (1998) the IDP stands on four key pillars:

- Integrated development planning is *strategic in nature* and therefore emphasises priority setting, focussing and strategy formulation;
- Integrated development planning is *participatory in character* and accordingly promotes democracy, encourages representativeness and inclusiveness, ensures that decision-making is informed by local needs and priorities, and is aimed at building community self reliance and mobilising local knowledge and energy;
- Integrated development planning is *implementation orientated* meaning that planning and budgeting has to be aligned, there has to be a direct link between the strategies/policies developed and the implementation of projects, programmes and systems; and
- Integrated development planning is about *fostering and enhancing horizontal and vertical coordination and alignment* (that is alignment between sectors and among the spheres of government), and striving to strike a balance between social, economic, ecological and institutional components of sustainable development.

An ***Integrated Transport Plan (ITP)*** must be formulated by a transport planning authority. The MEC (member of the provincial executive committee) responsible for transport and one or more municipalities may by agreement establish a transport authority (TA) for the are, which will be known as a transport area, (National Land Transport Transition Act). Where to that of an area has been declared a metropolitan transport area (MTA) under the Urban Transport Act (1977), the municipalities with the MTA will likewise be able to establish a TA. The core cities of metropolitan area will, however, not be obliged to change their status to that of a TA. Transport areas will be able to extend across provincial boundaries.

The ITP is required to cover a five-year period, commencing from the current financial year. It will entail a detailed plan including a detailed budget for the financial year and a priority list of projects for the next five years. It will outline land transport policies and strategies for the TA, and will integrate transport planning with development plans and land development objectives, (after the NLTTA, 2000). It "include[s] all modes of transport and infrastructure, including new or amended roads and commercial developments having an impact on the land transport system, and land transport aspects of airports and harbours," (*ibid.* [c]). The ITP (see Figure 11) also represents a roll up of the current public transport record, the operating licenses strategy, the rationalisation plan (in the case of subsidised services) and the public transport plans.

6.3.2 Procedural Alignment and Sequencing

The ***procedural alignment*** of the ITP to the IDP is depicted on Figure 21, the following alignment implications pertains:

- The ITP process of Figure 21 represents integration of Figure 11 (the various transport plans) and Figure 12 (the COLTO ITP process), it is also informed by the NLTTA (2000).
- The IDP five phases approach, of the IDP guide pack, is depicted as the framework to which the ITP must align.
- The steps of the amalgamated ITP correspond, to the authors interpretation of which phase it best links too.
- The current public transport record (CPTR) should form part of the technical data analysis and feed into the priority issues of the IDP.
- As specific public transport, strategies the operating licenses (OLS) and rationalisation plan (RAT Plan) of the ITP should inform the development of strategies phase of the IDP.

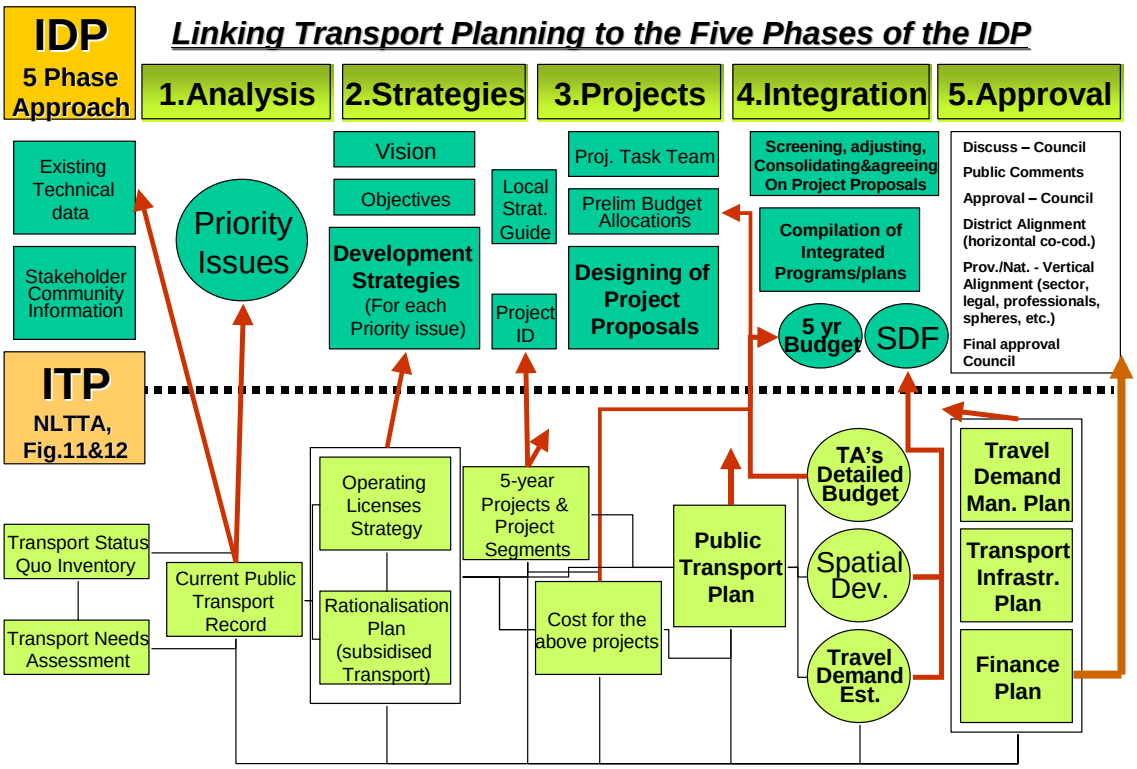


Figure 21: Linking the ITP to the Five Phases of the IDP

Source: Marrian (unpublished), 2001, CSIR

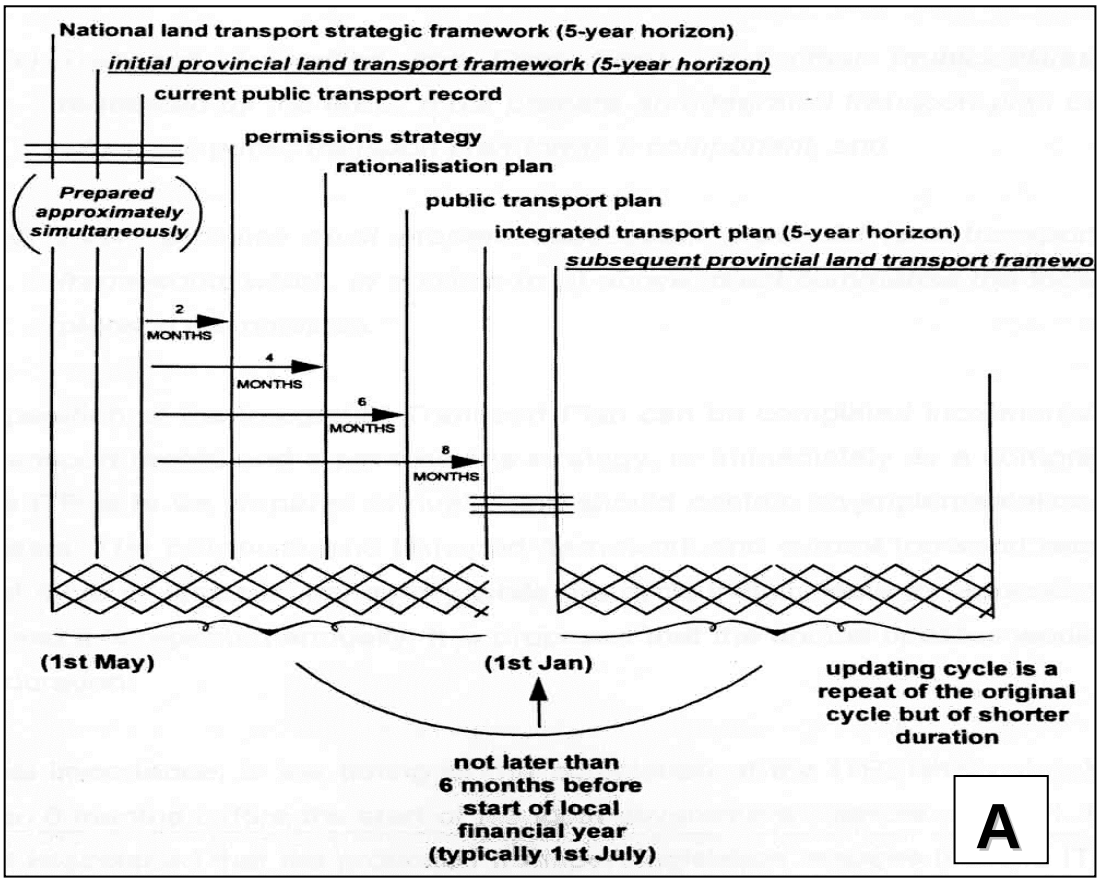
- The identification of five-year transport projects and the corresponding costs of those projects synchronise directly with formulation of project proposal in the IDP – projects phase.
- Public transport plans (PTP) are an amalgamation of the CPTR, OLS and the RAT Plan, it corresponds well with the screening, adjusting and agreeing on projects proposal step of the fourth integration phase of the IDP process.
- The PTPs together with the transport infrastructure plan; the travel demand management plan and the finance plan links directly to the compilation of integrated programmes.
- The financial plan of the ITP also links to the approval phase of the IDP.

In terms of aligning the ITP to the IDP, the transport sectoral of transport planning and implementation programmes is satisfied. This interaction is clearly primarily at the local government sphere, where the ITP and the IDP of a municipality are inextricably related.

The ***possible sequencing and timing of links*** between the ITP and IDP are depicted on Figure 22. The NLTTA (2000) indicates clearly the timeframes and cycles for the preparation and implementation and ITPs as indicated in Figure22 (a). The ITP can be completed incrementally by means of a public transport record and an operating license strategy, or immediately as a comprehensive ITP. The ITP should be prepared annually and should contain an implementation horizon of five years. Of importance, is the timing of completing the ITP, which should not be later than six months before the start of the local government financial year (01July to 30 June)? It is accepted that the proposed transport legislation requires that the ITP should be completed at this date only in terms of the content, but not necessarily the final council or approval, in order to be incorporated into the IDP process.

The IDP must be approved by the local authority and be submitted to the Provincial government by 30th June each year. The ITP, therefore, should be reviewed and amended prior to the finalisation of the IDP.

The reason the IDP is submitted by the end of June each year is to align the IDP formulation (comprising of strategies for implementation and delivery, and specific projects and programmes) to the municipal budget.



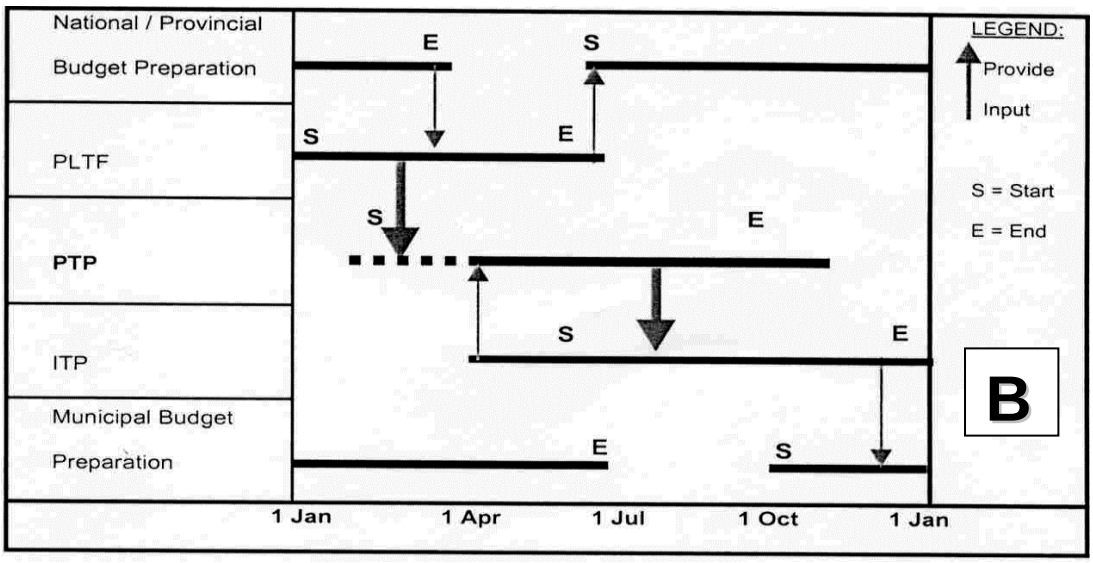


Figure 22: Sequencing and Typical Timing of Transport Plans

Source: NDOT, TPR 7, 2000, p.10 and p.12.

The budget cycle of local government runs from 1 July to 30 June each. The IDP directly informs the allocation of funds to projects and programmes which is then reflected in the local authority budget. There is an argument, however, that the IDP should in fact be completed much earlier in the year (April) in order to clearly and consistently influence the allocations of funds in the budgeting process (review of available funds and allocations to capital and operational expenditure).

The ITP accordingly should be finally completed and approved by the local council (if so required) earlier in the year (January – February) to be directly incorporated into the IDP and municipal budget. This would ensure synchronisation between the ITP and IDP processes.

The cycle then continues throughout the financial year where all the sectoral aspects of development (such as transport, economic development, water services, housing, etc.) are reviewed and amended in terms of the priorities, issues and projects to be incorporated into the next IDP and local authority budget.

6.3.3 Suggestions to Strengthen Synchronisation

Commenting on the IDP experience since 1996, Oranje, Harrison, Meyer and van Huyssteen (2000) suggest germane ways in which the linkage issues around the IDP can be strengthened, they point out that:

- "careful attention should be paid to the sequencing of planning and budget can be properly informed by the outcome of planning;
- all departments, and especially the Treasury, should be incorporated at a very early stage in the IDP – preparation process;
- the financial limitations of the municipality must be taken into account from the outset when an IDP is being prepared, thus facilitating the production of a prioritised list of interventions (i.e. strategies, projects and programmes) that are affordable and sustainable;

- [the perception that the IDP is a plan that belongs to the Town Planning Department should be actively countered through the production of a prioritised list of interventions (i.e. strategies, projects and programmes) that are affordable and sustainable and by making it clear that the responsibility for its formulation, management and implementation rests with the executive committee, the executive mayor or a committee of councillors];
- the developmental priorities of the municipality should be clearly stated in the IDP and the allocation of expenditure should be based on these and, if and where necessary, the internal structure of the municipality should be revised to reflect new priorities; and
- the planning team should include people with a sound knowledge of municipal funding and budgetary processes and, if necessary, training should be provided,". (*ibid.* p. 35).

6.4 Vertical / Inter-Spherical Issues of Alignment

Vertical alignment is a function of co-operative governance (sections 41 and 153 of the Constitution). In this sub-section, therefore, attention firstly focuses on the principles of intergovernance, and thereafter the IDP as a tool for co-operative governance is discussed.. Following which, the question – how can inter-governmental alignment and linkage be achieved through the IDP? Lastly a summary of the main features of inter spherical alignment are highlighted. In each of the discussion areas, the relationship between the IDP and transport planning is constantly considered.

6.4.1 Key principles of Intergovernmental planning and alignment

Guide one of the IDP guide pack (2001), which deals with policy guideline issues, establishes the basis for an intergovernmental planning system with the IDP, as it's central tool. The principles contained in the guide are, accordingly

foundational to dealing with the alignment of planning across the spheres of government. These principles are:

- National development guidelines and principles have to inform development planning in at national, provincial and local spheres.
- Each sphere has its own distinctive development tasks. It also has planning tasks related to the scale of operations and the area of jurisdiction.
- The needs, priorities and resources of local communities and the municipal conditions, must inform developmental activities at local level. Consequently, they will have to inform the planning processes of all spheres of government t and all sectors as far as these are in charge of implementing or financing projects at local authority level.
- Local government integrated development planning as a tool to integrate and coordinate implementation in terms of geographical space and time has to inform, and be informed by, the planning of other spheres of government, including sectoral/departmental planning of line agencies (like the department of transport nationally, provincially and locally).
- "The necessary mutual alignment between national principles/guidelines, sectoral planning requirements (standards, provincial strategies) and local needs, conditions and resources, must be accomplished by the "counter currency principle". According to this principle, decisions at different levels or different spheres of government have to inform one another mutually, and be mutually binding." (DPLG, draft guidelines, 2001, p.4).

6.4.2 The IDP – a tool for Co-operative Governance

The Constitution establishes co-operative government as a new model of governance in South Africa, which institutes co-operation and partnership as the pillars of government in the country. Of special significance is the introduction of

the concept of "spheres" of government as opposed to "tiers" of government. The notion of "spheres" imputes some equality in the status of national, provincial and local government. The Municipal Systems Act (2000), accordingly requires that:

> "24(1) ... the planning undertaken by a municipality must be aligned with, and complement, the development plans and strategies of other affected municipalities and other organs of the state so as to give effect to the principle of cooperative government contained in section 41 of the Constitution.
>
> (2) Municipalities must participate in national and provincial development programmes as required in section 153(b) of the Constitution."

Following through on these legal and policy requirements for inter-sphere alignment in respect of planning and budgeting, the Cabinet Lekgotla held in July 2001 acknowledged, the importance of Integrated Development Planning (IDP) as an intergovernmental planning instrument for the whole of government, (DPLG, draft guidelines, 2001). At the same Cabinet Lekgotla it was also recognised that the IDP:

- can be a constructive tool to advance intergovernmental integration and co-ordination; and
- can ensure that resources are allocated efficiently and effectively across all spheres based on the developmental needs identified at municipal and community level.

A concomitant key resolution of the Cabinet Lekgotla was to establish a committee of Ministers "to examine the feasibility of re-engineering our intergovernmental fiscal system in order to improve our ability to direct national and provincial resources towards addressing the developmental needs as identified in the Integrated Development Plans" (*ibid.* p. 2).

In addition, but as a separate process, the Presidency has set up a Planning Framework for Government as a whole that is aimed at ensuring integrated policy development, priority setting, budgeting and implementation. Each year, therefore, Cabinet endorses a Medium Term Strategic Framework (MTSF) that informs the Medium Term Expenditure Framework (MTEF).

For the IDP to effectively be an intergovernmental planning and resource allocation tool, it would need to link to and align with the MTSF and MTEF of government. All government departments, therefore, have an underscored responsibility to make improved coordination a major part of their normal management business. In this respect, the National Land Transport Transition Act (2000) requires the following relationship and sequence of transport plans:

> "19. (1) (a) The Department must prepare a national land transport strategic framework [NLTSF] to guide land transport planning countrywide;
>
> (b) every province must prepare its initial provincial land transport framework [PLTF] as an overall guide to transport planning with in the province;
>
> (c) every transport authority and core city, and every municipality required to do so by the MEC, must prepare a public transport plan [PTP] of which a current public transport record [CPTR] and an operating licences strategy [OLS], and, if it has subsidised public transport services, a rationalisation plan [RP], form components;
>
> (d) transport authorities and core cities, and other municipalities requested by the MEC, must prepare an integrated transport plan [ITP] of which the public transport plan forms a component;
>
> (e) every province must prepare subsequent provincial land transport frameworks which, in addition to the provision of subparagraph (ii), must summarise the local plans in the province," (p.21).

The IDP as the key intergovernmental planning tool, facilitates vertical alignment and as a framework which links planning to budgets the IDP represents the process to which sector plans must relate. Since the IDP captures in the first instance the priorities of local communities, it remains to be seen if this new, elevated function of the IDP would compromise delivery in terms of community identified priorities and complement and enhance development delivery.

6.4.3 How to achieve inter-governmental alignment and linkage?

> "While inter-spherical alignment and linkage is about the realisation of the principle of 'co-operative governance', it also has the pragmatic purpose of ensuring that the efforts of all spheres of government are efficiently integrated and directed towards the accomplishment of shared developmental objectives. Much has been said about the need for this form of alignment, but to date relatively little has been achieved," (Oranje, *et al*, 2000, p. 38).

In terms of identifying possible ways to accomplish this alignment and integration, two key works exist to date:

- First - Oranje, Harrison, Meyer and van Huyssteen (October, 2000), in their work for the Department of Provincial and local Government - "A Policy Paper on Integrated Development Planning," have grouped the ways in which alignment could be accomplished under three headings – alignment in the plan preparation phase, alignment through monitoring processes, and alignment through sequencing and timing.
- Second, in September 2001, following the July 2001 Cabinet Lekgotla the same department (DPLG) developed internally, "Draft Guidelines [for] Integrated Development planning as an Inter-Governmental Relations (IGR) Tool," which outlined a two-pronged approach to setting up the IDP as a strategic intergovernmental instrument.

Both these works are briefly described and then merged together with the thinking around Figures 21 and 22 to outline an envisaged process of sequencing intergovernmental planning and co-ordination (see Figure 23). The purpose is to outline practically how the alignment could take place and when transport planning can best inform the IDP process, across the three spheres of government.

The **three ways in which co-operative government alignment** can be accomplished (according to Oranje, *et* al, 2000, p. 39-40):

- *Alignment in the plan-preparation phase* - in order to ensure that alignment works both ways, national and provincial government should ensure the involvement of the local sphere in the preparation of any policies and plans that will affect municipalities, and in municipal process the involvement of national and province should be ensured. As an example, local involvement should be built-in in the preparation of Provincial Development Plans/Strategies/Frameworks and in the preparation of any National Development Plan/Framework/Perspective in accordance with the “counter-current principle” as applied in Germany. The South African Local Government Association (SALGA) and its provincial branches provide a formation through which local government can take part in planning within other spheres.

- *Alignment through monitoring processes* - the Municipal Systems Act (MSA, 2000) allows the MEC for local government to monitor an IDP process both informally and through a legal mechanism that requires a municipality to adjust or amend its IDP. There are, however, only two basis on which a legal assessment can occur, that is if the IDP – does not comply with a requirement of the MSA, or is in conflict with, or is not aligned with, or negates any of the development plans and strategies of

affected municipalities, or organs of state. If there exists cause from the MEC's assessment, for an IDP to be adjusted, a complicated process could then ensue. The affected municipality could comply or object in writing to the MEC to accede to such an adjustment request, following which an *ad hoc* committee, consisting of members of the three spheres of government could be set up. This committee must reach agreement, and the decision of the committee is final. The provincial oversight of local planning is therefore not straightforward rather it promotes co-operative government.

- *Alignment through sequencing and timing* - In terms of ensuring the alignment and linkage of budgets and the implementation of projects, programmes and strategies, it is imperative that:
    - the sequences of the budget cycles in local, provincial and national government be organised for greater alignment, and
    - the delivery of projects in the local sphere is in line with the requirements and time frames of the infrastructure, investment and development spending programmes of national and provincial government (which, it is expected, will have been prepared with the participation of the local sphere).

A mutually reinforcing **two-thronged approach** (according to DPLG's draft guidelines of 2001, p.6-8) is put forward as necessary for linking municipal level planning with the planning of the whole of government.

- *Firstly*, provincial and national sector departments and government agencies must set up interactive and continuous relations with municipalities through which they should participate in the formulation of municipal IDPs at least at a District and Metropolitan level. The objective being that critical planning information and knowledge around budgets

and strategies are shared with municipalities in order to foster alignment and improve the quality of IDPs, and to improve the resource allocation efficiency and effectiveness of national/provincial departments. This part of the approach is related to sector departments considering the full content of municipal plans, as it is relevant for their sector, including assistance to municipalities with the formulation of key interventions/strategies and projects.

- *Secondly*, provincial and national line departments and government agencies must consider the outputs of municipal planning process in the formulation of their own policies, plans, strategies and budgets (and *vice versa*) more officially through a systematic planning process for the whole of government. This is articulated in the Planning Framework for government that sets out the Medium Term Strategic Framework (MTSF) and which is collectively agreed upon and binding on the national, provincial and local spheres of government. This part of the approach is limited to sector departments engaging with key interventions/strategies and projects already formulated in the local authority plans to ensure that IDPs really do inform provincial/national planning and that any inefficiencies in the normal relations between municipalities and provincial/national departments are overcome.

Taking both these approaches to inter-spherical alignment of the IDP, and in terms of proceeding discussions of linking transport planning to the IDP the following Figure 23 outlines the potential or the preferred sequence of planning and budgeting events across the three spheres of government.

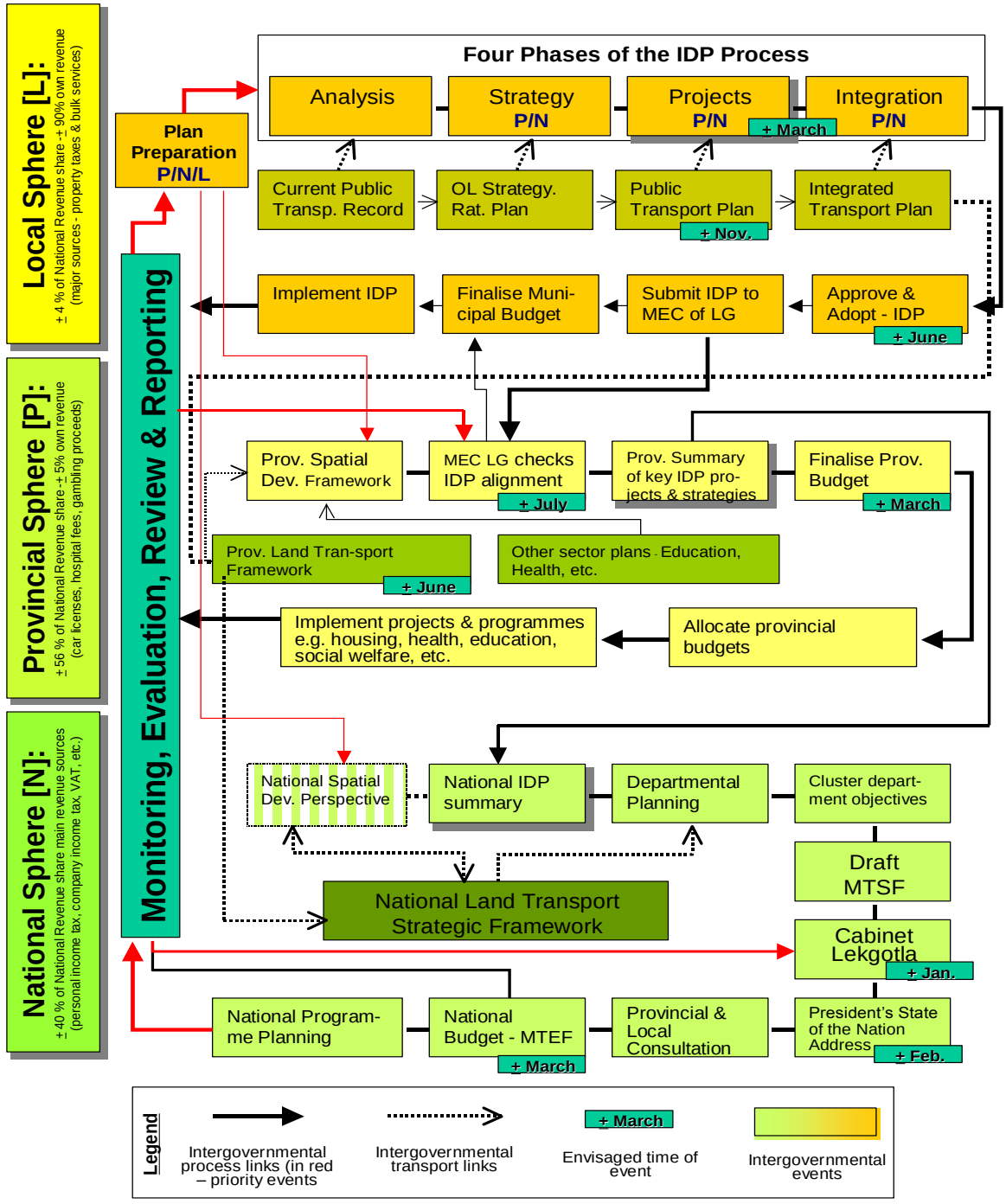


Figure 23: Sequencing and Potential Timing of Intergovernmental Planning

6.4.4 A summary of co-operative governance alignment

- It broadly endorsed that the IDP should foster intergovernmental co-ordination, integration and alignment among all spheres of government. As such, sharing draft plans/strategies throughout the planning horizon between transport and other sector planners with the planning committee of the IDP is practically implied.
- It is preferred that all municipalities have to adopt IDPs by March, at the very least the project and integration phase of the IDP must be completed. The transport planning time schedules might need to be reviewed because of this. The March date will allow, however, for all investments made and programmes implemented by national and provincial government to be aligned to community/local needs. Working from the same base data set, is therefore very necessary.
- It is critical that sector departments participate actively during the relevant phases of the IDP process, by providing relevant information, technical guidance and participation in strategy formulation workshops. On Figure 23, the plan preparation stage, the strategy, project and integration phases of the IDP are identified as most important for the participation of sector department (provincially or nationally). The specific relationship between transport planning and the whole planning system is particularly traced out in the above diagram. Ensuring that members of the various sectoral plan-preparation teams serve on each other's teams and that summaries of the major features of these different plans/strategies be provide to the different spheres – is essential to realise integration and alignment.
- The two-thronged model outlines a mutually compelling system for linking municipal planning (IDP) with the planning frameworks of the other spheres of government, thus ensuring that there is alignment between local priorities and the strategic priorities and expenditure of government as a whole. Using the spatial framework to co-ordinate and integrate plan proposals and sitting-in on each other's strategy formulation sessions could facilitate this process quite effectively.

7. CONCLUSION

Integrated development planning at the municipal sphere of government represents a fresh opportunity to realise greater levels of integration and alignment between transport and land use planning. Procedurally it sets the pace and the phasing structure for other sector planning processes to align and synchronise to. The IDP has acquired this important status, largely because it links development plans to budgets. In this respect, therefore, the IDP has also become a central tool for intergovernmental co-ordination. Proper alignment sometimes only requires slight adjustments, yet it yields on-going benefits like the standing megaliths and ring stones of ancient Egypt.

The debate around what should occur first land use planning or transport planning is a perennial theoretical quest for the illusive perfect synergy. While this research report does not, by any means, resolve the debate, it does bring to the fore the important issues of spatial planning. In terms of these considerations, the spatial development framework (SDF) of the IDP emerges as a promising opportunity to deal more practically with the integration challenges of land use and transport needs. For example, linking development priorities issues to a dual process of technical and stakeholder/community analysis ensures that the priority issues are a combination of felt needs and analytical derived findings; thereby potentially mitigating between the land use/transport debate.

Careful consideration of South Africa's spatial legacy reveals the dysfunctional structure of the country's cities. Segregationalist planning has left us with an urban spatial pattern that is characterised by low-density sprawl, fragmentation and separation. Seen against the backdrop of increasing rates of urbanisations and the persistence of inequality and poverty, the task of reconstructing, transforming and integrating separate and divided cities pose a significant spatial planning challenge. The relationship between transport planning and the IDP is

most interesting and relevant when dealing with these challenges head on. Transport and accessibility corridors, for instance, structures and forms the capital web of urban spatial development. For any area to realise development it is critical to have a good transport system and services. Some of the reasons for the priority of transport are (after van der Merwe, 1999, p.3):

- "Experience all over the word shows that a well-planned transport system is essential for development and economic growth.
- It is also important for social development upliftment.
- It reduces poverty.
- It provides employment in the provision of infrastructure and facilities, as well as in the operation of services.
- It provides access to health, social and education services, as well to employment opportunities.
- Transport generally improves the quality of life".

The aim for South African cities therefore, is to work towards integrated corridor developments, which facilitates cities that are more compact and that ensures more cost-effective and efficient public passenger transport systems can be developed. It is believed that this will result in a better use of our limited resources; and represents the best response to overcome our spatial *apartheid* legacy.

Strengthening the link between public and integrated transport planning and the IDP would, if effectively applied, yield the envisaged developmental results. It has, however, been identified in this research report that the spatial management system of the IDP is still weak. It can be argued though that in light of the fact that the (re)demarcation process of municipal boundaries has only been completed for about a year that the IDP enforcement measures are still being developed. Nevertheless, Oranje (*et al*, 2000) warn that "unless a mechanism is found to firmly link land use and land development decisions with

the goals and objectives of the IDP, the ideals of spatially integrated development may remain elusive," (p.37). In this respect, a growth management mechanism has been postulated in this report. Such mechanisms comprise financial and other incentives and disincentives for influencing the location of development. Those developments that fall with in the primary corridor system would qualify for various tax and or bulk reduction incentives.

Process synchronisation is the other major area considered in this research report. In the preceding discussions, therefore, the IDP has been identified and established as the most important municipal planning process. It starts in July and is completed by March. It is then submitted to council for approval during May/June. Transport plans, despite having well articulated time frames will be required to prepare and reorganise theirs processes to coincide appropriately with the five phases of the IDP. The final IDP accordingly should encapsulate all sectoral development objectives, including those development priorities and strategies that are contained in the ITP. The detail will be documented in the ITP, but the strategic priorities, projects and programmes for implementation, should be included in the IDP as the strategic document for the municipality. The importance of aligning to and synchronising with the IDP is that it informs the allocations of funds in the local authority budget, which is the critical path to effective governance and sustainable development.

The budget link of the IDP has facilitated the elevation of the IDP, from not just key municipal plan but also to being a central co-ordination tool of co-operative governance. Cabinet Lekgotla (July 2001) endorsed the IDP as an intergovernmental planning instrument for the whole of government. This new role of the IDP necessitates a linkage to and alignment with the Medium Term Strategic Framework (MTSF) of National government, which in turn is linked to the Medium Term Expenditure Framework (MTEF). The way in which the IDP could link to various planning and budgetary processes provincially and nationally is outlined in this research report. A pragmatic outline of the sequence

of planning events across the three sphere of government is described in Figure 23 (p.112). The purpose of ensuring that the efforts of the different spheres of government are effectively integrated is to work towards the accomplishment of shared developmental objectives.

In terms of the procedural and co-operative dimensions of the IDP, four important qualifications regarding the role and the successful realisation of IDP should be born in mind:

- "The integrated Development Plan (IDP) is a key tool in assisting municipalities to fulfil their developmental mandates but Integrated Development Planning is also the approach that should be used in the preparation of plans and programmes within all the three spheres of government.
- The IDP should be "Transformative", and should thus focus on issues such as institutional change, spatial fragmentation, job creation, poverty alleviation, and the addressing of backlogs in services and infrastructure.
- Although the IDP is linked to the term of office of a particular municipal council, some elements of the IDP have a long term planning horizon and should be clearly identified in an IDP, and new councils should be required to give strong motivation if they wish to change or deviating from them.
- Capacity building, consisting of the dissemination of information, training and the PIMMS–Centres, will be provided and/or managed by the DPLG. Provinces, local authorities and SALGA have an important part to play in the building of the capacity of councillors, officials and civil society," (Oranje *et al.*, 2000, p.45).

Of all the dimensions and roles of the IDP, the fact that it represents and requires proper integration and effective alignment, represents arguably it most important characteristic. If alignment is achieved, even in just a few areas (e.g.

transport, land use and budgeting) latent synergistic forces in the developmental process will be released. In fact, alignment will lead to serendipitous developments and outcomes. Consequently, although sometimes tedious effort is required and other times only slight timeous adjustments are required to achieve alignment and integration, if achieved it could engender quantum developments, where communities and urban areas could leapfrog into new and sustainable growth and development trajectories.

As such, President Mbeki's call for the effective functioning of the new municipal councils, for the effective management governments administrative system, and for the proper integration of different programmes (see p.6 of this report) – is critical to the governments fight against poverty and under development and to giving effect to the required quantum leaps. An aim of both effective alignment and proper integration, to borrow Lynches' concept is "to make places which enhance everyday life – which liberate their inhabitants and give them a sense of the world they live in …" (1984, p1).

Transport plans seek to directly support the realisation of these objectives, as pointed out in the NLTTA (2000), "transport plans must be developed so as to – enhance the effective functioning of cities … through integrated planning of transport infrastructure and facilities, transport operations … and public transport services within the context of … integrated development plans … Direct employment opportunities and activities, mixed land uses and high-density residential development into high-utilisation public transport corridors interconnected through development nodes within the corridors, and the discouraging of urban sprawl where public transport services are inadequate. Give priority to infilling and densification along public transport corridors. Give higher priority to public transport than private transport by ensuring the provision of adequate public transport services and applying travel demand management measures to discourage private transport. Enhance accessibility to public transport services and facilities," (clause 18[3]).