

# Report on outcomes of the CSP Course on Leadership in Public Transport for Spatial Transformation

Cape Town  
4-8 November 2013

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## Course

*“The course aims to highlight the potential of transport as a transformative tool in cities – transforming the way cities think about both land use and citizen mobility. It seeks to enable metropolitan political and administrative leaders to get to grips with current challenges, learn techniques and tools, and be inspired to lead and implement change in urban mobility and land use management so as to connect, integrate and transform our cities into more inclusive, productive and sustainable cities.”*

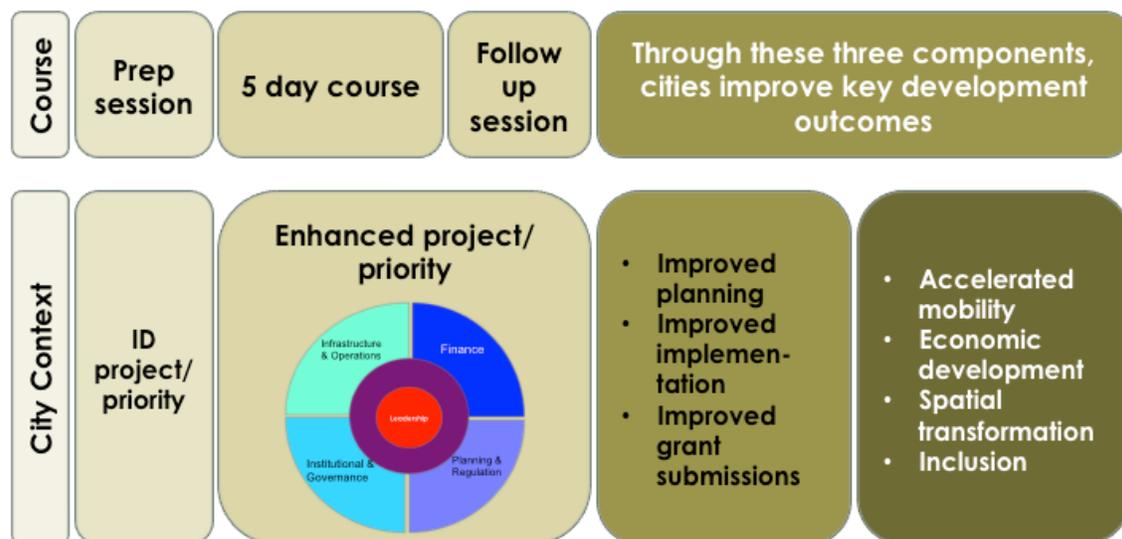
The course was run at the Townhouse Hotel in central Cape Town from 4-8 November 2013 and attended by 67 participants from the eight metros, Rustenburg, national departments, PRASA, the SA Cities Network, SALGA and the World Bank (see Appendix 1 for the participant list). There was very high demand for the programme, including from interested parties beyond the metros, such as PRASA. There was a high rate of ‘returnees’, who had participated in the previous Cities Programme in 2012. It is also notable that three Executive Mayors (of Johannesburg, Tshwane and Ekurhuleni) participated, and opted to stay for the whole week of the programme.

The course was developed in partnership between National Treasury’s Cities Support Team and UCT’s Graduate School of Development Policy and Practice. A team of four consultants (Jacqui Boulle, Jeremy Timm, Pam Yako and David Schmidt) worked with the planning team (which also included a representative of the Department of Transport) on the design, planning and facilitation of the programme (see Appendix 2 for the final course programme).

For coverage of the course, including photographs and videos, see:

<http://www.gsdpp.uct.ac.za/executive-courses/recent-courses/216-leadership-in-public-transport-for-spatial-transformation.html>

The overall concept for the course is reflected in the diagram below.



The city groups were assisted, through pre-course preparation sessions, to identify a priority issue or project that they wanted to work on. They brought this issue to the course and by working on it through the five days were able to enhance their approach to the issue through the various inputs, based on the course elements.



At the centre is personal agency – which is a pre-requisite for effective leadership. Next is the team – public transport initiatives require teams of people and without a functional and effective team, plans are seldom translated into reality. The four remaining segments – finance; planning and regulation; institutional and governance; and infrastructure and operations are the typical elements of public transport projects.

### ***Course Outcomes***

All eight metros and the national team were able to achieve significant immediate outcomes on the course. Intermediate and ultimate outcomes will need to be tracked over time. The immediate outcomes are reflected in both general and specific terms. The summary below is based on the reflections of the course facilitators and organisers, and should be read in conjunction with the participants' feedback, as expressed in the evaluation forms and summarized in the section 'Evaluation' below.

## General outcomes

At the general level, knowledge was gained in the areas reflected in the table below.

Element	Immediate outcome
<b>Personal Agency</b>	Participants were exposed to the six leadership styles of the book 'Primal Leadership' and were given an exercise to complete which identified their default leadership style as well as leadership styles that they wanted to develop. Participants were able to apply this knowledge in the context of the group work and the 'Amazing Race'.
<b>Team</b>	<p>Participants had an opportunity to engage with peers from other cities. The outcome of this engagement is an emerging network of peers that can call upon each other and exchange technical knowledge.</p> <p>The main team outcome related to the city teams themselves, which comprised a combination of politicians and officials. In a number of cities, the opportunity to work in such configurations is rare. In a number of instances, this resulted in the de facto establishment of teams to take their public transport priorities forward.</p> <p>The design of the course deliberately created different kinds of opportunities for the teams to engage on their projects. The highlight in this regard was the 'Amazing Race' where cities built their teams in the context of an interesting and enjoyable exercise, with direct experience of public transport.</p> <p>The development of more effective teams was one of the main outcomes of the course and, while difficult to measure, is likely to be one of the legacies of the course. Some of these teams require ongoing nurturing.</p>
<b>Infrastructure and operations</b>	Technical knowledge was gained through panel discussions, presentations and plenary discussions. Using global examples, participants were exposed to the importance of multi-criteria decision-making, leveraging transport investments to meet multiple transformation goals, and two case studies.
<b>Finance</b>	As above, technical knowledge was gained: in particular, participants were exposed to information on city finances, transport finances and land value capture.
<b>Institutional and governance</b>	Technical knowledge, focused particularly on institutional arrangements for managing transport functions, and for engaging the taxi industry were covered.
<b>Planning and regulation</b>	Technical knowledge focused on integrated planning processes.

## Specific outcomes

Each city's context is different. Some teams came with clearly identified priorities. Others came with intentions. Each city made progress during the course, from these different bases. The following table presents the priorities or issues that were presented on the first day, the learning objectives and the perceived outcomes based on the city teams' reflections at the end of the course.

City	Priority/issue	Why	Learning objectives
<b>Cape Town</b>	Sustainability of public transport	High costs Operating subsidies limited Long-term programme requiring 20 year plan Key tool for spatial and settlement issues	Certainty of funding sources Clear long-term strategy Clear action plan for alignment
<b>Ekurhuleni</b>	Accessibility of public transport	Have North-South BRT solution and East-West rail solution – what about the rest?	Find a sustainable and responsive solution to creating a network
<b>Joburg</b>	University precinct	Area of large investment Area with challenges Opportunity to densify and create economic opportunities	Sharpen instruments of spatial and land use planning, strengthen private sector and stakeholder engagement processes
<b>Mangaung</b>	Improved access and mobility	Long travel distances and associated high cost of transport with poor target communities	Learn from other cities Find tools and techniques
<b>Nelson Mandela Bay</b>	Corridors: Khulani and Jakkalsvlakte	Corridors to build transport network, integrate and expand access to economic opportunities Land, nodal, environmental and coordination issues.	Learn from others Problem solve as a team Develop shared action plan
<b>Buffalo City</b>	Accessibility of public transport	Urban sprawl and the need to improve access for people on the urban fringes Integrate sectoral plans as part of 2023 vision	Learn from other cities Find common approaches
<b>eThekweni</b>	Inner city regeneration Streamline institutional arrangements	Maximise the use of existing infrastructure Address social ills in the CBD	Crystalize vision of inner city regeneration
<b>Tshwane</b>	Improve access and integrate the city	Integrate the city in line with Vision 2055	Find tools and techniques to improve public transport, access and transformation

Just as there were varying degrees of clarity on the issues or priorities, so too were there varying degrees of team formation and effectiveness.

### City support needs

Over the course of the week city teams worked on the priority issue they brought to the course. At the end of the week each team identified what further support they needed as detailed in the table below:

City	Priority/issue	Support required
<b>Cape Town</b>	Sustainability of public transport	National and provincial support to devolve public transport functions Focused workgroups on issues affecting implementation of IRT such as VAT, asset management Financial instrument testing assistance
<b>Ekurhuleni</b>	Accessibility of public transport	Continuous sharing with other metros Technical support Confirmation of funding comments Centralised information and knowledge hub
<b>Joburg</b>	University precinct	Allocation of CAPEX Clarity on bus operating subsidy and whether part of the grant More information on taxi industry transformation models AFC system Multi-year capital budgeting regulations
<b>Mangaung</b>	Improved access and mobility	Sustainable financial support Technical support Benchmarking Peer review assessments
<b>Nelson Mandela Bay</b>	Corridors: Khulani and Jakkalsvlakte	Facilitation support for the processes going forward Ongoing knowledge sharing from national on new developments Flexibility with regard to performance targets Opportunities to send officials and councillors to learn from peers
<b>Buffalo City</b>	Accessibility of public transport	Special human resources e.g. public transport Project management capacity Capital funding
<b>eThekweni</b>	Inner city regeneration Streamline institutional arrangements	Clarification of funding instruments including long term grant commitments, development charges and value capture Enhanced engagement with national team to understand problems and develop solutions Engagements with Joburg and Cape Town around strategies Expertise – USP Cidades and Gehl Architects
<b>Tshwane</b>	Improve access and integrate the city	Appropriate funding models to support city transformation programme and reprioritization of nodes including value capture and transport subsidies Evolution of functions and subsidies to local government

## Evaluation

Just under 40% of participants completed evaluation forms. Most participants found the course useful and were very positive about the week. Comments included: ‘100% course’; ‘Excellent’; ‘Fantastic’; ‘Real eye-opener’; ‘Restorative’; ‘Great week’.

In general, only a few participants felt that they were well-prepared, with the majority feeling that there had been insufficient preparation.

Highlights and suggestions are summarised in the table below:

Overall reflections	
What was most useful?	<p>Opportunity to engage with other cities</p> <p>Amazing race and the experience of public transport</p> <p>Learning about land value capture</p> <p>Integrated approach to public transport</p>
What was least useful?	<p>The most recurring comment about short-coming was that there was inadequate time to engage with inputs and colleagues. Programme too packed. Not enough discussion time.</p> <p>A few of people commented on the metros not having the opportunity to give presentations and/or not enough input from the cities.</p> <p>Two people commented that the group work was not as useful as it could have been.</p> <p>Two participants felt that the jazz evening was not useful.</p>
What would you do differently?	<p>Facilitate improved collaboration between role-players – especially between the national group and cities and between different line functions in cities.</p> <p>Make the course 3 days not 5.</p> <p>Make presentations available online in real time to assist with note-taking.</p> <p>Use the jazz evening more productively and get team to talk about how they work together.</p> <p>Include more private sector voices.</p>
Resource persons and logistics	<p>Most people found the resource persons good (2/3 of respondents) and the logistics well organised with about a third rating the resource people as excellent. Only one participant rated the resource persons and logistics as 'satisfactory' and no-one was unhappy with the resource persons or felt the course was poorly organised.</p>
Other	<p>Follow up the course with a course on economic development and spatial planning transformation.</p>

## Pre and post visits

The course was initially envisaged as one element in a larger process with significant emphasis given to the pre and post course work. The consultants struggled to secure both the pre- and post-engagements with the cities. In addition, even in the cities where they managed to organize meetings, they were not able to engage the full team who attended the course, and meetings were generally briefer and less detailed than planned. Details of the processes undertaken are outlined in the table below.

	<b>Pre-visit</b>	<b>Post-visit</b>
<b>Cape Town</b>	There was no pre-course workshop although several meetings were held with the CSP representative, the issue was presented at Manco and meetings were held with various Executive Directors to secure their buy-in after the CSP coordinator failed to communicate with them.	No post-course workshop was held. In part, this was because the team which attended the workshop did not include the core transport team, were not senior level staff and the new CSP rep was not at the course. Informal discussions with attendees suggest they all found the course very valuable and insightful at an individual level. However the course did not succeed in transforming city processes or projects.
<b>Ekurhuleni</b>	There was no pre-course workshop as planned. A limited pre-meeting with the Head of Transport and the CSP rep was held, informing them about the course and opportunity. This was followed by various telephone engagements to facilitate the team registration and prepare with the Head of Transport.	There was also no post- course workshop with the team. However, informal discussions with the Head of Transport suggest the team all found the course really useful at an individual level and also at a city networking level. The team has not worked as a team again since the course.
<b>Joburg</b>	A pre-course meeting was held, without the City Manager or Mayor. This was useful in helping the team think about how best to prepare for and use the course. Of all the teams, the Joburg team was best able to tap into Prof Harry Dimitriou as a resource and use the course to advance its project.	No post workshop was held. Jeremy Timm met with the CSP rep and the head of planning to understand what had happened since the course. The course group has not met as a team since the course. However the team found the course invaluable and reflected that it had provided them with a much better understanding of mega projects. They found the input of Professor Dimitriou very useful and were grateful for the opportunity to liaise directly with him. They realized that their thinking on transport-oriented development (TOD) had been fairly limited in that they had only looked at the ‘footprint’ of TOD as within 400 and 800 meters of the spine. He helped them to understand that the footprint and impact is far bigger. Based on this, they were able to expand one of their corridors to link to the Alexandra Renewal Plan. This expanded understanding has been very useful for them. Professor Dimitriou’s support also made them reflect on where social capital and intellectual resources are concentrated within the city and how these resources can be maximized in the context of the corridors.

It also triggered new thinking about the kinds of people needed to drive mega projects. They mentioned that such people should not have words like 'no' and 'can't' in their vocabulary. They need to be relational and personable and able to engage with a broad range of people.

The course gave them an opportunity to reflect on how they work together as a team – and they would like to explore a way to institutionalize this. Going forward, they would like to develop an 'Amazing Race' for their city.

Lastly, the course also reminded them that they have neighbours such as Ekurhuleni – and that they should integrate with them!

**Mangaung**

There was no pre-meeting with Mangaung, other than a short presentation to an Exco meeting.

There was no post-meeting either and all efforts to secure a meeting failed.

**Nelson Mandela Bay**

There was a very useful pre-meeting which began the journey for the team. It helped them think about how to use the course. As a result the team developed a detailed action plan for the Khulani Corridor at the course and also made progress in building a team.

A post- course meeting was held as part of a broader CSP review intervention. There has not been any formal follow up from the course. There is no clarity on who should lead on the Khulani Corridor project. However, there was consensus that the course had triggered a broader strategic discussion on planning, human settlements and public transport which was a very positive outcome. In other words, the course experience on Khulani Corridor created a bridge to deal with some of the more strategic issues – both technical and team-related. The course also highlighted the importance of building and repairing relationships within the metro.

The municipality as an institution has been severely eroded over the past years and requires a very clear and robust phase of rebuilding. This has been recognized by many in the team. Given the work on building bridges between team members on the course, in the view of the consultants, there would still be great value in having a follow up session with the team that attended the course.

**Buffalo City**

The consultant team struggled to secure a pre-course meeting with Buffalo City and eventually met with 2 of the officials to prepare for the course.

A follow-up meeting was held, again without political representation. It appears there had been no work done since the course and no report has been prepared for senior management.

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This helped them think about what to bring to the course and also motivate for political participation.

The challenge facing this municipality is capacity as the new staffing has been approved but not implemented resulting in uncertainty and capacity gaps. In addition, the Director: Development Planning has been on sick leave and his contract expired at the end of January. On a positive note, the Spatial Development Framework (SDF) was approved by Council in December. This creates the impetus for the project which the team brought to the course – the Mdantsane-East London corridor (MELD corridor).

The follow up meeting was used to review and strengthen the project presentation.

#### **eThekwini**

A pre-course meeting was held, which provided a useful platform for the team to think about how they would use the course and also to rethink their course team.

No post-course meeting has been held.

#### **Tshwane**

No pre-course workshop was held, although the consultant team held discussions with the City Manager and also made a presentation to Mayco. This assisted the team to prepare for the course.

No post-course meeting was held despite initial interest and a date for a meeting. This was largely due to the busy diaries of the municipal team.

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## **Facilitators' reflection**

### **General**

The cities report being overwhelmed by the multiple requests from a range of different programmes under National Treasury and city personnel find it difficult to differentiate between the programmes. The result is a general sense of fatigue, overload and some resistance.

There is a need for better coordination across programmes in National Treasury to ensure coordination and synergies and also to rationalize and reduce the demands placed on cities and their senior management teams.

### **Course objectives**

The course was a very useful intervention in and of itself but it was not one pillar in a broader programme as initially envisaged. On reflection, given capacity constraints in the cities and the numerous demands from National Treasury and the City Support Programme, the initial objectives for the intervention were too ambitious. The pre-course visits were important in preparing participants but were extremely difficult to set up and secure. The post-course visits were even more

difficult to secure and less useful as in most instances the team was not able to mobilise the full team again.

The course was a powerful tool helping officials rethink their work, an inspiration and energizer, a platform for participants to strengthen the political-official relations and to expand their peer networks. However, in all instances it failed to catalyse a new integrated team-based approach: despite positive experiences during the course and their best intentions at the end of the course, the teams had not continued to meet as teams afterwards.

## **Participants**

Despite challenges in securing and finalizing the city teams, the final group of participants provided a good mix of political and administrative personnel. This was key to the success of the course. It provided a platform for officials to talk to their political principals and vice versa, allowed for joint thinking and planning, provided for rich debate and built relationships. It is recommended that future courses continue to target a mix of political and administrative personnel.

The presence of all the metros was invaluable as it allowed the city teams to work out of their silos, engaging with peers in other cities. While the integrated teams have not been sustained after the course, even a temporary experience of this kind of team sparked reflection and a fresh approach to planning.

## **Facilitation team**

The facilitation team included a useful mix of skills and contacts. However, managing a team of four busy people is challenging and it is proposed that in future a smaller team is engaged for the course design phase. This could then be augmented by a larger facilitation team which would finalise the course programme, tools and detailed session plans.

## **Course design**

The course was well received and had a good mix of input, practice, inspiration and dialogue. In general the feedback was very positive.

Despite the overall positive feedback a number of lessons for future course design emerged for the consultants.

Firstly, there are lessons around identifying and contracting an international expert. While Harry Dimitriou was appreciated, especially by the Johannesburg team, there wasn't always an ideal fit between his work and experience and the local context and needs. For his inputs, see:

[http://www.youtube.com/watch?v=\\_ahIChMjVRM](http://www.youtube.com/watch?v=_ahIChMjVRM)

<http://www.youtube.com/watch?v=GjFVF12F8rM>

Fortunately, we were able to take advantage of the visit of Maria Teresa Diniz, the Executive Coordinator of USP Cidades, to South Africa for another meeting. She agreed to present a session in the programme, which was enthusiastically received by participants, who also took advantage of the opportunity to engage with her about the Brazilian experience. Having worked on several similar courses now, it is the view of the consultants that the expert needs to be a practitioner, with recent work in the developing world, able to adapt and revise inputs if necessary. The lesson is that there should be more research before finalizing the choice of expert, and engagement with experts in planning their inputs. This requires excellent forward planning, given the busy schedules of many international experts.

Secondly, it remains a question whether the 8 metros need the same course, given their very different levels of development. It may make more sense to have different courses (or streams) for the big five metros and the secondary cities. The consultants found it very challenging to manage the significant differences in one programme. The three smaller cities all faced huge institutional and strategic issues. The larger cities were also grappling with strategy but at a different level as well as a range of operational issues. Designing a single programme to respond to these very different needs limits the depth of the dialogue possible.

Finally, the 'Amazing Race' was hugely successful and the Johannesburg, Tshwane and Nelson Mandela Bay teams all spoke of using this exercise at a local level. It would be useful to develop additional tools like this one, which cities could replicate at the local level, as more courses are developed. For more on the Amazing Race, see:

<http://www.gsdpp.uct.ac.za/executive-courses/recent-courses/218-city-leadership-embark-on-an-amazing-race.html>