



Built Environment Performance Plan 2019/2020

Section **A**: Introduction

Version: 1.00 **Draft**

15 March 2019

Table of Contents

A	<u>INTRODUCTION</u>	A-3
A.1	STATUTORY STATUS OF THE BEPP	A-3
A.2	LIST OF REFERENCE DOCUMENTS	A-3
A.3	THE ROLE OF THE BEPP IN RELATION TO OTHER STATUTORY PLANS, OTHER INTERNAL PROCESSES AND THE STATUTORY MUNICIPAL PLANNING METHODOLOGY	A-4
A.4	LEGISLATIVE CONTEXT AND ALIGNMENT	A-5
A.4.1	BEPP ORIGIN	A-5
A.4.2	BEPP CONTEXT	A-5
A.4.3	BEPP ALIGNMENT TO MUNICIPAL PROCESSES	A-5
A.4.4	BEPP ALIGNMENT TO CR&R MAINSTREAMING	A-5
A.4.5	SUMMARY OF OTHER SUPPORTIVE LEGISLATIVE REQUIREMENTS	A-6
A.5	APPROACH AND PLANNING METHOD	A-7
A.5.1	CONTEXTUALISATION	A-7
A.5.2	THE CLASSIC PLANNING PROCESS	A-7
A.5.3	BUILT ENVIRONMENT VALUE CHAIN (BEVC).....	A-8
A.5.4	CITY OF TSHWANE STRATEGIC PLANNING AND IMPLEMENTATION FRAMEWORK PROCESS	A-10
A.5.5	CR&R MAINSTREAMING INTO THE CAPS PROCESS	A-12
A.5.6	BEPP OUTLINE	A-13
A.6	CLIMATE CHANGE PROFILE	A-15
A.6.1	ACTION AND STRATEGIC DOCUMENTATION.....	A-15
A.6.2	CITY'S CLIMATE CHANGE PROGRAMMES	A-15
A.7	INSTITUTIONAL CONSOLIDATION	A-16
A.7.1	BEPP STEERING COMMITTEE	A-16
A.7.2	CAPITAL PLANNING SYSTEM COMMITTEE ESTABLISHMENT	A-18
A.7.3	IDP PROCESS PLAN.....	A-21

List of Figures

Figure A-1: Classic Planning Process	A-7
Figure A-2: Built Environment Value Chain	A-9
Figure A-3: Relationship between CaPS, the BEVC and the Classic Planning Process.....	A-11
Figure A-4: CaPS and CR&R Mainstreaming Preparation	A-13
Figure A-5: BEPPSCO Members	A-17
Figure A-6: CaPSCO Establishment	A-19
Figure A-7: CaPSCO, Technical Task Team and BEPPSCO Hierarchy	A-20
Figure A-8: IDP Process Plan	A-21

List of Tables

Table A-1: Multi-year approach to CR&R mainstreaming as a part of the BEPP	A-6
Table A-2: Classic Planning Process versus the Built Environment Value Chain	A-9
Table A-3: BEPPSCO Workshops	A-17

Abbreviations

BEPP	Built Environment Performance Plan
BEVC	Built Environment Value Chain
CAPEX	Capital Expenditure
CaPS	Tshwane's Capital Planning and Prioritisation System (also known as CP3)
CBD	Central Business District
CIF	Capital Investment Framework
CITP	Comprehensive Integrated Transport Plan
CLDP's	Catalytic Land Development Programmes
COT	City of Tshwane
CSU	City Sustainability Unit
CR&R	Climate Change Responsiveness and Resilience
DIPS	Development Intervention Portfolios
DORA	Division of Revenue Act (2 of 2013)
FDI	Foreign Direct Investment
GCR	Global City Region
GGMP	Gauteng Growth Management Perspective
GHGEI	Greenhouse Gas Emissions Inventory
GPG	Gauteng Provincial Government
GSDF	Gauteng Spatial Development Framework
ICDG	Integrated City Development Grant
IDP	Integrated Development Plan
IGR	Inter-Governmental Project Pipeline
IRPTN	Integrated Rapid Public Transport Network
LSDF	Local Spatial Development Framework
MCA	Multi-Criteria Analysis
MFMA	Municipal Financial and Management Act (56 of 2003)
MSA	Municipal Systems Act (32 of 2000)
MSDF	Metropolitan Spatial Development Framework
MTEF	Medium Term Expenditure Framework
MTREF	Medium Term Revenue and Expenditure Framework
NSDP	National Spatial Development Perspective
OPEX	Operational Expenditure
RSDF	Regional Spatial Development Framework
SAF	Strategic Area Framework
SDBIP	Service Delivery and Budget Implementation Plan
SIP	Strategic Infrastructure Project
SOCA	State of the City Address
SPLUMA	Spatial Planning and Land Use Management Act (13 of 2013)
TOD	Transit Oriented Development
TRT	Tshwane Rapid Transit System
UDF	Urban Development Framework
USDG	Urban Settlements Development Grant

A Introduction

A.1 Statutory Status of The BEPP

This document is the Draft 2019/2020 Built Environment Performance Plan (BEPP) and is thus in process of being adopted by the City of Tshwane. The Draft 2019/2020 BEPP is presented for comments after which a final draft will be compiled in preparation for the Mayoral Committee for approval. Thereafter, the final 2019/2020 BEPP will be submitted to the Tshwane Council for official adoption by the city.

A.2 List of Reference Documents

The following reference documents were consulted for the development of this document:

- International
 - United Nations Sustainable Development Goals (UN SDG's, 2016)
- National
 - National Spatial Development Perspective (NSDP, 2009)
 - National Integrated Urban Development Framework (NIUDF, 2016)
 - Spatial Planning and Land Use Management Act (SPLUMA 2013)
 - National Climate Change Response White Paper (NCCRWP, 2012)
- Provincial
 - Gauteng Spatial Development Framework (GSDF) (2011)
 - Gauteng Spatial Development Framework (GSDF) (2015)
 - Gauteng Provincial Government Multi-Pillar Programme of Radical Transformation
 - Gauteng Climate Change Response Strategy (2011)
- Municipal
 - Built Environment Performance Plans Guidance Note 2018/19 MTREF
 - Built Environment Performance Plans Guidance Note 2019/20 MTREF
 - Tshwane Integrated Development Plan (IDP) 2017/21 (Draft, 2018/19)
 - Tshwane Service Delivery Budget Implementation Plan (SDBIP)
 - Metropolitan Spatial Development Framework (SDF, 2012)
 - Planning Policy for Tshwane Rapid Transit (TRT)
 - Integrated Rapid Public Transport Network (IRPTN)
 - Land Use – Transport Integration Plan
 - City of Tshwane (CoT) Spatial Atlas (Demographics)
 - CSIR Urban Sim Results (CSIR, 2017)
 - City of Tshwane Capital Expenditure Framework
 - Sustainable Human Settlements Plan, 2014
 - City Improvement District By-law (Draft, 2018)
 - Tshwane Automotive City Development Framework (Draft, 2016)
 - Tshwane Inner City and Regeneration Strategy (Abridged version, 2006)
 - City of Tshwane Climate Response Strategy (Draft, 2018)
 - Framework for a Green Economy Transition
 - City of Tshwane Climate Risk & Vulnerability Assessment (2015)
 - City of Tshwane State of Energy Report (2017)
 - Sustainable Financing Strategy for Green Economy Transition (2015)
 - Sustainable Procurement Strategy (2017)

A.3 The Role of The BEPP in Relation to Other Statutory Plans, Other Internal Processes and the Statutory Municipal Planning Methodology

Spatial planning and land use management is primarily a municipal function in terms of SPLUMA. The BEPP Guidelines do not override the municipal function of spatial planning and land use management. The guidelines seek to support metropolitan municipalities in terms of good practice, specifically to create a more enabling policy and regulatory environment to achieve more compact cities. The planning alignment and reform advocated by the BEPP Guidelines (and its inherent approach, tools and instruments) are complemented by national regulatory, fiscal, monitoring and reporting reforms.

The role of the BEPP is to summarise and converge the outcomes of a multitude of spatial planning documents within the City, to ensure that implementation is guided by strategic, spatial, financial and social logic. The said documents are informed by national, provincial and municipal strategies and policies – these include the IDP, the MSDF, the RSDF and other departmental strategies. Collectively these plans provide the City’s spatial imperative (supported by legislation) to guide investment and development in order to realise short, medium and long-term goals.

In addition to aligning the BEPP to the spatial planning directive of the City, the 2019/20 Guidelines calls for climate change mainstreaming into the municipal planning, budgeting and reporting processes. In order to comply with the requirements, as set by the “Mainstreaming Climate Responsiveness Into City Plans, Budgets And Grant Conditions Report – Phase 2 (National Treasury Cities Support Programme, August 2018) document, reference will be made in this version of the BEPP to the current climate change assessments which have been undertaken by the City.

The BEPP serves not only as performance evaluation mechanism, but also as a rationale towards capital investment planning that provides business intelligence, data validation, project synchronisation and prioritisation. This BEPP is ultimately implemented, guided by legislative frameworks, guidelines, toolkits and circulars. Each of these relates to a specific component of the municipal planning and implementation process and has been outlined within the Integrated Development Plan.

The simultaneous management of the said processes together with processes relating to strategic analysis and planning, best scenario identification, phasing and implementation, as well as monitoring and readjusting; is an extremely complex process. To rationally and reasonably manage and facilitate such a process, the City has implemented the Tshwane Capital Planning System (CaPS), which is the planning and decision support tool which systemise all of the mentioned processes into one manageable and navigable system.

The role of the BEPP is to annually report on all of the mentioned, converging processes within the City. To facilitate logical and rationally based reporting, the 2019/2020 BEPP submission is structured according to the process flow of CaPS. This process flow can be explained at the hand of two similar processes namely, (1) the typical planning process and (2) the process suggested by the Built Environment Value Chain, which forms the building blocks of the City and the CaPS system used to support and facilitate this process within the City.

A.4 Legislative Context and Alignment

A.4.1 BEPP Origin

The BEPP, as required under the legislation contained in the Division of Revenue Act (DORA) of 2016, was first introduced in the 2011/12 financial year as an eligibility prerequisite for the Urban Settlements Development Grant (USDG). The BEPP subsequently also became a key eligibility requirement for the Integrated City Development Grant (ICDG), the Urban Settlements Development Grant (USDG), the Public Transport Infrastructure Grant (PTIS), the Neighbourhood Development Partnership Grant (NDPG), the Integrated National Electrification Grant (INEP) and the Human Settlements Development Grant (HSDG). The annual and timely submission of a credible BEPP document by Tshwane is therefore an important document in terms of the City's ability to fund its annual capital requirements,.

A.4.2 BEPP Context

The content of this BEPP document is based on "BEPP Guidance Notes" of 2018/19 and 2019/20 that were provided by National Treasury.

The guidelines provided by National Treasury outline the BEPP as a response to challenges of misalignment in planning practices and weak linkages between monitoring, planning and budgeting frameworks. The BEPP forms a part of the municipal planning system and bridges the gap between planning intention and implementation programmes together with corresponding resource allocation. In addition to the above, the BEPP provides a framework within which a clear outcome led approach remains consistent with higher order plans and its associated governing legislation.

A.4.3 BEPP Alignment to Municipal Processes

The municipal process is cyclical process, where outputs of the one year's planning and budgeting cycle informs the following year's planning and budgeting cycle. Given this interaction (planning, budgeting, implementation and back to planning again) it is clear that the BEPP informs (1) the IDP; (2) the MSDF and (3) the CIF, but at the same time uses these as outputs to report on. The outputs contained within the IDP, MSDF and CIF reports on the progress and performance for that financial year, followed by a strategic direction for the next financial year.

The City has identified Strategic Spatial Targeting Areas in which Catalytic Land Development Programmes are driven. These Priority Investment areas (referred to as BEPP Economic Development Priority Quadrants) are discussed in Section B (Spatial Planning and Targeting) of this BEPP document.

The Tshwane Urban Network Structure (UNS) is an important input as prescribed by the BEPP guidelines. Part of the development of this BEPP was therefore to incorporate the Urban Structuring Elements stemming from this UNS. These elements include Integration Zones, Urban Cores and Underserved Townships (that were identified as part of former planning processes that involved inter alia, density and land use management appraisals). Furthermore, the principles as outlined in the IDP and MSDF plays an integral role in this process as well.

A.4.4 BEPP Alignment to CR&R Mainstreaming

As indicated in Section A.3, the 2019/20 Guidelines call for climate change mainstreaming into the municipal planning, budgeting and reporting processes. The ability of municipalities to respond to climate change impacts have direct financial implications, thus influencing a City's financial sustainability and programme implementation. To achieve successful consideration of Climate Change Responsiveness and Resilience (CR&R) as part of the BEPP reporting process, the 2019/20 Guideline sets out a multi-year phased approach as displayed in Table A-1 below.

Table A-1: Multi-year approach to CR&R mainstreaming as a part of the BEPP

Requirements for Year 1 (2019/20)	Requirements for Year 2 (2020/21)	Requirements for Year 3 (2021/22)
Clear Establishment of Climate Risk and Vulnerability Assessments.	Provision of relative weightings to CR&R dimensions.	Resultant projects stemming from CR&R integration with Spatial Targeted Areas.
Incorporating context specific climate risks and impacts into the relevant aspects of the BEVC.	Identification of Climate Risk Zones.	Demonstration of organisation changes incorporating the CR&R toolkit to the project pipeline.
Incorporating climate change expertise into structures responsible for future planning decisions.	Application of Climate Risk Zones to Spatial Targeted Areas.	Evidence-based reporting of CR&R mainstreaming.
	Design and implementation of CR&R focussed infrastructure projects.	
	Monitoring and reporting of CR&R indicators.	
	Institutional arrangements should be in place.	

Building on the requirements for the 2019/20 reporting period, the 2019/20 BEPP document includes a base assessment of the City’s climate change profile and risks, institutional intervention of climate change expertise, climate risk and vulnerability assessments in relation to spatially targeted areas and CR&R mainstreaming as part of the infrastructure investment planning process. The above-mentioned components have been incorporated into the BEPP structure as outlined below and responds to the requirements for 2019/20. An overview of the establishment of the City Sustainability Unit (CSU) and the City’s current climate change profile has been included in Section A.6 and serves as an introduction to the assessment included in Section B.

A.4.5 Summary of other supportive legislative requirements

- **A municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community’. (Section 153 of the Constitution of South Africa.)**
- **Improved processes for municipal planning and budgeting allow for more informed decisions and are fundamental to sustainable and efficient service provision. (MFMA, 2011)**
- **A municipal spatial investment framework must determine a capital expenditure framework for the municipality’s development programmes, depicted spatially (Act No. 16 of 2013: Spatial Planning and Land use management Act (SPLUMA), 2013)**
- **A municipal spatial investment framework must identify current and future significant structuring and restructuring elements of the spatial form of the municipality, including development corridors, activity spines and economic nodes where public and private investment will be prioritized and facilitated (Act No. 16 of 2013: Spatial Planning and Land use management Act (SPLUMA), 2013)**

- **A credible Built Environment Performance Plan (BEPP) must clearly find expression in the Metro’s budget. Strategy-led budgeting is essential. The MTREF’s budget’s prioritization of resources in space according to the spatial targeting areas should be measured year-on-year.**
Guidance Note: Framework for the formulation of Built Environment Performance Plans (BEPP), National Treasury’s Cities Support Programme, 2017/18 – 2019/20)

A.5 Approach and Planning Method

A.5.1 Contextualisation

The simultaneous and ongoing process of strategic analysis and planning, best scenario identification, phasing and implementation, together with monitoring and readjusting is complex. Given the need for the ability to have a view on all the aforementioned processes, and the ability to adjust them according to ongoing changes , the City has decided to use the Capital Planning and Prioritisation Platform (CaPS). CaPS is a planning and decision support tool that ensures that capital projects within the City are evaluated according to quantitative, qualitative and spatial transformation criteria as part of the formulation of the annual developmental (capital) budget.

To offer insight into the City’s planning methodology and then to explain how the City’s specific process and tools align with this planning methodology, the following two general processes are first briefly discussed to provide context:

- The Classic Planning Process; and
- The Built Environment Value Chain (BEVC).

A.5.2 The Classic Planning Process

The classic planning process¹ that is typically used to draft, develop and maintain a spatial planning framework, can be expressed as shown in the figure below:

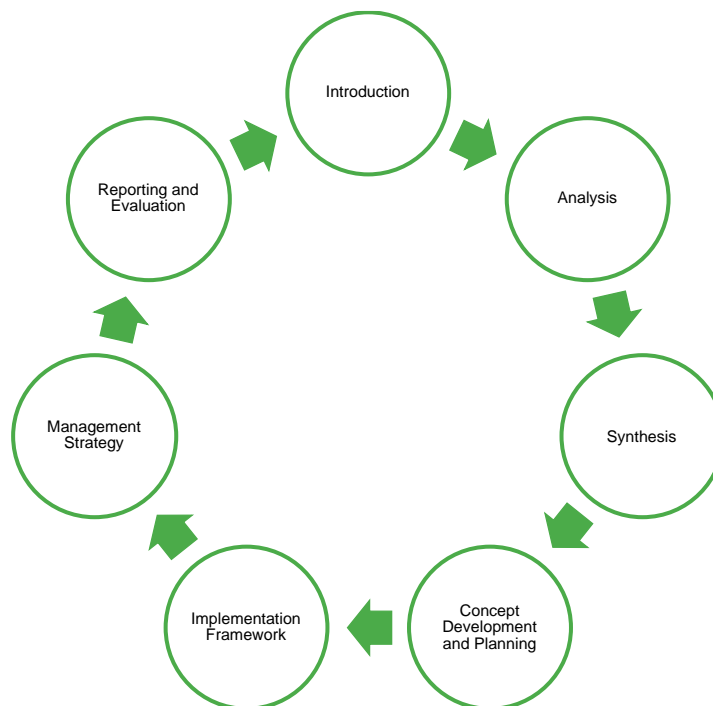


Figure A-1: Classic Planning Process

¹ Specific reference to Spatial Strategic Planning

The planning process typically starts with an introduction to a problem which frames the rest of the strategy. This is an important step because a well thought-through and representative problem statement, creates convergence. The introductory statement sets out the framework in which an analysis should be done, after which the analysis phase commences.

Analysis, in the strategic planning environment, usually aims to determine the status quo of a subject area. It is used to identify supply and demand within the area and serves as a rationale for further intervention. Elements typically used for analysis relate to physical characteristics, socio-economic details, institutional arrangements, governance frameworks and environmental considerations.

After the completion of the analysis, a synthesis process follows which has, as one of its key outcomes, the areas of most importance. Given the complexity of a multi-attribute understanding in space and time, a considered and sophisticated synthesis is required resulting in highlighting the areas of importance. The results of the synthesis feed into the concept development and planning.

The Concept Development and Planning needs to include recommendations on how to deal with some of the problematic elements that may have been highlighted during the analysis process. The Concept Development and Planning process is conceptual in nature and is thus not necessarily linked to detailed implementation. In order to define the finer details regarding the realisation of the Concept Development and Planning process, an Implementation Framework is developed on the back of it. The interaction between the Concept Development and Planning process and the subsequent Implementation Framework is iterative – in other words the process may go to- and through somewhat, with some of the elements in the Concept development and Planning being revisited. This is done until the point is reached where a sustainable and responsive result is reached, which addresses the initial problem statement sufficiently.

To ensure successful interventions to stem from this, a management strategy is developed that guides the interventions. The management strategy should provide the metrics required to evaluate performance of the plan's implementation.

Once reporting and evaluation is completed, the strategic planning cycle is concluded. Reporting and evaluation typically test progress and achievement against a strategic plan. It often includes recommendations regarding some requirements to be included in the development of the next strategic planning cycle.

A.5.3 Built Environment Value Chain (BEVC)

The 2018/2019 BEPP Guidelines requires the structure of the BEPP to align with the aims of achieving metropolitan built environment objectives, through incorporating the following BEVC elements:

- Introduction
- Spatial Planning & Project Preparation
- Catalytic Land Development Programmes (CLDP)
- Intergovernmental Project Pipelines
- Resourcing (Capital Funding)
- Implementation
- Urban Management
- Reporting and Evaluation

Sequentially, each element is dependent on the previous and represents a clear and logical planning and implementation framework. The problem statement provided in the introduction, followed by an analysis process (spatial planning and project preparation) to identify priority areas of investment (synthesis). Once the priority areas are identified, the BEPP moves on to the concept development

process, where intervention in catalytic land development programmes (CLDP) are investigated. The concept development process is then linked to the next process - the resourcing of identified and prepared projects. This in turn, leads to the implementation of the identified projects within the priority areas. To manage the developed portfolio, a chapter in the BEPP is dedicated to the management of the specific targeted areas. This is done to determine whether the capital expenditure is being managed and utilised optimally. The process concludes with the reporting and evaluation framework of the BEPP, which forms the basis of the next planning cycle.

To successfully implement the BEVC elements, reliance on sound institutional arrangements and processes are required. Furthermore, the introduction of CR&R mainstreaming need to form part of the goals. The introduction of the CR&R objectives will entrench context specific climate risks and impacts in the planning process. This needs to be augmented with the addition of climate change expertise as part of the institutional arrangements. Figure A-2 below diagrammatically depicts the BEVC process described above, including the gradual introduction of CR&R mainstreaming into the value chain.

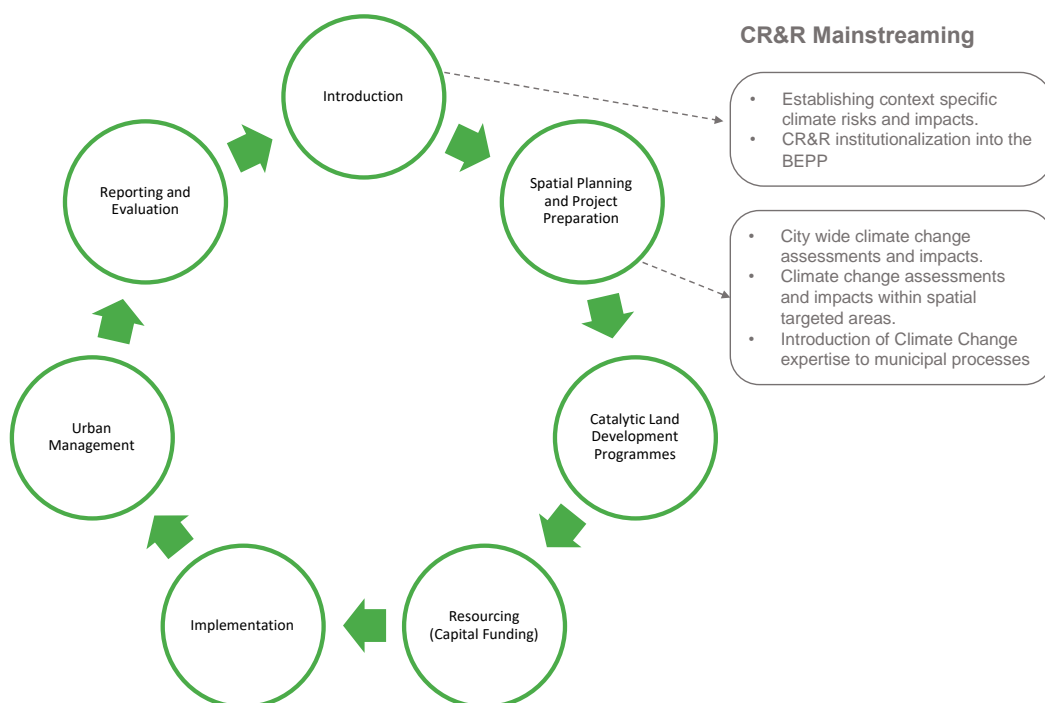


Figure A-2: Built Environment Value Chain

As established above, there is thus a direct correlation between the Classic Planning Process and the Built Environment Value Chain. The correlation between both of the above-mentioned processes is shown in the table below.

Table A-2: Classic Planning Process versus the Built Environment Value Chain

Classic Planning Process		Built Environment Value Chain	
Institutional	Introduction	Introduction	Institutional
	Analysis & C. Synthesis	Spatial Planning and Project Preparation	
	Concept Development and Planning	Catalytic Land Development Programmes (Intergovernmental Project Pipeline)	
		Resourcing (Capital Funding)	
Implementation Framework	Implementation		

	Management Strategy	Urban Management	
	Reporting and Evaluation	Reporting and Evaluation	

A.5.4 City of Tshwane Strategic Planning and Implementation Framework Process

The City's Capital Planning and Prioritisation Process correlates accurately with the established Planning Process as described above in Figure A-2, below shows the City's current Planning and Prioritisation Process, also referred to as the CaPS process.

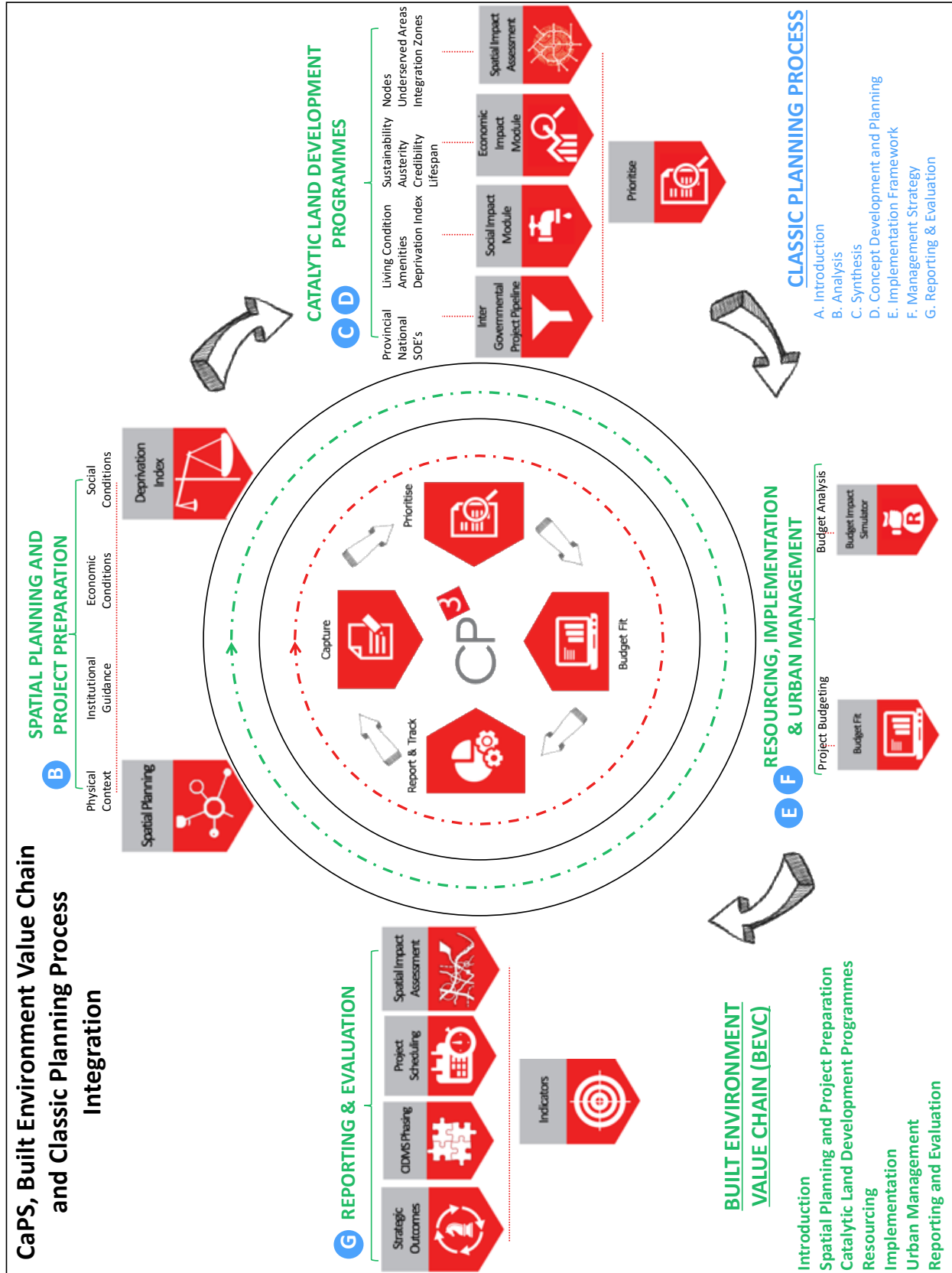


Figure A-3: Relationship between CaPS, the BEVC and the Classic Planning Process

The CaPS process enables the City to achieve the following:

- Capture all capital expenditure demand per department in one place.
- Evaluate projects against various criteria, either quantitative, qualitative, or spatial in line with the City's strategic, spatial, economic, financial and technical objectives.
- Be aware of- and acknowledge the capital expenditure of other public entities, by having sight of these projects on the CAPS IGR platform.
- Evaluate the social and economic impact of capital expenditure, based on standardised economic and social indicators.
- Relate Capex with various levels of governments' strategic outcomes, as per the various policy documents together with the IDP office.
- Relate Capex with strategic outcomes specifically aligned to CR&R actions and goals, together with the UN's Sustainable Development Goals.
- Prioritise projects based on a sophisticated prioritisation model, through means of a multi-criteria attribute model.
- Run a budget analysis in order to test various Capex scenarios, based on standardised indicators.
- Facilitate a budget fit process together with Tshwane's Finance Department to determine the best MTREF Capex budget for the City annually.
- Evaluate and report on a myriad of elements related to the Capital project book at any point in time such as CIDMS phasing, project scheduling and MSCOA.

The use of CaPS, allows the City to comply with a number of legislative requirements. Based on this ability, the BEPP is presented in terms of the different processes depicted in Figure A-3.

A.5.5 CR&R Mainstreaming into the CaPS Process

In anticipation of the CR&R mainstreaming objective for the 2019/20 BEPP submission, the City has opted for the inclusion of climate change focus areas into the annual Capital Planning and Prioritisation (CaPS) Process. The initial introduction of the CR&R commenced during the 2019/20 budgeting cycle and was successfully implemented as part of the capture, prioritization and reporting processes facilitated by the CaPS system. Figure A-4 below provides some of the objectives for CR&R mainstreaming incorporated into the CaPS process, which was achieved through collaboration between the City Sustainability Unit (refer to Section A.6), the C40 support programme and Metropolitan Spatial Planning. The manner in which CR&R mainstreaming was incorporated into the CaPS process allows for an integrated approach to municipal planning, budgeting and reporting. It is subsequently reported in this BEPP document as integrated elements of the BEVC and CaPS processes described in section A.5.2 and section A.5.3.

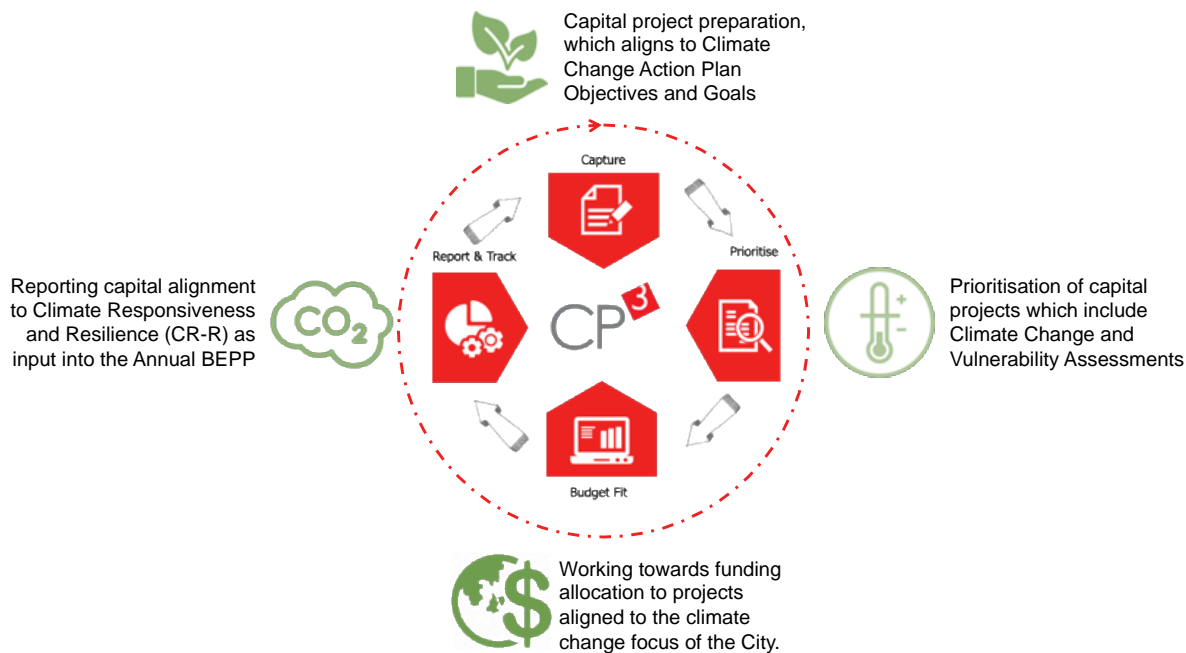


Figure A-4: CaPS and CR&R Mainstreaming Preparation

A.5.6 BEPP Outline

With reference to the Strategic Planning and Implementation Framework Process (section A.5.4) and CR&R Mainstreaming (section A.5.5), the outline of the document follows the different BEVC elements. The outline of the BEPP document is structured as follows:

Section A – Introduction

Section B – Spatial Planning and Targeting

Section C – Catalytic Land Development Programme and Preparation

Section D – Catalytic Land Development Programme and Resourcing

Section E – Implementation

Section F – Targeted Urban Management

Section G – Monitoring and Reporting

A.5.6.1 Section A – Introduction

The introduction sets out the approach and process followed by the City. It also describes the following:

- Statutory status of the BEPP;
- The legislative framework that guides the rest of the process;
- Approach and planning methodology.
- CR&R mainstreaming
 - Introduction to the City's current climate change profile
 - Incorporation of CR&R components into the drafting of the BEPP

A.5.6.2 Section B - Spatial Planning and Targeting

A fundamental point of departure is to plan in recognition of, and with full visibility on, the spatial realities of the City. Not only are the spatial elements of a number of planning approaches well mapped, but forward-looking spatial planning is also in an advanced stage of maturity. Evidence of this can be seen in the spatial transformation over time within the City's boundaries.

The focus on spatial alignment has been proven to significantly redirect and reshape the way in which the City is applying its capital expenditure, to achieve a multitude of interrelated goals and objectives.

Most of these spatial realities focus on redressing the inequalities of the past in an integrated and sustainable manner.

Numerous input factors determine spatial targeting areas, and guides decision making within the City based on a variety of quantitative, qualitative and spatial variables. These input variables range from strategic directions, which originate from political powers², up to the technical strategic plans and deprivation indices depicting the real quantitative need for intervention in the City. The integration zones, which builds on the above, identifies spatially targeted areas in relation to the Urban Network Structure.

Together with the identification of the integration zones, this section of the report focuses on establishing context specific climate change impacts and risks on a City-wide level and specifically aligned to spatially targeted areas. A brief outline of mitigation and adaptation strategies are included in Section B. The integration between spatial targeting and climate action planning consequently enabled capital investment requirements and the prioritization of infrastructure investment, to also bias climate change action planning goals.

For further detail, please refer to section B of the BEPP.

A.5.6.3 Section C - Catalytic Land Development Programme and Preparation

The City defines Catalytic Land Development Programmes (CLDP's) as projects that are situated within the integration zones. This section dissects the City's capital investment in terms of CLDP's and indicates public-sector intervention with regard to the integration zones. The sub-components of this process highlights the Inter-governmental (IGR) project pipeline functionality and highlights the benefits that can be derived from collaborative investment in space.

The City's sophisticated prioritization model uses a number of diverse input variables to differentiate projects based on certain attributes. This prioritization score is used extensively in the rule-set of the subsequent budget allocation (or "budget fitting") process. This process forms part of the preparation and identification of CLDPs and will conclude with an analysis of the prioritization model results.

For further detail, please refer to section C of the BEPP.

A.5.6.4 Section D - Catalytic Land Development Programme and Resourcing

Utilizing the outputs from the foregoing processes and tools which includes the CaPS prioritization, budget fit and budget simulation, the following elements are dealt with in terms of resourcing:

- A phased approach towards creation of a long-term financing strategy;
- A possible consolidated operational and capital resourcing plan;
- The spatial budgeting mix.

For further detail, please refer to section D of the BEPP.

A.5.6.5 Section E – Implementation

Section E of the BEPP document follows the identification and preparation of Catalytic Land Development Programmes (CLDPs) together with the City's financial resourcing strategy and sustainability (Sections C and D). The aim of Section E is to establish the institutional framework pertaining to the implementation of CLDPs and to identify regulatory reforms which stimulate investment.

² Often expressed in a State of the City Address or the IDP.

For further detail, please refer to section E of the BEPP.

A.5.6.6 Section F - Urban Management

Urban management deals with the “on the ground” workings of precincts situated within the integration zones. The Urban Management section of the BEPP deals with precinct management planning, precinct management initiatives as well as with the institutional arrangements in place.

For further detail, please refer to section F of the BEPP.

A.5.6.7 Section G - Reporting and Evaluation

Reporting and evaluation is a crucial part of the CaPS process as it indicates whether the City’s initiatives, as determined up to this point, unlocks the desired and expected outcomes or targets. This section reports in terms of the reporting and evaluation guidelines as set out in the 2018/2019 and 2019/20 BEPP Guidelines.

For further detail, please refer to section G of the BEPP.

A.6 Climate Change Profile

The City’s institutional commitment to address climate change manifested in the establishment of a specialist unit in the Office of the Executive Mayor, known as the City Sustainability Unit (2013). The CSU mandate includes overseeing the City’s transition towards a low carbon emission, resource efficient and climate resilient city. A detailed description of the CSU’s institutional framework together with the level of departmental engagement has been included in Section B.

A.6.1 Action and Strategic Documentation

As an initial point of action, the CSU worked together with administrative departments to mainstream climate action into the preparation of policies, plans and programmes. Policy measures have included the development of the Green Economy Framework to respond to resource scarcity, which has subsequently led to the establishment of the following:

- the Green Economy;
- the Green Building By-law, which aims to support the uptake of green building principles;
- the Sustainable Financing Strategy, which aims to finance sustainable service delivery;
- the Sustainable Procurement Strategy, which aims to seek greener alternatives to existing products and services procured by the City.

In addition to the above, the CSU has released the Climate Response Strategy which forms the foundation of the Climate Action Plan, a plan currently under development with support of the C40 Cities Climate Leadership Group. The City became a member of C40 in 2014, a move that has contributed tremendously in augmenting the vision of a sustainable capital city.

A.6.2 City’s Climate Change Programmes

CSU management measures are premised on two pivotal studies which include the Greenhouse Gas Emissions Inventory (GHGEI) and The Climate Risk and Vulnerability Assessment. These studies have guided the development of the Mitigation and Adaptation Programmes.

A.6.2.1 Climate Action

A.6.2.1.1 Mitigation

The annual revised version of the Greenhouse Gas Emissions Inventory (GHGEI) indicates that the City is emitting 21 million tonnes of carbon dioxide equivalent per annum. Energy, transport and waste

sectors have been identified as the largest contributors towards greenhouse gas emissions. The Mitigation Programme thus focuses on how to reduce and avoid emissions from these three sectors.

In addition to the above, the Green Buildings Programme forms part of the mitigation focus of the CSU. The Green Buildings Programme focuses primarily on new builds and addresses all forms of structures. The City is a member of both the Green Building Council of South Africa's (GBCSA) Green Building Leadership Network (GBLN) and the World Resources Institute's Building Efficiency Accelerator (BEA) Programme.

A.6.2.1.2 Adaptation

The Climate Risk and Vulnerability Assessment indicates that average temperatures have increased by 1.8°C since 1960 and that precipitation levels have decreased. However, when it does rain, the City experiences extreme downpours which creates high rates of runoff and limited recharge which could lead to instances of flash floods. The management of increasing temperatures and related impacts, together with securing future water resources, are of extreme importance to the resilience of the City and forms the central focus for the Adaptation Programme.

A.6.2.2 Sustainability Support Mechanisms: Sustainable Financing, Resource Mobilisation & Sustainability Profiling

In addition to the above mentioned programmes, the CSU has adopted the Sustainability Support Mechanisms programme together with Demonstration Projects & Sustainable Service Delivery. This programme is wide-ranging and offers support measures to enhance the impact of mitigation and adaptation programmes. This includes sustainability financing and resource mobilisation, sustainability profiling, research and documentation, demonstration projects and outreach programmes. Methods of engagement aimed at achieving the above-mentioned programmes include the following:

- Demonstration projects,
- Research,
- Advisory services,
- Outreach campaigns.

For a detailed assessment of the mitigation and adaptation focus of the City refer to Section B. The institutional framework for the CSU together with departmental engagement has been included in Section B.4.

A.7 Institutional Consolidation

A.7.1 BEPP Steering Committee

The City of Tshwane has established a BEPP Steering Committee (BEPPSCO)³. The establishment of BEPPSCO focusses on achieving the following functions:

- To facilitate collaboration on the annual development and revisions of the BEPP;
- To create a forum that can inform the City on inter-governmental discussions;
- To provide technical guidance in terms of the strategic direction of the City (and in the process, create institutional memory);
- To serve as the City's integrated strategic planning forum; and
- To maintain a continuity on the development and maintenance of the BEPP, and the processes required as key input to the BEPP.

³ As per the memorandum on 14 December 2017

The Tshwane BEPP has been managed by the Economic and Spatial Development Department since 2014, which also includes the capturing of capital projects for the municipal MTREF via CaPS. This is done in collaboration with the City’s Finance Department (Budget Office) and Strategies and Performance Management Department. The strong institutionalized processes of the BEPP aims to achieve a BEPP that is credible and owned by all strategic departments. For the City to achieve this goal (in a sustainable manner), the BEPP Steering Committee (BEPPSCO) was established with representation from the following departments:



Figure A-5: BEPPSCO Members

Since the establishment of BEPPSCO, a number of workshops have taken place that were focused on a variety of factors in relation to the BEPP. The table below outlines these workshops, together with the main objectives and outcomes from each workshop.

Table A-3: BEPPSCO Workshops

Date	Agenda	Outcomes
06 March 2018	Background view on the annual BEPP process.	Circulation of the BEPP Guidelines to departments.
	Establishing the context BEPPSCO and the role of departments.	Circulation of the 2018/19 BEPP document.
		Departments to comment on the 2018/19 BEPP document submitted.
		BEPPSCO to be held at least once per quarter.
Background view on the purpose of CaPS and how the CaPS Process links with the annual BEPP process.	An overview of the CaPS process, IDP and annual budget cycle.	

Date	Agenda	Outcomes
	A view into the 2018/19 BEPP submission.	
14 September 2018	Capital project planning and capturing for the 2019/20 MTREF.	Representatives of Departments to communicate the CaPS process of project planning and capturing based on memorandum.
	An overview of new CaPS functionality and changes incorporated.	
	CaPS training schedule.	
	Feedback from the 2018/19 BEPP submission and areas of improvement required.	One-on-One sessions to take place on the BEPP requirements for 2019/20
	Implementation of CR&R mainstreaming into the 2019/20 BEPP submission.	
11 December 2018	Feedback from the Capital project planning and capturing process.	Project completion status to be shared with departments in order to allow for project clean-up and the capturing of outstanding information on CaPS.
		Representatives from the City Sustainability Unit to provide assistance and training in terms of the CR&R focus.
	An overview of the prioritisation and budget fit process which followed after capturing.	

As per the outcomes of each workshop listed above, it is clear that BEPPSCO serves as a powerful communication and integration platform to achieving requirements for the annual BEPP. The BEPPSCO serves as a communication link between the owners of the BEPP process and various technical departments.

A.7.2 Capital Planning System Committee Establishment

The planning and budgeting cycle, derived from the annual IDP process plan (refer to Figure A-8), requires a number of deliverables to be achieved through the CaPS Process. The key owners of this process include (1) Group Finance, (2) Economic Development and Spatial Planning and (3) City Strategies and Organisational Performance (IDP and ePMU). In order to enable the City to establish a mechanism which drives strategic and equitable allocation of capital funding sources, CaPS deliverables need to be validated and managed by the key owners of the CaPS process. In light of this the City has opted for the establishment of 2 committees which will take responsibility for the following tasks and functions:

- Evaluation of Stage Gate 0 projects (project wish-list) recorded onto CaPS.
- Co-ordinating discussions with departments regarding the projects registered on CaPS and where additional information and motivation might be required.
- Producing pre-feasibility project lists with the potential for budget approval.
- Producing a draft list of IDP Projects through the process of project readiness assessments and as a result of the prioritization process (refer to Section B).
- Make recommendations on which projects are ready to proceed to the next Stage and ultimately receive funding for the financial year as requested.
- Co-ordinating and providing technical input relating to the prioritization model (refer to Section B).
- Reporting to the Executive Council (ExCo), Mayoral Committee (MayCo) and Council on project prioritization and Stage Gate related information.

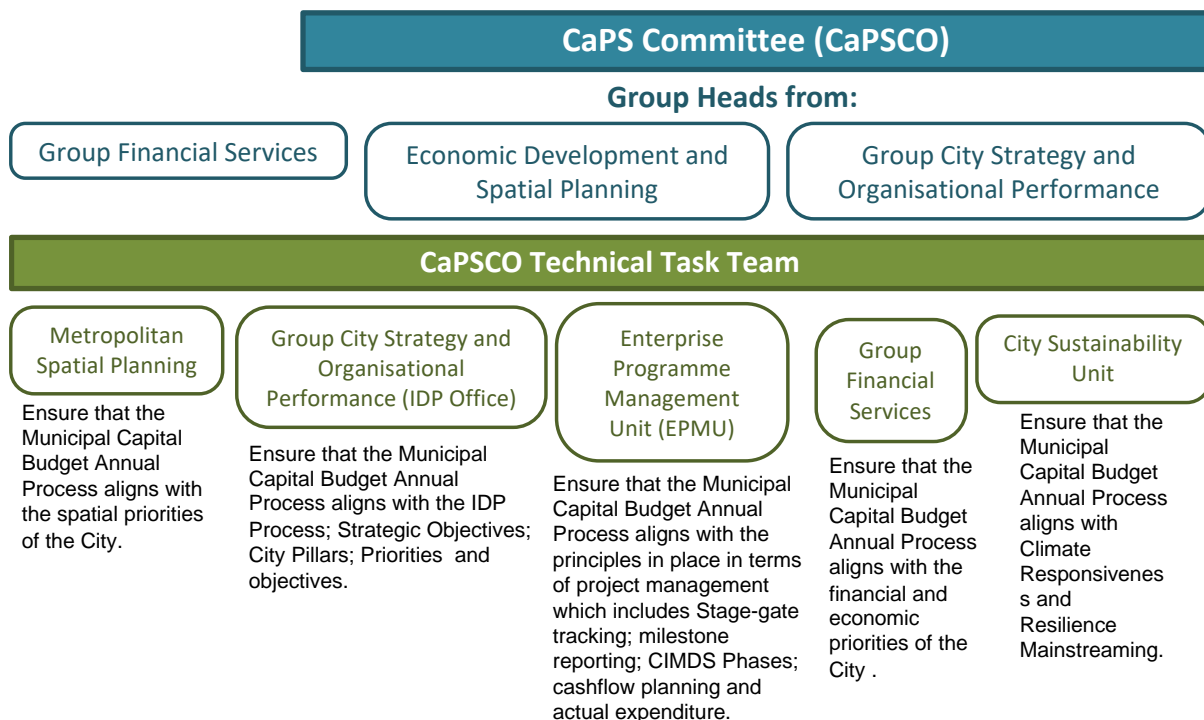


Figure A-6: CaPSCO Establishment

Capital Planning System Steering Committee (CaPSCO).

The establishment of CaPSCO aims to achieve an authoritative body which ensures that the CaPS process and subsequent deliverables speak to the strategic, technical, financial and economic priorities of the City. CaPSCO serves as a communication link between the owners of the CaPS process and the various approval councils within the City. The establishment of CaPSCO provides an institutional framework in which the CaPS process takes place and consists of Group Heads from the following departments:

- Economic Development and Spatial Planning
- Group Financial Services
- City Strategy and Organizational Performance

Capital Planning System Technical Task Team (CaPSTTT).

The establishment of CaPSTTT aims to achieve a technically focused team of experts who provide guidance and technical input into achieving deliverables which align to the strategic, technical, financial and economic priorities of the City. The team manages, intervenes and reviews aspects related to the CaPS process and the budget cycle environment. Furthermore, CaPSTTT acts as the enabler of processes and mandates established through the CaPSCO institutional framework and the various departments which form part of the annual planning and budgeting cycle. The team consists of technical experts within the following departments:

- Metropolitan Spatial Planning
- City Strategy and Organizational Performance (IDP Office)
- Enterprise Programme Management Unit (EPMU)
- Group Financial Services
- City Sustainability Unit

The inclusion of representatives from the City Sustainability Unit (CSU) to CaPSTTT ensures mitigation and adaptation measures are successfully considered during the initial stage of project planning. This is achieved through technical assistance from CSU representatives during project planning and capturing. The inclusion of the CSU as a part of the CaPS process informs CR&R mainstreaming consideration during the CaPS process (refer to Section A.5.5).

The establishment of CaPSCO and CaPSTTT filters through to the current functions of the BEPPSCO and serves to inform and guide members of BEPPSCO regarding CaPS technical expertise and the strategic, technical, financial and economic priorities of the City.



Figure A-7: CaPSCO, Technical Task Team and BEPPSCO Hierarchy

A.7.3 IDP Process Plan

The following summarised process plan is used by the City of Tshwane to guide performance targets and certain deliverables in order to guide project planning and capital expenditure. This process therefore provides the bedrock on which the BEPP process is built.

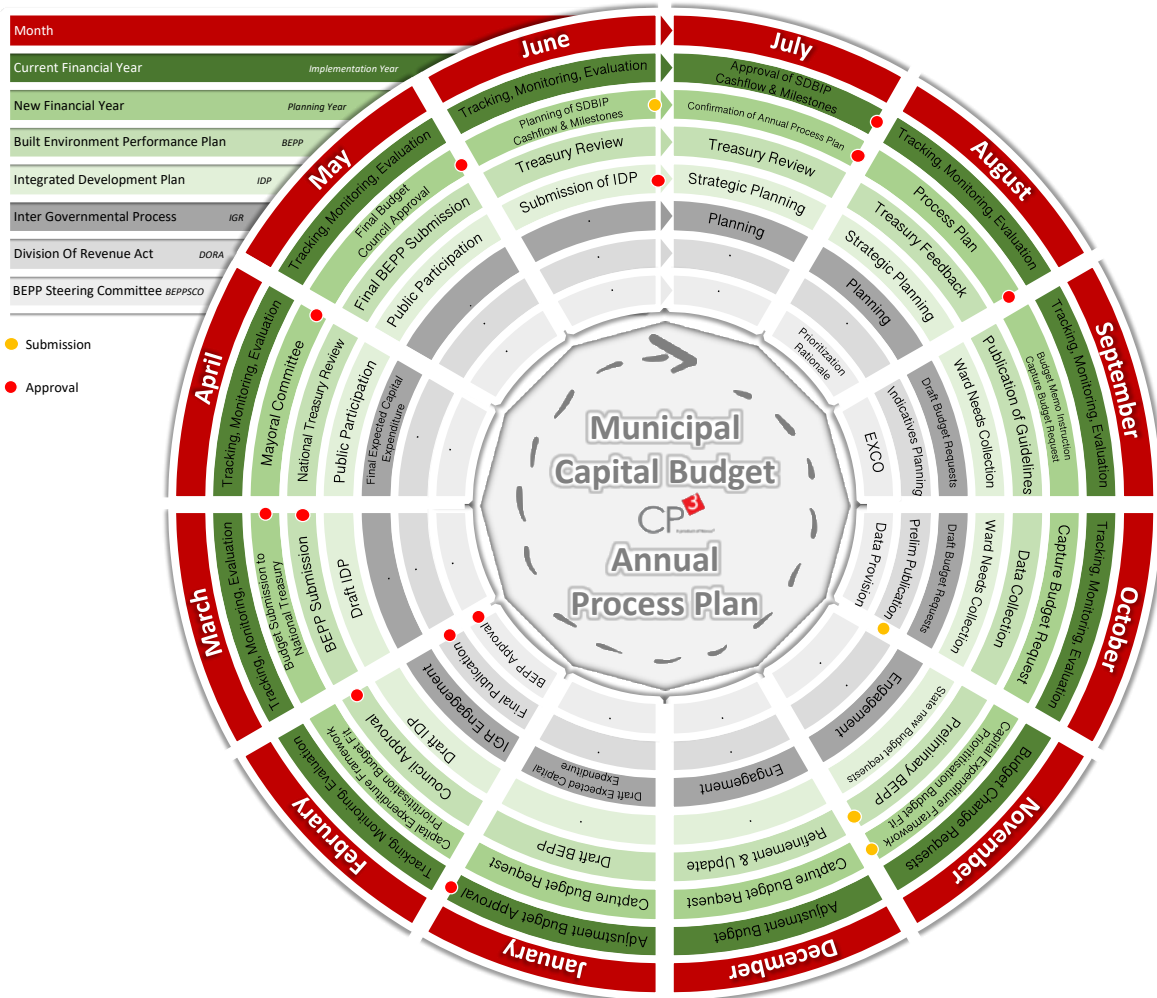


Figure A-8: IDP Process Plan