



METRO  
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# Metro Central Partnership

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Presentation to Blackheath CID



**WESTERN CAPE**  
Economic  
Development  
Partnership

## Who is the EDP?

- A non-profit entity that builds partnering and adaptive capacities in the development delivery system

Systemic frameworks  
and processes to  
diagnose the gaps in the  
system, identify the  
change agents and to  
start change processes

Individual and  
organisational  
learning processes  
to continuously  
adjust, adapt and  
improve

**Summary:  
Systems  
change and  
partnering  
capabilities**

Partnering for  
better results and  
greater impact,  
through shared  
vision, common  
agenda and joint  
action

Leadership and  
organisational  
culture processes to  
create capabilities  
for change

EDP Programmes	Areas	Issues
Saldanha Bay partnering solutions	Saldanha Bay municipality	Support ecosystem for SMMEs and localisation of economic benefit
South Cape Economic Partnership	Garden Route District and local municipalities	Cross-boundary, cross-sector economic promotion
Water systems	Western Cape Water Supply System	Water systems governance
Catchment Management	Breede River	Inter-governmental cooperation on water quality and quantity
Township economies	Multiple sites	Enabling environment for township economic development
Metro Central Partnership	Blue Downs Integration Zone, City of Cape Town	Economy, housing, planning, water and biodiversity, transport corridors, urban management
Wellington and Paarl CBD partnering processes	Drakenstein Municipality	Cross-sector partnership for urban regeneration
Western Cape Schools Support Programme (Jobs Fund)	Western Cape	Public sector paths to youth employment
Integrated communities	Woodstock/ Salt River, City of Cape Town	Inner city inclusionary housing and precinct planning
Whole of Society Approach (WOSA)	Saldanha, Drakenstein, Manenberg and Khayelitsha test sites	New approaches to cooperative and participatory governance
City Resilience Implementation Strategy	City of Cape Town	Implementation partnering support to City of Cape Town
Cities Partnering Strategy	National + metros	Partnering framework for National Treasury City Support Programme
Partnering Strategy	National	Partnering framework for National Treasury Government Technical Advisory Centre
Knowledge management and learning	Multiple areas	Building public sector capabilities for adaptive leadership and systems change

# Partnering vs. Partnerships

## Partnering

- Can be informal
- Uses the capacity of partners
- Can be temporary - for as long as is needed
- A way of doing development work

## Partnerships

- Formalised
- Requires dedicated resourcing
- Longer-term, even open-ended
- An institutional mechanism for mutual accountability



CITY OF CAPE TOWN  
ISIXEKO SASEKAPA  
STAD KAAPSTAD

Making progress possible. Together.



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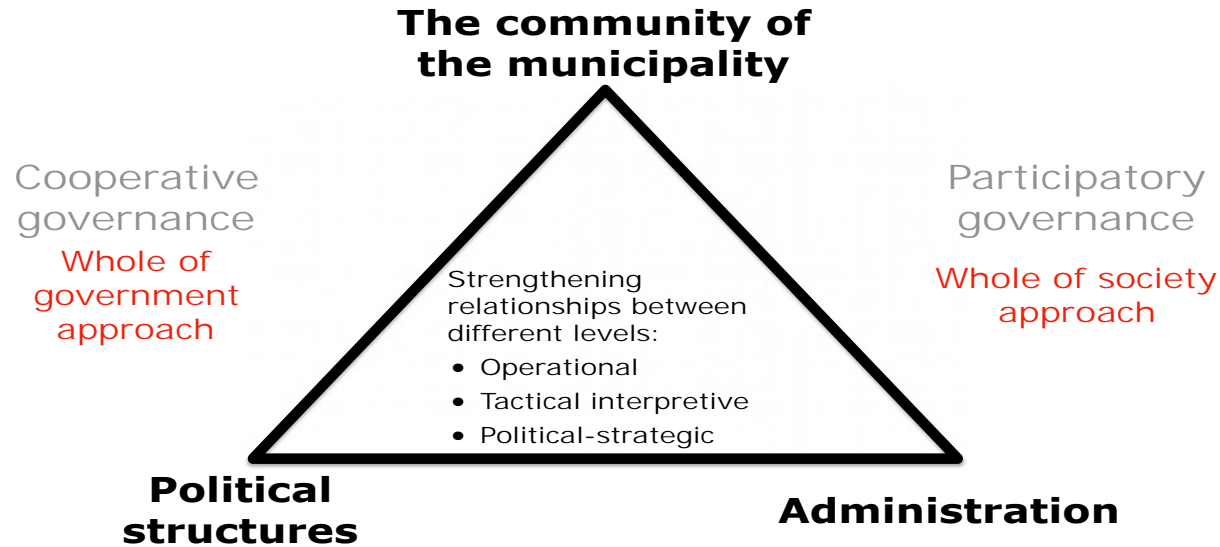
CAPE TOWN  
INTERNATIONAL AIRPORT  
AIRPORTS COMPANY SOUTH AFRICA

# MCP Progress



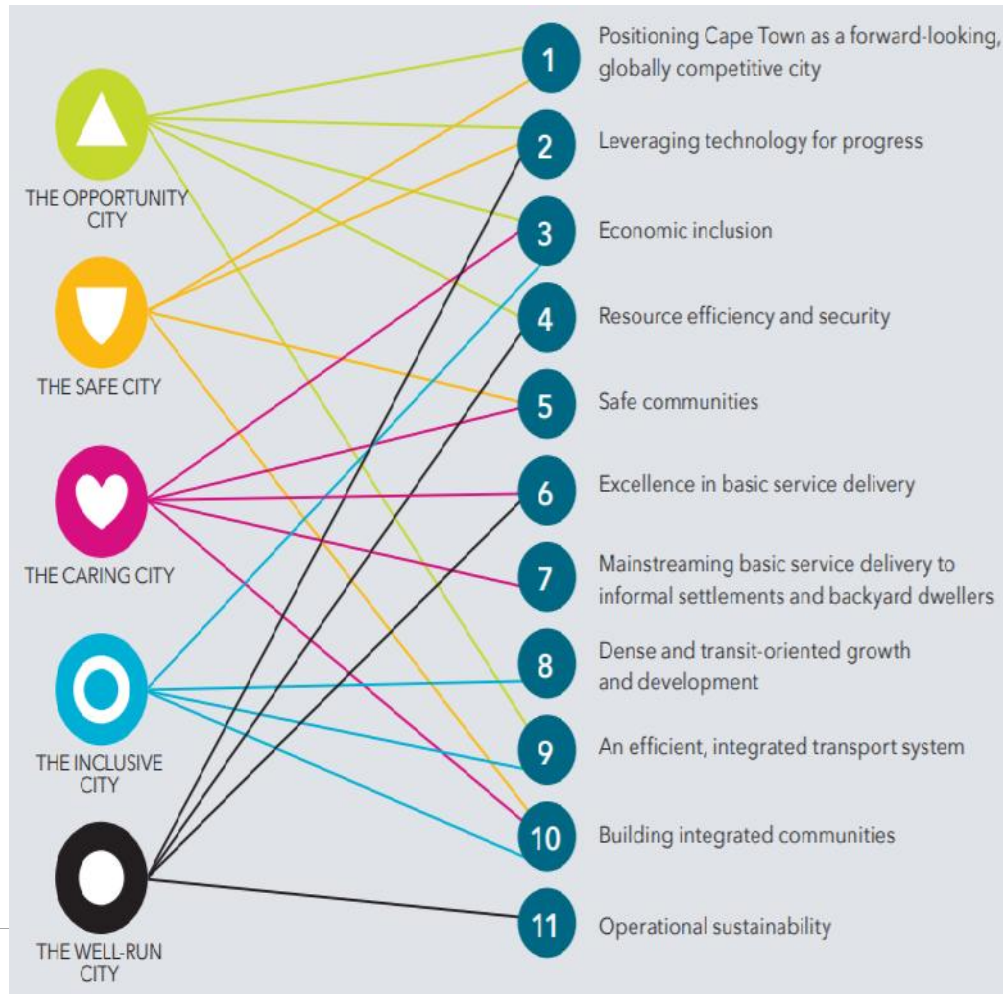
## Context: National legislation

**SA Constitution 1996:** Spheres (not tiers) are 'distinctive, interdependent and interrelated', and operate together on the basis of cooperative governance and participatory governance.  
Codified through **Intergovernmental Relations Framework Act, 2005**



Legal nature of local government in **Municipal Systems Act, 2000, 2(b)**: A municipality consists of the political structures and administration of the municipality *and* the community of the municipality. **White Paper on Local Government 1998:** Developmental local government has four interrelated characteristics: Maximising social development and economic growth; Integrating and coordinating; Democratising development; Leading and learning

# Context: IDP



## THE CITY'S MANDATE: CONTROL VERSUS INFLUENCE AND CONCERN

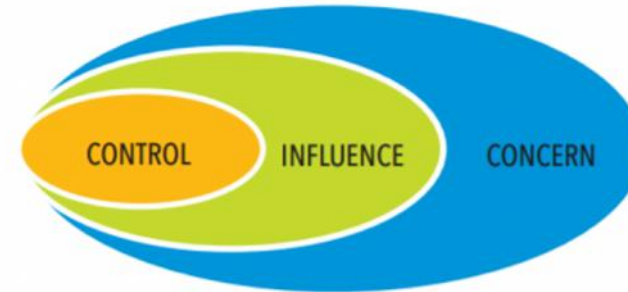


Figure 2: Areas of control, influence and concern

Like all other local governments in South Africa, the City of Cape Town has certain legislative competencies. Some of the competencies fall exclusively within the domain of local government, while others are shared with other spheres of government. Competencies within the City's area of control range from building regulations and municipal planning to municipal roads, traffic, parking and local amenities. For these functions, the City is responsible and accountable.

However, the challenges that the City faces clearly span across various spheres of government's areas of control. Because the City wants to address these challenges holistically and sustainably, and find solutions that will create value for its citizens into the future, some of its identified programmes and projects rely on partnerships, agreements and co-operation with various government departments, state-owned enterprises and other role-players. Some of the programmes and projects regarding an integrated public transport system, sustainable mix of energy resources, housing provision and red tape reduction for entrepreneurs

are critical to Cape Town's well-being and functioning, which is why certain of the identified outcomes will fall into the City's area of influence.

Furthermore, the City has identified programmes and projects in areas of concern. These programmes and projects aim to address a range of issues, from homelessness to anti-racism awareness projects. These create and contribute to the culture of caring and inclusivity that the City wants to achieve. Programmes relating to substance abuse, for example, are also important to break the cycle of poverty and contribute to safety and security and, therefore, to citizens' general well-being. Within these areas of concern, the City wants to encourage further collaboration and partnerships with communities, residents and business.

The full IDP publication will be made available in July 2017. Should you in the interim require the full approved IDP document you may request this via: [idp@capetown.gov.za](mailto:idp@capetown.gov.za)

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City of Cape Town FIVE YEAR INTEGRATED DEVELOPMENT PLAN 2017 - 2022 5

**IDP recognizes the importance of developing partnerships**

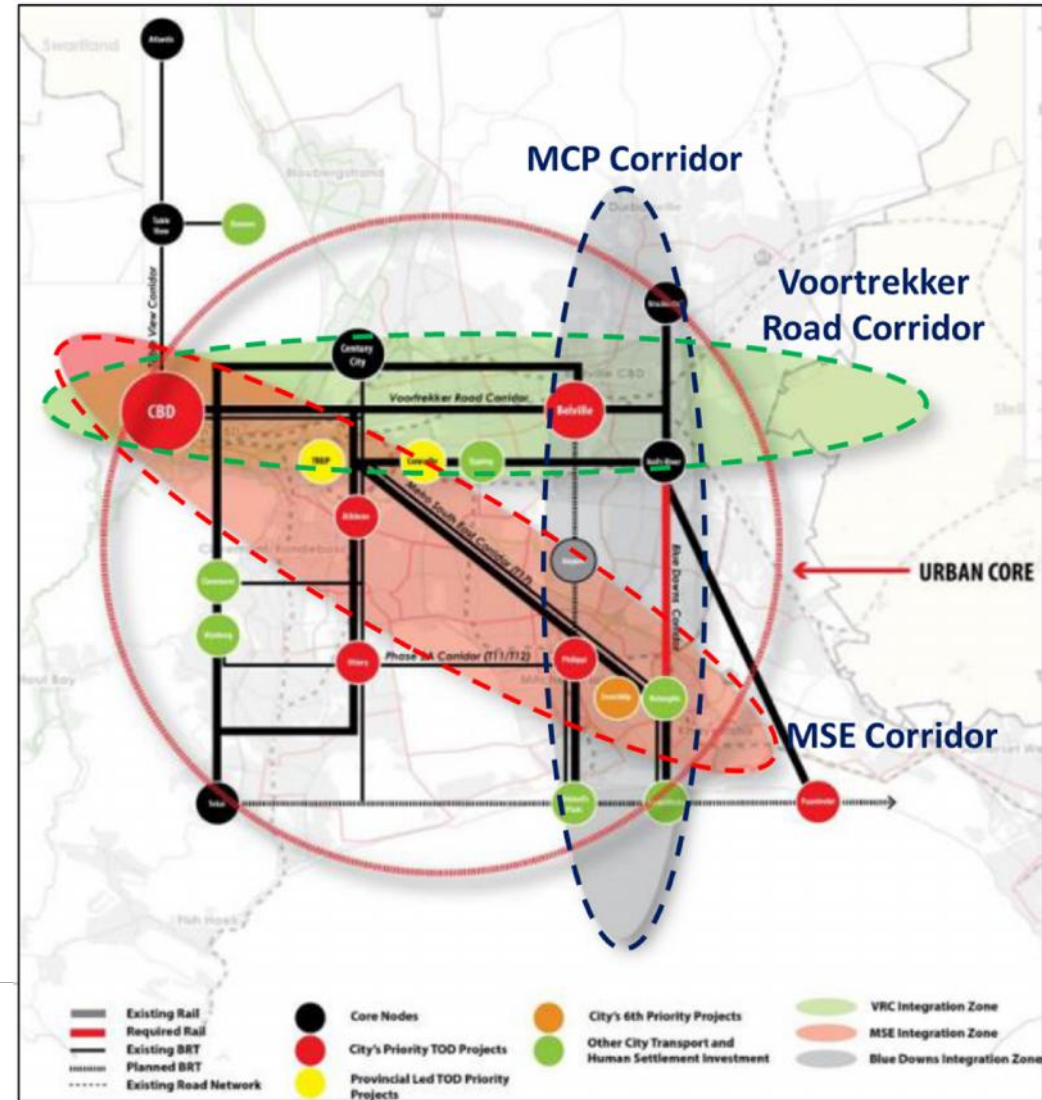




## Context: BEPP

The following three Corridors were identified by the City as those requiring Corridor Partnerships:

- Voortrekker Road Corridor – Supported by **refocused Greater Tygerberg Partnership**
- Blue downs/Symphony Way Corridor – Supported by **Metro Central Partnership**
- Phase 2A/Metro-South East Corridor – Supported by **yet to established Partnership(s)**



- The SRA initiatives have been complemented by the City entering into partnerships with the private sector to promote investment and investment retention in these nodes, namely the **Greater Tygerberg Partnership (GTP)** and the **Metro Central Partnership (MCP)**.

Blue Downs IZ is established on the potential development opportunities and structural efficiencies afforded by the committed investment in the multi-billion-rand rail link extension facilitated by the Passenger Rail Agency of South Africa (PRASA). Other catalysts for integrated planning and development include the partnership with ACSA (in relation to the Swartklip land development strategically located between Khayelitsha and Mitchells Plain) and the supportive feeder systems for station precincts along the rail route (Wimbledon, Blue Downs and Nolungile). The "Southern Corridor" human settlement catalytic project comprising clusters of informal settlements in proximity to the N2 highway traverses both the Blue Downs and Metro-South East IZs.

"The **Metro Central Partnership (MCP)** is a partnership between The Airports Company South Africa (ACSA) and the City of Cape Town (CCT) that seeks to align the Aerotropolis vision of ACSA with the City's BEPP. ACSA, through its Aerotropolis work, has expressed support and willingness to partner with the City of Cape Town in adopting a Transit Oriented Development approach to the spatial and economic transformation of the Metro-Central area.

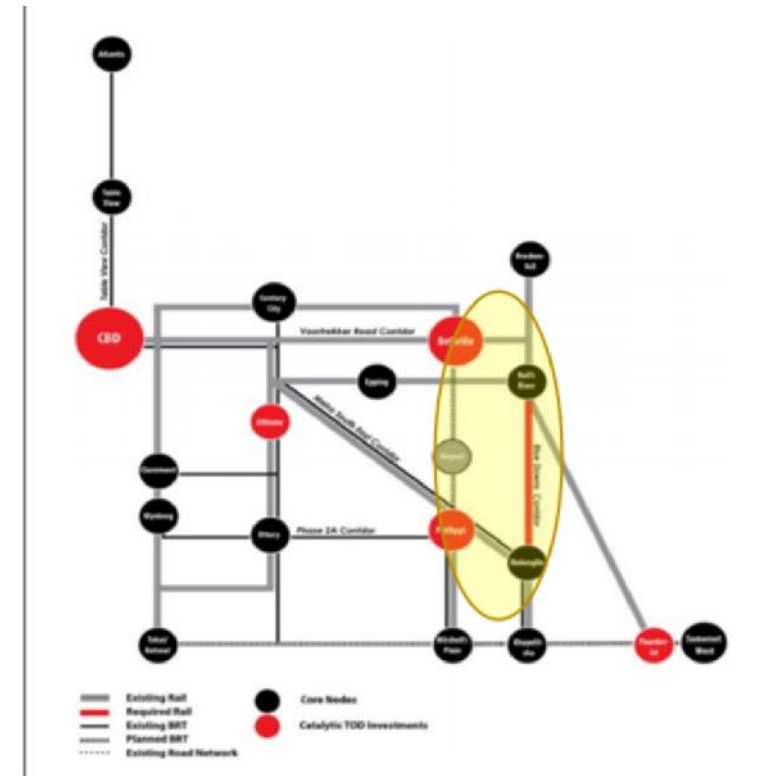
To this effect, ACSA and the CCT signed an MOU in 2017 signally the intent to establish the MCP.

The Cape Town International Airport (CTIA) is envisaged to potentially act as an anchor tenant in the Metro-Central area. The Metro-Central area, specifically the Blue Downs/Symphony Way Integration Zone is a focal point of the City's Built Environment Performance Plan (BEPP). Three new stations, viz. Mfuleni, Blue Downs and Wimbledon are being planned by PRASA and the CCT as part of the Blue Downs Rail Line project. The Blue Downs Rail Line opens opportunities for multi-functional integrated hubs of both mobility, commercial and living spaces. The City of Cape Town and PRASA need to determine land use management opportunities in and around the proposed new stations. Similarly, the airport, with its ongoing expansion programmes and contributions to the Symphony Way Corridor, offers opportunities for new trade sectors to develop, with economic and land use implications. ACSA's purchase of the Swartklip site further offers a rare opportunity for large-scale mixed-use development that integrates the Metro-South East with the Blue Downs corridor, offering new models of engagement, social and economic inclusion and spatial integration.

The Economic Development Partnership (EDP) was mandated to establish and incubate the MCP.

The MCP is a start-up Public Benefit Organisation (PBO), in its formation phase. The EDP is still in the process of establishing and incubating the new Partnership organization. It is anticipated that the MCP will be launched in mid 2018.

The MCP offers core competencies in convening/facilitating; generating, collating and





# *A joint mandate:*

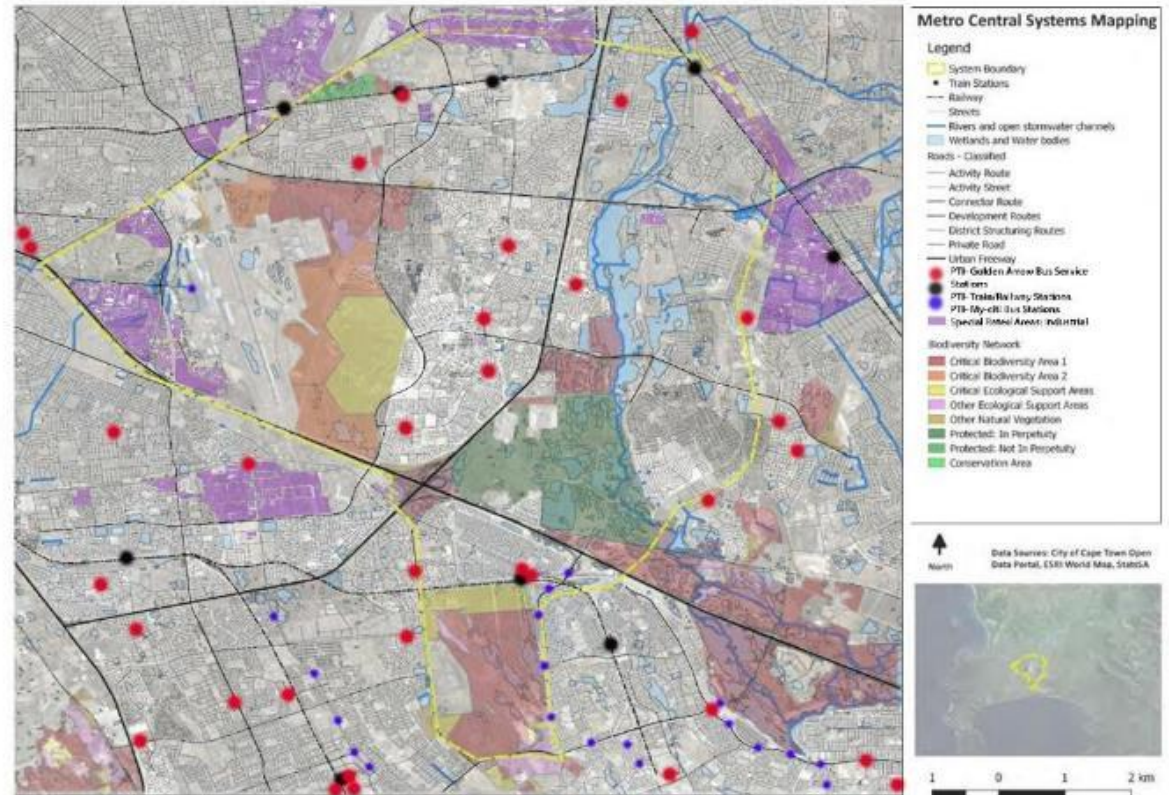
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- CCT: IDP, SDF & BEPP - new models of engagement & development in Blue Downs Integration Zone; need for centering investment & economic development in under-developed areas
- ACSA: Aerotropolis feasibility study 2016: untapped economic & land-use potential driven by increasing air access
- Steering committee: CCT (ABSD, TDA, E&I) & ACSA (CTIA)



# Progress & proposition

- EDP Milestones & Deliverables: Progress
- MCP Programmes
- Key risks



# *The Role of the EDP*

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## To establish and incubate the Metro-Central Partnership

- Tools for improved understanding of system and stakeholders
- Improved coordination and collaboration within the CCT
- Improved coordination and collaboration between the CCT and external partners
- Initiate joint action towards addressing key issues
- Identifying and establishing suitable MCP structure
- Communications

# What has already been achieved?

- A signed mandate from the CCT
- ACSA and CCT MOU to collaborate
- Monitoring, learning and adaptation approach to PSIs
- Recruitment of dedicated staff and contractors
- Steering committee ToR, delegations, workshops and meetings

**Log of potential partnering issues**  
**Business Plan**  
**MOI**  
**Brand execution & website (not live)**  
**Initiating 6 exciting partnering programmes**  
**MCP symposium: six programmes (18 + 19 June)**  
**MCP Registered as a Non-Profit Company (NPC) with CIPC**

- **System and stakeholder maps (140+)**
  - System and stakeholder mapping workshops
  - Data collection & sharing
- **Partnership Lessons**
  - Interviews
  - Report
  - Workshop on implications
- Community groups, formal & informal business groups, parastatals, academics, SPVS, CCT, WCG, NT
- Presentations to various PCs, SCs, etc
- Knowledge sharing & connecting
- Site visit to Swartklip
- PRA with ACSA
- Economic pathways workshops
- Brand brief workshop

Stakeholder engagement

# *We have agreed on Project Selection Criteria*

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- A partnering initiative will be taken on once it has been determined that an opportunity:
  - Requires partnering/collaboration.
  - Must be a priority for at least two partners.
  - Must be a platform for innovation/new models.
  - Can deliver short term impact—(that) mobilises additional investment.
  - Adds value to those within the area (localised benefit).
  - Can have sustainable impact in the long term.





## WHAT DOES THE MCP OFFER?

- **Facilitation & Convening:** The MCP will design processes to effectively convene spaces for partners to improve communication, coordination and mutual accountability, which will result in improved development outcomes.
- **Knowledge:** The MCP will play a key role in coordinating and augmenting existing knowledge of prioritised programmes. This knowledge will support improved project and programme design, and encourage new approaches to development implementation.
- **Doing development differently:** Drawing from the knowledge and initiatives of partner organisations, the MCP will play a key role in developing and implementing new approaches to engagement, collaborative resource and place management, and financing and investment.

## MCP IS NOT:

- a consultancy
- a service delivery vehicle
- a development agent/entity (but it is a facilitator)
- a regulator.

# Activating the 6 partnering areas

Blue Downs Integration Zone

Swartklip

Urban Management

Human Settlements

Economic Pathways

Water economy & Biodiversity





Human settlements:  
beyond housing



Urban management:  
getting the basics right



Blue Downs Integration Zone:  
planning & investment



Water economy & biodiversity:  
resilience & value creation



Swartklip:  
an integrating approach

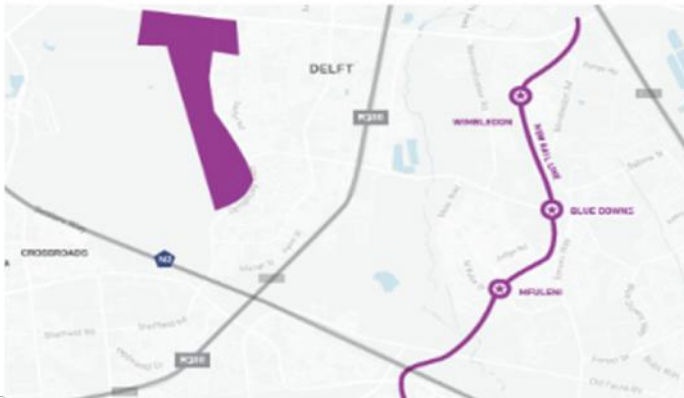


Economic pathways:  
inward and outward  
development



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# BLUE DOWNS Integration Zone



## INTENTION OF THE PROGRAMME

Together with TDA, MCP will co-develop a partnership-based toolkit for public-private sector transport-oriented development.

This programme will also support the development and promotion of an Investment Framework for the Blue Downs Integration Zone which is being led internally within the City of Cape Town.

## AREAS OF COORDINATION

- Adoption of mixed-use planning principles to avoid the establishment of large human settlements with no access to economic or leisure opportunities.
- Consideration of the mix of incremental development approaches with large numbers of micro- and emerging developers and institutional developments.

## Current activity:

- Support CCT development of BDIZ investment framework
  - Upcoming joint visioning workshop will all departments



### INTENTION OF THE PROGRAMME

The aim of this programme is to facilitate economic development opportunities within the MCP project area.

### AREAS OF COORDINATION

- Further maximising the opportunities presented by increased land and air transport access for local and global businesses.
- Addressing constraints such as access to information about market opportunities for local businesses, and working with bodies such as Wesgro and various sector SPVs to ensure that their business development, investment attraction and export promotion work is relevant to local work seekers, land owners and businesses within the MCP area.
- Ensuring that new developments consider economic enablement in their land use and urban design frameworks – in particular, working with any human settlements and mixed-use developers to maximise integration of appropriate design and GLA for local small businesses (where appropriate) or institutional and manufacturing investors (where appropriate).

### Current activity:

- Constraints to investment workshops
- Township Economies programme (DEDAT, CCT, HSRC, Chamber & SPVs)
- Airport export expansion: knowledge and market coordination gaps



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# HUMAN SETTLEMENTS



## INTENTION OF THE PROGRAMME

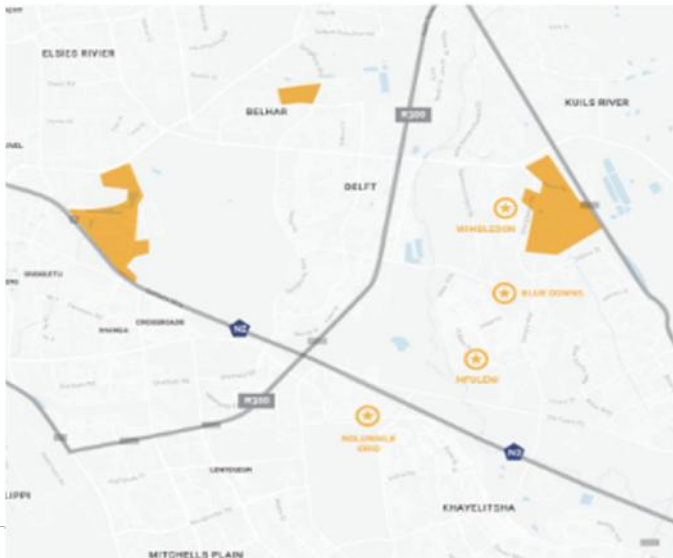
To facilitate improved communication and collaboration between residents, government and service providers for incremental settlement upgrading, relocation and land development.

## AREAS OF COORDINATION

- Improved coordination and sequencing of the informal settlement relocations that are required to unblock critical infrastructure projects (such as the Blue Downs Rail Link and Symphony Way corridor developments).
- Improved mechanisms for housing to be utilised as an economic asset by the poor (through, for example, design and ownership models, as well as through micro-financing and building support). These should enable homeowners to become "micro-developers" and landlords.

## Current activity:

- New typologies for mixed-use housing: support to CCT, WCG, HDA & other large public housing developers
- Pilot site: mixed-use development in Delft
- Explored: informal settlement upgrade and/or relocation needs



### INTENTION OF THE PROGRAMME

Establish a precinct management framework for improved service delivery, security, and retail experience around key precincts in the Metro Central area. The rationale for this is that basic services and the management of areas so that they are clean, safe, green and socially vibrant is regarded as key, not only for improving the daily experiences of local residents and businesses, but also for the ability to attract investment.

### AREAS OF COORDINATION

- Strategic support to precinct management pilots, such as the ORIO-funded programme at Nolungile, which is regarded as a critical "knuckle" joining the Blue Downs corridor and Metro South East corridor, and potentially unlocking access to and increasing the value of, the adjacent corner of the Swartklop site.
- Offering knowledge sharing across precinct management pilots in diverse areas, and on how to fund a traditional Special Ratings Area (SRA) model for areas where no local rates base exists.
- Producing frameworks for planners to consider long-term urban management when conducting initial land use and tenancy plans and investment strategies, and for implementers to identify the appropriate funding and delivery partners.
- Preparation for the rail link investment plans along Blue Downs requires local coordination and consideration of who will fund and who will deliver ongoing urban management as new nodes are created, or as existing node roles change (e.g. Mfuleni)
- The presence of informal traders, settlements, and taxi associations offer an opportunity to engage groupings such as these and pilot a management

### Current activity:

- Urban management model inputs into BDIZ investment framework, district and precinct planning
- Transversal alignment on urban management models: workshop 6 Sept
- Identifying informal & private innovations e.g. Mfuleni waste service
- Pilot: TBC – Mfuleni, Sandelhouet (Delft), Nolungile



## INTENTION OF THE PROGRAMME

Ensuring that the Metro Central area can be a leader in water resilience and security, and a model for building consensus and resolving conflicts among land owners and stakeholders on conservation, core path network, water demand management and cultural facilities and uses.

## AREAS OF COORDINATION

- The need for a uniform framework and approach to doing development in a manner that is sensitive to water and critical biodiversity assets.
- The opportunity for water sensitive urban design, and collaborative localised water systems that boost the water security of job-intensive/job-sensitive water users (in the formal and informal industries) and allow the MCP be known as highly productive off a low water footprint.
- The opportunity presented by the Kulls- and Eersterivier systems for biologically sensitive urban design and placemaking, particularly as it relates to the Blue Downs corridor developments, and as a literal connector of the communities of the Metro South East and the northern Voortrekker Road corridor.

## Current activity:

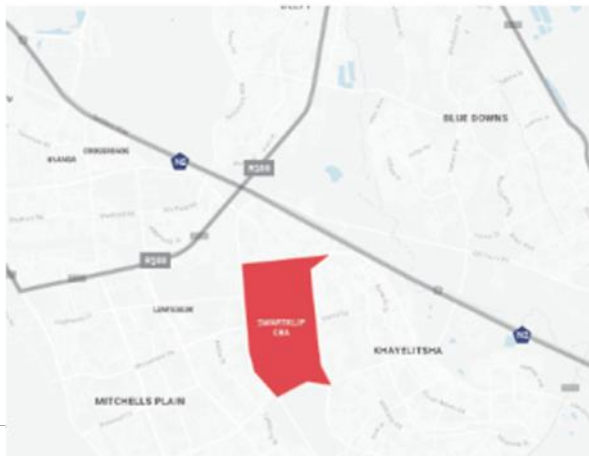
- Industrial Water Users collaborative (Blackheath & Airport CIDs, GreenCape, CCT, UCT): competitive water advantage
- Kuilsriver stewardship programme (bioremediation, stormwater management, social development, recreation & placemaking)





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# SWARTKLIP



## INTENTION OF THE PROGRAMME

This programme aims to assist the production of a multi-stakeholder-supported integrated development plan and investment framework for Swartklip. ACSA is driving the Swartklip programme as the land-owner. It will commission consultants to do a thorough planning process for the site.

## AREAS OF COORDINATION

- The MCP will support the team appointed by ACSA, rather than initiating the process.
- Resolving competing ideals and agendas by facilitating stakeholder engagement in design-oriented site planning, and activating interested stakeholders in support of ACSA-led planning processes. In particular coordination is needed for addressing divergent ideas regarding transport access to and across the site, as well as conflicting ideas regarding the management and utilisation of critical biodiversity areas.
- Fostering a sense of joint ownership of the land through temporary uses, incremental development, and generating buy-in for the long-term development vision.

## Current activity:

- Support to CCT & ACSA for integrated planning
- Temporary uses, investment models and engagement models



# *Additional programme areas*

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- Numerous requests already received
- Need to meet criteria, have committed partners and be resourced
- Strategic processes ongoing on key additional areas - for now, we are activating what has already been agreed to & focusing on delivering impact



# Key Risks

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- “Spread too thin” risk: Over-burdening a new, small organization with too many priorities. Partners need to ensure that a start-up organization is given sufficient time and resources to build its capacity to deliver on its mandate. Currently, the mandate is ambitious and matched with a relatively humble budget of R5m, while demand for MCP scope to expand is evident.
- “Hot potato” risk: Tarnishing the reputation of a new, small organization with projects that are doomed to fail. Partners need to protect the MCP from becoming the “hot potato” target - where everyone sends their most complex and contested projects. The MCP needs to build its strength and credibility by delivering impactful work early on.
- “Externalizing accountability” risk (aka “pay and walk away”): Shackling an intermediary by limiting support to financial support. While the MCP will require funds to operate as an intermediary, the objectives of the MCP cannot be reached unless its partners are also (and arguably primarily) providing for accountable officers who attend meetings, share information, and deliver on their agreed actions.
- “Timeframe” and/or “completion” risk: Expectations of impact need to be aligned to the realistic and often external timeframes of the programme drivers. Many of the MCP projects are long-term infrastructure projects. Partners to the MCP need to be able to measure and communicate impact as milestones towards these long-term structural spatial and economic changes.
- “Exit” risk: there are risks to the Partners if it is not clear upfront on what basis the MCP will be deemed to have a) met its purpose and no longer be needed or b) be failing irredeemably and no longer require funding. Exit, close-out, handover of assets and IP etc need to be considered by, especially, funding partners.
- “Over Politicisation”: the unstable local political environment as well as upcoming election year present a risk of MCP being used for political point scoring. A strong board and transversal accountability measures tied to an approved business plan are key focus areas for the MCP team.

# Next steps

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Next steps	Process
MCP approval within CCT	Ongoing – driven internally at CCT
MCP contracting	Business plan and all support documents have been submitted
Activation of 6 programme areas	Ongoing direct engagements, research and partner activations on all 6 areas
Board selection and staff recruitment	Board recruitment to commence immediately with City approval Staff recruitment once funding has cleared.
EDP ongoing support and incubation (e.g. office space, hand overs, etc).	Ongoing



# Urban Management Programme

# Urban Management Programme

## Precinct Planning and Management for Improved Place-Making and Livelihoods

Often, various public sector investments by numerous different departments and role-players are uncoordinated. Precinct planning generally takes place in isolation to implementation and rarely takes into account the full project costing through to operational management. As a result, public sector investments in the public realm have not been as responsive to local contexts and needs as they could have been. Furthermore, they are not always well-maintained.

The MCP's Urban Management Programme has sought to start this conversation and find a "home" for urban management processes within the CCT's organizational structure, post OECD. Through partnering and collaborative engagements, this programme aims to enable precinct planning and management through building relationships with key stakeholders and communities.

# Urban Management Programme

## Overview

Since the MCP's inception, the Urban Management Programme grew out of what was originally the "Nolungile Programme" through the recognition that urban management was needed in key catalytic precincts throughout the MCP area, broader than just at site C. We have been engaging various stakeholders in designing alternative urban management models and frameworks that are appropriate to the context of the Metro South East. A transversal, collaborative approach that is deeply rooted in local communities is needed and is being pursued in partnership with key stakeholders. Partners on this programme include:

- NGOs- VPUU
- CCT- ABSD, TDA, E&I and other line departments
- Consultants working with the CCT on precinct planning (eg. GAPP)
- WCG- DoCS
- Community Groups and Civic Organisations





Set up for the Urban Management workshop hosted by the Economic Development Partnership (EDP) of the Western Cape on the 6th of September 2018. The urban management process, from planning through to operational management of a precinct, was displayed on the wall for inputs from CCT officials in partner departments through a collaborative design process.



Participants co-creating ideas around the urban management process at the CCT Urban Management workshop facilitated by the EDP in September 2018



We examined the process through four lenses: who would be responsible for each step, what mechanisms do we have/need to enable urban management, what funding do we have/is available, and what support would the CCT need.





# Water Economy Programme



# Intention of the Programme

- To ensure that the Metro Central area can be:
  - a leader in water resilience and security, and
  - a model for building consensus and resolving conflicts among land owners and stakeholders on conservation, core path network, water demand management and cultural facilities and uses.
- To fulfil the need that exists for the establishment of a uniform framework and approach to do development in a manner that is sensitive to water and critical biodiversity assets.

# Kuils River

- The aim of this programme is to connect the communities and entities in the larger MCP area with the Kuils River.
- This will present an opportunity to build productive dialogue and collaboration among community groups and the public and private sector to create a thriving neighbourhood.

# Industrial Water Collaborative (IWC) 1

The aim of setting up an Industrial Water Collaborative is to

- ensure water security for industrial water users and to
- improve on water efficiency needed for economic growth.

# Industrial Water Collaborative (IWC) 2

Further motivation for the establishment of the IWC:

- The necessity of an interdisciplinary space has been emphasized for dialogue and collaboration by different role players
- The complexity of the water sector requires the creation of a deliberate space for innovation, experimenting and learning
- The need to look at water governance for the area in a different way: Following a catchment approach and a shift towards a framework that designs, specifies and manages water resources differently to ensure water security for industrial water users and for future investment.
- More opportunities need to be identified in support of the water economy value chain to promote entrepreneurial initiatives.

# Industrial Water Collaborative (IWC)

## Possible areas for collaboration

- Pressure management
- Support on borehole licensing processes
- Water Quality monitoring
- Waste water cascading
- Ground water management
- Brine discharge

(These areas were identified during the June symposium of the MCP)



# Next steps to Activate the Water Economy and Biodiversity Programme Areas



# Setting up an Industrial Water Collaborative

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Next steps		Due dates
Set up Interim IWC Steering Committee		30 September 2018
Interaction with Industrial Water users that are members of the Airports Industria CID and Blackheath CID		1 – 20 October 2018
Co-design interventions for Industrial water users to be rolled out on a quarterly basis based on their needs.		31 October 2018
Conduct first workshop/ breakfast meeting with Industrial Water users and other relevant role players		30 November 2018



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Thank you



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