



ctiEs SUPPORT PROGRAMME



South African Cities' Network
National Treasury Cities' Support Programme

**Integrated Development Plan
Guidelines Review Support: Practice
Note**

11 December 2020

Contact Details

Contact Nazreen Kola
Postal address 22 Escombe Avenue, Parktown, Johannesburg, 2193
Physical address 22 Escombe Avenue, Parktown, Johannesburg, 2193
Telephone 083 703 4677
E-mail nazreen@pdg.co.za

Contact Kevin Foster
Postal address PO Box 46830, Glosderry, 7702
Physical address Ubunye House, 1st floor, 70 Rosmead Avenue, Kenilworth,
Cape Town, 7708
Cell phone 082 795 2210
E-mail kevin@pdg.co.za

Contents

- 1 Introduction 2
- 2 Project Overview 2
 - 2.1 Project Background 2
 - 2.2 Project journey 4
- 3 Project key features 5
 - 3.1 Co-creation process 5
 - 3.2 Different approach 5
 - 3.3 Project team 7
- 4 Key takeaways 7
 - 4.1 Institutional reform 7
 - 4.2 Buy-in 7
 - 4.3 Collaborative effort 8
 - 4.4 IDP environment 8
- 5 Concluding thoughts 8

1 Introduction

The practice note captures the project method, approach, outcomes, strengths, challenges, and lessons from the assignment to review and develop a set of Metro-specific Integrated Development Plan Guidelines. The project was commissioned by the South African Cities Network (SACN), the National Treasury: Cities Support Programme (CSP), the Department of Cooperative Governance (DCoG), Palmer Development Group (PDG) and city stakeholders.

Through reflection on the process of the assignment, the practice note looks to inform and enable change to the practice of intergovernmental cooperation. The note is for presentation to the SACN project manager and team.

2 Project Overview

2.1 Project Background

The Integrated Development Plan (IDP) is intended to drive integration at the local scale, yet it has struggled to give effect to the whole-of-government and all-of-society based implementation at local government level.

Experience and known local government evaluative insight has long shown that there are gaps in the IDP production process with enough of a sense of the apathy with which IDPs have been received in municipalities. IDPs continue to be compliance driven with little sector participation and they have been limited in the extent to which they inform investment and development in municipal areas.

The Metro-specific Guidelines concentrates on the material required for a credible IDP, with important guidance for ensuring a sound process for compiling the IDP.

The objectives of the project were-

- 1) To bring collective municipal experience and voice to the review process and the provision of input and guidance to the process and outcomes;
- 2) Produce a specific set of Metropolitan Municipal IDP Guidelines that respond to the experience of cities IDP practitioners (as an annexure to the IDP guidelines);
- 3) Incorporate the experience and good practice that cities have adopted from the Planning Reforms and Built Environment Performance Plans (BEPP) process, approach and content; and
- 4) Demonstrate a different approach in intergovernmental relations towards formulating policy and legislative reforms.

IDP Guide – differentiated Approach

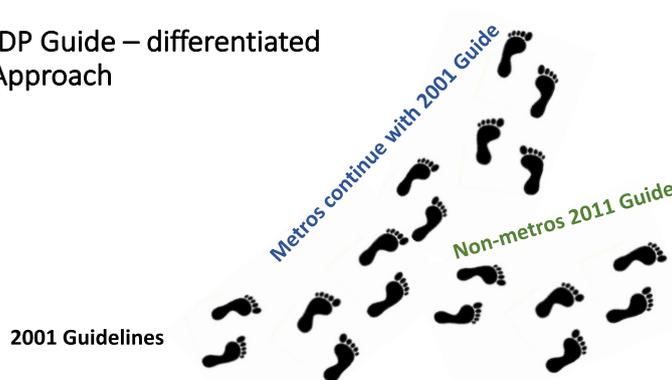


Figure 1: Adopting a differentiated approach to IDPs with a Metro-specific Guideline

(Aside)

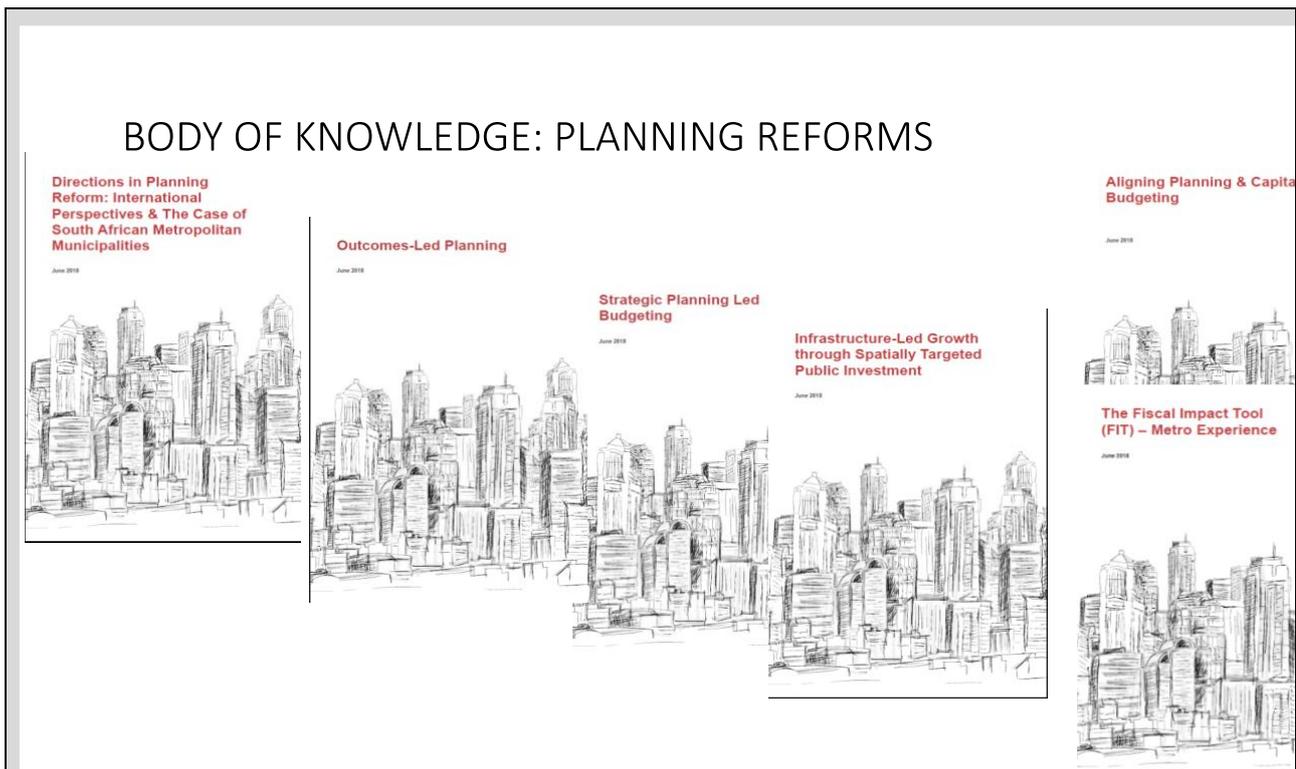
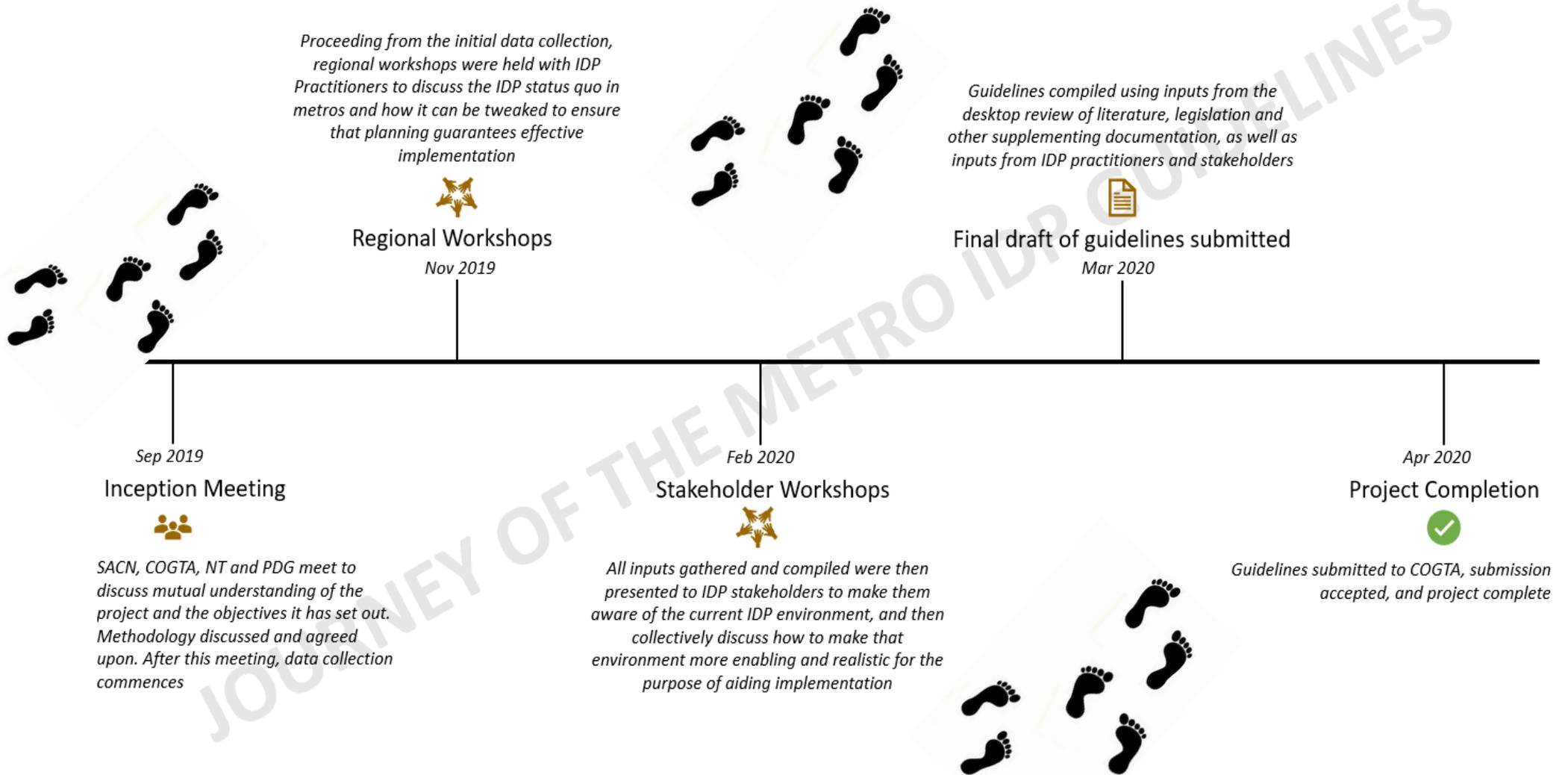


Figure 2: An existing body of knowledge

Development of the Metro-specific IDP Guideline is embedded within an existing body of knowledge in the planning reforms. Developing the Guideline emerged out of the Department of Cooperative Governance (DCoG) work to update the guidelines for improved, coherent and coordinated integrated development planning (IDP) in local government. The South African Cities Network's (SACN) Built Environment Integration Task Team's (BEITT) responded to the DCoG initiative to revise the (IDP) guidelines for municipalities with the integration of and alignment to the National Treasury-led planning and reporting reforms process. The BEITT realised an opportunity existed to adopt a differentiated approach to integrated development planning, to harness the experience of practitioners in metropolitan municipalities and develop a set of Metro-specific IDP guidelines. This was done in partnership between the South African Cities Network, National Treasury's City Support Programme (CSP) in support of DCoG's review process.

2.2 Project journey



3 Project key features

3.1 Co-creation process

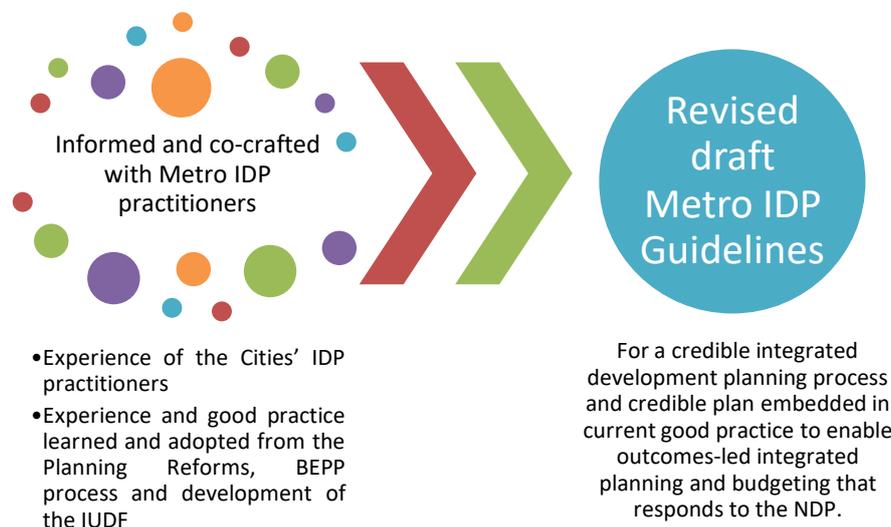


Figure 3: Developing the draft Metro IDP Guidelines

A defining factor was the consultative nature of the project. The co-creation process brought a sense of energy and ownership to the Guidelines, as well as the process as a whole. The project team played a facilitation role supporting the means to develop the Metro-specific IDP Guidelines through providing practitioners with a platform to inform and populate the discussion which proved to be extremely beneficial.

3.2 Different approach

Rather than conventional presentation-based workshops, the workshops involved activities, such as-

- The IDP Washing Line: Practitioners created a T-shirt slogan on a T-shirt cut out. The front contained a slogan summarising individual experience with the IDP. The back contained a slogan summarising the Metro's use of the IDP from the practitioners' perspective.
- IDP practitioners acting out scenarios of certain IDP processes.
- Cynics and believers: "IDP guidelines will actually change practice in my City." Are you a cynic or a believer? What underlies your position?
- Pieces of the puzzle: Using key elements in the IDP process, City groups pieced their IDP constellation based on, what works well in your IDP process? What does that mean? Does a ward-based approach lead to achieving outcomes?
- Mind the gap: Name and describe the gaps. What are the emerging lessons from the Built Environment Performance Plans (BEPP) that we can learn from? What should be in the guidelines to help close the gaps? What format should the guidelines be in to make them practical and useful?

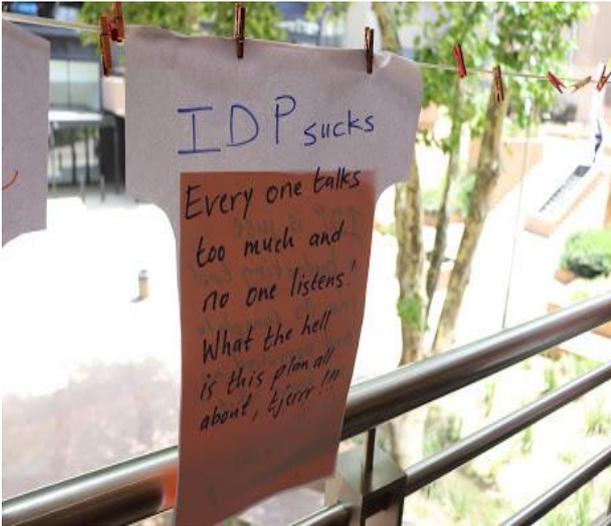


Figure 4: Washing line – What does IDP mean to: “me” and “my Metro”?

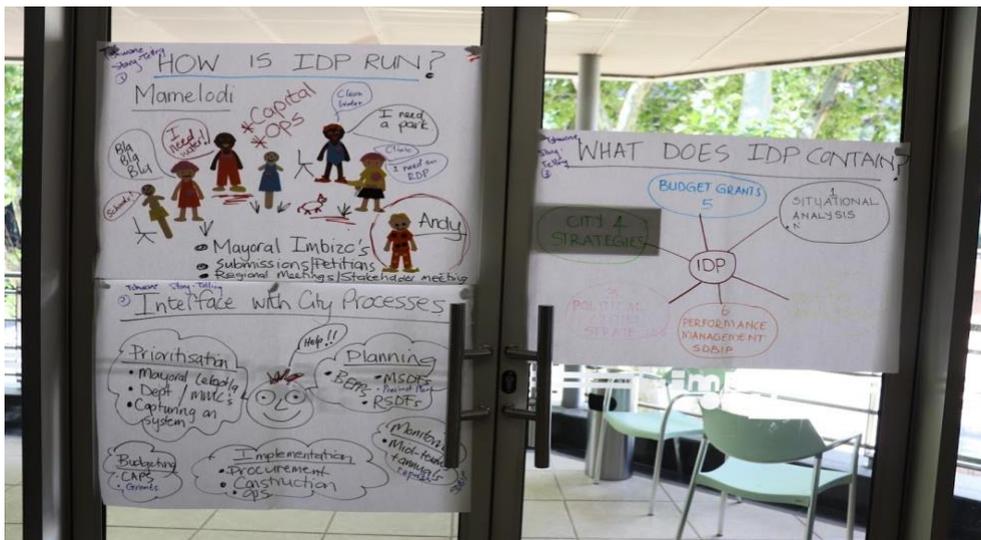


Figure 5: Outlining our City IDP process

Figure 6: Puzzle pieces – Minding the IDP gaps



Participants were receptive to the curated workshop and facilitation approaches, and these uncovered the practitioners' interest to find ways to improve the IDP process. Practitioners were willing to explore new ways of meeting objectives as opposed to the conventional norm, i.e., compliance-driven processes that miss or lose the substantive value. The interactive nature of the project enabled relationships between project participants as well as the project team. This proved to be valuable throughout the process as engaging authentically led to a more fundamental focus and project outcome.

3.3 Project team

As a team, it was important to have an internal connection, a technical fit and a sense of openness before seeking and/or expecting it from participants. Here too, the human connections proved to be invaluable aiding team productivity and general morale. The different team members brought individual strengths and abilities, strongly capacitating the collective.

A few nuggets from members of the team:

"Able to work with others in a practical facilitated process that harvested meaningful insights."

"I learned so much as it has become a new way of working for me."

"Energised by the human relationships that the team was able to create with each other and the practitioners."

4 Key takeaways

4.1 Institutional reform

A cross-cutting finding was that siloes persist, and compliance continues to drive the work culture in the municipal space. In contrast, however, parts of the system are more connected than it seems especially between teams across departments. The gap is that there is little consistency in this way of working.

The silver-lining that emerged in the project was that it is possible to shift away from a compliance-oriented practice towards a more authentic and creative approach. Part of this change is practitioners feeling and being more empowered to act on improved ways of working, i.e. to have the space to fix the challenges they experience that would allow developmental priorities to 'happen' – where it is not the responsibility of someone else.

The IGR and institutional means that are currently in place continue to prove to be ineffective. The project has shown that different IGR approaches are available and have the potential to yield improved outcomes. The key stakeholders who set the legislation and regulations have the ability to set standards and core requirements for the IDP process – the 'game changers.'

4.2 Buy-in

Involving IDP practitioners, role players and stakeholders in the creation process was key to secure buy-in and ownership across and within municipalities as well as intergovernmentally – across the spheres. Upon reflection, it would have been beneficial to draw in more stakeholders from the very beginning of the project in order to ensure that uptake and dissemination of the final product was easier.

4.3 Collaborative effort

A different approach to the compilation of these guidelines brought a new energy to an old topic. This was further aided by the collective sourcing of resources through the already mentioned diverse project team. Through the project, the focus remained on the process of IDP creation – as intended – rather than on the final IDP document. The process is where guidance was more relevant, and it was important that the project focused there.

4.4 IDP environment

Despite practitioners holding positions of power, the project highlighted that they feel disillusioned with the process because they have little influence in an environment that is highly politicized.

DCoG, as the center of government custodian of the IDP, appraised its way of working. A process was run in a different way that provided a safe space for practitioners to have a say and influence the work they are tasked with. The significance of this was seen and the outcome was a more desirable set of results.

5 Concluding thoughts

The project provided a platform for practitioner, on-the-ground, knowledge to be tapped and harvested. This was done in a way that provided IDP practitioners with a platform and the space to co-develop a set of Metro-specific IDP Guidelines as well as the IDP Assessment Framework.

The time taken for the project was needed to ensure that in the end a meaningful product was developed. Through the process, DCoG – and other stakeholders – were confronted with feedback from Metros that raised questions such as, “Are we [CoGTA] not fulfilling our function? Do we need to stretch our functions more?”

CoGTA at the national and provincial level is the custodian / owner of the IDP. A few questions highlighted for the way forward are, “How do the provinces take ownership so that they are also passionate and drive implementation?” How do we push the agenda forward? The District Development Model (DDM) speaks to coordination in planning and the Guideline needs to be positioned within the context of the DDM. Particularly in relation to sector departments. How do we do this in a way that is optimised?”