

**Public participation in the Blue Lagoon Beach Project, Durban  
North**

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## DECLARATION

I, Mcebo Goodman. Zulu, declare that this dissertation is my own original work, has not been submitted for any degree or examination at any other university, and that the sources I used have been fully acknowledged. This dissertation is submitted in partial fulfillment for the requirements for the Master's degree in Public Policy.

University of KwaZulu-Natal,

2016.

Signature:

Date:

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The study on “**Public participation in the Blue Lagoon beach Project, Durban North**” has been done in the fulfillment of obtaining the Master’s degree in Public Policy.

I have tried my best to present information as clearly as possible using basic terms that I hope will be comprehended by the widest spectrum of researchers, analysts and students for further studies. I have completed this study under the able guidance and supervision of Dr. Sagie Narsiah. I will be failed in my duty if I do not acknowledge the esteemed scholarly guidance, assistance and knowledge; I have received from him towards the completion of this work.

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## ABSTRACT

After the demise of apartheid the inner city of Durban faced a degeneration problem because of rapid inward migration. To facilitate integration and transformation the Durban Municipality embarked on a number of projects focusing on inner city and coastal revitalisation, inner city redevelopment, and the creation of new mixed nodes to integrate the buffer zones which separated different races during the apartheid era. With the FIFA Soccer World Cup event in South Africa in 2010, there was a need for the transformation of public spaces such as Durban's beaches. The South beach and Front beach now known as New beach were revamped for the World Cup. Blue Lagoon beach was the last beach to be revamped, and just like the beaches revamped before, it generated protests. The complexity of many planning projects and more importantly, the commitment of the planners themselves obstructed citizens from being actively involved in the decision-making. The Durban North Blue Lagoon beach project which started in 2012 took much longer than the others to complete. It was the aim of this study to investigate where, when, and how public participation was considered during this project. This study argues that the protests which started after the project was implemented can be attributed to a lack of public participation during the project planning stage. This study assesses the public policy process followed in consulting or alerting the community regarding the project. It is prevalent that just like most development projects; a 'top-down' approach was adopted and implemented by the developers as a way of communicating with the community.

## CHAPTER ONE:

### Introduction

This study is informed by the EThekweni municipality's Blue Lagoon beach transformation project. Blue Lagoon beach is located north of Durban, and is one of the beaches along the coastal area that form the 'great mile'. During apartheid segregation laws guided the usage of beaches in South Africa. Durban South beach now known as Ushaka Marine, was the designated beach for the 'black'/'coloured' community, Front beach now known as New beach was the designated 'white' community beach, while the Blue Lagoon beach was the designated Indian community beach during apartheid.

The project took longer than the anticipated one year to finish; it started in April 2012 and was not concluded a year later. The EThekweni Municipality's decision to extend it caused dissatisfaction among members of the public since they were not consulted. The following paragraph assesses the importance of public policy during development projects.

Public policy focuses on "...the public and its problems. It is concerned with how issues and problems come to be defined and constructed and how they are placed on the political and policy agenda. It is also the study of how, why and to what effect governments pursue particular courses of action and inaction" (Parsons, 1995: 55). The actions in question aim at improving the lives of the public at large. One of the key challenges faced by the South African government is how best to promote meaningful public participation to strengthen and deepen democracy.

Transformation here is defined as "the physical alteration of the land use as a result of undertaking of any activity" (Government Gazette NEMA, 1998 Act no. 107 of 1998). The beach transformation has detrimental environmental impacts since it disturbs the ecosystem. Local environment groups have launched complaints against the revamping of Blue Lagoon beach, but the municipality has ignored them and proceeded with their transformation plan. This act shows that there seems to be little, if any public participation in major decision making during the planning and implementation stages of development projects. If public concerns are addressed in the initial stages, dissatisfaction from the public can be avoided, resulting in smooth and successful implementation of projects.



## 1.1 Statement of the Problem

The aim of this dissertation is to establish whether proper processes of public participation were followed by the EThekweni Municipality before implementing the Blue Lagoon beach transformation project. According to the municipal research and services centre of Washington 1999, "... [t]he policy-making process weighs and balances public values". Therefore it's important for developers to consider public opinions in development projects. This study focuses on the local economic impacts caused by such a beach development, and investigates how traders who were operating before the transformation, and M14 route users, have been affected. It assesses the environmental hazards and impacts on the ecosystem and whether the proper environment policies as set by NEMA (National Environment Management Act) were followed before and during the project. It also investigates whether public opinion was considered in and during the major decision making process and if so, to what extent.

Finally, the study examines how tourists who use the beach for leisure have been affected, especially by the extension of the project. This study also investigates the importance of consultation at the project planning stage to avoid conflicts between public and municipal officials. Including citizens' opinions is very important since it allows for a feeling of ownership.

## 1.2 Significance of the Study

This study is important because it investigates the promises made by the South African government to its citizens through The Freedom Charter, which formed the foundation for a democratic South Africa, and whether they are being fulfilled or not. The South African Constitution, informed by The Freedom Charter adopted at the Congress of the People, Kliptown, 1955 promotes public inclusion and participation; it says "[t]he People shall govern". South Africa's constitutional democracy is meant to be representative and participatory in nature. This study is relevant since it investigates whether constitutional principles are being applied in our municipalities and whether people's views are prioritised in major decision making during development projects.

According to Morelli (2011) focus on the social dimensions of beach transformation projects has recently increased due to a number of detailed and critical environment studies about the impacts of beach revamping both on communities and the environment. A conclusion often presented by reviewers is that consultation should play a greater role in the various stages of project development and implementation. Nandalal (2005) argues that consultation ensures that the interests and concerns of local people are presented and integrated into project planning. Consultation would also ensure transparency in information dissemination and participation.

### 1.3 Research aims

The aim of this study is to investigate whether public opinion was considered during the Blue Lagoon beach development project. It asks critical questions relating to public participation and its importance during development projects like the Blue Lagoon beach. One of the important elements of democratic governance is active citizenry and equal participation in development decision making processes. Socrates (2009) argues that the activity of community participation is based on the principle that built and natural environments work better if citizens are active and involved in their creation and management instead of being treated as passive consumers. The aim of this research is thus to critically assess the extent of public participation in the revamp project of Durban North's Blue Lagoon beach.

The issues to be investigated by this study are firstly, accountability since officials did not seem to be accountable to society in the project implementation and secondly, consultancy since there has been a lack of proper public consultation during the project planning. Citizens were not included in the planning process; they were treated as information recipients rather than active participants. According to Arnstein (1969) such a process is known as manipulation and falls under the non-participation rung in the ladder of citizen participation. "Instead of genuine citizen participation, the bottom rung of the ladder signifies the distortion of participation into a public relations vehicle by power holders" (Arnstein, 1969). Thirdly and most importantly is public participation since most democratic developing countries fail to practise what they preach in their constitutions as far as public participation in development projects is concerned.

The objective of this research is to gain understanding about *why* and *how* public opinion was not considered during the planning or implementation of this project. It also aims to find and present the impacts caused by a project which was implemented without proper public participation or consultancy. Environment sustainability is also investigated.

#### 1.4 The research question

In this dissertation, I pose the following questions to investigate the extent and nature of public participation followed during the transformation of Blue Lagoon beach. Firstly, what public policy process was followed in consulting or alerting the community regarding the project? Secondly, to what extent were members of the public who use the beach and M14 road involved in the revamping project? If they were, then what type of participation took place and to what extent? If not, what were the reasons for excluding the public from the process, and at what stage of the project did this happen?

Thirdly, does the revamping have any impact on the lives of the public who reside, work in, or use the area for leisure? If yes, what plans were put in place as alternatives especially for tourists? Compared to Front beach where millions were spent, how and what will make the revamping of Blue Lagoon beach be economically sustainable given the operational failure of some structures at Durban Front beach? Finally, what environmental processes were undertaken to ensure that the ecosystem is not affected, and how can environmental sustainability be assured once the project is completed?

These questions will be answered using a qualitative research approach consisting of surveys and semi-structured interviews with members of the community (near Blue Lagoon beach), tourists, vendors or street traders, a representative from the local environment group, Mhlanga taxi association as road users, representatives from Vumani Civils (as they are the company who was awarded the project), and EThekweni municipality officials.

The selection of these interviewees reflects my belief that they were all interested and / or affected parties in the revamping project case study. The impact of the beach revamping may cause environmental problems since the ecosystem might be disrupted. This revamp project will also

change the scenery of the place which has not changed in its 26 years of existence. This will be the first time the scenery of the beach will be transformed, especially post-apartheid. The Department of Environment Affairs were interviewed because they gave EThekweni municipality the green light on the Blue Lagoon beach transformation project. “Construction began earlier this year after the Environmental Affairs Department gave the eThekweni municipality the green light to proceed with the upgrade, which involves improvements from Country Club beach to Blue Lagoon beach” (Mbonambi,2012).

### 1.5 Objectives

The primary objective of this study is to offer new findings with regard to public participation in developmental projects, based on empirical and theoretical research.

The objectives of this study are to:

- Gain as much understanding, on *why* and *how* public opinion is not considered during development project planning or implementation.
- Find and present the impacts caused by a project implemented without proper public participation or consultancy.
- Investigate environmental sustainability.
- Determine whether the Blue Lagoon beach revamp project is part of Integrated Development Plan Strategies (IDP).

## 1.6 Conclusion

This section has given the research outline and a statement of the research problem. It outlined the significance of the study, namely an investigation of the promises made by government to South African citizens through The Freedom Charter, which was the foundation of a democratic South Africa, and whether these promises are being fulfilled or not. This chapter also provided the aims and objectives of the study, and the research question which is to determine the extent of public participation in the Durban North Blue Lagoon beach development project.

The rest of the dissertation is structured as follows:

Chapter 2 provides a literature review of the study. It offers a discussion of the key concepts of policy implementation, public participation, consultation, beach transformation, conflict and bargaining, and public policy. It also explores the challenges involved in participation and the coping strategies adopted by the eThekweni municipality. The influences of apartheid policies on public spaces are briefly discussed.

Chapter 3 discusses the methodology and research design of the study. The chapter offers an overview of the qualitative approach, how were participants identified, the kind of sampling technique adopted, and a method used for analysing the empirical data. It provides a brief background of the study population and the location the participants. It also provides the ethical considerations which were implemented to ensure the safety and protection of the participants in the study.

Chapter 4 this chapter discusses the findings and provides data analysis. Hence, it outlines various themes to be discussed by this study which are: public perceptions of the development project, influences/challenges of public consultancy, importance of ensuring environmental sustainability, and potential limitations of public participation. It ends with recommendations.

Chapter 5 this chapter provides the summary of the whole study, presents main findings of this study. It will do this by examining the objectives provided in chapter 1 of this study and provide recommendation or suggestions for future research in this area.

## CHAPTER TWO:

### Literature review and Theoretical framework

Engaging citizens and users of services in policymaking and service design is not new but increasingly seen as a key to good governance in most democratic countries. This study reviews the literature on public participation as a key principle in the democratisation process and in promoting good governance. Mzimakwe (2010: 501) argues that public participation and engagement, is an opportunity and strategy which must be prioritised by both the government and the citizens in strengthening the democratic nature of governance and promoting accountability. This study also investigates non-expert conflict and bargaining, theoretical frameworks for public policy, policy implementation, empowered participatory democracy, and radical democracy. The study concludes by detailing the study area and assessing how apartheid policies have influenced public spaces in South Africa.

#### 2.1. Public participation

Public participation is gaining attention both globally and in post-apartheid South Africa, especially at local government levels. This section investigates public participation internationally, in the larger African context, and concludes with South Africa. It defines public participation and focuses on important arguments raised by public participation authors. Public participation can play a significant role to intensify the provision of services and development making sure that governance is effectual and deepening democracy.

Public is defined as, “a section of the community having particular interests or in some special connection” (The Oxford dictionary, 1996). Participation is defined as “having a share or to take part in something” (The Oxford dictionary, 1996).

Public participation can therefore be defined as a political principle or practice, as well as the right to public participation. It is a method/instrument that allows people the right to participate in

government. Forms of participation range from paying taxes, protesting, petitioning, and voting in elections, to attending community meetings. Buccus et al. (2007) argue that an important and useful point to begin is the World Bank's explanation which states: "Participation is a process in which stakeholders influence and share control over development initiatives and the decisions and the resources which affect them" (World Bank document, 1996: 40). Hence, development and public participation are directly linked by the definition; and almost certainly the usually prevalent context in which participation is adduced. Buccus et al. (2007:6) further argue that "for the last ten years the World Bank and related international development organisations have moved away from an elitist 'external expert stance' in development planning, towards a 'participatory stance'" (Buccus et al., 2007). Therefore this "means that instead of project sponsors and designers imposing development projects on local contexts, the bank engages with various stakeholders, especially local groups, in developing and implementing projects" (Buccus et al., 2007).

Bonneman (2008) defines public participation as the process by which an organisation consults with interested or affected individuals, other organisations, and government entities before making decisions. He further argues that it entails two-way communication and collaborative problem solving with the goal of achieving better and more acceptable decisions. It prevents or minimises disputes by creating a process for resolving issues before they become polarised. Other terms sometimes used are 'public involvement', 'community involvement', and 'stakeholder involvement'.

In simple terms, participation means the active involvement of all relevant parties in making meaningful decisions that will impact either directly or indirectly on their lives. Participation can involve people who are affected by decisions and people who are interested in such decisions and have meaningful contributions to make. However, the definition varies as the context differs. For example, in some cases participation can mean the direct involvement of individuals and groups who provide expression and input on a policy decision. In other cases, participation may mean representative participation where representatives of individuals and groups give meaningful input on their behalf.



A requirement for engagement emerged during the middle of the 20th century (Burke, 1979), likely in response to increased political action and involvement by citizens (Langton, 1978). Heberlein (1976) argues that events which provide ground for dialogue can be described as providing information, co-opting participants, burying concerns in ritualism, or enabling officials and non-officials to meaningfully interact.

The United Nations Declaration on the right to development not only calls for the right to participation, but also argues that participation must be ‘active, free and meaningful’, thus warning of the dangers of its manipulated or tokenistic forms (Gaventa,1999:5). This is the form of participation that most of municipalities should employ in making citizens part of development projects. Tokenism is defined as an admission policy that demonstrates only minimal compliance with rules, laws, or public pressure. Arnstein (1969) argues that the real objection to this form of participation is that it does not enable people to participate in planning or conducting programmes, but enables power holders to ‘educate’ or ‘cure’ the participants.

Like any instrument that involves several participants in one grouping, public participations have its pros and cons. According to PWCNT (Parks and Wildlife Commission of Northern Territory) public participation has many benefits, and its main aim should be to encourage the public to have meaningful inputs into decision-making processes’.

The table below will list and discuss advantages of public participation, their important role in promoting citizens’ participation, engagement, and empowerment. It will achieve this by listing and explaining five public participation principles which are to: Inform, Consult, Collaborate, and Empower.

The pros of public participation are listed in Figure 1 as provided by the PWCNT (2002):

Figure: 1the spectrum of public participation, based on figure in IAP2 (2006: 35). Five principles of public participation

	<b>Inform</b>	<b>Consult</b>	<b>Involve</b>	<b>Collaborate</b>	<b>Empower</b>
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<b>Public participation goal</b>	To give the citizens with a balanced and objective information to help in understanding the problem, alternatives opportunities and solutions.	To obtain public feedback on analysis, alternatives, and/or decisions. To gain public response on analysis, alternatives, and/or decisions.	The public concerns and aspiration must throughout the process be consistently considered and understood.	In each aspect of decision making public involvement must be prioritised, including in identification and developments of alternatives of the preferred solution.	Allow the public to have a final word in decision making.
<b>Promise to the public</b>	You will be notified on every endeavor.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

In order to have a meaningful public participation the above five principles should be applied. One of the cons of public participation is that it is time-consuming "...Public participation can be time-consuming and sometimes expensive" (Wouters et al., 2002:18). To be able to implement public participation successfully organizations must create means to train staff...The PWCNT (2002) argues that if poorly done, "public participation processes can result in a loss of faith in the urgency of a project. A negative experience of the process may also lead participants to have a negative opinion of the outcome which means that they may be less likely to participate in future processes" (PWCNT 2002).

Participation is important an important practice in development projects, especially in democratic countries. Josh (2003) argues that:

"Broad public participation is the cornerstone of responsible democratic governance and a fundamental prerequisite to achieve sustainable development. It moves beyond traditional methods of public consultations by creating opportunities for the open exchange of ideas, transparency, mutual learning, and informed and representative decision-making processes" (Josh 2003).

In most democracies, especially representative democracies, the concept of representative participation is widely adopted as sufficient means of public participation. In such indirect participation, elected individuals or groups are involved in negotiations or decision-making bodies for the benefit of the communities which they represent.

Those responsible for development projects always claim that before a project is implemented there usually is public engagement. The question is whether power is equally shared in the meetings between the haves (planners) and the have-nots (public).

Participation of the governed in their government is in theory the cornerstone of democracy a revered idea that is vigorously applauded by virtually everyone, but the applause is reduced to polite handclaps, however, when this principle is advocated by the have-not blacks, Mexican-Americans, Puerto Ricans, Indians, Eskimos, and white (Arnstein, 1969:216).

In the eight rungs of the ladder of participation, Arnstein (1969) argues that the bottom two rungs (therapy and manipulation) show no evidence of citizen participation, while rungs three to five

(informing, consultation, and placation) amount to degrees of tokenism, and only rungs six to eight (partnership, delegated power, citizen control) ensure that the have-not or citizens obtain a majority of decision-making seats or full managerial power.

Public participation is a crucial component of public policy implementation and a vital means of sustaining and strengthening democracy. Masango (2002) argues that at local government levels participation is a mechanism to ensure the exchange of information between policy formulators, implementers, and the community about local conditions, needs, desires, and attitudes of the communities concerned. It is thus evident that when policies are formulated without consultation and simply imposed on communities, problems tend to develop. “Communities may reject those policies when they reach the implementation stage” (Masango, 2002:11), which impact on the effectiveness and sustainability of implementation in the long term. Public participation in this context is seen as paving the way for smooth policy implementation by building support and eliminating resistance. Policies and programmes that enjoy popular support from communities are usually not difficult to implement. In most cases by following the proper processes of public participation, a lot of money is saved.

However, the question still remains, especially in emerging democracies like South Africa, whether representatives really represent the interests and preferences of the communities concerned. In South Africa, the introduction of izimbizo (a gathering, usually called by a traditional leader) provides a parallel process to representative participation through elected leaders and traditional structures, though this mostly happens in rural areas. In effect, while sanctioning representative participation, the South African government also claims to provide, through izimbizo, a direct method of public participation. In modern urban areas of technological advancement there is an assumption that every city dweller has access to the latter. Communication is thus made via these lines which are clearly not a case of active participation; many people still believe in face-to-face communication to feel involved in projects. Media communication mostly conforms to a top-down approach; information is channelled as direct orders to the public - which is not acceptable in terms of public participation.

Unlike in rural areas where representation is usually headed by amakhosi, in urban areas there are councillors, but it seems as if the counsellors are merely used as a mechanism to make the public understand the decisions which are taken without them. They do not really represent the grievances

of the masses but only the stakeholders' ideas. It is evident that strong participatory decision-making structures are often absent in the development of structures. This is a result of weak democratically elected representatives who should instill strong principles and act as agents of upliftment for communities so that they can realize and exercise their rights.

The concept of accountability is one of the Batho Pele Principles also known as people's first principles adopted by the South African government to create a better life for all. This simply means to put people first by accounting to them for their votes and the faith they have vested in you, as their representative. In the South African context, especially in municipalities, the level of accountability of public servants and representatives may be questioned. We may ask, to whom are our democratically elected representatives really accountable? Are they accountable to their political parties, or to the communities which they purport to serve? In public policy implementation, accountability is of vital concern and directly linked to participation. Without accountability it is not possible to claim that there is any degree of participation in the implementation of decision-making.

According to Centre for Community Peace keeping in "South Africa the basis for public participation in local government is outlined in key publications like the *Municipal Systems Act* of 2000, and key policies like the *Draft National Framework for Public Participation* of 2005, and the *Draft KZN Community Participation Framework* of 2007" (CCP, n.d).

The success or failure of any public policy or programme largely depends on continuous active participation and commitment of local communities. The role of the community in all public initiatives remains important because without the community there will be no programmes or policies. Lovan et al. (2004) provide evidence for the importance of community participation in developmental initiatives, and for the importance of their contribution to the success of any sustained local economic development initiatives. Lovan et al. (2004) focus on rural communities. They stress the importance of community involvement at every level of a programme or policy process, and argue that participatory community-led development is a new and different model of development with drivers from within the community, but has proved to be effective in terms of creating jobs, income, and hope. Community-led development, they argue,

..is not a simple a matter of money. It is a matter of hope and participatory processes toward collective goals and toward increased community leadership capacity over time ... participation is more than having meetings and presenting decisions. It means rethinking the underlying roles of, and the relationship between, administrators and citizens (Lován et.al, 2004:58).

They draw the conclusion that community-led development moves beyond citizens who state their needs and government agencies who respond. Rather, they argue that citizens from diverse contexts analyses their situations, discuss alternatives, and gather resources to move toward priority goals from inside and outside the community (Ibid.).

Community involvement in local initiatives and public programmes gives people a sense of ownership and ensure that they are able to identify themselves with the programmes. This means that the community is unlikely to be hostile towards initiatives. Rather, they will be committed to making them successful. This is an important step for good and effective governance which is essential for sustainable consolidated democracy. Masango (2002) argues that democracy is founded on strong and sound public participation. He stresses that it is important to define who the public really is before starting to look at what is meant by public participation. He defines the public as individual citizens, community groups, interest groups, and members of the public who are involved and interested particular issues. This includes:

... all organized and unorganized groups of citizens or citizen representatives who could, a) provide information about consumer preferences that might, for example, be useful in resolving the issue; or b) affect the ability to implement a decision by accepting or facilitating implementation... The public, [therefore] does not only include people who are currently active in a particular issue, but also those who could be active in a particular issue (Ibid.).

Public participation is defined as

... [A]n open, accountable process through which individuals and groups within elected communities can exchange views and influence decision-making. &Public participation is a democratic process of engaging people in thinking, deciding, planning, and playing an active part in the development and operation of services that affect their lives (Calouste Gulbenkian Foundation 1973).

Citizen empowerment is a crucial component in public participation and enables people to be confident in project planning and implementation. Their participation has an important value in the sustainability of projects and saves money for the government of the local municipalities in question. According to Fung and Wright (2003:5-37):

The Real Utopias Project embraces a tension between dreams and practice. It is founded on the belief that what is pragmatically possible is not fixed independently of our imaginations, but is itself shaped by our visions. The fulfillment of such a belief involves ‘real utopias’: utopian ideals that are grounded in the real potentials for redesigning social institutions.

In *A ladder of citizen participation* (1969), Sherry Arnstein defines citizen participation as the redistribution of power that enables have-not citizens, excluded from political and economic processes, to be deliberately included in the future.

Certain approaches thus need to be understood by municipal authorities in dealing with the public or involving them in development projects. The decentralisation approach for example “has been used as a key tool to evoke visions of democratic participation and as an argument against centralised bureaucratic control” (Narsiah, 2011:88). Decentralisation theory is believed to be a mechanism or a tool to bring government closer to citizens. In handling development projects, most municipalities claim to ‘involve’ the public in decision-making processes which is however not entirely true. The municipal official approach to participation is different from provisions supplied by local government: the Municipal System Act, Act No 32 of 2000 identifies six important principles which should guide public participation. According to the Elundini municipality (2007:1/9) inclusivity, diversity, building community participation, transparency, flexibility, and accessibility are very important factors in public participation. Local municipalities tend to believe that merely inviting communities to halls and informing them about the projects constitutes participation.

They even go a step further to ‘elect’ members to serve on board meetings; simply to listen to what is being discussed. This threatens the seriousness of public participation, as the member(s) chosen usually have no boardroom experience, and are not empowered and/or trained to participate

effectively in such meetings. Narsiah (2011) argues that participation by ordinary citizens in South Africa appears to be merely consultative, making it a rubber-stamping exercise.

This theory like many others which deal with public participation, has flaws. Narsiah (2011) argues that decentralisation does not necessarily imply enhanced participation, but may in fact facilitate what James Ferguson (1994) following Michel Foucault, refers to as a better system of (political) control. The theory is therefore simply viewed as a better mechanism for bringing together local communities and representatives from government.

Community organisations play a huge role in presenting the views, ideas, and opinions of the public in decision making. However development planners are sceptical about working with communities, especially encouraging citizen participation in decision-making; professionals say that many problems occur when such initiatives are undertaken. Officials have no confidence in decisions made by citizens and therefore only involve citizens passively in project planning. Burke (1968) argues that there are five citizen participation strategies, discussed below, which can empower citizens to be effectively involved in decision making. Bohman (2006) argues that the universal inclusion of all citizens in deliberation is not just a matter of fairness, but also improves deliberation epistemically. According to Burke (1969) citizens cannot participate in all decision-making functions, for example national security and technical competency. This is because such areas are confidential and require certain types of skills which the public do not necessarily possess.

To promote effective participation Burke (1969) suggests five participation strategies that might be effective. The first strategy is education therapy which focuses on the presumed need for improvement of the individual participant. Completing the task is irrelevant but participants become clients who are objects of treatment. Oscar Lewis the anthropologist (cited in Burke, 1969:288), suggests that “organizing the poor and giving them a sense of power and leadership through participation has been one method of abolishing the subculture of poverty in certain countries, notable Cuba” (Lewis, 1966).

Burke’s second, namely behavioural change strategy is based on group participation. “Group participation has been found to be a major force for changing individual behaviour” (Burke, 1969:288). Its objective is to change individual behaviour by using group influence. The third,



staff supplements strategy, is based on voluntarism, namely the recruitment of citizens to carry out tasks for an organisation which does not have the staff resources to carry them out itself.

The fourth co-optation strategy is defined as “the process of absorbing new elements structure of an organisation as a means of averting threats to its stability and existence” (Burke, 1969:291). Here some individuals are considered to have sufficient resources or influence, for example financial, decision-making, or legislative resources to vitally affect the operation of the organisation. There is thus “formal co-optation” and “informal co-optation”. Burke (1969) explains that formal co-optation is known to merely seek public acknowledgement of the agency-constituents relationship since it is not anticipated that organisational policies will be put in jeopardy. Arnstein (1969) argues that on the side of the have-nots, the developers include inadequacies of the poor community's political socioeconomic infrastructure and knowledge-base, plus difficulties of organizing a representative and accountable citizens' group in the face of futility, alienation, and distrust.

According to Burke (1969) ‘informal co-optation’ is when an organisation meets the pressure of specific individuals or interest-groups that are in a position to enforce demands.

In the name of citizen participation, people are placed on rubberstamp advisory committees or advisory boards for the express purpose of educating them or engineering their support. Instead of genuine citizen participation, the bottom rung of the ladder signifies the distortion of participation into a public relations vehicle by power holders (Arnstein, 1969).

According to Burke (1969) the responsibility for power is shared but not the power itself.

The fifth and final strategy, namely community power strategy is when influential citizens are captured by involving them as participants in an organisation in order to achieve organisational goals (Burke, 1969). Demonstrations, boycotts, and picketing are the common weapons of such mass organisations. Burke (1969:289) believes it is apparent that the effectiveness of a particular strategy of citizen participation depends on certain conditions and assumptions peculiar to itself. Cornwall (2000) cited in John Gaventa (1999) states: “To be meaningful, arguments for participation and institutional accountability must become grounded in a conception of rights which, in a development context, strengthens the status of citizens from that of beneficiaries of development to its rightful and legitimate claimants” (Cornwall, 2000:1)

If democracy is to promote good outcomes in the face of epistemic and value diversity, the process of public deliberation should include everybody as a potentially effective contributor. South Africa is a diverse and democratic country; it must be common knowledge that everybody needs to be so included for them to be able to propose a potentially decisive reason. Aristotle cited in a James Bohman (2006) article states: “A democracy would do well to apply a plan of compulsory attendance for the deliberate assembly. The results are better when all deliberate together; when the populace is mixed with the notables and them in turn, with the populace” (Bohman, 2006:127-138).

Having set out the themes and concepts of the study defined through the literature review on public participation, I now turn to an examination of non-expert participation, and conflict and bargaining.

#### 2.1.2 Non-Expert participation

Non-expert participation is the participation where people with non-mainstream knowledge are brought into problem solving “one of the benefits of public participation is the value of bringing non-expert or non-mainstream knowledge into the creative problem solving planning process” (Brabhan 2009). Hanna (2000) argues that participation is the act of creating new knowledge, contributing new perspectives to the planning process, and diffusing knowledge to others in the process. Van Herzele (2004) suggests that the inclusion of non-expert knowledge is beneficial to the planning process in general, since the perspectives of individuals outside the professional bubble of urban planning can (re)discover creative solutions that could work in a specific local context. In the realm of innovation research, several studies (Lakhani and Jeppesen, 2007; Lakhani and Panetta, 2007; Lakhani et al., 2007; von Hippel, 1988, 2005) have found tremendous success when non-experts engage in scientific problem-solving and product design, often with solutions superior and more cost-effective than traditional research and development programmes. Corburn (2003: 420) argues that local knowledge should never be ignored by planners seeking to improve the lives of communities. Therefore local participation is very important in development projects, this gives locals a sense of ownership of the project. It ensures safety and security of a developed structure once the project is finished.

Corburn (2003) cited in Brabham (2009: 244) defines importance of local knowledge and its purpose in the planning process. The following processed adapted from Corburn (2003:421).

Local knowledge is:

- often acquired through life experience and is resolved through cultural tradition
- comprehension of definite representation, events, and correlation together with understanding of their meaning in local settings and contexts
- hardly based on intuitive cognition or hunch but it is an attestation of ones experiences through years of if not generations,

This knowledge is legitimised via public platforms, through public stories, sometimes street theatre and other community engagement forums contrary to professional knowledge which is examined via peer reviews, courts and media.

According to (Burby, 2003) indiscreet to think that only professional planners can develop planning solutions, and perhaps more to imagine that only professionals can distinguish precisely which and how many non-professional would be of importance to a project. Burby and Laurian (2003) argues that local non-expert knowledge adds the perspective of the future user, of a designed space and the insights about environment and place that the planning discipline might never have approached or might have already forgotten. This is one of the important reasons of including local knowledge during development project.

It can therefore be concluded from the above discussion that:

“Public participation is based on the principle that dialogue between decision-makers and the public benefits both parties. It allows the public to gain an understanding of government decisions and policies, while providing the government with input to help them design and implement better and legitimate trade processes” (Burby, 2003).

Effective participation goes beyond dialogues between planners and the public “Effective public participation requires not only dialogue, but also the provision of relevant information and the allocation of adequate resources in advance” (Bastisdas, 2004: 8). If utilised correctly, public deliberation workshops, online deliberation, educational programmes, and social platforms of communication, among other strategies, can allow government to effectively communicate with

the general public and create mutually beneficial government and citizen relationships. Furthermore, “[I]t is important to emphasize that the lack of government capacity, such as staff, equipment, procedures and training, limits the rights to information and participation. Similarly, the lack of capacity in civil society restricts performance” (Bastidas, 2004: 8). Hence, a long-term solution with a success certainty not only depends on government and intergovernmental activities, but on putting together a wide ranges of other actors for example: NGOs, academia, natives, international coalitions, public interest groups, individual citizens and corporations. It is of utmost importance that these actors have meaningful access to information and participation to engage effectively.

Another important aspect of public participation, is that of conflicts and bargaining. The following section will introduce and critically discuss importance of conflict and bargaining in participation.

### 2.1.3 Conflicts and Bargaining

The final theme in this section of the literature review is the processes of conflicts and bargaining in public policy implementation. Public policy implementation involves several actors who ensure the completion of the process. Implementation is about deciding who gets what based on prevailing limitations of resources. Human nature can be distinguished by its level of selfishness, and by conflicting or diverse interests. It is in the implementation stage that everyone strives to accumulate as many benefits as possible and try to influence the outcomes. This is where bargaining comes in: Hill (1998) argues that given the diverse interests of humankind, bargaining sometimes results in conflicts, particularly conflicts of interest. In the implementation stage, conflicts often become more visible. This phenomenon was common in the case of Blue-Lagoon transformation project. Most of the citizens concerned with the environment protested against the revamp of the area.

Organisational structures exclude individuals and groups who seek to maximise their influence during implementation processes, and because conflicts are more likely to emerge during this stage there is a need for bargaining. In this context, Parsons (1995) sees implementation as a political process in which each individual or group wants to acquire power and influence over the other; it is about the self-interest and people playing games. This argument is taken up by Bardach (1977), who adds that implementation is a game of bargaining, persuasion, and manoeuvring under

conditions of uncertainty. Bardach (Ibid.) argues that implementation actors play to win as much control as possible, and endeavour to play the system to achieve their own goals and objectives.

Theorists of rational models of organisation see the process of public policy implementation as structured by conflicts and bargaining. In Lipsky's (1976) model of implementation, conflict and bargaining is seen as recognition that organisations involve human and organisational limitations in which both interact. The rational model of organisation acknowledges that conflicts and deal-making will take place in implementation. Pressman and Wildavsky (1973) also acknowledge the existence of such conflicts. Parsons (1995) further argues that these conflicts are essentially dysfunctional and in need of coordination and resolution. Rational models of organisations acknowledge that humans have diverse interests but common goals. Consequently, conflicts and bargaining take place within shared goals. This creates a need for individuals or groups to resolve their differences to attain effective implementation and to put policies into action. Having acknowledged the existence of such situations, Dunsire cited in Parson (1995), argues that in order to achieve effective implementation, the implementation process must have methods and systems of control to overcome conflicts and bring about compliance.

According to Elmoreon (1978), in his work on implementation, conflict and bargaining should be interpreted through four approaches. First, he views organisations as arenas of conflict in which individuals and sub-units with specific interests compete for relative advantage and allocation of scarce resources. Second, he claims that the distribution of power is never stable between various interested parties, as in the case of the Blue Lagoon beach. He stresses the continuous shift of power between actors depending on their abilities to mobilise resources; where one strives to be more powerful than the others and thus manipulate their behaviour. Thirdly, Elmore contends that decision making is the result of a bargaining process among and within organisational units. Bargaining, in this sense, is the result of a convergence among actors with different preferences and resources, which means that parties do not necessarily agree on a common set of goals. Rather, they adjust their interests and make compromises for the effective allocation of resources. Lastly, Elmore (1978) claims that since bargaining involve taking decisions that reflect the preferences and resources which participants have at their disposal, success can be measured by evaluating the goals of one party against the bargaining process or preservation of the bargaining process itself.

He further argues that bargaining and conflict are good things in the organisation because conflicts imply dependency. Thus parties must as Elmore (1978:57) argues "...preserve the bargaining arena in order to gain something of a value out of bargaining". In the case of the Blue Lagoon project, such organisational models are important because they acknowledge the existence and impact of influence in the implementation process. The continuous interaction between actors and institutions gives rise to conflicts that will require further bargaining. Implementation is thus a continuous decision-making process. This approach emphasises the need to involve all parties even during the implementation stage as it will allow them to further influence decisions in order to maximise gains. After all, the project is said to be for the 'benefit' of people who use the area.

The study now focuses on the theoretical framework and further looks at key themes.

## 2.2 Theoretical framework

This study begins by discussing policy implementation, models of policy implementation, public policy, the concept of public policy context, empowered participatory democracy, and radical democracy. The study is informed by public policy implementation theory which conceptualises the way in which processes and procedures of decision-making in public policy impact on the end result of public policy-making.

It was the intention to explore how the processes and procedures followed in the implementation of the Blue Lagoon beach transformation project have impacted on the way in which the public in the area view the new development. There is no satisfactory solution to the conflict between the permissible demand for public participation, the need for technical and economic rationality, and the necessity for guaranteed accountability and responsibility in decision making bodies. According to Ortwin et al. (1991) a model is needed that combines technical expertise and rational decision making with public values and preferences. "The necessity to involve the public in political decision making is hardly disputed in the literature" (Rosener, 1987: 65). There is however a dispute over the necessary structure and procedures to enable participation, and over the position and authority of the public's part in the decision making process (Almond and Verba, 1963; Pollak, 1985; and Fiorino, 1989).

As stated above the first theme is policy implementation.

### 2.2.1 Policy Implementation

This section of the study defines policy implementation, and discusses it by placing it in the context of this study. It also discusses the challenges faced by officials in policy implementation.

Policy can be widely defined as a set of guidelines which are clearly outlined and contain predicted outcomes to address specific problems. Putting such ideas into action is commonly referred to as policy implementation. A policy is a hypothesis containing initial conditions and predicted consequences. Policy implementation is therefore a process of interaction between the settings of goals and the actions geared to achieve them (Pressman and Wildavsky; 1973).

Grindle (1980) argues that public policy implementation is an ongoing process of decision-making that concerns a number of actors who, during the administration of programmes, make certain choices about resource allocation (public goods), or attempt to influence these decisions. Cloete and Wissink (2000) argue that effective working relations can be established by transactions among agencies with no formal connection whatever. In short, a bureaucratic context favorable to implementation more often grows out of human interactions than hierarchal regulation. In addition, the disposition of the state and local implementers is a crucial determinant in implementation. “That is, if the state and local implementers favors the policy or program, then its implementation will extract much better than that of a policy or program that state and local implementers are hostile to” (Lester and Stewart; 2000: 233)

According to Howlett and Ramesh (1995), policy implementation happens when decisions are translated into actions. Implementation is defined as the process whereby programmes and/or policies are carried out; it is the translation of plans into actions. But this is not as simple an exercise as many of us may think. According to Linder and Peters (1991) policy implementation involves much more than just executing decisions, or matching goals with means. The authors endorse the notion that policy implementation can only be meaningfully understood and evaluated in terms of an existing range of actors and institutions within which implementers make decisions. In this study, the interaction of such actors and institutions are investigated to understand the

process of revamping the beach from its previous to the suggested form. The question is to what extent tourists, vendors or traders, and community members were affected by the previous form, and to what extent the new form of the Blue Lagoon will benefit the community or public who use it. Or has it just been another strategy to extract money from the public and further disadvantage the local poor?

Ripley and Franklin (1986) argue that no single institution is in charge of the implementation of domestic programmes, but that bureaucracies are often the most important influence. Domestic programmes rarely achieve all they are intended to achieve because the implementation structures of government are complex, and individual expectations and interests are often in conflict. Given the number of actors and institutions involved in the beach transformation in this case, each might have tried to exercise influence on the decision-making process to maximise gains; it is well known that capitalist agendas come into play in project implementations. It is possible that the community might not have been in agreement with the process or the decisions made. Ripley and Franklin (1986) claim that a federal or decentralised system is one of the most complicating factors in programme implementation. Such a system includes every institution and actor in the decision-making process as well as implementation. It is complicated because each actor and institution strives to influence the outcomes of the process and maximise their benefits. This trend is known as profit enhancement for the developer.

Ripley and Franklin (1986) further argue that variables in policy typology shape the outcomes of a policy. These variables are stability of implementation routines, stability of actors and relationships, the degree of conflicts, opposition to bureaucratic implementation and ideology in the policy debate. Stability of implementation routines means that actors interact with the same goals in mind which keeps the implementation mechanism in equilibrium. Stability of actors and relationships means that relationships between actors must be maintained in a continuous process of bargaining. This will then translate into a minimal degree of conflict. Stable and effective implementation routines are in opposition to bureaucratic implementation and ideologies. Effective implementation sets aside the bureaucratic procedures of policy implementation thus decentralising the process. It is therefore important to look at the case of Blue Lagoon through the lens of these defining variables.



### 2.2.2 Models of policy implementation

It must also be noted that during policy implementation those in power usually apply a top-down approach which is one of the disadvantages of public participation. Buse et al. (2005) argue that implementation is a process of turning policy into practice. However, it is common to observe a gap between what was planned and what occurs as a result of policy. There are three major theoretical models of policy implementation:

- **Top-down approach:** This approach sees policy formation and policy execution as distinct activities. Policies are set at higher levels in a political process and communicated to subordinate levels which are then charged with the technical, managerial, and administrative tasks of putting policy into practice. Political scientists have theorised that a top-down approach requires that certain conditions be in place for policy implementation to be effective.
- **Bottom-up approach:** This approach recognises that individuals at subordinate levels are likely to play an active part in implementation and may have some discretion to reshape objectives of the policy and change the way it is implemented. The bottom-up approach sees policy implementation is an interactive process involving policy makers, implementers from various levels of government, and other actors. Policies may change during implementation.
- **Principal-agent theory:** In each situation there will be a relationship between principals (those who define policy) and agents (those who implement policy), which may include contracts or agreements that enable the principal to specify what is provided and check that this has been accomplished.

These three major theoretical approaches to policy implementation have disadvantages. According to Buse et al. (2005) a top-down approach only adopts the perspectives of those in higher levels of government and neglects the role of other actors. It therefore risks over-estimating the impact of government action neglecting other factors. On the other in hand a bottom-up approach it is difficult to separate the influence of individuals from different levels of government on policy decisions and consequences which are important for bureaucratic accountability.

Hence, in practice (Anderson and Sotir Hussey, 2006) argue that policies are implemented from the top-down, bottom-up or according to the principal agent theory, policy implementation involves three important activities, which are (i) interpretation: translation of the policy into administrative directives, (ii) organisation: establishment of administrative units and methods necessary to put a programme into effect, and (iii) application: routine administering of the service.

This section have defined and discussed policy implementation and put it in context with Blue Lagoon beach project. It has further provided three policy implementation theoretical approaches: top-down, bottom-up, and principal-agent theory. Thus it will now introduce and discuss public policy and its relevance in democratic government.

### 2.2.3 Public policy

This section defines public policy, and discusses its relevance in the study and its importance in democratic government.

For a policy to be 'public' it must to some extent, "have been generated or processed within the framework of government's guiding principles and influences" (Cloete and Wissink, 2000:12). Hence, Hanekom (1987) argues that public policy is a formally articulated goal which legislators intend pursuing through its echelons with business or society. This definition and argument thus view public policy as mandated and driven by the government. Public policy is a declared state objective relating to health, morals, and well-being of a country's citizenry (BusinessDictionary, 2015). In the interest of public policy, legislatures and courts seek to nullify any action, contract, or trust that goes counter to these objectives even if there is no statute that expressly declares it void.

Anderson (1984) defines public policy as a purposive course of action followed by an actor or set of actors in dealing with a problem or matters of concern. This definition indicates that policies are created by key actors to address specific problems. It further identifies the relationship between problems, actors, and relative actions in the public policy process. William Jenkins (cited in Howlett and Ramesh, 1995) notes that public policy as engaging a set of actors rather than a single actor. He defines public policy as "a set of interrelated decisions taken by political actors or groups of actors concerning the selection of goals and means of achieving them within a specified situation

where those decisions should in principle, be within the power of those to achieve"(Howlett and Ramesh, 1995:5).

Hanekom (1987) argues that policy is indicative of a goal, specific purpose, and a programme of action that has been decided upon; a mechanism employed to realise societal goals and to allocate resources. This means that public policy can be what the government decides to do for society. Policy is often presented as a formal statement, for instance, a White Paper on transforming public service delivery. Renney (cited in Cloete and Wissink, 2000) defines policy as a declaration and implementation of intent. Policy can thus be what the government or any organisation decides to do or not to do.

Public policy is not a single decision but rather, "consists of a web of decisions and actions that allocate values" (Hill, 1997: 7). This set of interrelated decisions concerns the selection of goals and means of achieving them within a specified situation. Hill (1997: 8) argues that this "web of decisions" may take place over a long period of time as issues or problems at hand evolve over time. As a result, policies themselves change due to changes in the environment as resources become scarce or as problems stabilise.

Policies often evolve more in the implementation stage than in the design or formulation stage. Some critical issues may be overlooked at the formulation stage and affect the programme in its implementation stage. The nature of the problem may demand the budget to be doubled or the programme's targets be altered. Feedback from the evaluation and implementation of the policy may demand refinement of the policy. This indicates that "...policies are not static in nature but rather they are dynamic and evolve over time" (Hill, 1997:8). Public policies are representative of the intentions of a legislator and therefore have political and administrative dimensions. Hanekom (1987) further argues that public policies are the outputs of a political process and require input from administrative levels in terms of implementation. This means that the political authority decides on a policy and transmits it downward to the administrative level to implement; public policies can be viewed as a mirror image of the political ideology of a government in power. In other words, whatever is decided and acted upon by government is embedded in its political ideologies or developmental agenda.

Therefore, Hanekom (1987:2) argued that parliament indeed is not the sole public policy maker. Labour unions, business, academics, consultants, public officials, relevant committees, and

institutions are also role players in the process. These participants propose policies, debate the outcomes, and get involved in the design or formulation of the policies (Colebatch, 2002: 22; Dye, 1981: 354). The debates and deliberations on a policy problem result in a first draft of the policy (entitled a Green Paper in the South African context) which is further debated and if it succeeds, results in a final document (known as a White Paper in South Africa).

The policy process itself is not simple and straightforward and there is no universal agreement on how it should be conducted (Hanekom, 1987: 3). However, Colebatch (2000) and Kingdom (1995) argue that for a policy process to be useful it should at least be organised around problem identification, agenda setting, policy formulation, decision-making, implementation, and evaluation of outcomes.

Hanekom (1987) argues that public policies are not made to keep the policy makers, labour unions, and politicians active and occupied, but rather to bring about change in the society which they serve. These changes are manifested in the implementation stage of the policy, which determines whether the policy is well-designed and whether important issues were carefully considered and incorporated for successful implementation (Howlet et al., 1997). Examples of such important issues include the accumulation of human and financial resources, devising clear objectives, constituency building, legitimisation, persuasion, and co-optation of successful participation. (Brinkerhoff and Crosby; 2000). Hanekom (1987) argues that well-designed policies may also fail due to a lack of resources and administrative constraints. He adds that public policies are dependent on their appropriateness and the manner in which they are implemented. Policies can be terminated at any stage for example, due to a lack of resources, ambiguous objectives, or unrealistic targets. A policy may fail because its objectives are not clear and achievable and the targets are not clearly defined. A sound policy must thus have clear and attainable objectives and clearly defined targets.

For the purpose of this study public policy is conceived as a desired purpose or cause of action taken by government in order to achieve specific goals. In addition public policy is a government functional obligation to enhance growth and efficacy in all spheres or its organs for improved service delivery to the community it serves. Given the nature of this section of the study, it is important to define the term "policy analysis". Dunn in Cloete and Wissink (2000: 13) defines policy analysis as "an applied social science discipline which uses multiple methods of inquiry and argument to produce and transform policy-relevant information that may be utilized in political

settings to resolve policy problems." Policy analysis can be conducted at any stage of the policy process to examine, for instance, the policy impact before or after the policy is implemented. An assessment done before the policy is implemented is called a formative evaluation and a summative evaluation is embarked upon when the policy has been implemented. Policy evaluations are conducted to examine if the policy will be able to achieve the desired objectives (Weis, 1998).

Therefore, like any other approach, public policy has its advantages and disadvantages. According to answers.com (n.d) the advantages and disadvantages of public policy are:

### **Advantages**

- It categorically reduces the complicated process of participation into a number of stages and sub-stages so that it can be separately scrutinised in relation to others.
- Permits various and compound cases to be examined in a measurable manner and that at each stage cycle
- It is not confined to one area, it can be applied or utilised at local, national, and international level (agency, government, and United nation) respectively.

### **Disadvantages**

- It can be misunderstood to mean that policy makers use a very systematic, linear, and logical system all the time.
- It is not a one size-fits-all approach.
- There is no indication as to whom or what drives the policy from one stage to another or why. Different factors and actor play different roles for different reasons.

Public policy is thus very good as an analytical tool, but not as a practical tool.

This section defined and discussed public policy along the lines of Hanekom's (1987) argument that it is a formally articulated goal which legislators intend pursuing through its echelons with business or society.

The following section of this chapter will provide and discuss the concept of public policy context.

#### 2.2.4 Concept of the public policy context

The fourth part section of this section discusses the concept of the public policy context. According to Grindle (1980) policies are never implemented in a vacuum; the process takes place within a context comprising an existing system or setting to regulate certain actions. The aim of implementing new policies in a certain environment is to change that situation or setting for the better and for the benefit of all. Nevertheless, the triumph of any implemented policy in any setting or environment largely depends on the environment. If conditions are unfavourable, the programme or policy is unlikely to be successful. It is therefore important to assess the context in which policies are implemented to draw informed conclusions about their projected success.

Below are five known public policy contexts:

- Governmental
- Political
- Economic
- Cultural
- Social

Public policy focuses on the public and its problems. It is concerned with how issues and problems come to be defined and constructed and how they are placed on political and policy agendas. 'It is a combination of basic decisions, commitments, and actions made by those who hold authority or affect government decisions. But it is also the study of how, why and to what effect governments

pursue particular courses of action and inaction' (Parsons, 1995: 85). In all cases these actions are aimed at improving the lives of the public at large. One of the key challenges faced by the South African government is how best to promote meaningful public participation that will strengthen and deepens democracy. Parsons (1985) also says that democracies can sometimes be messy.

Since our government is a representative democracy, an effective policy-making process should ensure that all relevant viewpoints are heard and that the rights of all individuals are protected. Whether you are a vendor, tourist, or environmental organisation, public policy ensures that your views and rights are protected. Legislations are in place in councils and municipalities for public protection which are however theorised most of the time and not put into practice.

It is clear that during the transformation process of beaches for example Durban Front beach and Durban South beach there was no or little public consultancy; the consultancy that took place came as direct orders from the authorities and the public was informed of what was going to happen. The public was never given a chance to air their views regarding the project. Mike Andrew, deputy head of the strategic projects unit, responding to e-mail questions from Durban resident John Lansley, who asked the question why bulldozers were now digging into dunes in the section between Addington Hospital and UShaka Pier?, said that "the original project had been designed in 2008/09". This shows that the public is always left behind in major decision making when there is a project to be implemented. You will find city officials who claim that there had been public consultation which usually is not true.

It is for this reason that this study aims to assess the extent and nature of the public participation that was followed in the case of the Blue Lagoon beach project, through the concepts and themes of implementation theory. The assumption is made that beach transformations are supported by many South Africans but that the process through which it is done is creating tension and a rejection of public views and opinions.

Hence, "policy implementation should be analysed in terms of its policy content and context" (Grindle, 1980: 302). When concerned with context there are a number of factors that deserve consideration. The first is that of compliance and responsiveness. Organisations and key actors involved in the implementation processes of public policy often face an initial problem of achieving compliance from other actors involved in the objectives or goals of the policy. "Whether

the mode of implementation is [a] top-down approach or bottom-up approach, those in the front line of policy delivery have different levels of discretion over how they choose to exercise the rules which they are employed to apply” (Parsons, 1995:35). A top-down approach means that bureaucrats impose decisions from the top which prevent much participation from other actors or institutions. This practice is, according to (Parsons, 1995), called gate keeping. It limits the time and the extent to which interest groups, civil societies, and organisations are able to participate in the implementation decision-making. Dunleavy (1981 /1982) argues that a bottom-up approach means that the implementation decision-making is tolerant to dissent, representation, consultation, and consensus from a range of actors and institutions both in society and in the state. In this case, there is a greater possibility for civil society to influence public policy. Theorists who focus on models of organisation and rational models of implementation view implementation as a process which is structured by conflicts and bargaining. Parsons (1995) argues that compliance can be brought about by effective implementation processes that contain accepted methods and systems of controlling conflicts. Lester and Stewart (2000) argue that the disposition of the state and local implementers is a crucial determinant of implementation. That is, if the state and local implementers favour a policy or programme, its implementation will fare much better than a policy or programme which state and local implementers feel hostile towards. In many cases, policy failure and success is determined by the responses and the support received from the state and local implementers. In the case of a project like the Blue Lagoon development project, local implementers act as simplifiers who break down the problem into discrete and manageable tasks which can be allocated to individual units to ensure the involvement of other institutions and actors.

Institutional and regime change are important factors that needs consideration in any discussion of policy context where decision-making takes place is institutional and regime characteristics. The activities of the actors who are involved take place within a certain regime or institutional context. Implementation may be affected by the interchange of activities between these actors and the responses of implementers and political elites in a specific institutional environment. Dunleavy (1981/82) thus notes that a policy formulation process may be skewed by the domination of policy implementation by professionals in the form of implementers. For example, implementers may develop ways of implementing government policy which results in outcomes which are not desirable compared to the ones that were intended or are desired by policy-makers. For example



if the aim of 'upgrade' was to change the scenery and allow people to enjoy the place, but a fee is charged for such an activity, it becomes problematic to the local poor.

Another concern is the powers, interests, and strategies of the actors involved in the context. Grindle (1980) contends that public policy implementation is an ongoing process of decision-making that concerns many actors who, during the administration of programmes, either make certain choices about resources allocation or attempt to influence the decisions that are made. Warwick (1982) argues that effective working relations can be established through transactions between agencies with no formal connections whatsoever. In short, bureaucratic contexts favourable to implementation more often grow out of human interactions than hierarchal regulations.

In the case of Blue Lagoon project, this speaks to the relationships between the actors and the methods adopted during bargaining. Such relationships are important in terms of influencing the implementation process and taking into consideration the diverse interests of all the actors. Some actors may be concerned with environmental sustainability while others are concerned with the amount of money put into the project or the historical scenery of the area. However, it is a known fact in democratic societies that the more powerful the actor is, the greater the level of influence.

Another very important factor is responsiveness which plays a vital role in achieving success in a given context. Responsiveness is the ability officials have to respond to the needs of target groups who are meant to benefit from the services provided. The level of responsiveness is influenced by the interests of other actors in the system. Hill (1998) argues that the ability to deliver depends on the outcomes of the process of bargaining and the amount of power which officials may have compared to other actors. In a context where some actors have more power than officials, responsiveness may be negatively affected. This has been evident in the case of Blue Lagoon beach transformation where there has not been any clear structure to order power relationships. The EThekweni municipality's strategic unit and planning department had more power as the implementing agent and thus potentially compromised the responsiveness of the officials as far as the needs of the community were concerned.

This section discussed the concept of public policy context. According to Grindle (1980) policies are never implemented in a vacuum; the process happens in a context comprising an existing

system or setting which regulates certain actions. The aim of implementing new policies in a particular environment is to change the situation or setting for the better and for the benefit of all. Empowered participatory democracy which is one of the important theories in citizen participation is now discussed.

#### 2.2.5 Empowered participatory governance (EPG)

Participatory democracy is defined as the broad participation of constituents in the direction and operation of political systems. According to Ross (2011) participatory democracy strives to create opportunities for all members of a population to make meaningful contributions to decision-making, and seeks to broaden the range of people who have access to such opportunities. Since much information needs to be gathered for an overall decision-making process to succeed, technology may play a role in the type of empowerment which is required. Participatory models, especially technological tools which allow community narratives and correspond to the gradual growth of knowledge, are important.

Empowering the public and allowing them to participate in projects or programmes that occur around them is very important. Fung and Wright (2003) argue that in the absence of such state interventions, the capitalist market becomes a “satanic mill,” to use Karl Polanyi’s metaphor (2007) that erodes the social foundations of its own existence.

In essence, empowered participatory governance is a necessary mechanism to give the public an opportunity to participate. Fung and Wright argue that EPG attempts to advance some currents in social science and democratic theory. It takes many of its normative commitments from analyses of practices and values of communication, public justification, and deliberation. It extends the application of deliberation from abstract questions over value conflicts plus principles of justice, to very concrete matters such as street paving, school improvements, and habitat management (Fung & Wright, 2003).

According to Lynd (1965), participatory democracy proposes to accomplish two specific goals: firstly, that each individual takes part in all decisions affecting the quality and conduct of his/her life; and secondly that society is arranged to promote the independence of human beings and to

provide the means for their common participation. According to Santos (2002) this means that the participatory ideal can be interpreted as a design of *social inclusion* which aims at institutionalising a new democratic sovereignty relying on the dialectic between civil society and the political system.

Allegretti (2010) reaches the same conclusion in *Democrazia partecipativa. Esperienze e prospettive in Italia e in Europa*, when describing participatory democracy as a dynamic and open-ended project based on a “game” of active confrontation between civil society and institutions. Social movements are regarded as one of the most important vectors of political change and transformation. On the one hand, according to Melucci (1985), they carry on conflicts and antagonistic practices, breaking the limits of the systems in which such acts occur. Melucci (Ibid.) further argues that collective mobilisations contest dominant codes and discourses of society. On the other hand, they point towards the establishment of a new symbolic order; a new cultural hegemony offering different interpretations of the social universe. In this respect, movements aspire to establish innovative definitions of norms and public situations, to promote new ideas, issues and solutions, and finally to invent alternative institutions. Even more radically, Santos (2002:51) maintains that democracies must transform themselves in social movements, in the sense that the state must transform itself into an (open) space of cultural experimentation.

The above section discussed empowered participatory democracy which attempts to advance some currents in social science and democratic theory. It has said that empowered participatory governance takes many of its normative commitments from analyses of practices and values of communication, public justification, and deliberation. It thus extends the application of deliberation beyond abstract questions over value conflicts and principles of justice.

The following paragraph focuses on another principle of modern public participation, namely radical democracy.

#### 2.2.6 Radical democracy

Radical democracy was articulated by Ernesto Laclau (Argentine political theorist) and Chantal Mouffe (Belgian political theorist) in their book *Hegemony and Socialist Strategy: towards a*

*Radical Democratic Politics*, written in 1985. Laclau and Mouffe (1985) argue that social movements which attempt to create social and political change need a strategy which challenges neoliberal and neoconservative concepts of democracy. Such a strategy is needed to expand the liberal definition of democracy based on freedom and equality, to include difference. Cited in *Theoretical approaches to public participation*, (2011) Cohen and Fung (2004) argue that radical democracy questions the regulative capacity of national governments and their role in harnessing the energies of ordinary citizens in governance. Hence, central state planning is seen as a viable tool for public participation as it brings hope to citizens. “In its most radical form, revolutionary socialists argued that public ownership of the principal means of production combined with centralized state planning offered the best hope for a just, humane, and egalitarian society” (Fung & Wright, 2003: 91).

The realisation of radical democracy lies in citizens having “ greater direct roles in public choices or at least engaging more deeply with substantive political issues and being assured that officials will be more responsive to their concerns and judgments” (Narsiah, 2011:9) Hence, it is prevalent that community dissatisfaction caused by development arises in various sectors of government. Mitlin and Mogaladi (2003) argue that low-income households are frustrated and participate in urban social movements to advance their interests and address their needs. Cohen and Fung (2004:24) cited in Narsiah argue that “... the potential for success at this scale exists because of advantages in identifying problems, collaboration in their solution, testing solutions to see if they are well-tailored to local circumstances, and disciplining solutions by reference to solutions adopted elsewhere”(Narsiah, 2011).

Radical democracy has been criticised because of its focus on difference, and since it challenges oppressive power relations, has been seen as conducive to post-colonial theory and decolonisation. However, according to Dhaliwal (1996), the concept of radical democracy is regarded as colonial in nature in some circles due to its reliance on a western notion of democracy. Radical democracy also challenges consensus decision-making processes which are essential to many indigenous governing practices. It is believed that the influence on today's social movements and identity politics of the ‘new’ left's ‘populist guilt’ contributes a lot to influencing citizen participation. Aronowitz (1994) argues that the duty of the left was to uncritically identify and support the peoples, social groups, and individuals deemed to be the most oppressed. Hence,

Lummis (1996) argues that the demos in democracy originally meant the poorest and most numerous class of citizens, and democracy in its original sense meant rule by that class.

This more radical version of democracy introduces an innovative conception of democratic quality grounded on the idea of participatory deliberative arenas; the greater the number of these public spaces, the higher the democratic legitimacy of liberal society. According to Lorenzo (2001) such arenas of deliberation - both institutional and informal - constitute the most appropriate instruments for measuring the further democratisation of democracy. Promoting their proliferation indeed means democratising authority structures throughout society. Della-Porta (2008) argues that the quality of public discourse, degree of political inclusiveness, and magnitude of citizen empowerment thus pinpoint the fundamental qualities of participative deliberative arenas. The low or high presence of these factors determines the amount of deliberative participation present in each arena.

This section critically discussed public participation in its various forms. It defined public participation as a method/instrument that gives people the right and a duty to participate in government. There can be various participation forms ranging from paying taxes, protesting and petitioning, voting in elections, and attending community meetings. The section also raised important public participation forms which are informed by authors like Arnstein's *Ladder of participation*, and Fung and Wright's *Empowered participatory democracy* which emphasise the importance of citizen participation in development. It discussed and reviewed literature on non-experts, bargaining, and deliberation.

It provided the theoretical framework for this study and discussed policy implementation, the models of policy implementation, public policy, the concept of public policy, empowered participatory democracy, and radical democracy.

### 2.3 Conclusion

The aim of this chapter was to discuss participation and the relevant theories influenced by Arnstein and Burke (1969), Parsons (1995), Lorenzo and Wright (2001). It also discussed contributions by Fung and Wright (2003) and Masango (2002) and public participation as a

method/instrument that allows people the right to participate in government. This section discussed the non-expert principle, namely the fact that the benefits of public participation are productive when it includes non-expert or non-mainstream knowledge. It further argued that local knowledge should never be ignored by planners seeking to improve the lives of communities.

This section also discussed public policy as declared state objectives relating to health, morals, and the well-being of its citizenry. Policy implementation can be widely defined as a set of guidelines which are clearly outlined and contain predicted outcomes to address specific problems. Putting such ideas into action is commonly referred to as policy implementation. This section has argued that policy implementation is a process of interaction between the settings of goals and the actions geared to achieve them. The section also discussed models of policy implementation, the concept of public policy context, empowered participatory governance, and radical democracy. Radical democracy questions the regulative capacity of national governments and their role in harnessing the energies of ordinary citizens in governance. Hence, central state planning is seen as a viable tool for public participation as it brings hope to citizens.

In conclusion, there are various types of public participation methods which need to be taken into account when one is engaging in developmental projects, to ensure that the public is part and parcel of the decision-making process. If such methods are well addressed and the citizens are included in decision making, it allows for democratic values to be upheld by both those in power and by citizens. It argued that participatory democracy strives to create opportunities for all members of a population to make meaningful contributions to decision-making, and seeks to broaden the range of people who have access to such opportunities. The inclusion of citizens in decision making is therefore crucial in keeping democracy alive and prosperous and allowing the citizens to exercise one of their primary democratic rights, namely to participate in decision-making of developments made for them, to avoid 'top-down' approaches.

## CHAPTER THREE:

### Study Area and Methodology

This section of the study provides study area and methodology used in this study. It begins by giving a brief summary of the geographical study area. It moves to provide the research methodology including research setting, sampling method, sample size, data collection method, data analysis, and ethical considerations, and concludes by providing recommendations.

This study is conducted in Blue Lagoon beach located in the coastal area of Durban North, KwaZulu-Natal province. Blue Lagoon beach is used by the public for leisure and entertainment. It provides space for fishing, vendors, braai, and swimming. During apartheid it was designated to the Asian race group, and post-apartheid it is used by everyone.

#### 3.1 Study area

This section of the study outlines the area where the study is based. It starts by putting beach transformations into context. It also defines transformation and discusses the impact caused by apartheid South Africa in general and on Durban beaches in particular. In this section ‘grand’ and ‘petty’ apartheid is defined. The role played by anti-apartheid activists is also explained to provide clarity on the impact caused by apartheid laws in the use of public space.

##### 3.1.1 Context of beach transformation

This section introduces perspective via a brief historical context of Durban beach and by introducing the focus area by this study. It uses images from the apartheid to post-apartheid era and illustrates desired changes as proposed by the Durban municipality. It defines and discusses the role that apartheid played in dividing public spaces and explains the two forms of apartheid, namely ‘grand apartheid’ and ‘petty apartheid’ in furthering societal exclusion.

The launch of the 2010 World Cup in South Africa unfolded a new urban habitat in the metropolitan city of Durban with public spaces becoming an important part of development and visual display. Durban under eThekweni municipality revamped its coastal beaches stretching from UShaka Marine World on South beach to Blue Lagoon on North beach (which is the focus of this study) This development agenda is not very different from the developments that mostly occur in developing nations for example India and Brazil. Arabindoo (2010) argues that public

spaces are turning out to be an essential part of the new repertoire required to promote cities to potential investors as well as to raise international profiles.

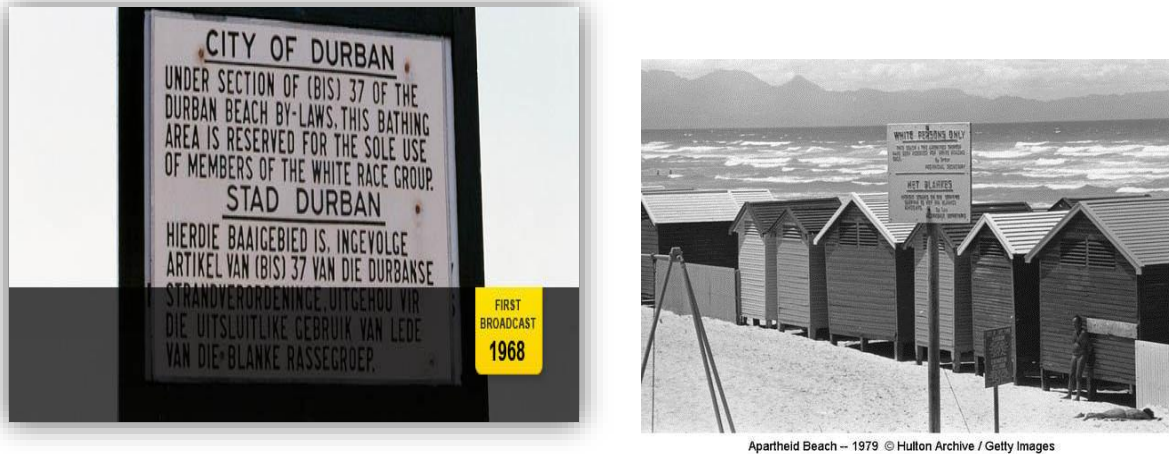
### 3.1.2 Apartheid inheritance

Apartheid is an Afrikaans word that means “apartness” and/or separation. “... a social policy or racial segregation involving political, economic, and legal discrimination against people who are not Whites the former official policy in South Africa” (The Oxford Dictionary: 1996). It was a policy that governed relations between South Africa’s White minority and Non-White majority, and sanctioned racial segregation as well as political and economic discrimination against Non-Whites. The implementation of apartheid, often called “separate development” since the 1960s, was made possible through the Population Registration Act of 1950 which classified all South Africans as either Bantu (black Africans), Coloured (those of mixed race), or White. A fourth category Asian (Indian and Pakistani) was later added. Racial segregation sanctioned by law, was widely practised in South Africa before 1948, but the National Party which gained office that year, extended the policy.

During the apartheid regime in South Africa there were huge divisions also visible in the use of public space in this case beach by Natives and Europeans. In short, apartheid policies promoted social divisions and ensured that the use of public spaces was not equal. Consequently there were ‘Whites only’ and ‘Blacks only’ beaches, with White beaches well organised and Black beaches not. The below images illustrates the ‘Whites only’, ‘Blacks only’ and ‘Indians only’ beaches as allocated by segregation laws in Durban. It can be noted that Durban was once called Natal Colony. This is due to the fact that Natal, which is now called Durban was discovered by the white settler called Natal.



Figure (i) illustrate the beaches reserved for ‘Whites-only’ usage.



Apartheid Beach-1979 image by: Hilton Archive/ Getty images.

Figure (ii) illustrates beaches reserved for ‘Non-whites’ only.



In South Africa race laws began in the early 1950s and continued in the following years, they affected every aspect of the lives of people, especially of the black-community. According to (Bray 2012) it provided Whites with access to the most privileged suburbs, education, jobs and positions, even to the extent of exclusive access to beaches, theatres, parks and public toilets. During this dark period the only privileged community was the Whites. (Bray 2012) “States those blacks,

conversely, were excluded from many privileges by law, ruthlessly enforced by the police”. Coloureds and Indians enjoyed more privileges than blacks, but all 'Non-Whites' were disadvantaged and politically disenfranchised.

### 3.1.2.1 'Grand' and 'Petty' apartheid

Discrimination occurred at two levels in south Africa, “...there was Grand Apartheid, which established separate homelands and areas, and 'Petty Apartheid' which segregated everyday places” (Bray 2012:2). The Separate Amenities Act of 1953 included a clause stating that separate facilities no longer had to be 'substantially equal', thus allowing the government to provide better facilities for Whites.

Every amenity imaginable was subject to racial categorisation, from taxis and ambulances, parks, maternity wards and graveyards, to walkways over roads and parking spaces in drive-in cinemas. Public spaces like beaches were also not shared between Whites and Non-whites. Beaches were strictly segregated with those offering more facilities, bathing, and interest (such as Boulders Beach) designated 'White only'. (Bray 2012) states that Africans were only permitted on Mnandi Beach, and although Coloured<sup>1</sup> people were allocated more coastal areas, these were unattractive and lacking in facilities. In Durban South, beaches were allocated to the Black community, while Front beach and North beaches were allocated to the White community and North (Blue Lagoon beaches) to the Indian community.

Grand apartheid had a negative impact on South African society. “In the mid-fifties, the government attempted to further restrict racially mixed gatherings by amending the Group Areas Act to prevent anyone going to a restaurant, a concert, or the cinema in an area not zoned for their racial group” (Bary 2012: 2). With the threat of large fines, only a few groups such as the National Union of South African Students (NUSAS) and the Liberal Party, dared to continue attending mixed social gatherings.

According to Bray:

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<sup>1</sup> Coloured is an ethnic label for people of mixed ethnic origin who possess ancestry from Europe, Asia, and various Khoisan and Bantu ethnic groups of southern Africa

The Native Laws Amendment Act (1957) prohibited Africans from going to church services in white areas. However, despite the lack of protest by the Dutch Reformed Church, the law was not enforced and some churches became the rare public places where cross-racial gatherings persisted. Somewhat ironically, the only other places where this occurred were in nightclubs such as the Catacombs and Navigators' Den, famous for drug-dealing and prostitution (Bary, 2012:1).

There was a lot of anti-apartheid activism. A Wentworth resident, who was forced to attend a Coloureds-only school and later became an anti-apartheid activist, was Morris Fynn who protested against the segregation laws. According to the EThekweni Municipality who honoured him with a Living Legend Award in 2009, Fynn joined a political party to voice his concerns, but felt that the party was too bureaucratic, and decided to protest against segregated beaches by cutting down signs (Dawood 2015).

The below image depicts Morris Fynn cutting down apartheid sign at the beach:



Rebel politician, Morris Fynn, saws away at a Coloureds-Only signboard in April 1987

The EThekweni municipality, in trying to correct such injustices of the past, embarked on a beach transformation journey. The revamping of Durban beaches is part of eliminating the apartheid planning around beaches, as MEC Meshack Hadebe commenting in the Daily News (2013, April

26) in response to Mike Andrew’s (City Strategic Planning Manager) appeal not to demolish the pools, said: “[They are] unsafe and part of the apartheid planning heritage we had strived to rid our city of” (Daily News, 2013 April 26). Since South Africa is a democratic country, public spaces that have to reflect this, Mike Andrews said during the interview; “the planning of the beach is to accommodate different racial groups, and it’s symbolic in tying the nation together” (Daily News, 2013 April ).

The eThekweni Municipality took advantage of the 2010 World Cup to transform its public spaces and try to eliminate apartheid planning. During the revamp period in preparation for the World Cup tournament (2010), Blue Lagoon beach was not revamped, it was only revamped a year later. ‘The eThekweni Municipality announced that it was planning to embark on the second phase of the Durban central beachfront upgrade by the end of April’ (Mail&Guradian March 2013) Blue Lagoon beach is used for various purposes: fishing, braai, leisure, and also has vendors and mobile kiosks. During the revamp project, various public space users were affected. They were moved from the spaces which they used for trading to allow for the transformation project to occur.

The images below in Figure A illustrate the Blue Lagoon area where the transformation project is taking place. Figure B shows the beaches next to Blue Lagoon forming the ‘golden mile’ which, according to Mike Andrews (2013 interview), has health benefits because it gives people the opportunity to jog from South beach to Blue Lagoon beach. Figure C illustrates an idealised vision of Blue Lagoon once the project is completed. Figure E give details of the promenade.

Figure: A image by Google earth: Accessed on April 2015 from <https://earth.google.com/>

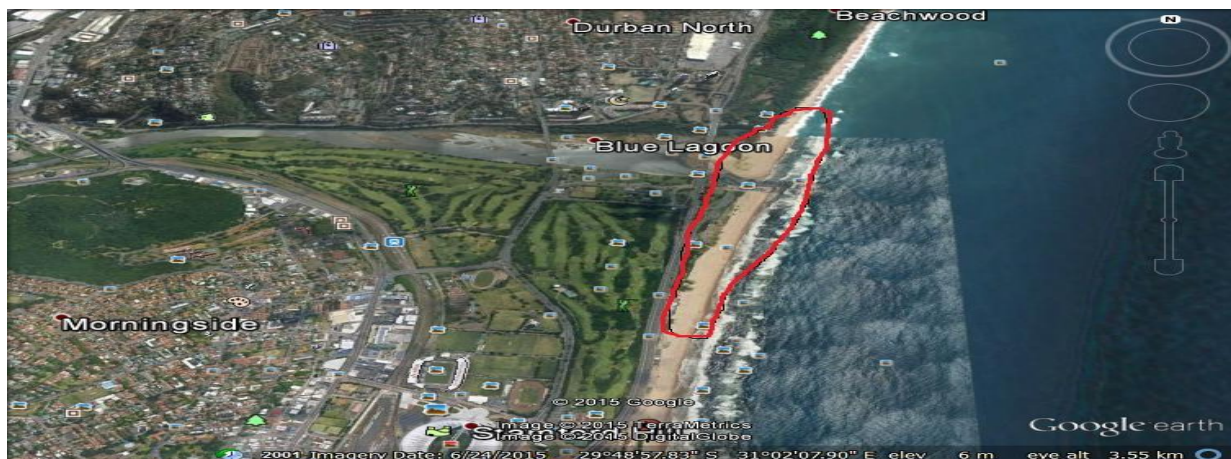


Figure: B Accessed on April 2015 from [blog.galetti.co.za](http://blog.galetti.co.za)



This image illustrates the part of the 'great mile' starting from the middle Country Club to Blue Lagoon beach.

Figure C: image by Photo Bucket Accessed on April 2015 from [blog.galetti.co.za](http://blog.galetti.co.za)



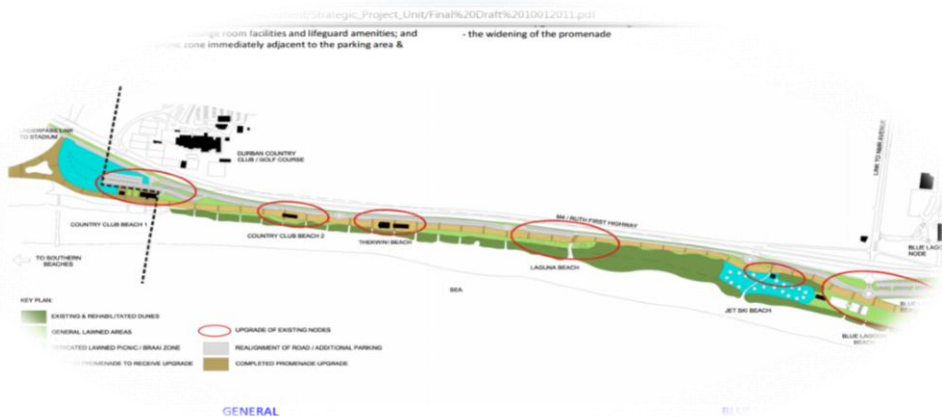
Figure D image by timeslive Accessed on April 2015 from [m.timeslive.co.za](http://m.timeslive.co.za)



In short, the municipality has tried to transform public spaces to eliminate the apartheid planning legacy. This transformation is of course also a way of marketing Durban to the international market, as the municipality's publication *Durban a paradise and its people*, states. According to Municipal (n.d.) "...with the 2010 World Cup came the promise of prosperity as the world focused on South Africa and its major cities, putting Durban firmly on the international Map"

Figure E: Durban promenade (2011) accessed on December 2015

at <http://www.durban.gov.za/Documents/city>



This section discussed the context of the beach transformation. It gave the historical context of South Africa's public spaces and how apartheid had a huge influence in the use of public spaces. It defined apartheid and explained the impacts of apartheid inheritance, namely 'grand apartheid' which separated homelands and areas, and 'petty apartheid' which caused day-to-day segregation.

The following section of this chapter will discuss the research methodology used by this study, and provide research techniques that were employed.

### 3.2 Research methodology

There are two main research techniques: quantitative and qualitative (Powell, 1999: 3). Quantitative studies measure phenomena using numbers in conjunction with statistical procedures to process data and summarise results (Terre-Blanche and Durheim, 1999:42), whereas qualitative studies attempt to study human action from the perspective of the social actors themselves (Babbie and Mouton, 2001:270). Babbie and Mouton further argue that the primary objective of qualitative studies is to describe and understand rather than explain human behaviors. According to Terre-Blanche and Durheim (1999: 42) "qualitative methods allow the researcher to study selected issues in-depth, openness and detail as they identify and attempt to understand the categories of information that emerge from the data". Polit and Hungler (1999: 155) says that the design of research is a blueprint or outline for conducting a study in such a way that maximum control can be exercised over factors that could interfere with the validity of the research results "the research design is the researcher's overall plan for obtaining answers to the research question guiding the study" (Polit, 1999: 156). According to Burns and Grove (2001: 223) designing a study assists researchers to plan and execute the study in a way that will help them obtain the intended results, thus increasing the possibility of gaining information that could be associated with real time situation.

In this study qualitative research methods which were appropriate for the study because it attempts to explore and understand local municipality processes of including public ideas and opinions in decision making in the natural setting of the public space. According to Madrigal and McClain (2012) qualitative research studies can provide details about human behavior, emotions, and personality characteristics that quantitative studies cannot. It is the aim of this study to investigate

human reactions regarding the Blue Lagoon beach transformation project. Qualitative research methodology is employed and prioritised by this study but the importance of quantitative research methods is not ignored. Howard Becker (2011) argues that the epistemological aims of qualitative research are not fundamentally different from quantitative work, but that the benchmarks, questions, and methods tend to be different. Becker (2011) labels these principles breadth, precision, and accuracy. Instead of isolating variables, qualitative work generally tries to look at a broad range of interconnected processes or causes. Rather than "...test a hypothesis, qualitative research tends to engage in a much more dialectic process between the questions asked and data observed" (Becker, 2011: 9), which is of fundamental importance to this study. This study thus attempts to observe the participation processes that were undertaken by the municipality to enable the public or beach users to participate in the Blue Lagoon development project. The following chapter will be research settings, it will try to locate where the data was collected for this study.

### 3.3 Research settings

The research setting refers to the place where the data was collected. In this study, the data was collected at Durban coastal beaches with the main focus on the Durban North Blue Lagoon beach area. This was done to ensure the quality and validity of the data as Blue Lagoon beach is part and parcel of Durban coastal beaches that together form the 'great-mile'.

The following section will discuss research population and sampling method.

### 3.4 Research population and sampling method

Research population is a "totality of all subjects that conform to a set of specifications; a group of persons that is of interest to the researcher and to whom the research results can be generalised" (Polit and Hungler, 1999:43, 232). LoBiondo-Wood and Haber (1998:250) describe a sample as a portion or a subset of the research population selected to participate in a study, and representing the research population.

#### 3.4.1 Population



The research population for this study comprised all the Durban north Blue-Lagoon beach users including the Mhlanga taxi association who were also impacted by the transformation project. Eligibility criteria specify the characteristics that people in the population must possess in order to be included in a study (Polit and Hungler, 1999: 278). In this study, the participants had to be of various ages and different race because post-apartheid public spaces are shared by everybody.

### 3.4.2 Sampling method

According to Neuman (2000:216) "population" refers to the specific pool of objects that a researcher wants to study. Considering the nature, context, time and cost factors of this study, non-probability sampling technique was employed which is a Purposive Sampling technique. This is because '[purposive sampling can be very useful for situations where you need to reach a targeted sample quickly and where sampling for proportionality is not the primary concern' (Neuman,2000: 217). The participants were therefore selected on the basis of being in the area and being informed or have an idea regarding the Blue Lagoon beach transformation project.

#### 3.4.2.1 Characteristics of non-probability sampling

Brink (1996:134), Brink and Wood (1994:135-138), Burns and Grove (1999:238) and Welman and Kruger (1999:61-62) identify the following characteristics of non-probability sampling:

- All individuals who meet the standard are requested to contribute in the study, for instance participants who visited Blue Lagoon beach were requested to participate.
- In comparison to random sampling it is a more economical method and it is less intricate.
- Individuals who satisfy the appropriate conditions to participate on a study are selected based on the researcher's judgement.

The following section will define, and discuss the sample size of the participants and its relevance in this study.

### 3.5 Sample size

The data was collected through in-depth interviews and a literature review. The responses in the interviews were analysed to determine whether proper processes of public participation were

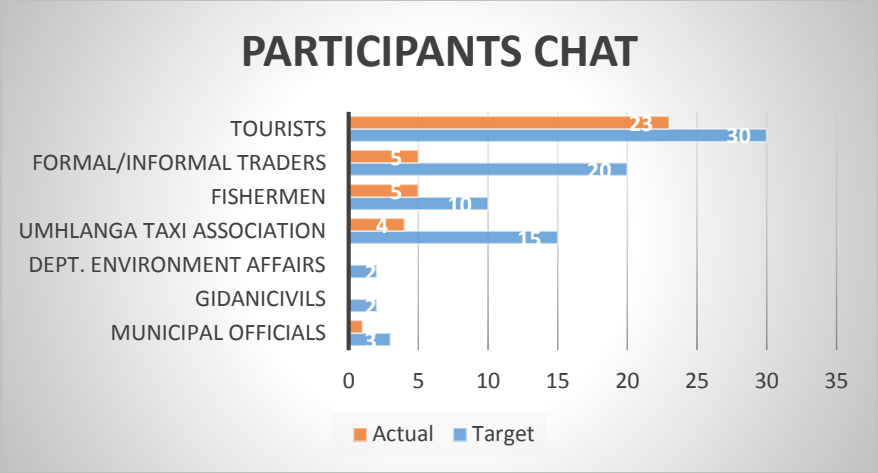
conducted by the EThekweni municipality before implementing the transformation project of the beach. Leading from the analysis, an implementation strategy that is likely to be effective and sustainable is suggested.

Sample size refers to the size of the sample to be interviewed: two types of are shown in Figure A below. The target sample size refers to the number of respondents who were intended to be interviewed, and the actual sample size refers to the number of respondents who were interviewed.

Figure A: Sample Size

Strata	Sample Size	
	Target	Actual
Municipal Officials	3	1
Giyani Civils	2	0
Department of Environment Affairs	2	0
Mhlanga Taxi Association	15	4
Fishermen	10	5
Formal/Informal traders	20	5
Tourists	30	23
<b>TOTAL</b>	<b>82</b>	<b>38</b>

The chart below simplifies the data.



### 3.6 Data collection methods

Polit and Hungler (1999:267) define data as “information obtained during the course of an investigation or study”. In this study, questionnaires were used to obtain data relevant to the study’s objectives and research questions. The purpose of the study was to investigate the public participation process in the Blue Lagoon beach transformation project. The research part of a qualitative study usually relies on a combination of participant observation, interviews, and historical research. On the most basic level this means both understanding the specific background and context of a research site, and spending a lot of time with the community one wants to research. The researcher approached vendors, tourists, fisherman, public officials, and Mhlanga taxi association as road users to participate in the study. Everybody who was willing to participate received a letter with information about the study; in cases where they did not understand the content it was also verbally explained before giving them a consent form and questionnaire. According to Babbie and Mouton (2001: 270) qualitative methods of data collection include observation, semi-structured interviewing, in-depth interviews, and literature reviews. This study used a qualitative research design that was primarily based on an extensive literature review and in-depth interviews with open-ended questionnaires. Neuman (2000: 112) explains that in-depth interviews involve a number of face-to-face and detailed discussions with selected people who represent different subgroups or sections of a wider community. One of the advantages of in-depth interviews is that respondents can express their opinions in a free and relaxed manner and can stress areas they perceive as important. One of the disadvantages of in-depth interviews is that it

is time consuming, and often difficult to transcribe and interpret the collected data. When the 97 participants completed their questionnaires, the latter were analysed.

The following section will provide analysis of the data provided.

### 3.7 Data analysis

Data analysis refers to "identifying patterns and themes in the data and drawing certain conclusions from them" (Mouton, 1996: 111). Qualitative data analysis includes grounded theory approach, analytical induction, narrative analysis, discourse analysis, and content analysis (Babbie and Mouton, 2001: 270). Content analysis was used in this study to interpret the in-depth interviews and literature. Content analysis involves collecting and organising information systematically in a standard format that enables the researcher to draw conclusions about the research topic (Babbie and Mouton, 2003: 491). The authors argue that in qualitative data analysis, data is interpreted in various ways and there is no universal orderly manner that should be followed; nonetheless; general procedures are suggested.

Terre-Blanche and Kelly argue that "an interpretive approach presumes that people's subjective experiences are real, that we can understand others experiences by interacting with them and listening to what they tell us, and that qualitative research techniques are best suited to this task" (in Terre Blanche and Durrheim, 2002:123). After transcribing the data, it was then divided into broad themes through the use of thematic analysis. "Thematic analysis is based on what is said in a text, how it is said and how often it is said" (Rugg and Petre, 2007:154)

Hence, in the analysis process, areas of interest were noted and documented into different sections to make sure when measuring differences and similarities there's no confusion. The themes are: development project, public consultancy, environmental sustainability, and limitations of participation.

- Development project

Public acceptance plays an important role in the success rate of various development projects. "Thus public opinion, perception, and satisfaction are the often key motivators for successful acceptance" (Choi and Lee, 1995; Bureekul, 2000; Huang et al., 2009). Norworthy (2000) points

out that community participation has been intensively promoted worldwide in the fields of rural development and natural resource conservation.

In the case of the Blue Lagoon project there have been protests by interested environmental groups, though the public generally seem to be happy and at ease with the development. According to Mark Andrews (2013) the Blue Lagoon beach project is aimed at removing ‘apartheid’ planning and transforming Durban beaches to meet world standard and attracts international tourists.

- Public consultancy

Gatherings that involve a group of people are usually faced with a many challenges in finding solutions of mutual interest. Democracy has taught us the importance of citizen opinion regarding the development projects that are directed at them. The government response to the increased democratic dissatisfaction of lately is to attempt to find and incorporate public opinion in policy making process. This means organising large-scale public consultations that move beyond the normal range of stakeholders to invite the citizenry at large to voice their views on important policy issues. According to (Culver and Howe 2003:1) citizen consultation is motivated by several objectives: to facilitate citizen participation in public affairs, to enhance citizens’ sense of political efficacy, to provide public officials with greater insight into the contours of public opinion, and to help shape public policy. But a number of practical shortcomings often undermine efficacy, namely the limited number of citizens who come forward to express their views, the limited policy knowledge of those who do participate, questions about whether the viewpoints of participants are representative of the population at large, and attendant scepticism on the part of policymakers about the value of the information generated. According to the research participants, it was clear that they did not have much knowledge regarding the importance of their participation in the project.

One of the obstacles to public consultation was the ‘knowledge-gap’, which refers to the difference in knowledge grasp between officials and citizens. According to Cheeseman and Smith (2001) officials expect citizens to have a solid grasp on the issues if they are offering input in the policy making process, but some participants have limited policy knowledge which generates scepticism about the practical value of their contributions. Citizens anticipate that their views will significantly influence policy; officials however use the consultation for other purposes which generate cynicism on the part of citizens. It is an important an admissible factor that some of the

people interviewed in the Blue Lagoon project were not locals with little or no knowledge regarding the development.

South Africa is part of the third world developing states. It is noted that, with development the environment is usually impacted, both positively and negatively. In the sections above, it was noted that the Blue Lagoon beach development project was subjected to protest from concern environmental groups and activists. The following section will discuss the relevance of environmental consideration during development.

- Environmental sustainability

Environmental concerns have become one of the major global issues that affects all nations individually and collectively (Garg 2006). According to Moldan et al. (2012: 1) the concept of sustainable development from 1980 to the present has evolved into definitions of the three pillars of sustainability, namely social, economic, and environmental. This section defines environmental sustainability, discusses its importance and why is it necessary in development projects. It also gives the advantages and disadvantages of environmental sustainability during development projects.

Environment refers to the surroundings or conditions in which a person, animal, or plant lives or operates. Sustainability can be defined as the ability or capacity of something to be maintained or to sustain itself. Hence, environmental sustainability is defined as responsible interactions with the environment to avoid depletion or degradation of natural resources, and to allow for long term environmental quality. Goodland, cited in Moldan et al. (2012: 6) states that environmental sustainability seeks to improve human welfare by protecting the sources of raw materials used for human needs and ensuring that the dislodge for human wastes are not exceeded in order to prevent harm to humans. Moldan et al. (2012: 6) argue that the term environmental sustainability has gradually become commonly established. The Commissioner for Environmental Sustainability of the Australian State of Victoria, P. Sutton, for example defines environmental sustainability as “the ability to maintain the qualities that are valued in the physical environment” (Sutton, 2004).

During planning [phase of a project it therefore is very important to consider the environmental, economic, and social aspects. Hence, Moldan et al. (2012: 6) identify five interlinked objectives for enhancing cost-effective and operational environmental policies in the context of sustainable development:

- Maintaining the integrity of ecosystems through the efficient management of natural resources
- De-coupling environmental pressures from economic growth
- Improving information for decision-making by measuring progress through indicators
- Enhancing quality of life in the social and environmental interface
- Improving governance and co-operation for global environmental interdependence

One of the important factors for environmental consideration before development project implementation is to identify potential hazards, and to identify mitigating measures in advance. “Ecological systems are significantly impacted by the built environment. Land use regulations and the built environment have posed significant impacts on natural resources” (A guide for municipalities: 2010). Incorporating sustainable practices therefore means introducing regulations that are ecologically sensitive and result in land use decisions that sustain natural resources and systems. The Blue Lagoon development project is taking place in a coastal area rich in biodiversity and it is important to strike a balance between the needs of a growing and changing population and the ability of natural resources to support this growth.

People in society have a right to engage in decisions that affects their lives. The following section will define, and discuss limitations of participation.

- Limitations of participation

This section firstly defines participation and contextualises it under development. It then provides the limitations of the Blue Lagoon beach study.

The IDS (2015) defines participation as a right held by all people to engage in society and in the decisions that impact on their lives. It is thus a political endeavour that challenges oppression and discrimination, in particular of the poorest and most marginalised people. Its processes enable people to see more clearly, and to learn from the complexities amid which they live and work. Via participation citizens or people can identify opportunities and strategies for action, and build solidarity to effect change.

Development projects, programs, or activities that involve people have their pros and cons “there are numerous advantages associated with public participation in planning and decision-making processes, there are also disadvantages” (MfE 1999, PWCNT 2002) When citizens are invited to attend meetings regarding development projects and only a few shows up that is a limitation in public participation. It may mean that there had been poor communication or that people are simply not enthusiastic about participation which is usually the result of their not being empowered or educated about the importance of their opinions regarding development projects.

Public involvement to development projects can be lengthy “public participation can be time-consuming and sometimes expensive. To do it effectively, organisations have to build capacity and train staff. If done poorly, public participation processes can result in loss of faith in the agency. A negative experience of the process may lead participants to have negative perceptions of the outcome, and they may be less likely to participate in future processes” (Wouters et al., 2015)

This section defined and discussed limitations of participation. It will now try to explain, and provide the shortcomings of this study

### 3.8 Shortcomings of the study

According to Berg “when researchers choose procedures for their study, they have to keep in mind some of the challenges that may surface in specific research settings, among certain research groups, and in unique research circumstances” (Berg, 1998). Hence it’s crucial to consider the limitations of any specific or general study.



In the process of interviewing the participants: time and language seemed to be quite a challenge. It was noted that part of the obligations to conduct a study in a leisure space with people from various 'clans' is their communication proficiency in language other than their mother-tongue in this case English. Interviews had to be conducted in English because some participants were not fluent in the language; this was a challenge between the researcher and participants. In resolving this issue, the researcher had to be more explicit giving enough details regarding a research question. Most of the participants were from the Nguni clan, hence their first language ranged from IsiZulu, IsiXhosa, and Sotho.

Locating project managers of some contracted company was difficult due to their tight schedules and the short time allocated for this study (six months). To solve this difficulty, the data collection period was extended and deputy or assistant managers were interviewed. (Blue Lagoon) and some were more having fun than paying attention to interviews. Time and weather were obstacles in the study. It was discovered that people are more cooperative in the morning than during the day and worst in the afternoon when they have to rush home. To solve this challenge most of the interviews were conducted in the morning and participants were sometimes allowed to leave with the interview paper. In hot blazing sun it was difficult for people to cope with the colour of the questionnaire (white) which made it difficult for them to read or cooperate with the interviewer. In these cases participants were also allowed to leave with the questionnaires and bring them back the following day.

Funding for this project was a limiting factor. To eliminate this difficulty, the budget for this study was reduced. For every qualitative or quantitative research, it is important for a research to have ethics. The following section of this study will discuss ethical consideration.

### 3.9 Ethical considerations

Conducting a research that incorporates society a researcher must bear in mind that certain aspects of social life might be involved. According to Blaikie (2009) argues that people are scared of being asked questions, therefore even if the question is innocent but it can be disturbing or traumatic for people. "It has therefore become normal practice for the ethical implications of a social research

project to be made explicit, together with the procedures used to deal with them” (Blaikie, 2000; 19). This aid to hinder conflict that might results between participants and the researcher.

Therefore, in conducting this study all participants were notified that their participation was voluntarily and they can withdraw at any time during the interview. This was applied by a researcher in conducting this study to make sure that there’s no conflict involved and the study is free and fair to each and every single participant. The following section will provide inform consent a form that serves as a contract between a participant and the researcher, to avoid conflicts.

### 3.9.1 Informed consent

When conducting a social study or any other study, it’s of fundamental importance to alert your participants about goals of the study, the positives and negatives of participating in the study, and how will the goals set be achieved. This allow for participants to be aware of everything that is happening on the study, and it enable them to make informed decisions in being the study participants. It is also crucial for a researcher not to provide or give away too much information since that might make participants to hold back information and that might jeopardise the study. Participants were informed about the nature of the study, how the data was to be collected, and were allowed to ask the researcher questions before commencement of interviews and after. In the interview questionnaire a consent form is embedded.

### 3.9.2. Confidentiality and anomnity

To guarantee confidentiality and anomnity, participants were assured that no one besides the researcher and the supervisor would have access to the recording. They were also assured that after transcription, records will be deleted and transcribed material be kept in the confidential and safe place within the university. They were also informed that they do not have to answer questions that that feel they’re not comfortable in answering, and that they can withdraw at any stage during the interview. Anomnity was assured and emphasised. Pseudonyms were used instead of real names.

In any investigative event where people are used as participants, there are many ethical dilemmas. Researchers need to exercise care that the rights of individuals and institutions are safeguarded (Polit and Hungler 1999:132-134).

### 3.10 Conclusion

This chapter has discussed the study area, as it said that this study was conducted on one of Durban beaches: Blue Lagoon beach. It gave a brief history on the discovery of Durban by the white settler called Natal.

It provided research methodology that was applied to conduct empirical component. All aspects of the research were given careful consideration and narrated as clearly as possible. The various research techniques for example: research design, sampling method, data collection method, participants and ethical consideration were fully explained. Hence, each of these techniques provided a fundamental insight and detailed the need for establishment of generation of new knowledge. The methodology used was the best practice for this study to extract non-biased responses from the participants. It made sure that during the interviews centrality was practiced by the interview and did not interfere or tempered or led the responses in any direction.

Now that this chapter have provided the study are and methodology applied by this study. The following chapter will provide findings and analyses

## CHAPTER FOUR:

### Findings and Analysis

In this chapter the findings and analysis of the data will be discussed. The factors that are reviewed in the analysis include exploring themes such as the importance of public opinion before project implementation. This chapter reflects on the findings from the 39 in-depth interviews that were conducted with the public: the Mhlanga Taxi Association, fishermen, formal/informal traders, and tourists. The interviews were conducted across the ‘golden mile’ beaches in Durban with strict focus on Blue Lagoon beach. Because of the tendency of beach users to get tired and lazy after noon (12h:00 pm), interviews were mostly conducted from 09h00 am to 12h00 pm and in the afternoons from 14h00 pm to 16h00 pm. The data was collected from December 2015 to January 2016.

In this chapter the study sample is outlined, preceded by problems affecting Blue Lagoon beach traders. Various areas of concern were identified during transcription and analysis of the data gathered. Therefore, direct quotes from participants are utilised in the transcription process to extend research findings. Hence this process provides a clear apprehension of various challenges or problems faced by beach users.

The following section will provide sample characteristics to ensure that all the participants were not minors. A minor in this study is defined as a person who is under the age of full legal responsibility, hence will need a parent or guardian permission to participate in this study.

#### 4.1 Sample characteristics

##### 4.1.1: Table 1. Demographic profile of the participants

PARTICIPANTS	GENDER	AGE GROUP	LEVEL OF EDUCATION	REASON FOR BEACH VISIT
1	FEMALE	20-39	OTHER	OTHER
2	MALE	20-39	TERTIARY EDUCATION	TOURIST
3	FEMALE	50-59	OTHER	TOURIST
4	MALE	20-39	TERTIARY EDUCATION	TOURIST

5	MALE	20-39	TERTIARY EDUCATION	TOURIST
6	FEMALE	20-39	TERTIARY EDUCATION	TOURIST
7	FEMALE	40-49	SECONDARY EDUCATION	TOURIST
8	MALE	40-49	TERTIARY EDUCATION	TOURIST
9	FEMALE	10- 19 YEARS	TERTIARY EDUCATION	TOURIST
10	FEMALE	10- 19 YEARS	TERTIARY EDUCATION	TOURIST
11	MALE	40-49	TERTIARY EDUCATION	TOURIST
12	FEMALE	20-39	TERTIARY EDUCATION	OTHER
13	FEMALE	20-39	TERTIARY EDUCATION	TOURIST
14	MALE	50-59	SECONDARY EDUCATION	FISHERMAN
15	MALE	50-59	SECONDARY EDUCATION	FISHERMAN
16	MALE	40-59	SECONDARY EDUCATION	FISHERMAN
17	MALE	50-59	SECONDARY EDUCATION	TRADER
18	MALE	20-29	SECONDARY EDUCATION	TRADER
19	MALE	60 AND ABOVE	PRIMARY EDUCATION	TRADER
20	MALE	50-59	SECONDARY EDUCATION	OTHER

The below figure provides data for statistical purposes only not because the gender of the participants might have any impact on the outcome of this study.

Figure1: Summary of participants by gender

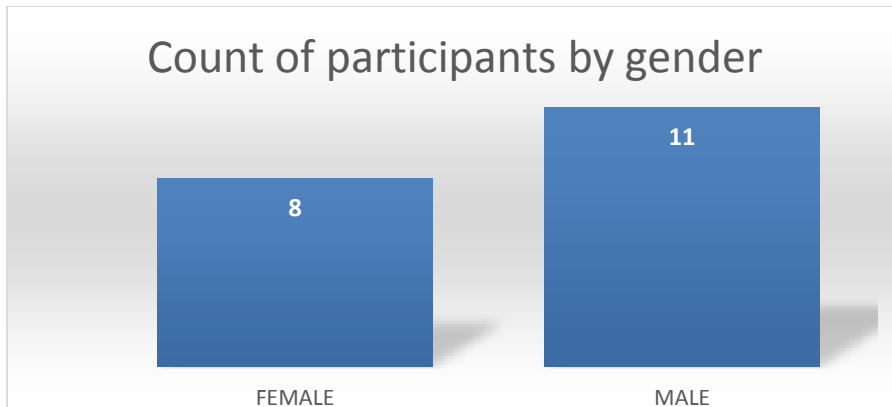
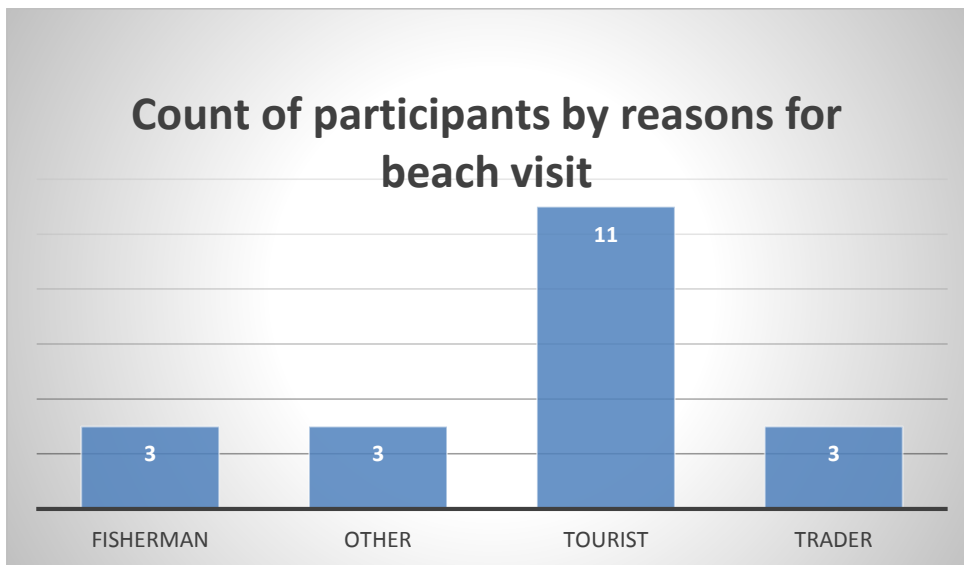
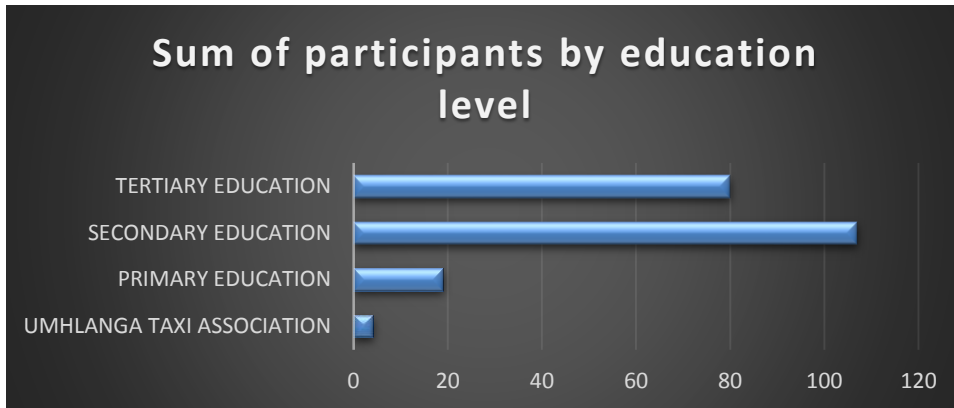


Figure 2: Summary of participant reasons for beach visit



The above figure provides the percentage of participants. The reason why there is a high percentage for tourists as participants is because they had to participate as individuals and not in groups. The low percentage for the fishermen, traders and Mhlanga taxi association is because they elected representatives to share their collective views.

Figure 3: Summary of participants by level of their education.



The above figure provides levels of education which sometimes influences public participation. The more educated a person or community is, the more likely they are to be confident enough to participate and have their views considered in development projects. On the other hand when a person or citizens are not educated, it creates reluctance in developers to adopt their views.

The below section gives a brief biography of the participants, this was done in order to make sure that the interviewer and the participants are comfortable and at ease in answering the questions.

#### 4.2. Getting to know the participants

PARTICIPANTS	BRIEF BIOGRAPHY	OCCUPATION	REASON FOR BEACH VISIT
One	My first participant was a young woman from Cato Ridge, a place that is close to Pietermaritzburg. She has two beautiful daughters she adores very much and is a graduate in School of Geography and Environmental management at the	Teacher	She states that, she enjoys taking a stroll on the beach just to get her mind focused.

	<p>University of KwaZulu-Natal. Her parents have been guardians to her daughters since she has been a student at the University of KwaZulu-Natal. She has siblings' brothers and a sister whom she loves very much and calls her best friend. She is a very polite young beautiful lady who loves her family</p>		
Two	<p>She is a very delightful young lady from China who recently got married to her high school sweetheart. She hopes to have children one day but fears that her job might not favor her wishes. She and her husband combine their monthly salaries and support not only themselves but their families as well. She states that with her savings, she will hopefully one day fulfill her dream, of owning a shop. Conducting this</p>	Self-employed	Enjoys the beach



	interview was a challenge due to the language barrier. My participant was not very fluent in English since her home language is Chinese		
Three	This participant is a twenty-eight year old student from Johannesburg. She came with her family to visit the beach. She is a model. She also loves cooking and watching television series and taking time out with her family to ‘exotic’ destinations	Student	Outing with family
Four	He is a hardworking, very friendly and outspoken individual. At 37 years old, this participant proved to be ambitious. He has been working on board a ship as an assistant to the chief engineer for six years. When at home, he runs a small workshop where he works as a carpenter. He works at the Durban	Engineer	Loves the beach

	harbor but when he has time he likes to spend it on the beach.		
Five	Is a 34 year old man from Eshowe, but now resides at KwaMashu. He is currently engaged to be married to the mother of his 4-year old son in the year 2015. He has a fiancée who works as a general teacher in one of the schools in KwaMashu.	Teacher	He enjoys spending time at the beach with his family and children
Six	This participant is a student at Durban University of Technology. She is currently doing her second year. She loves Durban, loves the beach, and loves spending time with her friends. She says she loves nature but also enjoys going to the movies now and then. She has two older sisters and one younger brother.	Student	Loves the beach

Seven	<p>Is a 32 year old man from Africa, who works as an IT specialist, He has been working for almost 8years. He has been happily married for 5years and has two boys and two girls. He loves the beach though he does not swim but his kids enjoy it very much</p>	IT specialist	He enjoys sitting on the sand and looking at his children swim.
Eight	<p>At 23 years old, this participant has great enthusiasm and positivity towards life. He completed high school at the age of 18 with good grades but unfortunately could not further his studies due to lack of funds. He is currently employed as a bartender on a cruise ship. He states that he took this job because the earnings are good and will enable him to further his studies. He aspires to be a doctor one day.</p>	Bartender	Just to relax

Nine	This participant is a 21year old graduate who has not been employed yet.	Unemployed	Enjoys coming to the beach for braai and having fun just to de-stress.
Ten	This participant is a student at Durban University of Technology who is 18 years old and currently doing her first year. She loves the beach and enjoys spending time there with her friends. When she finishes her studies she wishes to work for the EThekweni Marine Cluster (EMC) as she has a passion for marine economy.	Student	Loves spending time at the beach.
Eleven	This 33 year old single father to a young baby girl is a very humble, polite, and well-mannered individual. He has been a seafarer for the past three years. I could tell from the interview that he loves and adores his daughter. He states that he wants to provide her with everything that he never	Seafarer	To relax

	<p>had when growing up. When he is away at sea, his parents take care of his daughter. He and the mother of his child are separated. He believes that because he is away for so long, his work may have played a role in the separation. He also fears that this will have an effect on his relationship with his daughter.</p>		
Twelve	<p>This participant is a 35year-oldwoman from Musgrave. She has two children: handsome boy and a beautiful daughter. She loves both her children very much and is a graduate from the School of Geography and Environmental Management at the University of KwaZulu-Natal. Currently working for the Department of Environmental Affairs. She has siblings: brothers</p>	Environmentalist	Loves nature, loves the sea breeze

	<p>and a sister whom she loves very much. She is a very polite young beautiful woman who loves her family. She states that she enjoys taking a stroll on the beach just to get her mind focused.</p>		
Thirteen-Sixteen	<p>These participants said lived in the rural part of KwaZulu-Natal in the place called Nongoma. They revealed that they grew up in a poor family, raised by their late grandmother. Their parents passed away while they were still very young.</p> <p>One is a 39 year old male from Zimbabwe. He is currently not married but has two children. One is headed to college while the other is still completing his schooling. He has worked on the beach for more than 10</p>	Self-employed	Selling Goods

	<p>years. It seems like the shore is truly his home he said.</p> <p>This man is also a trader but usually fishes. He was once a car guard. He has a wife and kids; his wife is a secretary in one of the salon in Durban owned by a Nigerian. He also spends much of his time selling goods on the beach and showing off his art at Durban Front beach.</p>		
Seventeen and eighteen	<p>This participant is a fifty-nine years old father of Asian origin with four children and three grandchildren. He comes to Blue Lagoon beach to fish, and has been fishing therefore more than 20 years. He currently resides in the Phoenix area.</p> <p>.</p>	Fishermen	Fishing

Nineteen	This is forty-two years old male taxi driver, who has been driving taxis for almost a decade. He has been happily married for five years and has four children. He loves the beach though he does not swim but his kids enjoy it very much. He only enjoys sitting on the sand and looking at them swimming.	Taxi Driver	Family gatherings
Twenty	This is a municipal official. He currently manages a certain sector at the municipality and has a daughter who is studying overseas. He is happily married and loves his job because it brings unity and change allowing South Africa to realise its rainbow nation dream he said. He works on development projects for the city	Manager	Loves the beach



The following section of this chapter will provides analysis and findings of this study.

### 4.3 Analysis and findings

This section provides different themes that have been identified and provides analysis that were drawn in comparisons of the data and themes. The themes are categorised based on the interviews conducted with twenty participants who used Blue Lagoon beach before the temporary closure.

The findings are presented according to the groups of the respondents presented in Table 1 above. The responses of each group are presented separately under the following themes:

- Perception of the public on development project
- Influences and challenges of the public consultation
- Importance of ensuring environmental sustainability
- Potential limitations of public participation
- Recommendations.

#### 4.3.1 Perception of the public on development project

This theme provides an analysis of how the participants understood the Blue Lagoon beach revamp, and the importance thereof.

In all the interviews, when participants were asked to give their understanding or rather perspectives of the project, their answers proved that they did not have any clear idea about the project. This resulted in the researcher concluding that the participants did not have much understanding about the importance of their involvement or contribution to the Blue Lagoon beach project; they only knew that ‘something’ was happening. The following extracts are taken from the participants’ statements reflecting what they know about the project:

*“Nothing, only know that it would make the beach better looking.” (Participant 1)*

*“I’ve never heard about it.” (Participant 2)*

*“I don’t know a lot about it, I haven’t been to the beachfront in a while so quite clueless.” (Participant 3)*

*“I know nothing at all, only by physical observation.” (Participant 11)*

One vendor was not happy about their relocation due to the Blue Lagoon development project and complained that the relocation has disrupted their selling routine and inconvenienced both their customers and the vendors. He further said that the new area is not very conducive to selling their goods. When asked about his opinion regarding the project he said that:

*“... It is a way of transforming a beach to attract more tourists and for it to compete with other Durban beaches. And be more inclusive of all races.” (Participant 17)*

Other participants had this to say:

*“One may say it is, say to attract more people, and to gain itself profit. But I don’t know much about it.” (Participant 10)*

*“It is beautiful and this will attract more tourists from other countries.” (Participant 9)*

*“We are aware of it.” (Participant 4)*

The respondents thus had different responses regarding the Blue Lagoon beach project and it has affected them differently. When asked if they were familiar with the project, the responses from affected parties (traders, Mhlanga taxi association, and fisherman) were very different from that of tourists. They knew about the project and had strong feelings about it. In the interviews one could sense anger in the tone of their voices. Their response proved that they were aware of the project. One respondent said:

*“It’s good that the beach is being renewed but this project is taking too long to finish.”*  
(Participant 19).

The above participants was not impressed with the pace that the project is embarking on. The participant wanted to see the project finished as per the first proposal that the municipality made.

*“This project is causing unnecessary congestion a better plan was supposed to be made, that portion of the road is closed for no reason.”* (Participant 17)

One of the trader representatives complained that:

*“The project has inconvenienced them especially, now that it is the festive season their busy period as most people come to the beach for fun. But the beach is still not open and where they’re currently trading it’s not very convenient for their customers as the location is distant from the beach itself.”* (Participants 14, 15, &16)

As for tourists, some did not know about the project at all saying they did not even know where Blue Lagoon beach<sup>2</sup> was. Hence, they were not at all affected by the revamp project. They were very happy and looking forward to see it completed so that they could use the beach. There was positive feedback from tourists and some complimented the Blue Lagoon beach project saying that it would promote a healthy life style for everyone because of the ‘golden-mile’<sup>3</sup>.

Contrary to public opinion, the eThekweni municipality strategic development manager Mark Andrews had different views regarding the participation of the public. When asked about the process they adopted to alert the public about the Blue Lagoon beach project he said,

*“...before we begin with the development of the Blue Lagoon beach we had to identify stakeholders, and had to go and study the area and see who the users are?... then we*

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<sup>2</sup>Blue Lagoon beach is away from the beachfront hotels- tourists rarely venture far from their beach hotels

<sup>3</sup>Golden-Mile is the popular stretch of beachfront in the city of Durban, KwaZulu-Natal, South Africa, including the promenade that runs along with it. It runs roughly from South Beach (where the UShaka Marine World is located) to Sun coast Casino and Entertainment World in the north and now includes a route directly to Moses Mabhida Stadium. It ends in Blue Lagoon beach.

*communicated with the users through advertisement<sup>4</sup> and through press<sup>5</sup> telling people about the upgrade...and there would be a background document about the information that would be made available so they can learn about it...there would then be a direct approach with the environment consultant who would have identified a number of stakeholders and there were...quite a lot of them, that they have been identified but not as many as the rest of the beach front; because the area is not as densely populated as compared to the south, it has lot of hotels and all that...And certainly, there were lot of stakeholders such as the traders who traded on the area, the fishermen, that fish in the area...and... there was organisations like the wildlife foundation, parks people, coastal people. So there was a number of stakeholders that the environmental consultant have identified who will than approach directly for to tell them what we were doing, what we were looking to do...that was just start of it...”*

*“...once you than got stakeholders than they have understand what the interest is...we than start developing the plan, we than held a big workshop in January not a workshop but public engagement session, in January 2011...I think it was... where all stakeholders, again it was advertised in the press all stakeholders were invited to attend that; so they can give comments... once we got comments we then started developing the plan and refining the plan based on those comments... and more detail proposals were then submitted and advertised again; submitted to department of agriculture and environmental affairs for environmental authorisation for us to do the development... so that was the full kind of process and alongside that we also having independent sessions with some of the stakeholders group some of the last standing clips and there were some engagement with some of the fishermen who were concern about a possible loss of fishing opportunities there, and there was more specific engagement with traders who started traded there the informal traders who traded on the Blue lagoon and then ... quite intensive public engagement...”*

It is clear that the involvement of affected parties such as fishermen and traders was not taken to adopt and include their ideas on the project, but a mere formality to execute the Blue Lagoon beach

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<sup>4</sup>EThekwini Online-EThekwini Hosted a Public Consultation Meeting for the Blue Lagoon Informal Traders Accessed on December 2015 at: [www.durban.gov.za/government/media/press/pressitem/2012-05-03](http://www.durban.gov.za/government/media/press/pressitem/2012-05-03)

<sup>5</sup>Times Live on December 2015 accessed at: [www.timeslive.co.za/thetimes/2012/10/15beaches](http://www.timeslive.co.za/thetimes/2012/10/15beaches)

project. In the interviews the traders said that in the meeting they were not asked or even given an option to choose the area that they felt would be better for them to be relocated to. They further said that in they were merely informed about the changes in the meeting. They raised their concerns but it had no effect. The Business Support Area Manager, Mr Vase

Mchunu said that:

“The purpose of the meeting was to consult with the informal traders regarding all issues that prevailed as a result of the infrastructural upgrades at the Blue Lagoon area. The issues in question range from their relocation due to the constructions and the proposed trading structures that will be built...”<sup>6</sup>

Ripley and Franklin (1986) claim that a federal or decentralised system is one of the most complicating factors in programme implementations. It includes every institution or actor within the process of decision-making and even during implementation. It is complicated because each actor and institution strives to influence the outcomes of the process to maximise their own benefits. This trend is known as profit enhancement for the developer. From the manager’s comment it is clear that the structures being implemented are designed for the municipality to drain profit from informal traders.

As stated in chapter two of this study, there are various kinds of public participation ranging from paying taxes, protesting and petitioning, voting in elections, and attending community meetings. The World Bank states that “[p]articipation is a process in which stakeholders influence and share control over development initiatives and the decisions and the resources which affect them” (World Bank; 1996) Therefore, to merely invite citizens to community halls and inform them about what you have already planned for them without hearing their views cannot constitute active citizen participation.

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<sup>6</sup>EThewkini Online: (2012) ‘A Public Consultation Meeting For The Blue Lagoon Informal Traders’ accessed on December 2015 at: [www.durban.gov.za](http://www.durban.gov.za)

The participants were also asked how the revamp of the beach would affect their beach routines and they had this to say:

*“Yes, it inconvenienced me. I had to use the South beach which is inconvenient because they don’t have as much space to use for family picnics.” (Participant 1)*

*“Since it was close to home it required me to go to other beaches which are a distance from my home.” (Participant 9)*

*“I cannot access it now...” (Participant 2).*

Regarding the closure of the beach another participants had this to say:

*“It has not I’m not a frequent visitor.” (Participant 11).*

Comparing the responses coming from tourists and from daily beach users it is clear that the daily users were more affected by the closures than the tourists. A representative of the subsistence fishermen regarding the beach closure said that:

*“I fish there now that there’s this project I do not have any place to fish, look son some of us are still poor hence, fishing helps us a lot.” (Participant 17).*

When the participants were asked if they were consulted regarding the project and how the process would unfold, they had the following to say:

*“I wasn’t consulted I just saw the project when it began and there were signs that it was closed till further notice.” (Participant 1)*

*“There were notices around the beach.” (Participant 8)*

*“We attended a meeting with the municipality where we were told that the beach will be temporarily closed due to the development project, which that was a lie since today is not yet open.” (17&18)*

*“I didn’t know about it until a family member told me about the new changes that were taking place at the beach.” (Participant 9)*

*“I would imagine they have notices around the beach front letting residents know but, I haven't seen anything as yet... only found out now when I was asked to answer this survey that there's something going on.” (Participant 3)*

Judging from the respondents' answers it is clear that they had no idea what was happening at the Blue Lagoon beach. The process of consultation outlined by the strategic development manager seems to have accommodated mostly interested parties, namely Gidani Civils and the EThekweni municipality who benefited at the expense of ordinary citizens like informal traders and fishermen. It is evident from the interviews that even those who happened to have an idea of what was happening at the Blue Lagoon beach, the news was received through a top-down approach. They were merely told what had already been planned for them.

The only concern raised by the Mhlanga taxi association representative was traffic that inconvenienced them going to and from work. They also complained that the project implementation was not communicated to them in time or in 'proper' structures. Regarding the Blue Lagoon beach development project they had to say the following:

*“As taxi drivers we were not told, the only thing we saw were notices saying there will be a 'temporary' road closure.” (19&20)*

*“I don't use the beach at all but due to this revamp project as taxi drivers who use M14 road who is close to the beach every day we are affected by the traffic it caused since they have reduced the lane to accommodate this project which is taking way too long to finish anyway...” (Participant 19)*

*“It doesn't affect my travels, I travel to the beach via Durban CBD side, so there aren't any closures when coming from that side. And I haven't been to the beach in a while.” (Participant 3)*

Unlike rural areas where representation is usually made by the *amakhosi* (chiefs), there are councillors in urban areas to do that, but it seems as if counsellors are merely used as a mechanism to make the public understand the decisions that were taken without them. They do not represent the grievances of the masses but only convey the stakeholders' ideas to the public.

In South Africa, the introduction of *izimbizo* (mean a public gathering called by a chief in rural areas) provides a parallel process to that of representative participation through elected leaders and traditional structures, though this mostly happens in rural areas. In effect, while sanctioning representative participation, the South African government also claims to provide, through *izimbizo*, a direct method of public participation even though it has been criticized for being a purely public relations campaign. In urban areas due to modernisation and technological advancement, the assumption is made that every city dweller has access to and interest in the media. Most of the communication is thus provided via these lines, which does not result in active participation because people still believe in face-to-face communication. It is clear that people did not have an exact idea of what was happening at Blue Lagoon beach. According to some participants:

*“To be honest with you, I only knew about this project just now when you explained it to me before answering these questions. “Participant 10).*

Other participants had the following to say:

*“No means were made to let me know.” (Participant 2)*

*“Never been consulted.” (Participant 13)*

During the interviews it was clear that most of the participants did not know anything about the project; they only knew that something was happening after the erection of road closures and signs. The question remains how best to promote public participation? The participation methods employed by developers are different from what is stated on their system acts. As stated in Chapter 2, most municipalities claim to ‘involve’ the public in decision making processes which is not entirely true. Their (municipal official) approach to participation is different from the provisions of local government: the Municipal System Act, Act No 32 of 2000 identifies six important principles which guide public participation, namely “[i]nclusivity, diversity, building community participation, transparency, flexibility, and accessibility” (Elundini Municipality; 2007). Local municipalities believe that inviting communities to halls and informing them about projects constitutes participation. When asked for their opinions regarding the end results of the project they had this to say:

*“It is almost good since it allows people to enjoy themselves.” (Participant 8)*



*“Well it improving, developing the area. It makes the beach look more interesting and fun to visit.”*  
(Participant 9)

*“I’m sure it’s going to look amazing and maybe a bit more welcoming I suppose. Hopefully the revamp will put in place some safety precautions as well for the visitors...who knows ill only know when I see the end product.”* (Participant 3)

*“The end results might be the right way to gain profit and the beach may have more people that would come to it, more than it already does.”* (Participant 10)

*“It will be good it can be different from other beaches alongside Durban.”* (Participant 13)

*“It will look pretty, attractive, gives a sense... really of a holiday destination, neat too.”*  
(Participant 11).

The participants gave positive feedback regarding the outcome and end results of the development project. This showed that they were looking forward to a new and improved beach. When asked how the transformation of the beach would impact on them they said:

*“I’m not familiar with it, thus it will not.”* (Participant 2)

*“The transformation will be good; well I’m hoping it is. Why I say this, because usually people just come in with their cars park there, and have braai with friends, usually that ends up being dangerous and safety concerns are raised. So hopefully the revamp will help ease some of the public worries away, and be a safe place.”* (Participant 3).

*“To me it won’t make much of a difference, but to the environment it’s a cry-out for help.”*  
(Participant 10)

*“It really won’t make much difference unless, there is something specifically made to attract tourists.”* (Participant 13)

*“Visibility will be improved so has the sense of security.”* (Participant 11)

*“It is good any change is good because you may experience more lovely things.”* (Participant 6)

When the public official was asked if transforming Blue Lagoon beach would be good or bad for the public, this was his response:

*“As a responsible project manager, I’d like to think it’s very good for the public... And I think if you take our history as a country into account, we’ve had a history of beaches that were racially planned. The last time Durban beaches were planned and designed it was during the apartheid era. So we had beaches for the entire race group...one beach over here and a divisive beach for the coloured community... so now we looking at it are quite symbolic in terms of bringing the nation together and tying the different beaches together. Where everybody can enjoy all the amenities at the beach...because all of our beaches are quite different... look at a Blue Lagoon beach itself, is not a good swimming beach, it’s quite a dangerous swimming beach. As you go further north it becomes more dangerous there’s waves and tides, it gets rougher. So if you get on a northern area, it’s a good fishing area, when you come further south you get a Jet Ski beach, that’s good for jet skiing. So at the south you get a kite-surfing beach and south of that you get a nice surfing beach, number one surfing-beach below that you get new-beach, beach soccer, beach valley-ball. We got beaches for all different uses and all tied together with a promenade. If you go there on weekend you can see people exercising and living healthy life...and that’s what’s it about and I think it’s very good for the public.”*

The following theme of this study investigates influences and challenges which occurred during public consultation.

#### 4.3.2 Influences and challenges of the public consultation

This section provides an analysis of the influences and challenges which occurred during the public consultation process. It compares the data provided by public officials with that of the public to find a balance in the opinions of the two interested parties.

Local communities in various age groupings seem not to understand the essence of community participation. The city manager’s response displayed that there were no challenges in reaching or consulting the community. The media was used to inform the community about the project and to arrange community meetings with various stakeholders:

*“...again it was advertised in the press...all stakeholders were invited to attend that; so they can give comments... once we got comments we then started developing the plan and refining the plan based on those comments.” (Mr. Mike Andrews interview, September 2013)*

According to Xie et al. (2015: 226) the practice of public participation in developing countries has a relatively short history compared to that of developed countries. Therefore the practice of public participation might not be as good as that of the developed countries, developing countries can learn from developed countries.

Vumi Mchunu, the coastal area manager from the BSMU said, “[t]he purpose of the meeting was to consult with the informal traders regarding all issues that prevailed as a result of the infrastructural upgrades at the Blue Lagoon area.” Judging from responses from the participants interviewed the meeting that occurred was to merely inform the public about the changes that will take place on the Blue Lagoon beach.

Addressing business owners, Mike Andrews, the project executive of SPU, said they were planning on introducing modern technologies and building more entertainment centres such as swimming pools, to attract more crowds as it is a locally supported area. The project was expected to take about five months, hoping for completion before the festive season kicked in. “Our main goal is to have a proper food court that will accommodate all races of traders in order to reach out to a larger crowd and promote diversity.”(Media News on Blue Lagoon, March 2013) Contrary to this vision of five months, the project took more than twenty months to be completed.

When the public official was asked in an interview about the importance of prioritising participation during the development project, this was the answer:

*“It is very important as during the first phase of developing Durban beaches we faced with many protests from concern citizens and environmental groups. Therefore as Blue Lagoon beach project is the second phase of Durban beaches development there were no protests, and that result because there were public engagement between us and the people who use the area.”*

“A common theme cutting across potential obstacles to successful consultation is the role played by disappointed expectations. Officials anticipate large numbers of participants” (Culver and Howe; 2003: 1) and then only a few citizens participate, creating the impression of public apathy. The authors further argue that “[o]fficials expect citizens to have a solid grasp on the issues if

they are offering them up as input to the policymaking process; some participants have limited policy knowledge, engendering scepticism about the practical value of their contributions.” (Culver and Howe, 2003: 2). Cheeseman and Smith (2001) argues that: “citizens, meanwhile, anticipate that their views will significantly influence policy, but officials use the consultation for their own purposes generating cynicism on the part of citizens”(Cheeseman and Smith,2001: 86).“By this manner of reasoning, one important measure of success for public consultations is the degree of congruence between the actions and expectations of citizens and officials” (Culver and Howe, 2003: 2).

This study has highlighted the fact that participation practised by officials is different from what is expected by citizens. As much as the municipality claims that there has been consultation between it and the public, the majority of the participants disagreed, and those who were ‘consulted’ felt that their opinions were not considered in the top-down approach. It was evident from the interviews that the fishermen and informal traders were not happy about the Blue Lagoon beach project. The traders were especially worried about their futures and concerned that they might be charged for trading in the area. This was confirmed by a manager who said that

“...our main goal is to have a proper food court that will accommodate traders of all races in order to reach out to larger crowd and promote diversity. The infrastructural upgrade is also aimed at bringing more business activities and the traders will be segmented according to their types of business e.g. those who are dealing with perishables will have their own space in the food court and others will be accommodated elsewhere.”<sup>7</sup>.

This statement proves that the Blue Lagoon beach development project is aimed at generating profit for the city from the poor.

#### 4.3.3 Importance of ensuring environmental sustainability

Due to the importance of environmental protection and preservation, it is important for any development project to prioritise environmental sustainability. According to their website, The

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<sup>7</sup>Mike Andrews (2012): eThekweni Online ‘A Public Consultation Meeting For The Blue Lagoon Informal Traders’ accessed on December 2015 at: [www.durban.gov.za](http://www.durban.gov.za)

Department of Environmental Affairs (DEA) is mandated to formulate, coordinate, and monitor the implementation of national environmental policies, programmes, and legislation. In their participation in World-Wide Fund Living Plan Conference which took place in Johannesburg in November 2013, the government's focus was on green economy.

Furthermore, the EThekweni municipality in their Phase II proposal document (this is a strategic environmental assessment document) prioritise important principles for environmental sustainability:

- Enhancing the importance of the beachfront as one of the city's key economic assets.
- Recognising the social importance of areas which for people live in, work in, and visit.
- Considering key environmental issues, such as coastal management and safety, through environmental design.

During the study, participants were asked to define their understanding of environmental sustainability. Most seemed to understand it as some said:

*"It refers to protecting the environment all the time." (Participant 7)*

*"Is the ability to protect and preserve the current environment for the benefit of the future generations" (Participant 1)*

*"It means using the current environment without compromising it, so that the future generations will benefit from it." (Participant 2)*

A public official when asked what environmental process was undertaken to make sure that the ecosystem is not affected during and after the project is completed, said:

*"There were certain specialist studies done about ecosystems... we also had professionals on board that were assisting us so we had the likes of Dr Alisa Poole working with us on a professional team looking at a dunes system and the planting and the likes so we believe through all the work we have done at the beach, we contributed significantly into the biodiversity on beach front...when you on the promenade, on the sea side of the promenade we created that dune system... you'll be seeing the plants next to the promenade... on some sections where we needed*

*to do some protection on the hard work we've putted in what we call giraffe containers, those fabric bags we buried those below ground... and to protect our infrastructure if there were big storm surges and those we designed obviously with environmental mind they're soft engineering solutions they are not like concrete walls and that sort of a thing... which if they get damaged or washed into the ocean they don't pollute or cause danger to users of the beach." (Participant 20)*

Below is an illustration of the bags mentioned in the interview answer above:

Figure D (i): Photo taken with Blackberry Smartphone at Durban beach in December 2015.



The dunes help to protect the biodiversity of the plants which then attract birds and ants. The official further said:

*"The dunes has been shown to be quite effective and as previously we used to get a lot of wind-blown sand onto our walkway, when the wind blows in October-November we get the sand blowing off the beach onto our promenade, so that dune catches the sand and its settles there, so it has been very effective in managing sand, wind-blown sand and it also create diversity of the plants that we got growing on our beach front. We now are starting to see some bird that we never seen on the beach front before, we started seeing insects and butterflies as well all good for the environment." (Participant 20)*

According to Morelli (2011: 5) environmental sustainability could be defined as a condition of balance, resilience, and interconnectedness that allows human society to satisfy its needs while not exceeding the capacity of its supporting ecosystems to continue to meet those needs. Morelli (2011: 4) further argues that if it can be agreed on that a sustainable environment is a necessary

prerequisite to a sustainable socio-economic system, then it also makes sense that the actions we take to remove threats and to foster environmental sustainability would contribute to such a system. While ecosystems range “from those that are relatively undisturbed, such as natural forests, to landscapes with mixed patterns of human use, to ecosystems intensively managed and modified by humans, such as agricultural land and urban areas”(Morelli,2011:5),

Environmental sustainability is important because climate change-related hazards are ongoing and increasing. According to Olinger et al. (2012: 1) they pose a serious threat to the achievement of the millennium development goals (MDGs) as they have the potential to reverse years of development gains. Therefore, “Tackling the climate is a need for justice: developing countries have 98% of the seriously affected environments and 99% of all deaths from weather-related disasters, along with over 90% of the total economic losses, while the 50 least developed countries contribute less than 1% of global carbon emissions” (Olinger et al.,2012:1).

The participants were asked to share their views on the importance to protect and preserve the environment during and after the development project. They had this to say:

*“Yes, it I think it is very important, because mankind needs the environment a lot more than it needs them so preserving the environment maybe a way of saving us all.” (Participant 10)*

*“Yes, preserving the environment is very important. The environment is an important part in any person’s life. With plants for example allow for photosynthesis to take place, which from what I’ve been told it is a very important process. We need the plants, the animals and all living organisms for the ecosystem to be effective. So if during the development project we choose to ignore the environment we will be damaging this beautiful planet for future generations. They won’t be able to know what beauty looks like, if we want future generations to only read about the beauty that was, in history books. Preserving and protecting the environment is indeed important that’s why activists groups formed and are indeed necessary.” (Participant 3)*

*“I think it is very important to preserve the environment because our sustainability as human race depends on it.” (Participant 1)*

*“It is very much important. Habitat loss is a serious threat to our province.” (Participant 5)*

*“Very much, I feel we need not to lose our natural inheritance in the name of development.”*  
(Participant 11)

There was positive feedback from the participants regarding the importance of environmental sustainability. According to Admin (n.d) air pollution, water pollution, and spreading diseases among people are the main effects of environmental un-sustainability. Developing and implementing a sustainability strategy can be a major undertaking requiring corporate focus, time, resources, and commitment. Brussels (2007) argues that the complexity of having a number of different interrelated project components can result in slow progress. This is because economic, social, and environmental concerns have to be considered together. The interrelation between the three systems (economic, social, and environmental), is very important to be taken into consideration, without one being prioritised above the other. Hence, sustainability is the endurance of systems and processes.

Figure D: Sustainable reporting (accessed at [evsustain.blogspot](http://evsustain.blogspot), July 2015)





This section of this study provided and analysed the findings regarding the importance of environmental sustainability during development projects. It gave the views of the public and those of public officials.

An analysis of the potential limitations of public participation is given below.

#### 4.3.4 Potential limitations of public participation

Community participation influences the direction and execution of community projects in contrast to communities merely being consulted and receiving project benefits. According to Burkey (1993: 255) participation if it is to be practiced in the true sense of the word, should be more than a policy statement. For a development project to be inclusive “The conditions for creating public participation is to (One) encourage the advantage image of project agent (Two) provide the information to the people from preparation phase of the project and (Three) promote participation in every step of the project to make sense of belonging by working as a partnership”(Bureekul ,2000:67)

The potential limitations of public participation include lack of effective communication with stakeholders and project developers. This was one of the concerns raised by a participant who said he used the beach for trading. When a public official were asked what measures were put in place to compensate for the inconveniences caused by the transformation project, the response was:

*“I think that we are trying to soften impacts because we did this last section and phases, so we did work along on the western side of the freeway...where the Engen service station is... we did that section first and open that up. So that those braai opportunities are now available, while us doing the other side on the eastern side of Ruth first free-way. So there are now braaing opportunities. You will see if you go down on a Saturday or Friday afternoon or Saturday, Sunday...there have been opportunities and there have been some public sacrifices...as they say no-pain-no-gain.”(Participant 20)*

It is further argued by Murphy (2003) that if members of the public are not informed about their rights to participation, they neglected in the development project. According to Murphy (2003: 1)

the value of everybody's contributions to the decision making process, from elected decision makers to members of neighbourhood associations, can be hindered by apathy, selfishness, and deficiencies in knowledge. Citizen empowerment is crucial in enabling effective participation in development projects since developers view locals as incompetent and time wasters.

Glenn (1978: 6) argues that with the advent of low-cost radio, copying machines, satellite television, fax, the internet, and cyber cafes, the general public anywhere in the world can easily inform themselves about global affairs. As these technological capacities become more interactive and less costly, more people can become involved in the decision making processes that shape their future. This growth creates a demand for social technologies of freedom. This study argues that without empowering and educating citizens about their rights to participation, technological advancements will still be fruitless as far as participation is concerned.

Another potential limitation for the project was selfish motivations; "people are disposed to pursue their own interests, even if they hold noble intentions to further the public good" (Murphy, 2003: 2). As much as a project is proposed for the benefit of a community, if they do not show up at meetings, it has a negative impact on participation. Murphy (2003) states that the reason for this is based on selfishness; the term *Not in My Backyard* (NIMBY) is commonly used to describe how people who live close to a proposed development site try to block a development which has community benefits, to further their own interests.

The common limitations or criticisms in public engagement processes are that they are not representative, usually cost too much, and according to Murphy (2003: 3), take too long, and do not adequately address power imbalances and political considerations. This is true for the Blue Lagoon project. The SDU (Strategic Development Unit) manager said:

*"The participation process began in 2011, while the project was implemented in March 2012."*  
(Participant 20)

Socio-economic status is a limitation to public participation. People who regard themselves to have low social status are not confident in participating "Disadvantaged and minority people are less likely to participate in major land use planning processes tend to be wealthier, more educated, from an Anglo-Saxon background and older than the general population" (Murphy, 2003: 4). This is also true in the current study as shown in Figure 3. A summary of the participants by level of

education showed that almost 80% were educated while less than 20% had primary or no formal education. Bram (1996: 149) argues that another challenge with representation is ensuring that the views of minority members of society are reconsidered, even though they might not have the numbers to generate widespread support.

According to Thomas and Elliott (2005) and Davies (2002) research suggests that those with the most influence in community engagement processes are most satisfied with the processes, with their influence including both power and politics. Loughlin (2000) argues that: “politics can be seen as the result of contests which occur whenever attempts are made to secure authority over others, while power is commonly understood as the ability to produce intended effects” (Loughlin, 2000: 6). Hence, Booher and Innes (2002: 1) argue that town planning and environmental decisions are inherently political as they establish priorities and allocate benefits to further the common good.

When the municipal official was asked if the Blue Lagoon project was part of the government’s integrated development plans (IDPs) he responded:

*“It integrates different elements of IDP strategy in terms of economic development. It’s certainly improved our economy, particularly the tourism aspect and if you look at some hotel occupancies on our beach in terms of leisure previous, we had much more hotels occupied by business conferences. Now you see more occupancy from leisure people come down from Gauteng province...they come on holiday much more than before...so on tourism and economic perspective it has huge impacts. On recreation and keeping up our citizens healthy it certainly has impact on that side? Also on environment and tourism, environment and diversity, biodiversity think it contributes in many ways to the IDPs and plan contained in the IDPs.” (Participant 20)*

On the EThekweni Municipal website (n.d) it is stated that all local communities and other key stakeholders have been involved in preparing IDPs in an enormous consultative process throughout the municipal area. The municipality’s IDP vision for 2015/2016 is

To facilitate and ensure the provision of infrastructure, services and support, thereby creating an enabling environment for all citizens to utilise their full potential and access opportunities. This will enable citizens to contribute towards a vibrant and sustainable economy with full employment and thus create a better quality of life for all (EThekweni Municipal website, n.d.).

Thus the Blue Lagoon project forms part of the IDP strategy.

The focus is on citizens doing things for themselves, with local government providing the support to make this happen. Not only is this approach more effective in a context of scarce resources, but it also has overwhelming support from citizens and civil society groups who are eager to work in partnership with local government to make development happen.

To enquire further into community protests, this study asks whether there has been community resistance to the Blue Lagoon project. The response was:

*“No, not on the Blue Lagoon beach project one, We have lot of resistance when we started with the original one and people said you not going to do this, it never going to happen...but since we’ve shown what we could do under the regional face. The one that we did before 2010 there wasn’t much... it was an easy process compared to the first face...before 2010 it was very difficult people did not believe we can do it, they did not see the big picture. In this second phase following the success of the first phase it wasn’t totally difficult.” (Participant 20)*

It is clear that when officials have already made plans, the public may raise concerns, but nothing changes. When Participant 20 was asked when the Blue Lagoon beach project would be completed it was clear that he did not know.

He said, *“The surfacing of Blue Lagoon beach is incomplete but, the coastal people are concern about the erosion of the promenade itself. They asked, if we put some big rocks around a promenade to protect it from the big waves? So we busy with that now and that should be finished by March next year and at that point we will open up the promenade. We do have in this whole process, we have been talking to traders and we do want to put trading facilities formal trading facilities. On the promenade itself so the central area of the promenade might be blocked off for a while, the public will be allowed once we do that.”*

The traders opposed the formal trading structures who felt that the municipality wanted to make a profit from by treating them as tenants.

*“We oppose the establishment of formal trading spaces, as the municipality want to make profit from us.” (Participant 16)*

According to Simon and Davies (2013: 40) many of the challenges that social innovations aim to tackle, such as obesity or climate change, are extremely complex problems where responses require significant behaviour change. For this reason, solutions cannot be “delivered” to people. Rather they require citizens’ participation and “buy-in.”

The authors further argue that:

[i]nforming about present states: refers to all the ways that citizens can provide information about their current experiences. This information is critical to the development of social innovations. Therefore, developing future solutions refers to all the ways in which citizens contribute and shape new ideas. These might be ideas for entirely new innovations or simply improvements to existing services. In some cases, citizens will provide fully formed ideas and in others they will collaborate with organisations to develop ideas in partnership.

Thus in cases where the abovementioned solutions do not take place participation tend to be a challenge.

In this section different themes have been distinguished, discussed and provided analysis that formulates scrutiny in themes and data. It analysed the limitations of public participation, and the responses from the public and the municipal official to get an understanding of participation limitations during development projects.

This study now provides recommendations.

#### 4.4 Recommendations

This study has concluded that there is still a lack of understanding between the public and municipal officials. It is noted that there is a huge need in the region for people to be informed and empowered regarding their rights to participate in development projects. It was noted that there were few people who knew about the project versus most of those who did not know. It proves that there is room for improvement needed regarding public participation. Various strategies highlighted by this study can be of much assistance for successful public participation in

development projects. The Arnstein's (1969) ladder of participation and Burkes (1969) five strategies of meaningful participation can assist a lot in understanding public participation. The contribution by John Gaventa, Fung and Wright and Cornwell can be very instrumental in the execution of participation.

Many of the noted limitations of the public can be addressed by ensuring that community/ citizens' engagement processes mitigate these limitations. The potential of citizen engagement need to be realistically assessed in both its strengths and weaknesses. Murphy (2003: 7) argues that the positive and negative aspects of community engagement need to be considered when deciding to what extent the public can be involved in a decision-making process. It is therefore important for the municipality to provide practical and appealing ways for citizens to participate in development projects.

#### 4.5 Conclusion

It can be deduced from this section that the public's opinions were not considered during the Blue lagoon beach project. This is concluded due to the lack of information gained from the participants' responses, when asked about whether they were consulted during the project. It is clear that municipalities and/or government still have a huge responsibility of educating the public about the importance of their participation during developmental project. The public, especially in cities still feel that any development project that occurs is not their responsibility, and that they have no say into it. They still feel that it's only those employed by the municipality or other government officials who have the right to comment on development projects.

Hence, primary data in this chapter have been provided and presented in theme forms collected from the interviews that were conducted in Durban with municipal officials, traders who trade on the beach, Mhlanga taxi association as road users' representatives, tourists, and fishermen who fish in the area.

The themes were: 1. influences/challenges of public consultation, this study noted and concludes that there were challenges in public consultation. People were invited to attend public meeting but they did not come in their numbers. Challenges were due to the fact that people had other commitments and the fact that meeting were held during weekdays where most of people have to work. 2. Importance of environmental sustainability, this study have noted that the municipality tried to address environmental challenges and put in place mitigation measures. The dune system was implemented to try and avoid erosion. 3. Potential limitations of public participation, this study noted that there's a huge need for government to educate its people about the importance of active public participation. People still feel that project that occurs in urban areas are not for them to comment. They still feel that it is the responsibility of those in government to municipal employment to make decisions. Therefore, such mentality is a potential limitation in public participation.

This study noted that the project affected the participants in different forms. For Mhlanga taxi association, it contributed to traffic congestion and made moving from Durban north to the Durban central business district be difficult. For fishermen the development affected their subsistence fishing, they were not allowed to fish during the duration of the project that had a negative impact on their livelihoods.

Traders since their business depends on the availability of tourists, their businesses were affected as the tourist were not using the beach during the construction period. The area that traders were allocated was not convenient enough for their business and the competition was very high. The Blue Lagoon beach project most affected the informal traders compared to formal traders.

## CHAPTER FIVE:

### Conclusion

This study has critically investigated the public participation in the Blue Lagoon beach development project. Central to this study, it is widely argued that increased participation in government decision making produces many important benefits. It is difficult to envision anything but positive outcomes from citizens joining the policy process, collaborating with others, and reaching consensus to bring about positive social and environmental changes. According to Graham and Phillips (1998: 1) “one way governments have responded to the heightened democratic discontent of recent years is to seek greater input from citizens in policymaking processes. This often means organising large-scale public consultations that move beyond the normal range of stakeholders to invite the citizenry at large to voice their views on important policy issues.”

This study was motivated by problems such as lack of consultation, active participation, and public opinion consideration by developers encountered in public participation in the Blue Lagoon beach development project. It has provided a literature review and analysed key considerations to determine whether community participation in the Blue Lagoon project was effective in terms of the project implementation. The aim was to establish whether proper processes of public participation were conducted by the EThekweni Municipality before implementing the beach transformation project and to highlight the challenges which are associated with public participation processes.

In chapter 1 this study was introduced and the statement of the problem which is public participation in the Blue Lagoon beach development project was outlined. This study was very important into investigating the participation processes applied by developers in including public opinions on the Blue Lagoon beach development project



In Chapter 2 this study provided literature by pioneers of public participation Sherry Arnstein who is author of *the ladder of participation* which is one of the important elements in public participation, and Edmond Burke author of participation strategies. In this chapter According to Rosener (1987) the importance to involve the public in political decision making is hardly challenged in the literature. There is how ever a “dispute over the necessary structures of and procedures for participation, and over the position and authority of the public to take part in the decision making process” (Almond and Verba, 1963; Pollak, 1985; and Fiorino, 1989).

This study further provided and explained the five main public participation theories, namely implementation policy, public policy, context of public policy, public participation, and context of the beach. It explained the relevance and importance of these theories forth study. Chapter 2 defined implementation policy as a set of guidelines that are clearly outlined and contain predicted outcomes to address specific problems. It stated that policy is a hypothesis containing initial conditions and predicted consequences. Pressman and Wildavsky (1973) define policy implementation as a process of interaction between the settings of the goals and actions geared to achieve them. According to Howlett and Ramesh (1995), policy implementation is where decisions are translated into action. Implementation is therefore defined as the process whereby programmes and/or policies are carried out, and plans are translated into actions. . But this is not simple exercise, as most of us may know. According to Linder and Peters (1991) policy implementation involves much more than just executing previous decisions or matching goals with means.

This study has discussed public policy as defined by Anderson (1984: 10), namely a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern indicating that policies are created by key actors to address certain problems. It also implies a relationship between problems, actors, and relative actions in the public policy process. William Jenkins (cited in Howlett and Ramesh, 1995: 5) emphasizes the notion that public policy often engages a set of actors rather than a single actor. According to Hill (1997:7), public policy "consists of a web of decisions and actions that allocate values." This set of interrelated decisions concerns the selection of goals and means of achieving them within a specified situation. Hill (1997) adds that this "web of decisions" may take place over a long period of time as issues or problems at

hand evolve overtime. As a result, policies themselves change due to changes in the environment, resources becoming scarce, or the problem stabilising.

For the purpose of this study public policy was conceived as a desired purpose or cause of action taken by the government in order to achieve specific goals. In addition it was defined as a governmental obligation to enhance growth and efficacy in all its spheres or organs for improved service delivery to the community it serves. As one municipal official in the interview said that certainly, there were a lot of stakeholders involved such as traders, fisherman, environmental organisations and Mhlanga taxi association representatives.

The study has identified the advantages of public policy, as it said that public policy breaks down the complexity of the participation process into a number of stages and sub-stages so that it can be investigated separately or in relation to the others. It Allows for numerous and complex cases to be analysed in a comparative manner and at each stage of the cycle. Public policy can be used locally by agency, national by government and international in United Nation level.

This study contrary to the advantages it provided, it has also noted the disadvantages of public policy. It said that public policy can be misunderstood to mean that policy makers use a systematic, linear, and logical system all the time. Hence, There is no indication of who and what drives the policy from one stage to the other and why. Different factors and actors play different roles for different reasons.

Public policy is thus very good as an analytical tool but not as a practical tool. This study has also explored the concept of the public policy context and refers to Grindle (1980) in Chapter 2 who argues that policies are never implemented in a vacuum, but in a context comprising of existing system or settings which regulate certain actions. Since our government is a representative democracy, an effective policy-making process is meant to ensure that all relevant viewpoints are heard, and that the rights of individuals are protected. Whether you are a vendor, a tourist, or an environmental organisation, public policy ensures that your views and rights are protected at all costs. Within the councils or municipalities there are legislations in place for public protection which are unfortunately theorised most of the time, but not put into practice.

This study further focused on the five public policy contexts the government, political, economic, cultural, and social. All these five public policy context are relevant in promoting public participation.

The study discussed participation taking into account that public participation is getting more attention in South Africa, especially at local government levels. It defined public participation as a method/instrument that allows people a right and a duty to participate in government. It further argued that there can be various participation forms ranging from paying taxes, protesting and petitioning, voting in elections, to attending community meetings. While there are many public participation definitions Buccus et al. (2007) suggest that a useful starting point is the World Bank which states that “[p]articipation is a process in which stakeholder’s influence and share control over development initiatives and the decisions and the resources which affect the” (World Bank, 1996).

Public participation was central to this study because the main focus is participation. Participation plays a significant role in: (i) enhancing development and service delivery, (ii) making governance more effective and (iii) deepening democracy, especially since South Africa is a democratic country. In Chapter 2 of this study Buccus et al. (2007) states that the basis for public participation in local government in South Africa is outlined in key legislation publications like the *Municipal Systems Act* of 2000, and key policies like the *Draft National Framework for Public Participation* of 2005, and the *Draft KZN Community Participation Framework* of 2007.

The study has provided the study area, it explained the beach context by giving a brief historical overview of Durban beaches and introduced the focus area of the study. It defined and discussed the role that apartheid played in dividing public spaces. It further explained the roles played by ‘grand apartheid’ and ‘petty apartheid’ in societal exclusions. This section of the study used images to illustrate different versions of Durban beach: under the apartheid government, and now under a democratic government.

Arabindoo (2010) argues that public spaces are turning out to be an essential part of the new repertoire required to promote the city of Durban to potential investors as well as to raise its international profile. In this study it was evident that even though what Arabindoo argues above is

true. The Blue Lagoon development project not only promotes the city of Durban to potential investors but, play a huge role in special transformation by eradicating apartheid legacy.

This study has defined apartheid, as it have said above that it is the Afrikaans word that means “apartness” and/or “separation” or a social policy or racial segregation involving political and economic and legal discrimination against people who are not Whites. There were huge divisions during the apartheid regime in South Africa which were visible in the use of public spaces (in this case beach usage) allocated to Natives (Blacks) and Europeans (Whites) because apartheid policies promoted social divisions.

According to (Bray 2012) the Separate Amenities Act of 1953, included a clause stating that separate facilities no longer had to be 'substantially equal', thus allowing the government to provide better facilities for whites:

The Native Laws Amendment Act (1957) prohibited Africans from going to church services in white areas. However, despite the lack of protest by the Dutch Reformed Church, the law was not enforced and some churches became the rare public places where cross-racial gatherings persisted. Somewhat ironically, the only other places where this occurred were in nightclubs such as the Catacombs and Navigators' Den, famous for drug-dealing and prostitution (Bray; 2012).

it is evident from this study that the Blue Lagoon beach development project was partly a way for the EThekweni municipality to try and correct the injustices of the past by transforming public spaced that were divisive during apartheid to make them more inclusive.

In Chapter 3 of this study the methodology was discussed. In this study a non-probability sampling method was used by the researcher, unstructured interviews (one-on-one) were used as tools of data gathering which was useful to establish participants' perceptions regarding things directly impact on the participants. Focus group discussions were also held but the participants preferred to have someone present their views on the project.

The data was collected, organised, and transcribed for analysis. It was noted that besides the fact that the project inconvenienced fishermen, traders, and Mhlanga taxi association road users, the

participants were not very enthusiastic about having their opinions because of the failures experienced in previous projects. They felt that much as they would like to have their opinions heard they would likely be ignored as it has happened previously. The project did not have much impact on tourists as they have 'better' alternatives than the fishermen. The traders and M14 road users also did not have much of a choice.

In Chapter four this study analysed the findings. It was evident from the response received during interviews that the public did not feel that their concerns were taken into account. This chapter also provided four objectives; it was evident from the first objective that the public did not feel part of decision making. One of the participants during an interview said that their concerns were not addressed relating to the location that they were assigned to, they were not happy with it but either way they were located to it. This clearly proved that the municipality applied the 'top-down' approach into 'including' public opinions.

On the second objective there was not much impact caused by the lack of public participation or consultancy. This is due to the fact that the Blue Lagoon beach development project formed part of other projects that took place along the coast forming a 'great mile'. Hence, it was the second phase of the coastal rejuvenation projects headed by the EThekweni municipality.

Regarding the third objective this study concludes that the EThekweni municipality followed authorized environmental practice in ensuring environmental sustainability. During an interview with one of the stakeholders it was evident that before the project was implemented the permission was requested from the Department of environmental affairs, once granted the environmental consultant was part and parcel of the project suggesting and implementing environmental sustainable procedures. For example to prevent erosion and sea surges the dune system was applied.

On the last objective this study concludes that the Blue Lagoon beach development project was part of municipality's Integrated Development Plan Strategies (IDP's). IDP is a government mechanism or approach to planning that involves municipality and its citizens in finding the best solution to achieve good long-term development. In this study it was evident that the public participation was more of the compliance requirement, rather than to listening and accommodating citizens' views within the development project.

The study found that the Blue Lagoon beach development project faced the following challenges:

#### Perception of the public about the development project

This study provided an analysis of how the participants understood the Blue Lagoon revamp project, and the importance thereof. In all the interviews, when the participants were asked to give their perspectives of the project, it was clear that they did not know much about it at all.

They knew that ‘something’ was happening at the Blue Lagoon beach, but had no clue about the importance of their own involvement in the project. This can be due to the fact that they did not receive or note any public notices inviting them to public participation for the Blue Lagoon development project. It can be concluded that those who were fortunate to attend these public participation meetings their opinions were not considered.

It was noted that during this study there were many inconveniences caused, one vendor who was not happy about the project said that it disrupted their operation since they sell their goods on the beach and were relocated to a place that is not convenient for selling. Being asked regarding the project he said that:

“It is a way of transforming a beach to attract more tourists and for it to compete with other Durban beaches. And be more inclusive of all races.” Most of participants during the interview showed that they had no problem with the project, the only problem that they had was that of not being involved in decision making.

The following section will further elaborate the challenges and influences that were endured by the public participation process implemented by the eThekweni municipality Blue Lagoon beach project leaders.

#### Influences and challenges of public consultation

This study provided an analysis of the influences and challenges which occurred during the public consultation process of the Blue Lagoon project. Local communities in various age groupings did not seem to understand the purpose of community participation. The media was used to inform the community about the project and to arrange community meetings with various stakeholders:

According to Mr Mike Andrews, "...again it was advertised in the press...all stakeholders were invited to attend that; so they can give comments... once we got comments we then started developing the plan and refining the plan based on those comments" (Interview, September 2013). From the study it was however evident that not many people participated in the project. A common theme cutting across the potential obstacles to successful consultation is the role played by disappointed expectations. Officials anticipated large numbers of participants, but fewer citizens than expected showed up, creating the impression of public apathy.

Officials expect citizens to have a solid grasp on the issues if they are offering them up as input to the policymaking process; some participants have limited policy knowledge, engendering scepticism about the practical value of their contributions. Citizens, meanwhile, anticipate that their views will significantly influence policy; officials instead use the consultation for other purposes, generating cynicism on the part of citizens (Cheeseman and Smith, 2001: 86).

#### Limitations and recommendations

This study proves that public participation is still a challenge in South Africa. Citizen empowerment is therefore a crucial component in improving participation. Culver and Howe (2003) argue that the restricted knowledge about policy of those who do participate, questions about whether the viewpoints of participants are representative of the population at large, and attendant scepticism on the part of policymakers about the value of the information generated from participants. There are important questions about how and when – and indeed whether – public consultations can be used to positive effect. The authors conclude that an important measure of success for public consultations is the degree of congruence between the actions and expectations of citizens and officials (Ibid.).

In trying to find a solution to problems associated with participation, this study concludes and recommends Sherry Arnstein's ladder of participation strategies, Burkey's participation strategies, Fung and Wright empowered participatory governance strategy and John Gaventa. This is with a belief that all those strategies are crucial in promoting effective and inclusive public participation during development projects.

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## APPENDIX 1

### Appendices



### Informed Consent Document

Dear Participant

My name is Mcebo Goodman Zulu. I am a Masters candidate studying at the University of KwaZulu-Natal, Howard College Campus. The title of my research is **Participation in the Blue Lagoon beach Project, Durban North**. The aim of the study is to examine the extent of public participation in the project. I am interested in interviewing you to share your experiences and observations on the subject.

Please note that:

- The information that you provide will be used for scholarly research only.
- Your participation is entirely voluntary. You have a choice to participate, not to participate, or to stop participating in the research. You will not be penalised for taking such actions.
- Your views in this interview will be presented anonymously. Neither your name nor identity will be disclosed in any form in the study.
- The interview will take about 5 minutes or less.
- The record as well as other items associated with the interview will be held in a password-protected file accessible only to me and my supervisor. After a period of 5years, in line with the rules of the university, it will be disposed of by shredding and burning.

- If you agree to participate please sign the declaration attached to this statement (a separate sheet will be provided for signatures)

I can be contacted at: School of Social Sciences, University of KwaZulu-Natal, Howard College Campus, and Durban. Email: [207519099@stu.ukzn.ac.za](mailto:207519099@stu.ukzn.ac.za)

Cell: 0735124008

My supervisor is Dr. Sagie Narsiah (PhD) who is located at the School of Social Sciences, Howard College Campus, University of KwaZulu-Natal, and Durban.

Contact details: Email: [narsiahi@ukzn.ac.za](mailto:narsiahi@ukzn.ac.za)

Phone: 0312602470

The Humanities and Social Sciences Research Ethics Committee contact details are as follows:

Ms. Phumelele Ximba,

University of KwaZulu-Natal,

Research Office,

Email: [ximbaq@ukzn.ac.za](mailto:ximbaq@ukzn.ac.za)

Phone number: +27312603587

Thank you for your contribution to this research.

DECLARATION

I,..... (*Full names of participant*),  
hereby confirm that I understand the contents of this document and the nature of the research  
project, and I consent to participate in the project.

I understand that I am at liberty to withdraw from the project at any time, should I so desire. I  
understand the intention of the research. I hereby agree to participate.

I consent / do not consent to have this interview recorded (if applicable)

SIGNATURE OF PARTICIPANT

DATE

.....

.....



## APPENDIX 2

### SURVEY Questions

What is your Gender: Male  Female?

Age group : 21-29 years

: 30 -39 years

: 40- 49 years

: 50- 59 years

: 60 and above

Level of education : primary education

: Secondary education

: Tertiary education

: Other

Specify.....

How many times do you visit Blue Lagoon beach?

Answer: Every Weekend

Once a Month

During Summer Holidays

I do not

Other

Specify.....

I use the beach as (please choose below)

Answer (s): Tourist

Trader

Fisherman

Other

Specify.....

APPENDIX 3

**INTERVIEW QUESTIONS/OFFICIALS**

1. What was the public policy process that was followed in consulting or alerting the community regarding the project?

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.....  
.....  
.....  
.....

2. What environmental process was undertaken to make sure that the ecosystem is not affected, if any?.....

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.....  
.....

3. How was environmental sustainability assured once the project is completed?

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.....  
.....  
.....  
.....

4. How will transforming the Blue Lagoon beach be good or bad for the public?

.....  
.....  
.....  
.....  
.....

5. Why and how is public consultancy or participation important during a development project?

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.....  
.....

6. What measures were used to inform the public about the further extension of the project (*if any*)?

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.....

7. What measures were put (as alternatives) in place for inconveniences caused by the transformation project?

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.....

8. Is the Blue Lagoon revamp project part of government's IDP strategy?

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.....  
.....

9. Has there been community resistance to the project?

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.....

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.....  
.....

10. What form has community resistance taken?

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.....  
.....

**QUESTIONNAIRE FOR THE PUBLIC**

1. What do you know about Blue Lagoon revamp project?

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.....

2. How (if it has) does the Beach closure affect your beach routine?

.....  
.....  
.....  
.....

3. How were you consulted in terms of letting you know about the revamp project?

.....  
.....  
.....  
.....

4. What is your opinion on the end results of the revamp project?

.....  
.....  
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.....  
.....



5. How will transforming the Blue Lagoon Beach be good or bad for you? (*specify* )

.....  
.....  
.....  
.....

6. Do you think it is important to protect/preserve environment during development projects? (*specify*)

.....  
.....  
.....  
.....

7. When will the Blue-Lagoon Beach be opened for the public?

.....