



**Examining Public Participation in Post-Apartheid Spatial Development
Planning Projects. A case study of the KwaMashu Urban Renewal Project**

By: Anele Phindile Ndlela

**Submitted in Partial Fulfilment of the requirements for the Degree of
Master of Town and Regional Planning within the Faculty of Humanities,
Development and Social Sciences in the University of KwaZulu-Natal,
Howard College Campus.**

2013

Declaration

All work presented herein represents the author's original work and has not been submitted in any form for any degree or diploma to any tertiary institution. Where other's work has been used, it has been duly acknowledged in the text.

Signature: _____

Anele Phindile Ndlela

Date: _____

Durban, South Africa.

Supervisor: **Dr. R. Awuor-Hayangah**

Signature: _____

Date: _____

Acknowledgements

I would firstly like to thank my supervisor Dr R. Awuor-Hayangah for assisting me with this dissertation, without your advice and constructive criticism this project would have not been a success. Furthermore, many thanks must go to the NRF (National Research Fund) for funding all the costs incurred in this project. I would also like to thank Ms M. Molapo for assisting me with the conceptualization of this research. I am also very grateful to all the participants that assisted me by responding to my interview questions and providing me with the relevant information. I would also like to thank my family, especially my mother Busisiwe Ndlela and sister Awami Aphelele Ndlela for all the support and encouragement throughout this year and last but not least my best friend Sandile Nkomonde for always believing in me.

Abstract

This study examines public participation in post-apartheid planning projects, using the KwaMashu Urban Renewal Project as a Case Study. A qualitative approach was adopted in the investigation. This study made the use of unstructured open ended interviews and observation to obtain primary data, which was thereafter analysed through the use of the thematic method. The study revealed that the process of Public Participation within the planning field has evolved substantially within the context of South Africa. There is adequate legislation and the necessary structures for public participation are present within the community. However, there is insufficient depth in legislation to ensure that public participation has an impact on final decision making. The extent of participation in the KwaMashu Renewal Project as a whole was minimal. This is mainly due to the nature of the participatory methods that were used which did not allow the community to fully engage with the planning processes within the different sub projects. It was evident that these [participatory methods] were mainly applied to fulfil the regulatory obligation for public participation in spatial development projects. The challenges of public participation that were noted within the case study include internal politics, land ownership and illegal occupation in state owned buildings. The study recommends early inclusion of the community in such projects and allowing for the community to be part of the creative process in projects. Secondly, this study also recommends that there needs to be a diffusion of power and diminishing limits of public participation within planning projects.

Table of Contents

Declaration	i
Acknowledgements	iii
Abstract	iv
LIST OF TABLES	vi
LIST OF FIGURES	vi
LIST OF APPENDICES	vi
LIST OF ACRONYMS	vii
CHAPTER ONE - PROBLEM FORMULATION AND RESEARCH METHODOLOGY	1
1. Introduction.....	1
1.1. Background of the Study	1
1.2. Research problem.....	5
1.3. Objectives and Research Question.....	6
1.3. Research Design and Methodology	7
1.5. Sources of data	8
1.6. Data collection	8
1.7. Data analysis	12
1.8. Delimitations of study.....	12
1.9. Dissertation Structure.....	13
CHAPTER TWO - THEORETICAL FRAMEWORK	14
2. Introduction.....	14
2.1. Defining concepts and terms.....	14
2.2. Perceptions of Public participation in spatial planning.....	18
2.3. Theories, Models and Approaches to participatory planning	19
2.4. The Grassroots approach to planning.....	24
2.5. Participation typologies	24
2.6. Public Participation techniques.....	25
2.7. Towards a framework of evaluation for effective public participation.....	26
2.8. Chapter summary	31
CHAPTER THREE - PARTICIPATORY PLANNING IN SOUTH AFRICA	32
3. Introduction.....	32
3.1. Democracy and participatory planning in the South African context.....	32
3.2. Regulatory Framework for participatory planning in South Africa.....	34
3.3. Structures for participatory planning at local government level.....	37
3.4. Challenges with implementation of participatory planning in South Africa.	39
3.5. Response to challenges	42
3.6. Chapter summary	42

CHAPTER FOUR - PLANNING AND PUBLIC PARTICIPATION IN THE KWAMASHU URBAN RENEWAL PROJECT.	44
4. Introduction	44
4.1. Background of KwaMashu	44
4.2. Planning and development within the KwaMashu Township	47
4.3. The summary of selected sub-projects	51
4.4. Expected outcomes of the KwaMashu Town Centre	55
4.5. Summary	56
CHAPTER FIVE - RESULTS AND DISCUSSION	57
5. Introduction	57
5.1. Institutional framework for public participation	57
5.2. The extent of public participation within the KwaMashu Urban Renewal Project.	68
5.3. Challenges experienced with implementation of the KwaMashu Urban Renewal Project in the KwaMashu Township.	86
5.4. Summary	88
CHAPTER SIX - SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS.	89
6. Introduction	89
6.1. Conclusions	91
6.2. Recommendations	93
REFERENCES.	94

LIST OF TABLES

Table 1 Moser’s framework for public participation.	26
--	----

LIST OF FIGURES

Figure 1 Sherry Arnstein’s “Ladder of citizen participation”	28
Figure 2 Interaction between the speaker, Ward Councillor and the Community.	38
Figure 3 KwaMashu Town centre development plan.	51
Figure 4 Graph showing the different views on public participation.....	58
Figure 5 Photo Showing a Community meeting at the KwaMashu Township.	65
Figure 6 Picture showing the proposed development for ERF 503.	69
Figure 7 Photo illustrating public participation with market traders	71
Figure 8 Image of the replacement field.	75
Figure 9 Picture of proposed infrastructure for the Market Facility.	76
Figure 10 A side view of the double storey building for market traders	77
Figure 11 CAD Artists impression of the proposed double storey building in the market facility.....	78
Figure 12 Artists impression of the Mahawini Hive.....	81

LIST OF GRAPHS

Graph 1 The Urban Renewal Programme in the KwaMashu Township.....	5
Graph 2 Graph showing Interview respondents.....	10

LIST OF MAPS

Map 1 Map depicting the different regions in the eThekweni Municipality	46
Map 2 EThekweni Municipality Spatial Development Framework 2012.	47
Map 3 Map depicting the Study area in the local context.....	49
Map 4 Map depicting the KwaMashu sub-projects that form the sample.	52

LIST OF APPENDICES

APPENDIX 1.....	101
APPENDIX 2.....	105
APPENDIX 3.....	107
APPENDIX 4.....	109
APPENDIX 5.....	112

LIST OF ACRONYMS

ADF	Alexandra Development Forum
ANC	African National Congress
ARP	Alexandra Renewal Programme
COGTA	Department of Co-operative Governance and Traditional Affairs
INK	Inanda, Ntuzuma, KwaMashu
ISRDP	Integrated Sustainable Rural Development Program
KMTC	KwaMashu Town Centre
KURP	KwaMashu Urban Renewal Project
KZN	KwaZulu Natal
LTA	Local Traders Association
NGO	Non-Governmental Organization
NP	National Party
RDP	Reconstruction and Development Programme
SDF	Spatial Development Framework
SMMEs	Small, Medium and Micro-Enterprises (SMMEs).
TA	Traders Association
UDS	Urban Development Strategy
URP	Urban Renewal Program

CHAPTER ONE - PROBLEM FORMULATION AND RESEARCH METHODOLOGY

1. Introduction

1.1. Background of the Study

The erstwhile National Party (NP) was the governing party in South Africa from the year 1948 to 1994 (Scott, 2009). This former ruling political party advocated for the suppression of human rights of black people and also enforced numerous mechanisms of spatial and social segregation which were based on the exploitation of non-whites (de Villiers, 2001). The apartheid government consisted of highly centralized governance and bureaucracy, made up of “four administrations and ten Bantustan administrations, which administered the black townships. In total there were over 1200 racially segregated local government administrations, rendering meaningful, people-centred development virtually impossible” (URP Implementation Framework, 2007: 2).

The methods and institutions prescribed by the apartheid system had spatial implications on land use and settlement patterns (Christopher, 1987). During the apartheid era, public participation and decision-making regarding development was limited to a system that was exclusive to a few white individuals while black people were denied the right to influence this decision making processes (Scott, 2009). This was a racist planning system as “the exclusion of black people from towns was a central feature of the apartheid system” (National Development and Planning Commission, 1999: 5). Essentially, during this era, planning was used as a tool to oppress black people as decisions that were made were not representative of the whole population.

The apartheid regime introduced laws and regulations that maintained control over the black population and disenfranchised them. The laws that were implemented during the apartheid era had a negative impact on black people, such as the Group Areas Act 41 of 1950 which advocated for separate development in urban areas according to their racial groups. Another law was the Expropriation Act 63 of 1975 which was mainly for the removal of black people from areas that were designated exclusively for whites. Other legislation such as the Urban Areas Act of 1923 and the Pass Laws Act 67, 1952 also ensured that black people remained in their designated areas unless they came to the urban areas for employment purposes

(Christopher, 1987). The above mentioned laws, kept non-white people at the periphery of the South African cities and ensured that they had no role, engagement or voice in processes of decision making (Christopher, 1987). These laws also ensured that black people were confined in townships had no influence in politics and in the allocation of resources. Essentially, public participation was a foreign concept until the advent of democracy where this [Public Participation] was a key factor in development projects.

The Soweto uprising of 1976 highlighted the ills of the apartheid regime (National Development and Planning Commission, 1999). The apartheid government responded to such actions with more oppression and control. In 1993 the apartheid system was dissolved as a result of increased opposition from civil organisation and international opponents of this system (Christopher, 1987). After South Africa gained its independence in 1994, there was a need for legislation to support the new found freedom. When South Africa became a democratic country, public participation became a democratic basic right for all. It is this democratic right that allows people to influence decision makers through providing their inputs in the governance of their communities (Christopher, 1987). This then ensures that the basic needs of the people are incorporated in development projects (de Villiers, 2001).

Contemporary South African cities are a product of colonialism and the apartheid regime described above, hence the current complexities and difficulties that are faced by the current planning system are partly a result of these regimes (de Villiers, 2001). As a result of planning being largely influenced by apartheid policies and practice, there was thus a need for new legislation to be put in place to remedy the situation and ensure that the public was effectively included in decision making. Amongst the many changes implemented after the apartheid system was removed, was the replacement of exclusionary policies with policies that promoted inclusiveness and equality (de Villiers, 2001). There was also a call for the acceptance of black people into urban areas including inclusive planning practices. Within the new democracy, public participation was given priority as part of the 'people first' paradigm shift (Nyalunga, 2006). The main goal of the new government was to make decisions collectively with the community (Nyalunga, 2006). The main factor that raised expectations that public participation become a central governance principle within the new democratic South Africa, was the manner in which participation and civil organisation played such a pivotal role in over-throwing the apartheid regime (Ngamlana, 2001).

The Constitution was adopted in 1996 and is the fundamental law of the country as other legislations stem from this document. The Constitution provides for a relationship between the government and the community therefore replacing the system of a vertical hierarchy with a horizontal rule of governance (National Development and Planning Commission, 1999). The Constitution of South Africa ensures that there are participatory rights to ensure accountability in decision-making. It contains compelling requirements for public participation. The document indicates that public participation is not to be limited to merely allowing people to vote but there must be engagement with citizens in decision making (de Villiers, 2001; Nyalunga, 2006). Essentially, the Constitution requires that the views of the people are taken seriously in decision making.

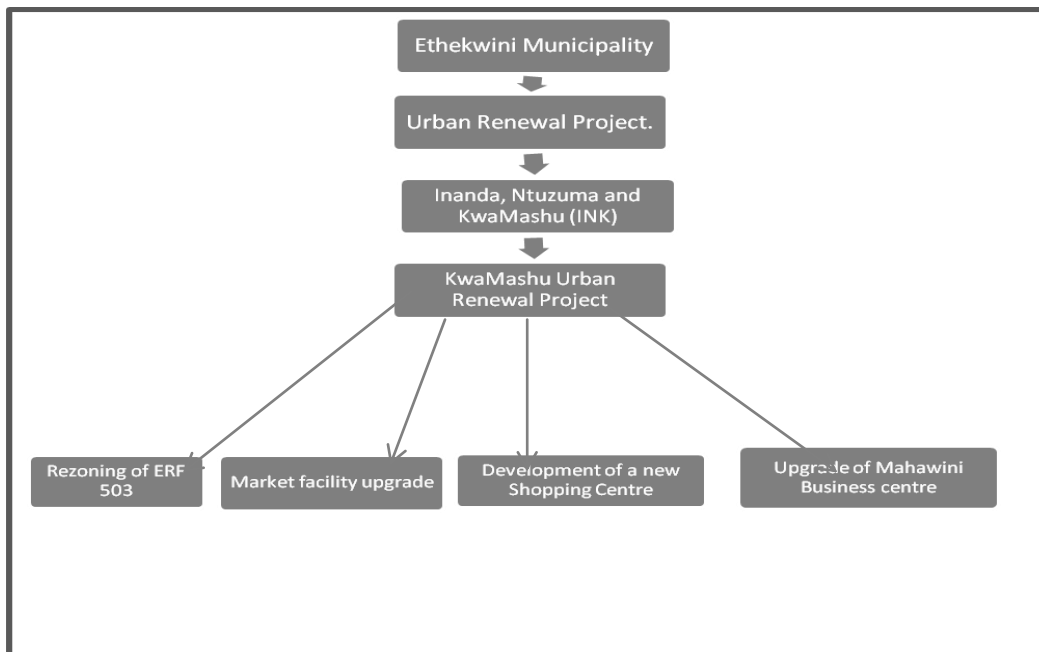
Stemming from the Constitution, other legislations were put in place in support of public participation and to ensure this was a manageable process. This represented a shift from technical planning whereby decisions regarding development were made by the planner on behalf of the communities (Dola and Mijan, 2006). There was a move towards more deliberative planning process in South Africa, meaning that communities would be an integral part of the planning and decision-making processes, particularly plans affecting them directly (Ngamlana, 2001). Public participation was to become an integral part of the new democracy of the country as it is therefore easier for the community to communicate their needs to government and influence decision making (de Villiers, 2001). It is against this background that public participation has an important role to play in planning projects.

In essence, public participation was virtually non-existent before 1994, particularly in the black townships, which the Urban Renewal Programme (URP) Implementation Framework (2007) describes as underdeveloped, affected by degeneration and exclusion. The URP programme aims to apply appropriate town planning principles and practices in previously disadvantaged areas and fight poverty, underdevelopment and improve the manner in which government supports townships renewal across the country (URP Implementation Framework, 2007). This programme was piloted in eight urban townships in South Africa. The main characteristics of these eight target areas were: apartheid established townships with high levels of poverty and crime; low economic opportunities and in dire need for rehabilitation (Küsel, 2009). As a response to these characteristics, the goal of the URP was primarily to break the legacy of the past by effectively harnessing governments' support for township development (Kusels, 2009).

According to the URP Implementation Framework (2007) the URP was dedicated to presenting a bottom up approach to development to ensure that the community members shape development in their communities. Thus, public participation was one of the key tools that were to be used in order to achieve the goals of the URP, which also include achieving greater connectivity and mobility within townships (Kusel, 2009). The expected outcome of this programme [URP] is that township communities move from the second economy to self-reliance and increased employment opportunities (Musakwa, 2008). The URP is implemented in eight nodes in six cities; namely Alexandra in Johannesburg, Mitchell's Plain and Khayelitsha in Cape Town, Inanda, Ntuzuma and KwaMashu (INK) in the eThekweni municipality, Mdantsane in the Buffalo City municipality, Motherwell in the Nelson Mandela Bay in Port Elizabeth and Galeshewe in the Sol Plaatjie Municipality in Kimberly (City Network, 2012).

It is important to note that the KwaMashu Urban Renewal Programme falls under the INK Area (see graph 1). For the purpose of this research only the KwaMashu Township will be assessed from the INK programme. This is mainly because the township has been the biggest beneficiary of the URP project. It is also the main economic hub of the INK area, hence the establishment of the KwaMashu Town Centre (KMTC) where many sub-projects take form. Therefore, this is a prime model to illustrate a post-apartheid spatial planning project from which public participation will be examined.

Graph 1 The Urban Renewal Programme in the KwaMashu Township.



Source: Researchers own graph (2013).

1.2. Research problem

The selected research topic is significant as the process of public participation is used as one of the primary tools towards more democratic and representative spatial planning in post-apartheid South Africa (Draft Green Paper on Development and Planning, 1999). This study was undertaken mainly to examine the process of public participation within planning projects and how effective this process is in presenting the public's priorities spatial planning. As much as this process (public participation) is legislated, research has found that there are many grey areas between theory and the practice in South Africa (Nyalunga, 2006, Ngamlana, 2001). There are many cases where communities have reacted negatively towards development because they were neither consulted at any stage of the development nor their inputs taken into consideration (Sinwell, 2009). This resulted in many adverse impacts as in some cases the community has refrained from using those services provided without consultation and in others this has led to vandalism of infrastructure by the community, as a means of expressing their anger (Sinwell, 2009). The lack of proper public participation has economic implications as the government suffers loss since the services or infrastructure provided is at times not utilized if rejected by the community and may be located in an area that is not ideal for the community, therefore the community will still need the same services provided in the wrong place (Sinwell, 2009).

The lack of public participation has resulted in communities reacting adversely towards development projects within the communities (Sinwell, 2009). The main reason for this reaction is that communities feel excluded from the planning process and thus have the impression that the projects have been imposed on them (Nyalunga, 2006). This research seeks to assess whether the views of the community are incorporated in planning spatial development projects implemented in their respective communities. This is to be achieved through an examination of participatory methods that are used by the sub-projects within the KMTC. Moreover, this research aims to establish if the views of the public are incorporated in decision making.

1.3. Objectives and Research Question

1.3.1. Broad Objective

The broad objective of the study is to contribute to the understanding how public participation is undertaken in the implementation of post-apartheid spatial planning projects.

1.3.1.1. Objectives of the study

- To examine the institutional framework for public participation in spatial planning. The aim is to understand the provisions for public participation within spatial planning in South Africa.
- To examine public participation in the KwaMashu Urban Renewal Project. The aim is to establish the extent to which the views of the public were incorporated in the plans for these projects.
- To identify the challenges experienced with implementation of the KwaMashu Urban Renewal Project in KwaMashu. The aim is to understand the impact these challenges had on the KwaMashu Urban Renewal Project.

1.3.2. Research question

To what extent has public participation, as a tool within post - apartheid spatial planning projects, promoted development that is in accordance with community priorities?

1.3.2.1. Sub-questions

- What is the Institutional Framework for Public Participation in the KwaMashu Township?
- To what extent was the local community engaged in the KwaMashu Urban Renewal Project?
- What were the challenges in the implementation of the KwaMashu Urban Renewal projects?

1.3. Research Design and Methodology

The intention of this section is to describe the method used for collection and analysis of data for this research. The significance of this section is to strengthen the reliability of the results of the research, as it informs the reader how the research was done (Jupp, 2006). The first part of this section will discuss the research approach, as well as an explanation on why a qualitative approach was adopted. The second part describes the sources of data, data collected and the sampling. The third section provides a description of how the sample size was chosen and the sampling procedure as well as the different instruments, tools and techniques that were used.

1.4.1. Research approach

The interpretive philosophical position was adopted for this research as it does not merely describe phenomenon but also attempted to deeply understand its meaning (Mottier, 2005). This approach also includes the acknowledgement of the subject (subjectivity), thus the researcher is seen as part of the research and as having an influence on the results. The qualitative approach was also chosen for this study. Mottier (2005) argues that this approach (qualitative) is also sensitive to the context and the phenomena being studied. This research approach has been criticised by some who state that its validity and reliability is questionable as different viewers observing the same phenomena will not always come to the same results (Punch, 2005). It is however adopted in this research for its merits.

The qualitative research design was used in this study with the aim of understanding the provisions for public participation in the KwaMashu Urban Renewal Project (KURP). Moreover this research aims to investigate the extent at which the public was involved in decision making and also examine the challenges with implementation of public participation for spatial planning. This research design was chosen as it is contextual and emphasises

different meanings (Punch, 2005). Qualitative approach is deemed appropriate for this research as it enables an in-depth understanding of phenomena, as this is essential for the fulfilment of the objectives of this study. In contrast, the use of quantitative approach would merely provide a superficial description of the public participation without the underlying meanings being understood fully.

1.5. Sources of data

1.5.1. Secondary data

Secondary data was vital for this research for the purpose of depicting the different concepts and current debates in relation to the different experiences of public participation within spatial planning. The secondary data sources the study mainly relied on include published literature, websites and government legislation related to public participation and spatial planning.

1.5.2. Primary data

It is important to collect primary data for research as this data has not been manipulated (Mottier, 2005). The different techniques for the collection of primary data include conversations, recorded notes and visual observations (Ambert et al, 1995). An array of techniques was used in this study, including observation and structured open ended interviews, and a focus group meeting. Structured open ended interviews are appropriate for this research as this method allows for more in-depth unanticipated aspects of the topic to be revealed. This technique also allows for the bias of predetermined answers to be avoided as is sometimes the case with structured interviews (Punch, 2005).

1.6. Data collection

1.6.1. Sampling procedure and sample size

Sampling is simply a process of selecting a few from the bigger group in order to make predictions and come to conclusions regarding the bigger group (Strydom, 2002). This research makes use of the purposive sampling technique as this technique targets certain people chosen by the researcher (Jupp, 2006). The researcher makes the judgment on who to add in the sample and information is gathered from people who in his or her opinion are likely to have the required information (Fuller, 2009). The merit of using this technique is that the researcher is able to identify the people that are likely to provide the relevant data (Jupp, 2006).

KwaMashu Township was selected as a case study from approximately eight other Townships that are part of the Urban Renewal Programme. The KwaMashu Urban Renewal Project had a total of approximately fifteen projects from which four sub-projects were selected to form the case study. The chosen sub-projects include the Upgrade of the traders market, the Mahawini Business Hive, the Rezoning of ERF G503 and the development of the New Shopping Centre. The four projects were chosen based on the phase of development; form of public participation and the extent and the potential impact on the community. The sub-projects within this project have different stakeholders and forms of public participation; therefore the researcher made decisions on the key role players within each sub-project.

Purposive sampling was used to select the key informants because of the special information which they had on the project from design to implementation. These key informants included:

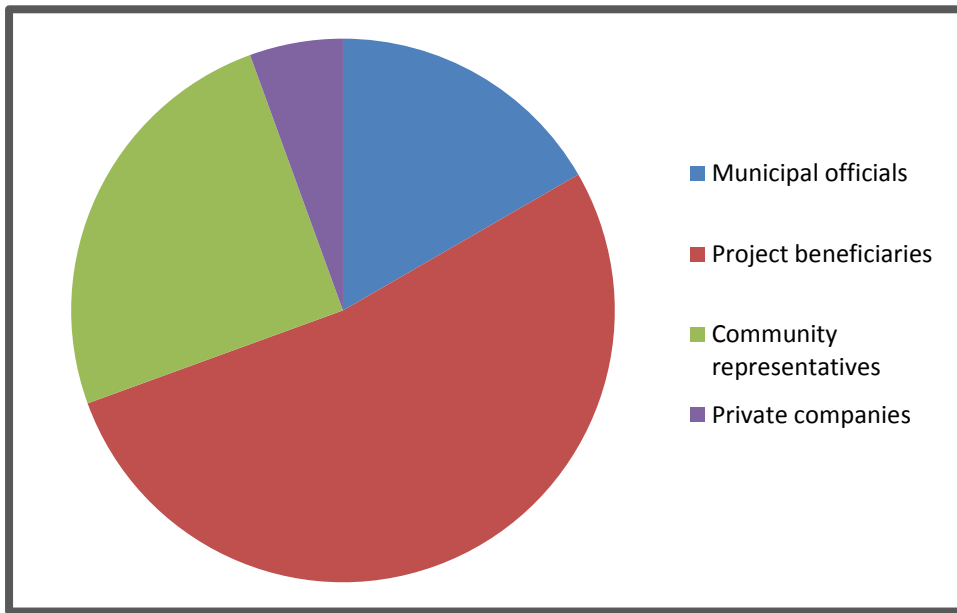
-

- Town Planner - eThekwini Municipality (Economic Development Department).
- Town planner - eThekwini Municipality (Land Use Management Department).
- The Ward Councillor - Ward 45 (KwaMashu Township).
- Liaison Officer - eThekwini Municipality (Business Support Unit).
- INK Area Based Manager (eThekwini Municipality).
- Five Ward committee members.

Other respondents were interviewed through the snowball sampling method and these respondents included:

- Shop Project co-ordinator (eThekwini Municipality).
- Market traders – six Traders Association committee members and four common traders.
- Five Mahawini Business centre traders.
- Architect from Chromaski Architects.
- Environmentalist from Future Works.

Graph 2 Graph showing Interview respondents.



Source: Researchers own graph (2013).

The pie chart above shows the different parties that were interviewed for this study. The percentages were 17% municipal officials, 5% private companies, 53% project beneficiaries and 25% community representatives.

1.6.2. Instruments, tools and techniques

The tools used included three different interview schedules (Interview schedule for the project manager and town planner, Municipality Ward Councilor's and the Ward committees – the resident committee interview schedule and interview schedule for the market traders). Field notes were taken and a voice recorder (Dictaphone) was used to record interviews and also written notes taken; as this ensured that all of the information was captured from the respondents (Punch, 2005). A camera was also used to take pictures and notes were also taken as part of the observation. Observation was also used as a tool for primary data collection and a majority of the observations played a major part in the analysis of data. Observation was also used for noting the progress of the projects in and around the KwaMashu Town Centre and also for the verification of information that was collected from the interviews with what was physically visible of the ground. Observation was also used when two community meetings were attended by the researcher. Through this tool (observation) the general power relations and concerns on the community were observed and noted. The community meetings were used as the main contact with the beneficiaries.

1.6.3. Data collection process

Observation was the first step of data collection as the researcher had to decide on the sub-projects that could form the sample of the study. Three sets of interview schedules were formulated, the first for the municipal officials, the second for the local representatives and the third schedule was for the traders within study area. The first interview was with a planner from the Economic Development office as this is the office mainly responsible for overall implementation of the Urban Renewal Project. This interview provided background of the whole renewal project. The specific sub-projects were identified. A number of relevant secondary documents were also collected from this office regarding the study area. These included public participation legislation, literature on the Urban Renewal Project and spatial planning literature.

The second municipal interview was with the Area Manager from the INK office, where more detailed information on the sub-projects was obtained including the progress of the URP. Other municipal officials such as the Liaison officer also gave great input on the details of the different sub-project as they deal with the everyday issues from the case study [such as the issues faced by traders, the general feelings on the URP]. It was after these core interviews that other interviews were conducted. The interview schedules were flexible enough so as to allow the respondent to add other information regarding the subject matter that was not necessarily specified in the interview schedule.

The Ward Councillor of Ward 45 was interviewed after the municipal officials identified him as a key role player in the implementation of the Urban Renewal Project. The Ward Councillor was interviewed with the aim of understanding the role of the community's representation in the KwaMashu Urban Renewal Project. This was shortly followed by an interview with the Ward Committee. The date of the interview that was set up with the Councillor was also the date that the Ward committee had scheduled. The researcher took this opportunity to speak to some of the Ward Committee members together before the commencement of the committee meeting; therefore this became an informal focus group discussion (with the researcher and the Ward Committee). This informal group meeting was beneficial to the research in understanding of the Ward Committees role in public participation and decision making and also in echoing the needs and priorities of the communities to the municipality and other decision makers.

The last set of interviews was conducted with mainly two interest groups associated with the KURP, these added up to seventeen members interviewed. These included the Market Facility Traders, the Mahawini Business Hive, the Traders Association (TA), the relevant individuals from the private companies (Architect from Chromaski Architects and Environmentalist from Future Works). These interest groups were interviewed mainly through the snow balling as some traders felt that other traders had more information than others and it would be best if the researcher spoke to those traders. The researcher was referred to those traders by some of the respondents interviewed, thus the snowballing method was applied.

1.7. Data analysis

The thematic method was used for data analysis, thus the data was categorised into themes and sub-themes (Kitchen and Tate, 2000). This is a common data analysis tool in qualitative research and the focus of this tool is to recognize identifiable themes that could be found in the data. For the purpose of this research, the research objectives were used as themes and sub-themes were then formed under the themes. In order to ensure that the research analysis reflects the findings, the results were presented in a systematic manner. The use of this method makes the integration of empirical knowledge and theory an effortless exercise, as the themes make the research findings clear (Jupp, 2006). This therefore makes it simple to draw conclusions and recommendations from this type of data analysis. Public participation in spatial planning is evaluated against Arnstein's ladder of participation in this research. Although old (or seen as outdated), this method is widely accepted as an excellent tool for the evaluation of evaluation of public participation.

1.8. Delimitations of study

This section sets the boundaries and the scope of this dissertation. This study is only limited to examining public participation within the context of South Africa, evaluating the legal requirement for the depth of public participation within spatial development projects. The approaches and methods of participation within the KwaMashu renewal project are assessed with the aim of understanding public participation with post-apartheid South Africa. The different public participation challenges are also assessed along with the ways of making this process more successful in spatial planning projects is explored. Public participation is examined at project level, therefore primary and secondary data for this study focused on

project level participation as with the identification of the different factors that influence it within the context of spatial planning in South Africa.

1.9. Dissertation Structure

Chapter 1 - Introduction

Chapter one introduces the study and sets the background for the research. The research methodology presents and explains the reasoning behind choosing a qualitative approach. The chapter also discussed the different data collection techniques used including the sampling procedure.

Chapter 2 - Theoretical framework

Chapter two defines selected concepts relevant for this study. The different perceptions and theories of public participation are examined and a framework for the evaluation of public participation outlined.

Chapter 3 – Participatory planning in South Africa

Chapter three describes public participation within the South African context and also discusses the regulatory framework for this process. The different institutions within the community that facilitate the process of public participation are identified.

Chapter 4 –Planning and public participation in the KwaMashu Urban Renewal Project

This chapter discusses the background of KwaMashu within the regional context and the background of the township. The different sub-projects are also discussed in detail in this chapter.

Chapter 5 –Results Discussion

This chapter analyses the different themes and sub themes within the context of data revealed in order to meet the aims of the study. The results of the investigation under taken is presented and described on a thematic basis.

Chapter 6 – Summary of Findings, Conclusions and Recommendations

The final chapter provides a summary of the chapters and draws conclusions on the research. It responds to the broad research question which was set up in the first chapter.

CHAPTER TWO - THEORETICAL FRAMEWORK

2. Introduction

The aim of this research is to examine public participation in post-apartheid spatial planning projects, using the case study of the Urban Renewal Project in the KwaMashu Township. A theoretical framework of the study is contextualized through the use of concepts and theories. The first section of this chapter defines the main concepts used in the study, including spatial planning, urban renewal and public participation. The different views of public participation are described in the second section of this chapter. In the third section a description of relevant theories, models and approaches of participatory planning is provided with the intention of showing the changing relationship between public participation with spatial planning projects. The grassroots approach to planning and participation techniques are identified. A framework for evaluation for public participation is also presented in the last section of this chapter.

2.1. Defining concepts and terms

2.1.1. Urban Renewal

Urban Renewal is an international phenomenon which is triggered by a number of factors which include globalization, migration and urbanization (Cities Network, 2004). Other similar terms that have been used to describe this phenomenon include urban regeneration and urban upgrading. This term (urban Renewal) originates from the United States, where it was first confined to mean physical renewal but this has changed over time to include a more holistic approach of regenerating communities (Dimuna and Omatson, 2010). Although some authors have restricted the meaning of this process to only apply to town centres, whereas Urban Renewal can occur in town centres, Townships and Rural areas (City Network, 2012). The general definition of this process (Urban Renewal) is the upgrading and improvement of a neighbourhood through the addition of buildings and other features to make the neighbourhood work more effectively (Dimuna and Omatson, 2010). Urban Renewal is not limited to an upgrade of infrastructure but also includes other actions such as conservation, rehabilitation and redevelopment (Dimuna and Omatson, 2010).

The process of Urban Renewal mainly aims to eradicate urban blight, disorganised areas with social problems and replace these environments with safe and liveable environments (Cities Network, 2004). In some countries this process has led to a large gap between the rich and

the poor cities in neighbourhoods because Urban Renewal Programs in different places have different mechanisms and abilities of dealing with urban decline (City Network, 2012). This is mainly attributed to the ability of the government to respond to these issues given that local government is more effective in some places than in others (Dimuna and Omatsone, 2010). The relationship between government officials, civil society, availability of funding, and commitment, influence the effectiveness of urban renewal within the communities (Cities Network, 2004).

The process of Urban Renewal in the South African context has been influenced and also complicated by a number of factors such as, “the legacy of apartheid, legislation and settlement planning, private sector investment decisions, political dynamics, social, economic transition and inter-governmental relationships, government capacity and financial constraints” (Cities Network, 2004: 17). As a result of these factors, different forms of urban renewal such as, township Urban Renewal are still very slow in South Africa. However, Urban Renewal within Townships is increasingly receiving recognition as a process of urban upgrading in South African cities (Visser, 2002).

The influence of historical government planning ideologies has led to unstructured townships that are recognized as impoverished, unplanned and infested with squatter camps (Visser, 2002). These areas have also been recognised by a lack of basic services, high levels of crime and decaying infrastructure which also makes it hard to attract investment in to these areas (City Network, 2012). The large population in townships makes it hard to plan and supply services for these areas (City Network, 2012). The essential facilities that are generally put in place in urban renewal include more open spaces, more efficient traffic patterns, and better transportation options, diversified housing choices and more enjoyable amenities (URP Implementation Framework, 2007). The benefits of Urban Renewal include implementing planning initiatives towards the creation of employment and reduction of crime and environmental concerns in townships.

2.1.2. Towards a definition for Public Participation

It is firstly important to establish what is meant by the term ‘public’ within the context of public participation before the process itself is defined. The term ‘public’ is often used loosely; however, authors such as Masango (2002) and Creighton (2005) define the ‘public’ within public participation as individual citizens, community groups and members of interest

groups. There are also many definitions of Public participation that are accepted amongst many disciplines and supported by many authors such as Rowe and Frewer (2004) who state that effective public participation can be measured by the level of collaboration and ownership of the project by the public. The definition of public participation that is cited in the Public Participation Policy Framework (2005) states that, “Public participation is an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision-making” (Draft National Policy Framework for Public Participation, 2005: 1). Other authors such as Greyling (1999: 3) define public participation as “a process leading to a joint effort by stakeholders, technical specialists, the authorities and the proponent of the proposed action who work together to produce better decisions than if they had acted independently”. This quote further explains the benefits of public participation and how it is meant to lead to a more beneficial decision making process.

The Draft National Policy Framework for Public Participation (2005) further describes public participation as “a democratic process of engaging people, deciding, planning, and playing an active part in the development and operation of services that affect their lives” (Draft National Policy Framework for Public Participation, 2005, 1). Rowe and Fewer (2000) concur with the notion presented by this policy by affirming that public participation is an essential democratic process that protect human rights and also encourages justice within the decision making process. Katz (1997) on the other hand focuses on the role of government and argues that this process includes the involvement of the community that is accompanied by a change of attitude from the government into governance. Davids (2005) has a similar view of public participation as Katz (1997) and states that it is an inclusive process that includes the involvement of the community through more power given to the community by the government. Davids (2005) also adds that the public should be included, not just the decision making stage but also other stages of a project such as the implementation and monitoring so that the community is able to empower themselves. Public participation can also be viewed as reciprocal communication between the government and the people in order to make better decisions collectively (Crighton, 2005).

The process of public participation can easily be mistaken for a practice whereby citizens are gathered and informed about a proposed development by government officials or planners. This process is commonly known as consultation, which can be seen as a weaker form of public participation. Consultation is usually undertaken as a mandatory exercise to inform the

community about the proposed developments (Lane, 2005). Public participation in contrast is a process whereby the affected and impacted communities are not merely informed but are given a platform to voice their views on the plans and proposed developments (Yvonne, 2010). Within the public participation process as opposed to consultation, the views of the public influence decision making and this may not always be the case within consultation (Rowe and Frewer, 2000). Public participation must also be “well planned, well timed, competently staffed, and must have sufficient resources” without this, the quality of the process is compromised (Yvonne, 2010: 25).

Both De Villiers (2001) and Arnstein (1969) stress the significance of power distribution within public participation. Arnstein (1969: 216) states that “it is the redistribution of power that enables the have-not [marginalised] citizens, presently excluded from the political and economic processes, to be deliberately included in the future”. De Villiers (2001) concurs with this notion and states that it is only through the redistribution of power that communities can have control over their development. Arnstein (1969) designed a ladder of participation whereby she defines the optimum form of meaningful participation as control being given to citizens. Likewise, Thwala (2006: 754) is of the view that “participation is a process through which stakeholders’ influence and share control over development initiatives, and the decisions and resources which affect them”. The definition of public participation that is given by the World Bank (1996) also highlights the significance of power and giving control to citizens over their development, as it states that this process [public participation] is where stakeholders share control and decision making regarding resources and developments that affect them (World Bank, 1996).

For the purpose of this dissertation, public participation is defined as a process whereby the community is included in the decision making process and also stand to benefit from this process. This study also views public participation in planning as a process whereby the views of the public are not just taken by developers naively as this may have dire consequences, as the public are not experts in the planning field (SAITRP, 1996). The researcher argues that public participation should promote integration and communication of ideas between the public and officials with the end result being decisions that are agreed upon by the relevant parties including the beneficiaries. This view also explains that there needs to be a planned manner in which the public is engaged in projects so as to ensure that all the relevant parties are involved and most importantly that the public benefit from the proposed

development (Tewdwr-Jones & Thomas, 1998). As such, public participation is a process that involves people's views and beliefs in decision making, ensure a good environment for this process to occur and ensure that people are involved in decision making. This view is widely accepted by many authors, such as Healey (1997), Arnstein (1969) and Tewdwr-Jones & Thomas (1998).

2.2. Perceptions of Public participation in spatial planning

The aim of public participation is essentially to promote transparency and openness in government whilst also encouraging self-reliance and ownership of developmental decisions by community members within their own communities (Yvonne, 2010). The process of public participation not only provides a platform whereby ideas are brought together but this process also allows for holistic decision making and decisions that are in line with the needs of the community (Lane, 2005). Therefore, this process also encourages citizens to be more engaged with the decision-making processes that have an impact on their community (Lane, 2005).

The process of public participation is viewed by some as a constructive process. This view is supported by the belief that this process [public participation] encourages people to be part of decision making of issues that affect them and their communities. These decisions are often better than those put together by planners, developers or any other implementing agent (Crighton, 2005). Another advantage of this process is that communities tend to have more respect and appreciation of developments that they also had influence in. This then reduces the amount of protests and uproar which usually occur when the public is in conflict with proposed developments (Rowe and Frewer, 2000). In cases where the participants recognise the exercise of power over them they tend to resist the proposed change in various ways (MacCallum, 2008). The fact that the community stands to gain a number of skills through being a part of this process is also another advantage.

The intensions of public participation are clearly positive but not everybody views this as a necessary or effective process. There are also a number of negative perceptions of public participation which have been noted by some authors. These perceptions are mainly based on a point that is emphasized by Rowe and Frewer (2000: 5) who argues that, "human inadequacies limit the public's capabilities to be effectively involved in complex decisions". The inadequacies these authors refer to include ignorance, different attitudes, beliefs and

motivations which then lead to a limited potential of the public to be involved in complex decision making processes (Rowe and Frewer, 2000). There is also a belief that governance is not responsive and this is mainly based on the “lack of effective mechanisms of communication between the Councillor, Municipal officials and the community, the lack of delivery of services to the community, resulting in people feeling that their needs are not being addressed and there being no need to participate” (Public Participation policy framework, 2005: 2).

Some also lack confidence in the participation process, such as the former South African Institute for Town and Regional Planners (SAITRP) who once reported that the process of public participation weakens the role of the planner and the planners’ contribution and expertise to development planning, providing solutions to problems that the community might have. This organization also believed that the planner should use his expertise to produce plans and then decide on a methodology that will be used in order to receive inputs from the community (SAITRP, 1996). Other factors that lead to communities having minimal confidence in the public participation process when they feel that they are not consulted on vital issues (Draft National Policy Framework, 2005). It is also important to note that as a result of problems that arise such as the translation issues and lack of communication, participatory planning ends up turning into the traditional non-participatory type of planning because the community cannot participate effectively on issues that they do not understand (Yvonne, 2010). The different perspectives of public participation are also influenced by the shift of the nature of planning at a particular time and place, which will be discussed in the next section.

2.3. Theories, Models and Approaches to participatory planning

In order to understand public participation within a planning context, it is important to recognise the shift in conceptions of planning. The manner in which the relationship between public participation and planning has evolved is presented in this section through a discussion of the shift from the Rational Comprehensive model towards a variety of new approaches. The importance of involving the public in planning processes has increasingly been acknowledged with the emergence of the newer approaches and the intensity of public participation is largely influenced by the nature of planning that is being undertaken at that particular time or era. The role of the citizens and planners has been changing over time within planning practices and likewise, public participation has changed over time in

response to the different models and approaches to planning (Lane, 2005). Indeed, the nature of the decision-making processes is said to determine the type of public participation that will occur, hence the need to examine the planning models (Lane, 2005). The importance of this section is that it also discusses the conceptual foundations of public participation, within the context the different planning theories that have emerged over time. The theories and models that will be discussed in this section include the Rational Comprehensive Model, Transactive theory, Communicative planning theory, Collaborative planning theory and Advocacy planning.

2.3.1. Rational - Comprehensive model of planning

During the Modernist era, the most dominant philosophy that was used for decision-making was positivism, which is based on the notion that the social world could be studied like the natural world (Kitchen and Tate, 2000). The planning profession also relied on this type of philosophy and its science based solutions. Within this philosophy decision makers for development were deemed to be specialists, therefore excluding the community members. Another feature of positivism is that the people being planned for were treated as objects that could be manipulated and not seen as agents that had the right to determine their own future or the current conditions in which they lived (Healey, 1997). During this era, decisions were made using the top-down approach, meaning that decisions were made by the planners or the state.

It was during this era that the Rational Comprehensive model was used in spatial planning projects. Hostovsky (2006) describes the Rational Comprehensive model of planning as a model that believes that communities are homogenous and it also assumes that the planner knows the needs of the community without enquiring from the community. This approach to planning involves a basic procedure “the survey of the region, an analysis of the survey, and finally the development of the plan” (Lane, 2005: 288). A scientific approach is taken in decision making as there is a belief that there is a best solution for the problems that communities are facing and all the planning decision were taken from the top. Therefore, there is no role for public participation within this model as this approach rests on the belief that it is through the use of technology the planner can solve all the problems (Mitchell, 2002). There are a number of critiques of this model, the major one is the reaction of communities when such planning occurs, and for example communities resisting

development because they are not given an opportunity to play an active role in decision making (Mitchell, 2002).

In response to the critiques of this model, there was thus a shift towards more participatory models and approaches to planning. As a result of many problems not solved effectively through the traditional manner of the positivist era and the government not being able to handle some problems alone, there was then a need for a shift towards the interpretive approach. In contrast to the modernist philosophies, the interpretive approach allowed for the agents or the relevant communities to decide on their goals for future development, rather than having different changes imposed on them externally (Healey, 1997). Through understanding their situation, communities could make better decisions to fulfil their own needs, as opposed to having specialists determining goals and future actions for them. This active participation of the public leads to self-understanding; since “a community of enquirers reflectively assesses the competing validity claims for proposed courses of action” (Forester, 1948: 96). Further, this understanding of one’s situation opens new opportunities for social practice within the planning profession (Forester, 1948). Hall (cited in Lane, 2005) states that the role of the planner changed within the new models as the planners recognised a need for the involvement of the community being planned for. These new approaches include the Transactive, Communication, Collaborative and Advocacy accounts.

2.3.2. The Transactive approach

The Transactive approach to planning offers a contrasting view to the Rational Comprehensive model as it states that there must be communication between the planner and the community that is being planned for. The proponent of this theory is Friedman (1982); the main objective of his approach was mutual learning between the planner and the community and also personal development as opposed to planners having a mission to pursue their own objectives. The key goal of this approach is for the breakdown of planning institutions through the empowerment of the people to have control of the development of their community (Lane, 2005). In contrast to the Rational Comprehensive approach, this approach recognises that communities are heterogeneous and that there are different interests and priorities in a community (Mitchell, 2002). The role of the planner within this approach is that of a facilitator and at times a participant, the planner also acts as a mediator where there are conflicting interests. The community therefore plays a central role with their traditional knowledge (Lane, 2005).

2.3.3. The Communicative approach

The proponent of the communicative approach to planning is Healey (1997). The main view of this approach is based on the converging of ideas (Lane, 2005). This approach acknowledges that other approaches emphasise the role of the planner in relation to the community but instead it encourages communication between citizens and also states that there needs to be a shift from the individualised conception of reason to joint decision making (Heredia-Martínez, 2010). This view states that “if planning activity is focused on inter-subjective argumentation, an understanding of the concerns of individual actors may be achieved” (Lane, 2005, 295). Through this method the relevant parties can then start to understand, and assist each other in decision making (Heredia-Martínez, 2010). This approach acknowledges the substantial role for public participation.

The main themes that are emphasised within this approach include “inclusiveness, reciprocity, good communication, empowerment and mutual learning” (MacCallum, 2008: 325). It includes the introduction of participatory practice, and a range of methods that include the community in decision making (MacCallum, 2008). The communicative turn advocates for the knowledge of all actions in planning by the community (Healey, 1997). This approach also highlights the influence of politics and power distribution (Forester, 1982) and is based on the belief that without the involvement of the relevant parties, planning projects cannot proceed successfully (Giddens, 1994 and Healey, 1997). Indeed, the distribution of knowledge and power in the community opens opportunities to address inequalities and oppression (Forester, 1982).

2.3.4. Collaborative planning theory

Collaborative planning aims to provide an interactive platform whereby stakeholders and planners can come together and share ideas. This process empowers the community to raise their issues and concerns as the stakeholders are given this platform in the planning process (Healy, 1997). Collaborative planning also seeks to change existing conditions through increased communication and the sharing of new ideas and debates. This theory involves interactive reasoning which includes trust and reciprocity and openness among the stakeholders (Healey, 1997). This approach to planning is an excellent way of dealing with the complexities that exists in the planning process in communities, as it supports the sharing of power and the ability of the communities to actively control their own priorities in

development (Giddens, 1985). Murtach, (2004) also emphasizes that, this approach advocates for interaction between stakeholders for decision making and implementation, this thus ensures that the needs of the affected and the interested parties are being addressed accordingly.

The negative aspect of this approach is that it is complex and time consuming as it takes the different views and interests of members of the community into consideration in decision making (Raj, 2007). This approach can also result in confusion between the role of the community and the planners, as there is always the question of whether the planner is to be treated as just another stakeholder or leader in the planning process (Tewdr-Jones & Allmendinger, 1998). Although collaborative planning claims to adopt the bottom up approach, this only proves to be true theoretically. In reality decisions are still taken within a particular framework, whether political or legal (Raj, 2007). Furthermore, collaborative planning is based on the assumption that the stakeholders hold the required skills to participate in decision-making, whereas the stakeholders could have skills that vary from one stakeholder to the next (Murtach, 2004). This thus leads to further confusion in decision making and power distribution.

2.3.5. The Advocacy approach

The proponent of the Advocacy approach is Davidoff (1963) who argues that this approach “assumes social and political pluralism” (Davidoff cited in Lane 2005: 293). Mazziotti, cited in Lane (2005) further argues that “there is inequality in the distribution of power between different groups unequal access to the political structures and that there is a large number of people who are unorganised and therefore represented by interest groups”). As a response to these concerns, Advocacy focuses on radical social transformation. The main aim is to advocate the interests of the socially weak groups and ensure that their views are heard and their interests are represented in decision making (Lane, 2005). This approach to planning provides opportunity for all interest groups to raise issues related to them and also help them learn about their rights in the planning process (Burayidi, 2000). The planner is meant to provide a technical interpretation of the problems of the specific interest group and help them find possible solutions (Lane, 2005). While getting involved in the process of advocacy; the people also understand their rights as a community.

Essentially, it is clear that there is improved involvement of the public in each of the explored theories. From the Rational - Comprehensive model of planning which does not include any participation from the public, to the advocacy approach, which requires the public to be at the forefront of decision making. An understanding of these theories/models is important to understand the backdrop at which public participation occurs within spatial planning projects and to understand the merits of the movement towards a grassroots approach to planning.

2.4. The Grassroots approach to planning

Participatory planning approaches over time have moved from minimal to more intensive public participation. The changing role of the planner is also noticeable, from the planner being the leader of development to a facilitator in development within the grassroots approach to planning (Ngqoleni, 2009). The Grassroots approach to planning is a democratic approach that essentially promotes a better living for the community. It also involves advocates for participation from the community so that developmental ideas and initiatives come from the community (Armstrong, 2007). Within this approach developmental decisions are initiated at the lowest level and also influence the final developmental outcomes. The principles of the grassroots approach include the promotion of governance and a flexible pattern of decision-making that is community based (Armstrong, 2007). Other values of the grassroots approach include ownership of development and community building, as the bottom-up approach develops the potential of every individual to be a better community citizen (Ngamlana, 2009).

Essentially, the grassroots approach places emphasis on the distribution of power and this distribution can be reached effectively through the public being active in decision making. It is also evident within this approach that not only has the position of the planner changed to be more facilitative but the view of the community by practitioners has also changed from homogeneous to heterogeneous. Within this approach, public participation is not merely a part of decision making within spatial planning but it is seen as mandatory and a fundamental element of spatial planning (Lane, 2005).

2.5. Participation typologies

There are two main types of public participation typologies that Rosener (1978) identifies; the first is where participation is seen as an end and the second where the process is seen as a means to an end. Within the first type, “participation is done just for the sake of it being done,

or as contribution to some goal or a combination of both” (Rosener, 1978: 459). Within the former, the measure or the assessment of effectiveness of public participation is not a difficult task, as the factors that can be assessed include the number of people and the kind of people who participated. Other factors that are assessed include time invested by the individual participants, their attitude about their participation and also a track of the frequency of citizen involvement (Rosener, 1978). This is the type of evaluation that is commonly used on by the government officials when they claim to have inclusive public participation. Participation as a means is usually state directed and enforced in order to achieve specific project objectives (Abelson and Gauvin, 2006).

Alternatively, participation can be used as a means to an end, within this type, one need to clearly understand the relationship between participation, the program being implemented and the desired outcome of that program. The objective of this type or technique of participation is more meaningful participation in the development process (Rosener, 1978). In order to effectively measure the efficiency of participation, one needs to identify the type of participation first. Although, both these approaches have different results and procedures, the evaluation of participation itself is not as important as the identification of a process whereby participation as a means has the capability to develop into participation as an end (Rosener, 1978).

2.6. Public Participation techniques

Public participation is an interactive process, there a number of techniques that are used to ensure that there is sufficient communication with the community. These techniques include advertisements, which can be done through printed public information material such as brochure, newsletters, newspapers and magazines (Johnson and Larry, 1987). Conducting surveys is also another form of public participation technique; these could be one-on-one interviews or a focus group survey with different stakeholders (Birungi, 2007). This is a not a highly rated form of public participation mainly because it sets a scope within which the citizen can participate, however it is still an effective technique (Lane, 2005). Other techniques of public participation include the use of information building to share information, such as libraries, city halls, schools and other public facilities (Birungi, 2007).

Public hearing is another common technique of public participation. This technique allows for sharing of information by the community without any domination from the professionals

or technicians (Crighton, 2005). With this technique, names are randomly drawn and that is how people are invited to the meeting (Birungi, 2007). There is a jury that weighs the pros and cons of the situation at hand and then makes a decision based on that, the jury is meant to act as a representative of the public. This technique is usually used when the professionals are asked to provide information but if the public is already well informed about the project, then a survey is more appropriate (Lane, 2005). Other common forms of public participation techniques include; public hearings, which are mainly, use to collect specific information from the public; surveys, whereby a small group is chosen as a sample to represent the whole population and nominal groups, which is mainly a group discussing consisting of a moderator (Lane, 2005).

2.7. Towards a framework of evaluation for effective public participation.

Assessing the effectiveness of public participation is not an easy task as there are no set criteria for this and effectiveness cannot be easily described (Albelson et al, 2004). Regardless of this, it is important to have a clear definition of what is essential for participation to be effective so as to provide a benchmark for performance to be assessed (Rowe and Frewer, 2004). Therefore, for this purpose Sherry Arnstein’s ladder of citizen participation is used as a framework of analysis for this study. Although, Arnstein’s ladder of participation will be used as the main framework for participation, Moser’s (1983) four questions for effective participation will also be taken into consideration. Moser’s framework has a ‘means’ approach towards public participation. Moser (1983) states that there are four questions that should be asked when investigating the effectiveness of participation: these include who? what? and how? (see table below).

Table 1 Moser’s framework for public participation.

Who?	<ul style="list-style-type: none"> • Who is involved? • The actors could include the elected officials, public administrators and the citizens (Moser, 1983). • <i>“There should be little doubt that knowing who is doing the perceiving is crucial to any understanding of the effectiveness of citizen participation”</i> (Rosener, 1978, 458).
Where?	<ul style="list-style-type: none"> • The location in which public participation occurs (where?). • This questions focus is mainly on the goals of public participation.

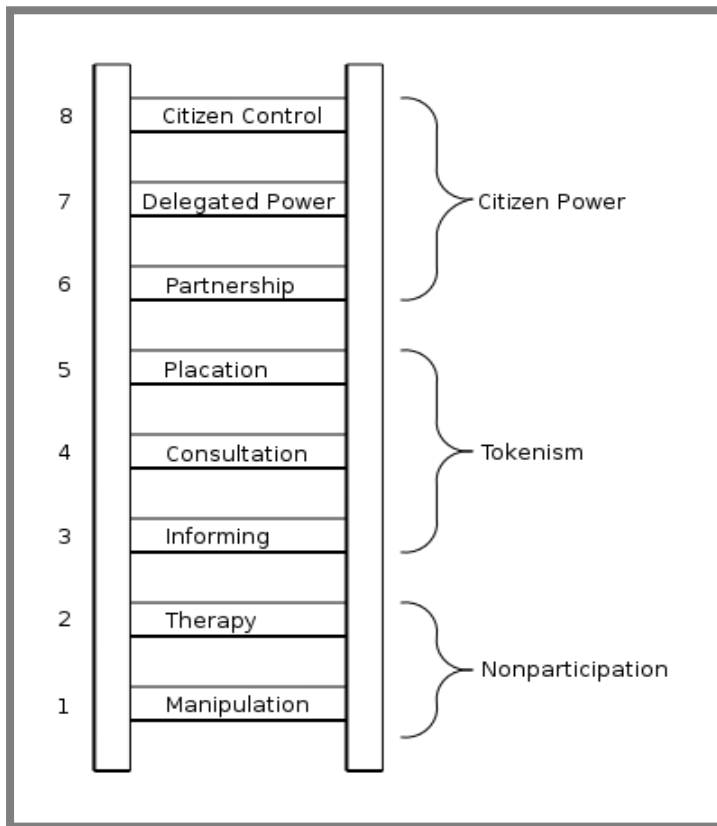
	<ul style="list-style-type: none"> • “Where is the ultimate goal we wish to achieve by involving citizens?” (Rosener, 1978, 458). • The objectives of the project is expected to produce these needs to be clear to those involved in this process as participation has different meaning to different actors (Moser, 1983).
How?	<ul style="list-style-type: none"> • How issues relate to participation. • Different types of developments differ in scope, duration and intensity (Moser, 1983). • Levels of participation thus differ; some projects need a deeper level of participation while in others informing the community is enough (Moser, 1983).
When?	<ul style="list-style-type: none"> • When public participation occurs (phase of the project, and the time of day). • The time in which public participation is needed during the planning and development process (Rosener, 1978).

Source: Researchers own table (2012).

2.7.1. Sherry Arnstein’s “ladder of citizen participation”.

The ladder of participation presented by Arnstein (1969) emphasises that in order for there to be public participation, there needs to be a distribution of power, and the citizens need to be given a fair opportunity to affect the outcomes (Rowe and Frewer, 2000). Arnstein (1969) emphasizes the fact that there is a difference between engaging in participation for the sake of it or as regulated and giving citizens “real power needed to affect the outcomes of the process” (Lane, 2005, 284). Arnstein (1969) also believes that for effective participation to occur there needs to be a redistribution of power within the community, thus allowing for anyone in the community to participate and influence the outcomes (Lane, 2005). Arnstein (1969) views public participation from the perspective of the participant as she defines participation as, “the redistribution of power that enables the marginalized citizens, excluded from the political and economic processes, to be deliberately included in the future” (Arnstein 1969: 216). The different levels of participation that she provides in the ladder of citizen participation include manipulation, therapy, informing, consultation, placation, partnership, delegated power and citizen control (see Fig 2). These range from non - participation, degrees of tokenism to citizen power (Arnstein 1969).

Figure 1 Sherry Arnstein’s “Ladder of citizen participation”.



Source: Arnstein (1969, 217).

Listed below is a summary of the ladder of citizen participation as described by Arnstein (1969):-

(a) Manipulation

Manipulation forms part of what Arnstein calls non-participation. Within this level of public participation, Arnstein (1969) states that under the façade of genuine participation, members of the community are placed in advisory boards and are seen to be participating but in reality these people have no power or control (Arnstein, 1969). Instead, they are used to prove that grassroots people are involved in the program but the program may not be discussed with the people (Arnstein, 1969). There is no real response to the needs of the citizens as the citizens are informed about projects and information is collected. However, the implementing agent enforces its own agenda.

(b) Therapy

Arnstein (1969) also refers to this form of participation as non-participatory. Within this level of participation, therapy is used as a disguise of genuine public participation, the focus in on

providing solutions for the problems of that community. At this level, the community is also informed about the changes but they are not given an opportunity to comment.

(c) Informing

Arnstein (1969) places this form of participation under tokenism. Informing, is when the community is informed about the project through meetings and leaflets, which is a good exercise as people get informed. However, specialists mostly provide this information “at a late stage in planning therefore giving the community little opportunity to influence the program” (Arnstein, 1969, 219). Therefore, this becomes a one-way flow of information as people are not given a platform to ask questions, negotiate or even give their opinions (Arnstein, 1969).

(d) Consultation

Consultation is another form of tokenism in Arnsteins (1969) ladder, as the community is given information about a project or a certain development and then they are asked to comment but there is no assurance that their views would be used. In this form of participation there is no feedback that is given back to the community explaining why their views were not used (Arnstein, 1969). The effectiveness of the process is not measured against the needs of the community but instead through the number of people that attend the meetings and those that were part of the survey.

(e) Placation

There is evidence of a small degree of influence from the community at this level of participation unlike the previous levels as citizens have direct access to decision making. However, even at this level, the power holders still make the final decision as the community is asked for advice but minimum changes are made to the original plan (Arnstein, 1969). At this level citizens are given an opportunity to make their comments but because there are no rules to participation the government official can still do as they please with the information (Arnstein, 1969).

(f) Partnership

Arnstein (1969) places this level of public participation under ‘citizen power’ in her ladder of participation. Within this level, power is redistributed through negotiations between citizens and power holders (Arnstein, 1969). Planning and decision-making responsibilities are shared

for example through joint committees. At this level of participation, there are structures such as planning committees which include people sharing decision making responsibilities (Arnstein, 1969). The disadvantage of this type of participation is that as much as the community is involved, the government can still make the final decision and judge the legitimacy or feasibility of the advice given by community members (Arnstein, 1969).

(g) Delegated power

Citizens at this level have power to make decision and influence the development process thus this type of participation requires very dedicated citizens (Arnstein, 1969). At this level, decision making and negotiations are conducted and at times the citizens could get the ‘dominant decision making authority’ (Arnstein, 1969). At this level citizens are sure of the accountability that the public officials owe to them thus it is not easy to not provide them with feedback.

(h) Citizen Control

Citizen Control is the highest form of participation that is stipulated in Arnstein’s ladder of participation. At this level the community is in full charge of the policy or plan and that they are “able to negotiate the conditions under which ‘outsiders’ may change them (Arnstein, 1969). Arnstein (1969) further states that it is important to note that no one has absolute power over this process and this includes the citizens themselves but are able to negotiate for full charge (Arnstein, 1969: 223).

2.7.1.1. Critiques of Arnstein public participation

As with any other theory, Arnstein’s theory has its critics, for example Painter (1992) argues that it is imperative to differentiate between potential and actual power; as he believes that Arnstein’s model confuses the two. He believes that the ultimate decision making power rests with institutional decision makers in the public participation process. Painter (1992) suggests that “genuine participation is only achieved by having power in decision making and Arnsteins (1969) ladder ignores the range of benefits which may be associated with being consulted throughout other stages in policy-making and planning” (Lane, 2005, 286). He adds that Arnstein (1969) undermines the relevance and outcomes of this interaction (consultation) as she refers to it as tokenism. Other critique of this theory are Collins and Ison (2006) who state that there needs to be a shift away from participation and control, which is Arnstein’s highest level of participation. Collins and Ison (2006) further state that there needs

to be a shift towards social learning as a new format of governance. Arnstein also notes that the typology that she presents does not “include an analysis of the most significant roadblocks to achieving genuine levels of participation...including poor community’s political socio-economic infrastructure and knowledge base, plus difficulties of organising a representative” (Arnstein, 1969, 217). This framework of analysis was chosen despite its criticism as it is an excellent tool for the evaluation of evaluation of public participation.

2.8. Chapter summary

This chapter discussed the imperative concepts for this study, the negative and the positive perspectives of public participation. The different theories, models and approaches to public participation have also been discussed, emphasizing the change of public representation within planning theories and the intensities of power and control within public participation. The chapter also discussed public participation typologies and techniques as well as the framework of evaluation used to analyse this study.

CHAPTER THREE - PARTICIPATORY PLANNING IN SOUTH AFRICA

3. Introduction

The first section of this chapter discusses democracy and public participation in the South African context. The different regulatory frameworks of public participation within the different spheres of government are also discussed including the different structures of participation at the local level. The following section discusses community representative structures for participatory planning at local government level, including the Ward Councillor and the Ward Committee. The last section of this chapter discusses the different challenges of implementation of public participation in South Africa.

3.1. Democracy and participatory planning in the South African context

Prior to discussing public participation and its relation to democracy, one needs to understand that there is a difference between direct democracy and community-based representative democracy and within these two forms of democracy there is a difference in the form of public participation. In direct democracy “every citizen is entitled to participate directly in thematic assemblies and in neighbourhood and district meeting” (Cabannes, 2004: 28). Within this type of democracy, citizens can also vote and participate directly only at their personal capacity. On the other hand community-based representative democracy is indirect as “decision making is done through delegates and leaders from forums such as ”social movements, neighbourhood associations and trade unions” (Cabannes, 2004: 28).

Public participation in spatial development planning in the context of South Africa has evolved overtime. This change has been mainly influenced by the change in the political environment with the shift from the apartheid to democracy. As a result of the democratic governance that replaced the apartheid regime, the process of public participation gained prominence in local governance (Nyalunga, 2006). Participatory democracy aims to form communication between the government and the community; to broaden and deepen democracy (de Villiers, 2001). Crosby (2002: 51) concurs with the notion of intensifying democracy and states that “participation and pluralist consultation are not simply features of effective policy processes; they are integral elements of democracy itself”. Therefore in the context of South Africa, public participation is seen not as merely a tool for development but as the cornerstone of democracy (Nyalunga, 2006). As mentioned in previous chapters,

public participation has great relevance in South Africa as it mitigates the historical pattern of decision making being limited to a few individuals (Fung and Wright, 2003). The characteristics that make this process democratic include that, it allows for deliberation and empowerment between the relevant stakeholders, thus calling for a sharing of information. Another characteristic is that it aims to integrate not just the government spheres but also nongovernmental spheres, communities and civic organisations, thus contributing to democratic governance (Fung and Wright, 2003).

Other authors such as Friedman (2006) agree with Fung and Wright (2003) and highlight the democratic merits of this process by asserting that it appeals for the inclusion of a range of citizens in influencing decision making. Other authors also state that public participation opens up the opportunity for the public to voice their views, personal knowledge, and fears that they may have towards the development of their community (Dola and Mijan, 2006). This process is important for democratic governance as people get to feel a sense of ownership over development in their own communities (Yvonne, 2010). As excellent as this democratic process may sound, it is also imperative to understand the community dynamics that may not allow for all voices to be heard. It is thus clear that in order for the government to meet its goal to broaden participation, there needs to be proactive measures taken to ensure that all the voices are taken into account (de Villiers, 2001; Fung and Wright, 2003).

Williams (cited in Nyalunga 2006) states that the involvement or the engagement of people in development programs has become the norm of a democratic practice in South Africa. As much this point raised by Williams is true and apparent with any projects in South Africa, one must also be aware of the type of democracy that is being exercised within public participation process as this may be a strongly representative democracy that does not represent the needs of the community. Fung and Wright (2003) argue that there are some principles that need to be employed to ensure that there is effective communication between the government and the community. These principles include a combination of responsibilities between communities and the decision maker on decision making (Fung and Wright, 2003).

3.2. Regulatory Framework for participatory planning in South Africa

There are a number of legislative and policy provisions in South Africa that aim to bind the spatial development planning process to public participation. The main aim of the legislation is to ensure an enabling environment for public participation as legislated in the constitution. The three spheres of government (National, provincial, and local) were established to ensure democratic governance and that citizens can participate effectively in issues that affect them. Logically, there are thus acts and policies that aim to support this on all spheres of government. Other legislation stem from the Constitution as it provides legislative authority over all spheres of government.

3.2.1. National legislation

At the national level, the core legislation is the Constitution of the republic of South Africa, Act 108 of 1996. There are different sections of the Constitution that emphasize the importance of public participation. These including Section 151 (1) (e), section 152 and section 195 (e) of the South African Constitution, which oblige the Municipalities to encourage the involvement of communities and the community organisations in decision making. Other sections of the Constitution that urge for public participation include Section 59 and 112 which emphasises the need for participatory democracy. These mainly stem from previous injustices where many people did not have the privilege to voice their views (Draft National Policy Framework for Public Participation, 2005).

National planning legislation that determines the extent of public participation includes the Development Facilitation Act (1995) which was later replaced by the Spatial Planning Land Use Management Bill (2011). Pre-1994 decision making was limited exclusively to elected representatives and the Development Facilitation Act (DFA) Act 67 of 1995 challenged this and proposed that elected representatives need to approve policies and plans and then technicians apply these. Political buy in would then be needed for implementation of projects and to also address other issues of self-interest and conflict of interests (DFA, 1995). The Spatial Planning Land Use Management Bill (SPLUMB) states that the public should be given an opportunity to comment and object on developments that they do not agree on. The Planning and Development Act (PDA) (2008) also states a similar notion that when detailed issues such as subdivision and consolidation, the public does not need to be consulted as this does not directly or indirectly affect them.

This piece of legislation emphasises the point that the public should be allowed to provide input of matters involving them (Chapter 2 clause [e] iv). In the amendment of the scheme, this Act also emphasises the need for public participation and the importance of the public to appeal any decision that they do not agree with (Chapter 5, clause 28 (2)). Other legislation that support public participation, include the Draft National Policy Document on Public Participation that was adopted in the year 2005.

3.2.2. Provincial legislation

Section 118 (1) of the Constitution requires that the provincial sphere of government facilitate public participation. Therefore, the Community Participation Framework was developed by the Department of Co-operative Governance and Traditional Affairs department (COGTA) for the KwaZulu-Natal Provincial Government. This framework aims to develop proactive local governance through a constructive participatory process between municipalities and communities (KwaZulu-Natal community participation framework, 2007).

There are a number of common issues around public participation that this framework aims to tackle, mainly the overlapping community consultation and budgeting for this process. Other issues include eliminating the confusion and duplication that is caused when National Departments engage in developmental projects and a public participation committee is established to deal with the participatory aspect of the projects which functions outside the municipal participation structure and the Ward Committee as this result in multi consultative processes (KwaZulu-Natal Community Participation Framework, 2007). This policy highlights three major points with regards to public participation including:- promotion of democracy, state building, equity in development, improvement of the public participation process in order for development plans and services to reflect the need of the community (KwaZulu-Natal Community Participation Framework, 2007).

3.2.3. Local government legislation

Local government legislation includes The Municipal Structures Act No. 117 of 1998 which highlights the fact that a municipality should have one of two categories of institutional structures that exist in communities. Chapter 4 of the Municipal Systems Act 32 of 2000 [Section 16 (1)], also outlines the specific requirement for public participation in local governance, stating that “The Municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory

governance". It further states that the municipality must play an active role in building capacity of local community to participate in the affairs of the municipality (Municipal Systems Act 32, 2000). Section 4 (c) also encourages the involvement of the local community in decision making at the local governance level. Section 5 (a) of this Act emphasises the rights that the members of the community have and which include, contribution in the decision making processes within the municipality and also a disclosure of the affairs of the municipalities (Draft National Policy Framework for Public Participation, 2005).

The legal framework for public participation in South Africa for municipalities specifies that there has to be a Ward system, where there is a Councillor, a Ward Committee and other interest groups. It is then through these avenues of communication that the interests and issues of the community are voiced out. The manner in which public participation is administered is that there are issues that the community must be informed about and then there are issues that the community must be consulted on (Community Participatory Framework, 2007). Factors such as municipal issues, council's decision rights and duties are all issues and decisions that the community is informed about (de Villiers, 2001). Other factors such as services, budget, performance and the Integrated Development Plan (IDP) are discussed and negotiated with the community through meetings such as the Ibiza (gatherings) Ward committee meetings and stake holder group meetings (Community Participation Framework, 2007). There is also another list of annual issues that the community must be involved in and these include the IDP, Rates, Services and building capacity to participate. The mechanism of public participation that is involved here also includes the Ward Committees, Izimbizo and the Stakeholder Forums (Community Participatory Framework, 2007). This is the manner in which public participation is meant to occur within the local governance level in South Africa. This is not necessarily the reality of this process in all communities; as it varies from community to community.

The COGTA summit of 2005 came to a number of conclusions including the implementation of certain Intergovernmental Structures that are in the Intergovernmental Relations Framework Act, 13 of 2005. The changes that were agreed on include the fact that there would be a regulation between the relationship between district and local municipality and municipalities that do not have a Ward system would be persuaded to adopt the Ward system within a given time frame (KwaZulu-Natal Community Participation Framework, 2007). The

structures within local governance that ensure that Public participation occurs will be discussed in-depth in the next section.

At the local level, the most influential piece of legislation is the IDP. This document is essentially a plan for a particular area that provides the framework for development. The document aims to improve peoples' lives within the community (IDP 2012/2013). The formulation of this document includes a number of actors and the participation of people such as the Councillor; Ward Committee, representatives from organised groups and other interest groups within the community were invited through a forum to such meetings. In these meetings the different entities are given an opportunity to present their interests and to discuss future planning developments in the area. Other tools for development within local government include the town planning scheme and the Spatial Development Framework.

3.3. Structures for participatory planning at local government level

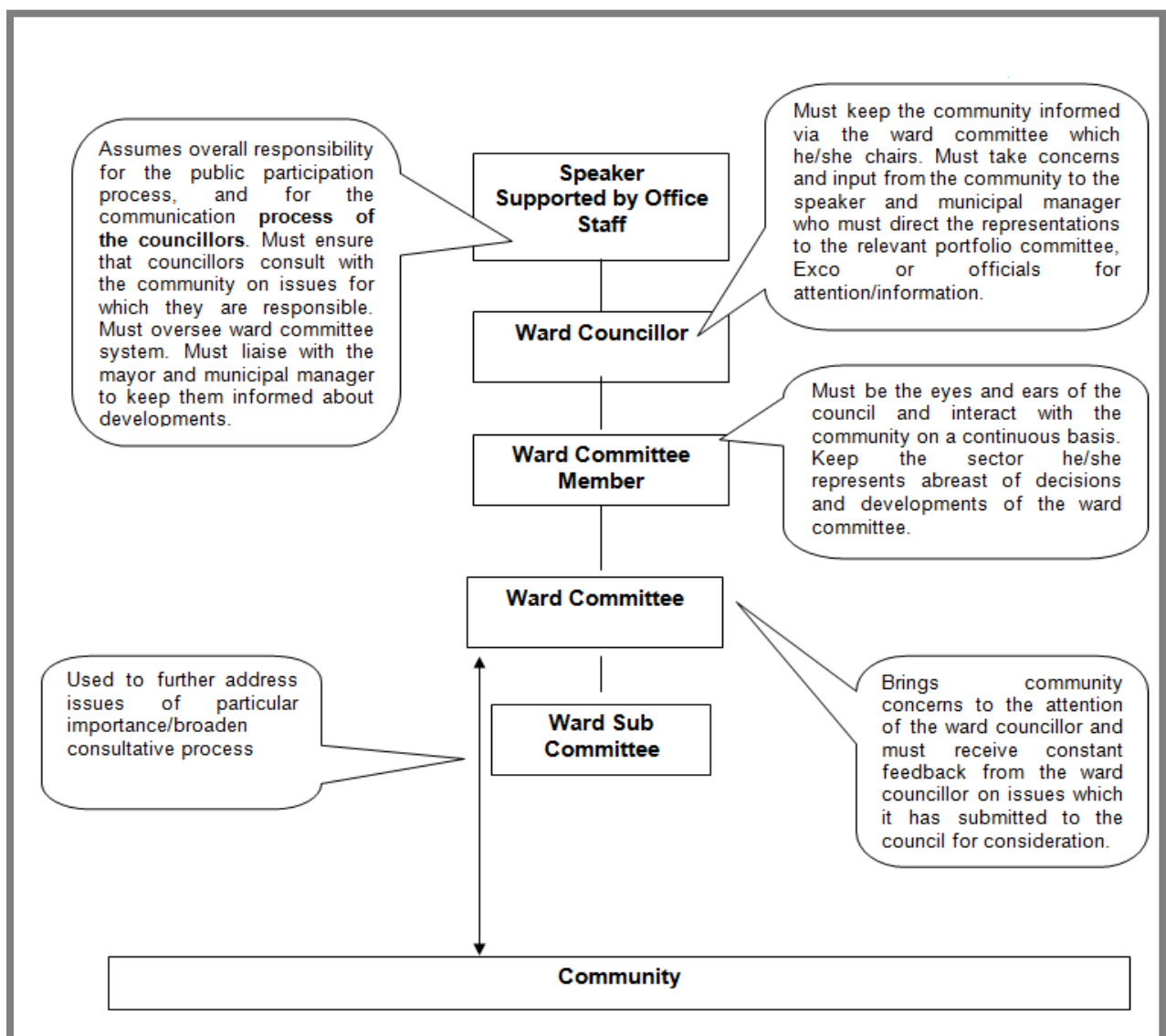
Democracy in South Africa constitutionally advocates for Public Participation that is not just limited to the vote but also includes a wide range of institutions of participatory democracy within which civil society is entitled to play a role (de Villiers, 2001). Participation structures make it easier and more effective for community members to communicate through an organised structure. These structures also “enable community members to collectively make inputs into or comment on municipal affairs and to interact with the municipality in a more organised manner” (The KwaZulu-Natal community participation framework, 2007: 80). Ideally, there should be a two way communication between the participation structures and the municipality. The Councillors and the Ward Committee have the responsibility to keep in touch with the municipality so that the Ward Committee can be made aware of the different activities within the municipality. These community representative structure forms the vehicle for community participation. The Constitution allows for the existence of these forms as they also add valuable input into the decision making process. Figure 2 on page 36 illustrates community representatives' structure according to the National Policy Framework (2007).

3.3.1. The Councillor

Councillors have a very powerful role to play within the community, as they are the closest connection that the local authority [the municipality] has with the community. When issue arise within the community, community members seek assistance from the Councillor (see

Fig. 3). It is then the responsibility of the Councillor to take the matter up to the municipal officials (Nyalunga, 2006). In this manner, the Councillors serve to represent the community, irrespective of the cultural or political affiliation. The function of the Ward Councillors includes communicating the needs of the community to the municipal council. The government department in charge is then responsible for communicating with the Councillor and the Ward committee on that particular issue.

Figure 2 Interaction between the speaker, Ward Councillor and the Community.



Source: National policy framework for Public Participation, 2007.

3.3.2. Ward Committees and other interest groups

The Constitution makes provision for public participation within local governance and mechanisms such as Ward committees are put in place to ensure this. According to Chapter 6 of the South African Constitution (Act 108 of 1996) the core functions of a Ward Committee which is elected every five years, is to assess a budget and also to work closely with the Councilor and the community based organizations in order to identify the needs and priority of the community and ensure that these needs are included as priorities in the budget. The Ward Committee has to make known to the community, any other decision that is made by council that affects the lives.

The establishment of these Ward Committees is regulated by section 73 and 74 of the Municipal Structures Act (1998). This section of the Act states that within a municipality there should be a Councillor who represents the Wards. This Councillor must also be the chairperson of the committee of not more than ten people (Municipal Structures Act, 1998). The Ward Committee has a right to make recommendations to the Ward Councillor on matters affecting the Ward. Ward committees are structured in different ways; in some, each committee member is given a portfolio while in others each member is allocated to a geographic region. Other members are allocated different sectors of responsibility (National policy framework on Public Participation, 2007).

Another function of the Ward Committee includes, advising and consulting with residents on matters that concern them through meetings, providing feedback to the community on matters discussed in the meetings. The Ward Committee also arranges social events in the community so that they can interact with the community and interact with other forums to ensure that these committees know what is happening within the Ward (The KwaZulu-Natal Community Participation Framework, 2007). Another aim of the Ward Committee is to also encourage these committees to channel their concerns to the Ward Councillor.

3.4. Challenges with implementation of participatory planning in South Africa.

Even with the legislative obligation for local governments to include public participation in their development initiatives, there are still a number of barriers to making this a reality in South Africa. Amongst the many challenges, the most apparent include language barriers, lack of trust, poor distribution of power, negative attitudes and lack of capacity.

3.4.1. Language barrier

The manner in which meetings are conducted impacts on the quality of the process of public participation. There is the common use of the English language in communicating with communities, which poses a barrier to effective communication. This [English] may not be the language spoken locally but a language common to the people facilitating the meeting which makes communication difficult (de Villiers, 2001). This use of the English language also serves to intimidate communities because of the lack of understanding of the information provided, they then make uninformed decisions. As such, "...they [communities] are then at a disadvantage in engaging in robust discussion and debates that arise and if a vote is called, they vote from an ill-informed standpoint" (Ngamlana, 2001: 1).

Low literacy levels of some Ward Councillors are also an issue that form a barrier to effective public participation (Ngamlana, 2001). As a result of this shortcoming, there is poor feedback to and from the community; the whole community is thus put at a disadvantage. As a response to such phenomenon, the "government needs to realize it cannot address the issues of public participation on its own but needs to form strategic partnerships with civil society organizations and interest groups to address these challenges" (Ngamlana, 2001:1). Thus there is a need to provide translations of the local language and advocate for the use of material that would ensure that the community is in a position where it can provide its inputs effectively (Ngamlana, 2001).

3.4.2. Trust – experience

There has been a loss of trust from the community in the government. Due to past experiences with the government and the poor provision of service delivery, and the communities' views not being taken seriously. This has thus led to reluctance from the community to participate in development projects (Sinwell, 2009). Other issues that are catalysts to the escalation of the levels of distrust, include the unavailability of Councillors in communities, in some cases they are not elected yet and in others, the Councillors work part time, this then forms a hindrance for participation as the community feels that they do not have a voice in the on goings within their communities (Sinwell, 2009). The mistrust that is evident in local government stakeholders, leads to the attitude of us and them and thus discourages effective participation (Davids, 2005). Due to lack of trust, communities find it hard to have faith in the public participation processes (Davids, 2005).

3.4.3. Distribution of power

The distribution of power also plays a major role in hindering public participation. Power distribution issues are evident between government and the community representatives; it is also evident within the community itself. Steven Friedman (cited in Nyalunga, 2006, 2) believes that “the post-1994 Constitution order, has only freed us from racial minority rule, and has not offered citizens effective channels for participation in government decision”. Channels of participation within communities are said to be ineffective because not everyone in the community is considered equal, the most powerful and the organized they are easily able to make use of participation opportunities (de Villiers, 2001).

Friedman (cited in Nyalunga 2006) concurs with this point and states that on the ground not all community members are represented as per the requirements of the Municipal Structures Act (1998). The point raised by Ngamlana (2001) is echoed in South African context as there is still evidence of neglect of disadvantaged people in communities during the democratic process, with the most neglected being women and the disabled (de Villiers, 2001). The challenge of distribution of power within communities is slowly changing as more women are included in public participation processes and in the representative structures within communities. However, the issue that further distorts this process is the politicization of community participation and Ward Committees (Ngamlana, 2001).

3.4.4. The setting for public participation

The setting for public participation is also important so as to ensure effective participation. According to the Municipal Systems Act, participation should occur so that planning is done with the community. It is thus only logical that a convenient environment is set up for this to be a reality. People need to be notified beforehand about public meetings and the meetings also need to be set up at a convenient time and location so that are people are able to attend (hajer 2005). Poor publicizing of meetings can lead to poor attendance and thus lead to the officials of implementing body coming to inaccurate conclusions (Nyalunga, 2006). Follow up meetings are also important as public participation is not an event but a process that needs to be on going throughout the project. The roles and responsibilities of the various stakeholders involved in the quest for development and participation must be defined so as to evade confusion and facilitate a progressive participation process without conflict (de Villiers, 2001).

3.4.5. Attitudes and capacity

The attitudes of government officials and planners also contribute to the success of public participation. Some government officials view this process as a step that must be taken to fulfil the mandated obligation of the municipality to conduct public participation before planning (Rosner, 1978). As a result of this attitude, public participation is then taken arbitrarily. In other municipalities, it is evident that there is a lack of knowledge on how the process of public participation should be undertaken. There are also time constraints that are said to make this process inefficient (Nyalunga, 2006). In some projects a small amount of time is allocated to public participation and in others there is a fear that the process will take too much time and therefore a typology of public participation that does not allow people to participate in depth is adopted (de Villiers, 2001).

3.5. Response to challenges

There are a number of steps that need to be taken to avoid the challenges to effective participation. One of the issues facing South Africa is the dominance of Ward Committees over the participatory space as they and the Ward Councillor are a first place of contact in the community (public participation framework, 2005). Therefore, there needs to be a move to place more focus on the relevant interest groups rather than the politicians involved. For this to be a reality, information needs to be distributed accordingly. Friedman (cited in Nyalunga, 2006) states that there should be a public participation plan in place to facilitate public participation and feedback of this process [public participation]. This system of feedback would then minimize the chances of polarization of the process of public participation. Nyalunga (2006) also stresses the importance of government ensuring that legislative frameworks are implemented through monitoring systems for the participatory processes. Factors such as sharing of knowledge – through community outreach programmes, close communication with community based organizations, budget allocations for public participation and commitment by municipalities to priorities public consultation should all be monitored for implementation.

3.6. Chapter summary

It is evident that within public participation in the South African context, there is substantial legislative provision for public participation in the country. Participation has been fully recognized and thus legislated. As mentioned above, the majority of the responsibility of

public participation is focused at the local level. The chapter also established that sufficient effort is needed to ensure that people's perspectives of public participation are changed to a more outcome base of the process. The main issue identified in the case of South Africa, is the weaknesses in the implementation of the legislation. In essence the factors pose a challenge in the process of public participation in South Africa. The changes discussed include language barriers, lack of trust, uneven distribution of power, unfavourable setting for public participation, attitudes and capacity.

CHAPTER FOUR - PLANNING AND PUBLIC PARTICIPATION IN THE KWAMASHU URBAN RENEWAL PROJECT.

4. Introduction

This chapter firstly provides the background of the KwaMashu Township, from a historical and geographic perspective. The sub-projects (the upgrade of the market facility, the construction of the Shopping centre, the rezoning of Erf 503) are also presented in this chapter.

4.1. Background of KwaMashu

The KwaMashu Township is a dynamic Township with a long history. The area in which the Township is located was previously covered by cane plantations and known as the Place of Marshall as the founder of the cane company was Sir Marshall (Mohamed 2002). This area then became a Township as a result of Black people being forcibly removed from Cato Manor to the KwaMashu Township during the apartheid era. Previously, KwaMashu was administered by the Bantu Administration but after Municipal demarcation in 2000, the eThekweni municipality took over control of directing development in this area as is the case currently.

4.1.1. INK (Inanda, Ntuzuma and KwaMashu)

The INK Development Area consists of the Inanda, Ntuzuma and the KwaMashu Townships. This development area [INK] represents almost a quarter of eThekweni's Municipality's population. The areas that fall under INK consist of "15 Wards with a large number of informal settlements, limited basic service infrastructure, inadequate recreational facilities, and a shortage of social facilities" (URP Implementation Framework, 2007, 4). Almost half of the households in INK live in informal dwellings and while in KwaMashu almost half the population is unemployed and the people that are employed get paid very low salaries (Kusel, 2009). The INK Urban Renewal Project was put into place as a form of intervention from the government to alleviate poverty and unemployment.

Prior to the commencement of the Urban Renewal Project, the KwaMashu Township was faced with many challenges, which include, infrastructure rundown, crime, unemployment and a lack of investment in this area; the residents were forced to travel long distances in

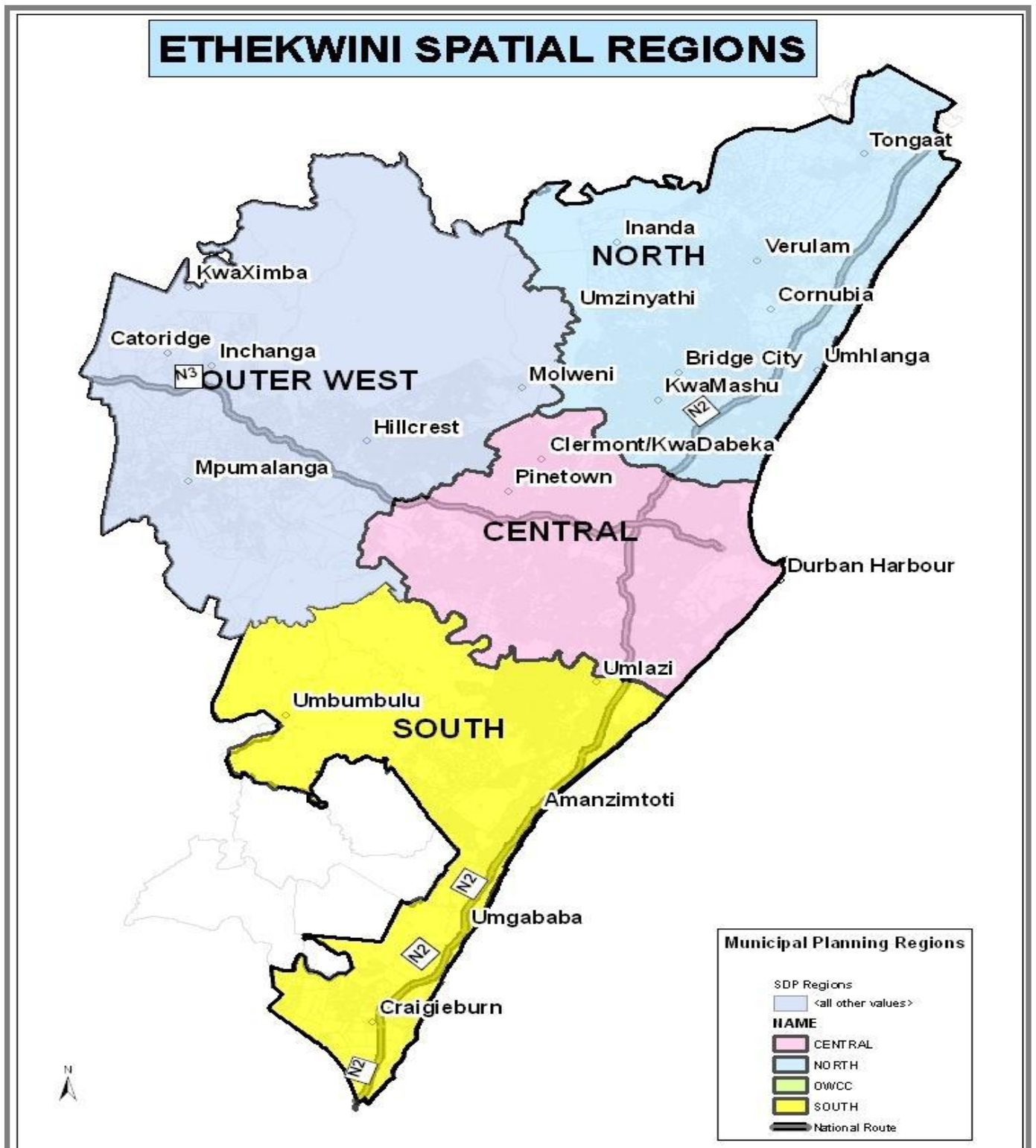
order to access facilities and services (Mohamed, 2002). It was mainly for these reasons that the KwaMashu Town Centre was established. There was also a need for a conducive environment for local enterprises to function sustainably as well as attract investors to the area (Township Renewal Sourcebook, 2009).

The other identified problem in the Township is the fact that KwaMashu falls outside city policy and strategic planning frameworks; hence for a long time there were no plans to improve the area (Musakwa, 2008). It was however included in the city's Spatial Development Framework (SDF) in the year 2000 (see Map 2). With regards to business enterprise, the Ithala Shopping Centre was the only formal form of business in this area; other informal businesses included vendors on the pavements and other forms of illegal businesses that operated in people's backyards and around the Shopping centre (Township Renewal Sourcebook, 2009). The Local Traders Association (LTA) was the only structure that represented the formal and informal businesses in KwaMashu (Musakwa, 2008). The planning aspect of the KwaMashu Town Centre projects included the identification of economic development opportunities that the Township had and to establish best practice models and intervention strategies, "to establish whether concentrating the facilities in one node was the best strategy" (Township Renewal Sourcebook, 2009, 5). These were all part of the pre-planning phase of the project.

4.1.2. Regional context of the case study

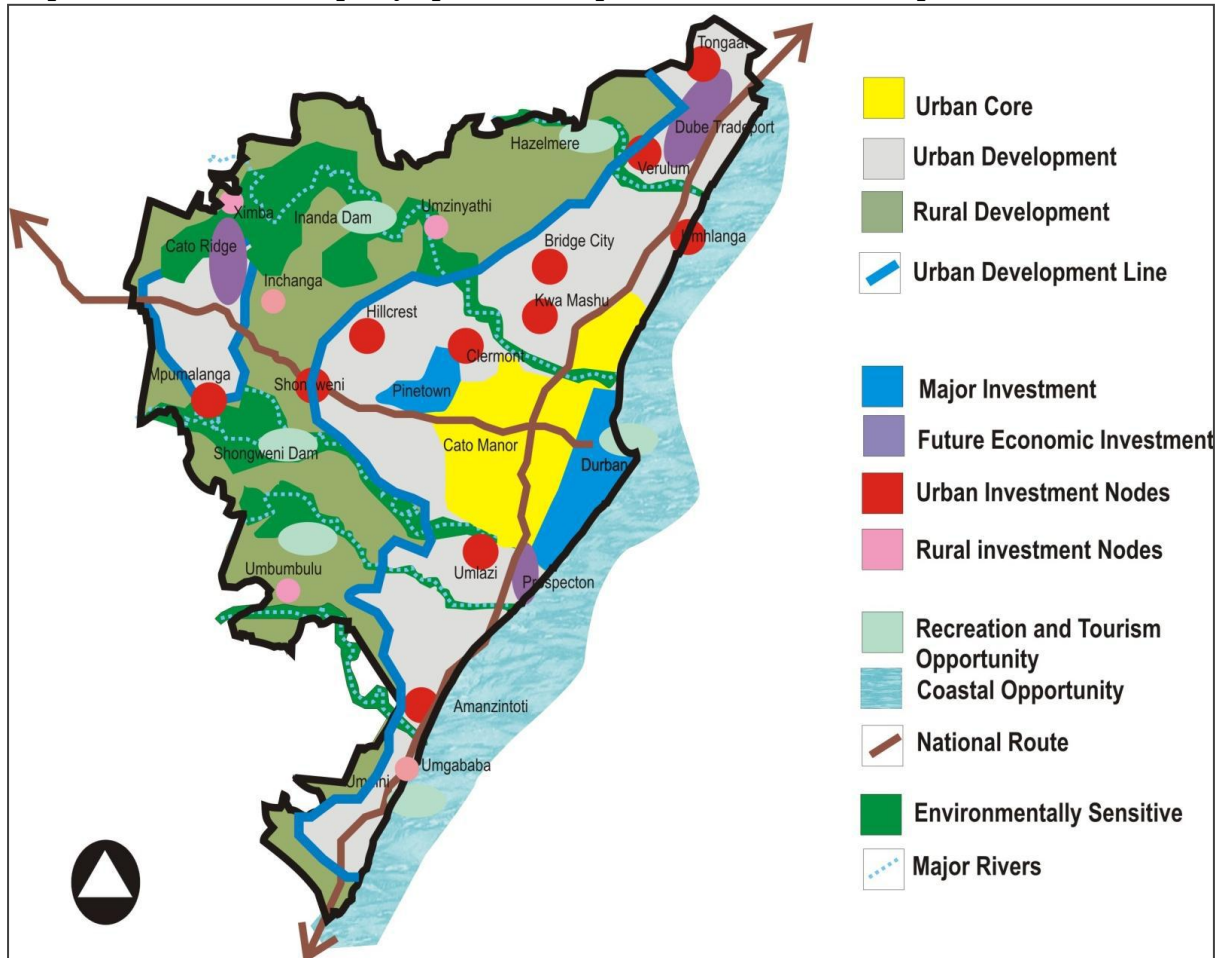
Geographically, the KwaMashu Township is located in the North West of Durban and within the North region of the eThekweni spatial region (see Map 2). The KwaMashu Urban Renewal Project is incorporated in the eThekweni IDP within a broader goal to increase functionality within the broader Northern Urban Development Corridor within this region. This project (KwaMashu Urban Renewal Project) is also a part of a bigger project which aims to Upgrade Bridge City and connect it to the CBD via the KwaMashu Township. The Township has a population of approximately 500 000 people (Musakwa, 2008). As part of Municipality intervention for economic development in 1998, an assessment was done concluded that the development of a centre would result in great economic impact and thus the KwaMashu Town Centre came to be (Mohamed, 2002).

Map 1 Map depicting the different regions in the eThekweni Municipality



Source: eThekweni Municipality (2001).

Map 2 EThekwini Municipality Spatial Development Framework Concept 2012.



Source: EThekwini Municipality (2012).

4.2. Planning and development within the KwaMashu Township.

The eThekwini Municipality is the driver of the KwaMashu Urban Renewal project therefore the eThekwini INK Area-based Management Unit along with many other municipal departments have the responsibility of carrying out this project. The plans for the KMTC project were firstly drawn up in 1998 but it was only in 2001 that physical work started and in 2007 the Road infrastructure the first Sub-project was completed. In 1998, the EThekwini municipality concluded that there would be major improvements if one town centre was constructed in the Northern area and thus the KwaMashu Town Centre was then decided upon (Project concept, 2009). The reasons for choosing this location was that there was an already existing transportation system which include a train station, bus and taxi and a large population of commuters in this area (Ngqamlana, 2007). The chosen area was already an amalgamation of informal trading activities in this area and a few of these were formal. This area also seems to have economic development potential and therefore potential for

investment opportunities (Ngqamlana, 2007). It was also projected that businesses would succeed in this area as there were already some existing trading activities in this area (Xulu, 2007). The KMTC project thus commenced in 1999 and the KwaMashu Town Centre Redevelopment Project commenced its delivery stage in 2001 (Project Concept, 2009).

The KwaMashu Town Centre is part of a bigger programme to develop business nodes in eThekweni; this is illustrated in the Spatial Development Framework (SDF) (see Map 2). An SDF is a spatial representation of the IDP and is formed on a system of nodes and corridors. In an SDF the development nodes are made of development centres which are mainly located at the intersection of major routes. The eThekweni SDF illustrates how the KwaMashu Urban Project is meant to function spatially (Musakwa, 2008) (see Map 2). Planning and development within the KwaMashu Township is also informed by the Land Use Management System (LUMS). LUMS makes for better planning as it provides detailed guidelines for planning at a local level. From the LUMS the development controls of the Durban town planning are formed, aimed at providing a conducive and safe environment for people to live, play and work as well as ensuring that development is coordinated and harmonious.

Map 3 Map depicting the Study area in the local context

The Study Area



Source: Generated by researcher from Ethekewini Municipality GIS database (2012)

Map 3 shows the study area, which is highlighted in yellow with a red boarder. The chosen sample is illustrated by the blue circles. This map shows that the case study is not just limited to the KwaMashu Town Centre, but it incorporates other projects that are in close proximity to the Town Centre that are also a part of the KwaMashu Urban Renewal Project such as the new grounds at KwaMashu section G, as shown on Map 3.

According to the Township Renewal Sourcebook (2009) participation of the community was pivotal for the success of this project and to ensure this, politicians and other community stakeholders had to buy-in to this programme and support it. To ensure this there were public meetings, workshops and briefing sessions held at the beginning of the project. In order to maintain the buy-ins, there had to be visible delivery and the accommodation of the interests and concerns of the stakeholders (National Treasury, 2008). The KwaMashu Urban Renewal Project set out to ensure that there are community relations and a consultative approach had been adopted to resolve issues that they come across (Township Renewal Sourcebook, 2009). The Municipality officials then played a facilitator's role during the planning of this project to ensure that the views of the residents and investors are taken into account and that the community have an active role (Township Renewal Sourcebook, 2009). The INK ABM held a participant identification exercise in 2004 (April) where the main stakeholders were identified (Project Concept, 2009). The main local stakeholders that were identified include local organisations, land owners, community leaders, political organisations and the local communities (Project Concept, 2009). Thereafter, planning for the different sub-projects commenced.

4.3. The summary of selected sub-projects

The aerial photo (Fig 3) below shows the location of the different sub-projects within the KwaMashu Renewal Project. As previously mentioned above, the KwaMashu Urban Renewal Project has a number of sub-projects which engage different methods of participation. The sub-projects that form the sample for this study are listed below –

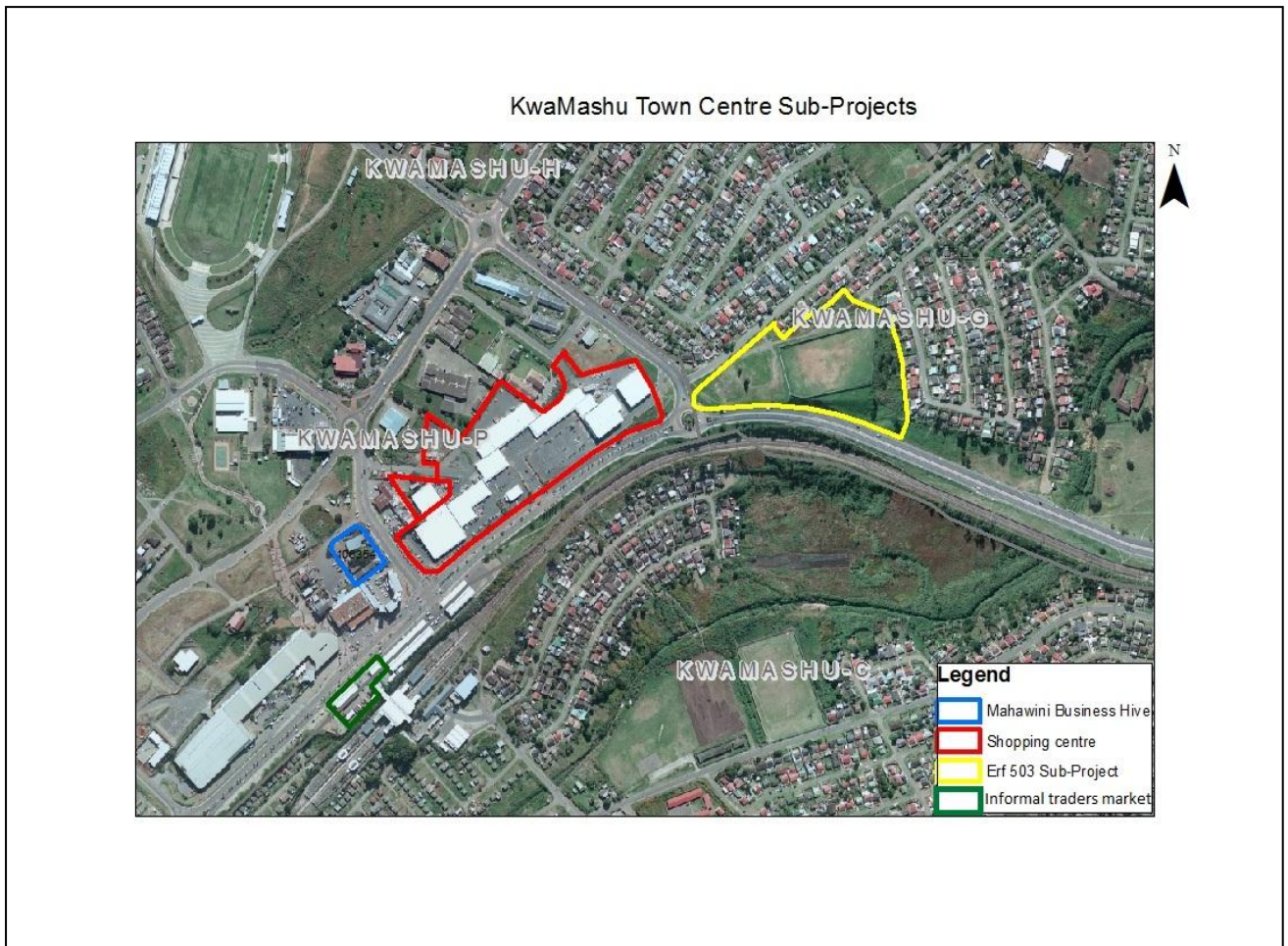
- 1) The Upgrade of the Market Facility
- 2) Rezoning of ERF 503 of KwaMashu G from ‘Civic Social’ to ‘Light Industrial’
- 3) The construction of the Shopping Centre.
- 4) The upgrade of the Mahawini Business Hive.

Figure 3 KwaMashu Town centre development plan.



Source: eThekweni Municipality (2008).

Map 4 Map depicting the KwaMashu sub-projects that form the sample.



Source: Generated by researcher from EtheKwini Municipality GIS database (2012).

4.2.1. The re-zoning of ERF 503 of KwaMashu G

The rezoning of Erf503 sub-project is located on the eastern border of the KMTC at the intersection of Mandela and Undlondlo Roads (see Fig 5 above). Implementation of this sub-project has not commenced yet on the ground, but the plans have been drawn and public participation process has been conducted. The eThekweni municipality was the initiator of this sub-project, with the aim of converting the Land Use from 'Civic Social' to 'Light Industrial'. This piece of land which is 2.86ha in extent was identified by the Municipality as suitable for the development of an incubator and post incubation facility. The eThekweni municipality felt that introducing a manufacturing sector in this area would lead to new business formation and growth, which would then result in job creation and long term economic growth (Project Concept, 2009). The Municipality also found that there already were a number of small-scale local manufacturing markets, who manufacture items such as gates and burglar guards informally (Project Concept, 2009). This new development proposes to provide formal premises for such enterprises.

This sub-project can be divided in to three portions, Site A: Private-sector commercial development, Site B: SMME Business Park and Site C: Wood and furniture sector SMME Incubator. Site A is said to have the greatest commercial potential and would be made available for private sector development through supervision of the municipality (Project Concept, 2009). Site B is designated to respond to the small-scale manufacturing and service industry sector and is also expected to bring economic benefit. This would provide suitable premises for activities such as small businesses in and around the Town Centre. Site C is set out to be used as a single large building which will assist with skills and business development, more particularly the furniture market. This building would then be a land-mark at the northern entrance to the KwaMashu Town Centre (Project Concept, 2009).

This Land Use change required Environmental Authorization; this meant that a Basic Assessment had to be done in order for the zoning to be changed in this area from 'Civic Social' to 'Light Industrial'. An environmental consulting company, Future Works, was appointed to perform as the Environmental Assessors for this project. The method of public participation that was used for this subproject was through a public meeting on the 8th of January 2009 in a school hall in KwaMashu G section (Project concept, 2009). There was a presentation and a large number of people attended the meeting were given a chance to ask questions.

The projected benefits of this project include the uplifting the Township as the beneficiaries would be both the local businesses and the local clientele (Township Renewal Sourcebook, 2009). These three areas will remain in the supervision of the Municipality as this would then enable the municipality to deal with any environmental impacts the activities of the facility may have in its surroundings (Project Concept, 2009). Certain factors pose potential constraints on this proposed development, and these include the proximity to residents thus the municipality plans to put a buffer strip by planting trees and to ensure that the backs of the building face the residential area (Township Renewal Sourcebook, 2009).

4.2.2. KwaMashu Shopping Centre

This sub-project was driven by a private entity and the eThekweni Municipality played a facilitator role in this sub-project. The implementation of this sub-project was completed in 2005. This project is located within the KMTC, adjacent to the Market facility (see Map 3 on page 53). The implementation of this sub-project commenced in 2005. The budget was R75 million for the 11,000m² shopping center sub-project (Township Renewal Sourcebook, 2009). The municipality sold the piece of land required to complete the parcel through a private treaty to support the development. The land where the shopping centre is located is on private land owned by a private developer. The KMTC team convinced the developer to investigate the opportunity along with the economic viability the land could offer (Township Renewal Sourcebook, 2009). A key consideration for the developer was safety and security. The fact that the Metro Police station was being built very close to the shopping centre site was a critical factor in favour of the developer's decision to proceed (see map 4). Due to heavy traffic congestion at shopping malls, municipal approval partly depends on sufficient developer investment in road improvements and road safety (Township Renewal Sourcebook, 2009).

4.2.3. Upgrading the Market facility

The KMTC already had a Shopping Centre (Ithala Centre – see Fig 4 on page 56.) but the developers felt that there was a need to respond to the community's needs, as people were still purchasing from hawkers around the centre. This sub-project is located in close proximity to the Taxi Rank (see Map 4 on page 56). This project was initiated by the eThekweni Municipality in order to upgrade the Market Facility, also to improve the working condition and alleviate issues such as crime and security. That Market Facility has a Traders committee whose main function is to send the grievances and issues of the market traders to the Business Support Unit office which is a municipal office that is responsible for these traders. There is an annual revote of the

members of the Traders Association. The initial stages of public participation for this sub-project started when the architect drew his accommodation schedule. As part of the architect's work, an accommodation schedule had to be drawn, where the architect specifies details such as the size of the rooms that will be required and also the types of different equipment that will be required (Township Renewal Sourcebook, 2009). The market traders were invited to be a part of this process (see figure 9).

4.2.4. The Mahawini small business upgrade

The Mahawini Business hive was identified as a beneficiary of the KwaMashu Renewal Project with the aim of overcoming challenges such as the lack of space for easy movement, storage of material and the expansion of businesses (Musakwa, 2009). The greater aim of the upgrade of the Mahawini Business is to encourage growth of entrepreneurship in the Township and to create an environment that would be conducive for the growth of small businesses (Township Renewal Sourcebook, 2009). In this hive there is a combination of small businesses, including clothing, Art and craft designers, cafés, salons and others. The Mahawini Business Hive is currently a dilapidated business area that is in need of an upgrade (Musakwa, 2009). Currently the area is characterized by poor infrastructure, criminal activity, dirt and grime and congestion as a result of the narrow passages (Musakwa, 2009).

The proposed design is intended to respond to the abovementioned challenges. The plan for this hive includes a two storey building, with parking provided and divided between (Small, Medium and Micro-sized Enterprises (SMMEs) shops and a local support business centre, which will be mainly constructed for the training of the SMME business personnel (see Fig. 10) . The intention of the support centre that will be located in this building is to “amongst other things, mentoring business, creating a platform which nature's innovation, creating a database necessary for business linkage; linking business with external market, providing them with information which is crucial for running an enterprise” (Musakwa, 2009: 147).

4.4. Expected outcomes of the KwaMashu Town Centre

There are a number of expected results from the KwaMashu Urban Renewal Project (KURP). These expectations include the upgrading of infrastructure and the establishment of planning, and zoning within the township (Township Renewal Sourcebook, 2009). SMMEs that are municipality led have been planned and are underway will also form part of the KURP (Township Renewal Sourcebook, 2009). Other infrastructural development in this Township

includes improved access into this Township, the main road that enters KwaMashu (Malandela Road) was upgraded and other Roads such as uBhejane Road, which links KwaMashu with Bridge City, were extended (National Treasury, 2008). UNdlondlo Road was also to be improved to provide access to Princess Magogo Stadium (National Treasury, 2008).

The targeted outcomes of this project also include the attraction of outside investment through the creation of an enabling environment for local businesses to grow (Township Renewal Sourcebook, 2009). The primary goal of the project was to transform KwaMashu into a thriving Centre with its own economic drive and linking this urban centre to the city and also offering residents of this township quality urban living (National Treasury, 2008). In order for this goal to be realized, Urban Renewal was needed (Musakwa, 2008).

According to the Township Renewal Sourcebook (2009) participation of the community was pivotal for the success of the KURP, to ensure this, politicians and other community stakeholders had buy-in to this programme and supported it to ensure public meetings, workshops and briefing sessions were held at the beginning of the project. In order to maintain the buy-ins, there had to be visible delivery and the accommodation of the interests and concerns of the stakeholders (National treasury, 2008). The targeted outcomes of this project include the attraction of outside investment through the creation of an enabling environment for local businesses to grow.

4.5. Summary

This chapter presented the background of the case study, and the case study under [URP]. It also discussed the regional context of the case study including the historical and geological details of the study area. The chapter gave a brief history of planning and development in the KwaMashu Township. In addition the chapter discussed the number of infrastructure and facilities that have been developed and still to be developed and upgraded under the KURP with the intention of making the township a better place to live, work and play. The other section provided a summary of the sub-projects as well as the different forms and degrees of public participation applied to the different sub-projects. The last section of this chapter discussed the expected outcomes of the KURP and how these are to be achieved.

CHAPTER FIVE - RESULTS AND DISCUSSION

5. Introduction

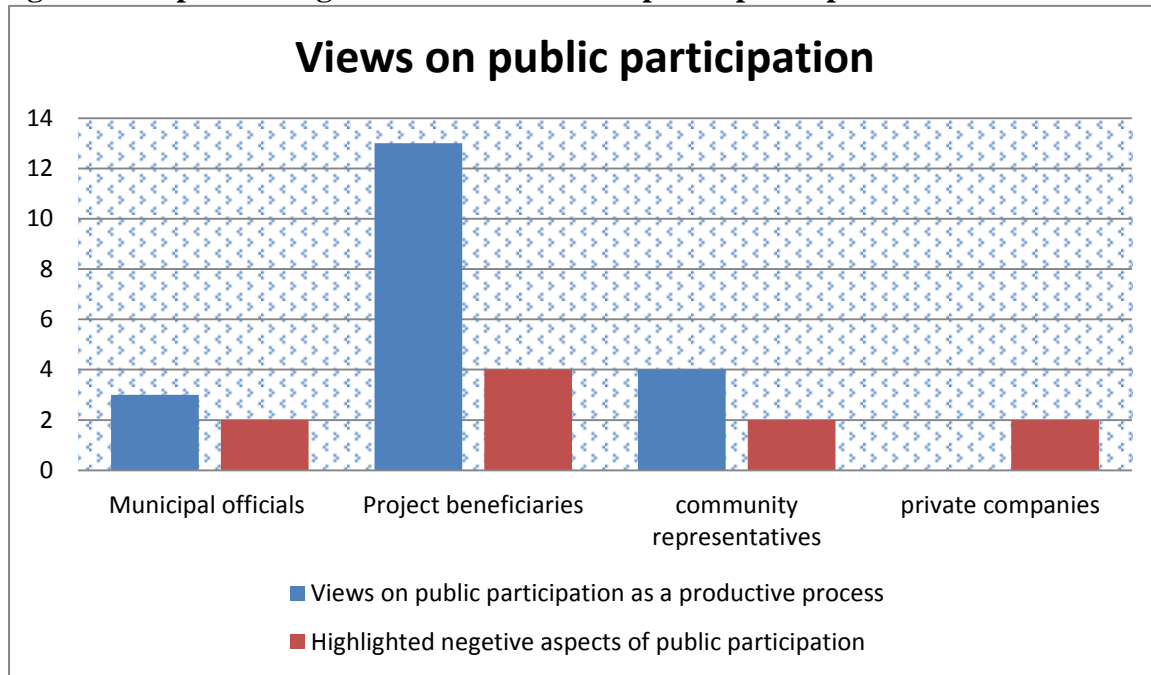
This chapter presents the findings of the analysis of public participation in spatial development planning using the experience of the KwaMashu Urban Renewal Project (KURP). The evaluation criteria is based on Arnstein's ladder of public participation (1969) as discussed on page 35-37. Thematic analysis is undertaken and aims to respond to the objectives of this study. These were examining the institutional framework for participatory planning in South Africa, the extent of public participation within the KURP and also to identify the challenges experienced with implementation of public participation in the KURP.

5.1. Institutional framework for public participation

5.1.1. Importance of public participation

Public participation is seen as a tool to combat the history of exclusion in South Africa, improve democracy and drive move towards inclusion of communities in decision making, therefore a very important tool (de Villiers, 2001). There was a general consensus amongst all respondents from all sectors interviewed that public participation is important and necessary process as it opens an opportunity for the community to express their views on developments. One of the municipal officials interviewed stated that *"one cannot walk into a community with a 'know it all' attitude because this would lead to communities resisting the proposed development"*. Another municipal official respondent agreed with the first official by stating that: *"there is no way of planning or proposing developments for the area without knowing what the community priorities are, as you might risk going against the needs and priorities of that particular community"*. The Ward Councillor also shared the same sentiments and stated that *"it is only fair that the community be notified of all the activities that are going on and are about to happen in their community and we ensure this happens through public meetings and the similar forms of engagement"*. The specialists interviewed from the private entities shared a common view that public participation is an excellent process. This is in line with Nyalunga's (2006) argument which states that public participation ensures that development is firstly negotiated before it is implemented, and that the community plays an active role in the development of their community.

Figure 4 Graph showing the different views on public participation.



Source: Researchers own graph (2013).

These concurring views depicted above illustrate that there is an appreciation of the public participation process. However, this view is not shared by all the respondents' interviewed; approximately a quarter of the respondents interviewed expressed some negative aspects of public participation (See graph above). Negative aspects that were identified by those interviewed, include the delay of project time frames, costly process and potential conflict within the community. Although, there was a general consensus amongst all respondents that public participation is a good tool in spatial planning. However, individuals from the private companies that were interviewed argued that the process of public participation can have a negative effect on the project timeframes. This is mainly because it is difficult to state the duration of this process [public participation] as this is highly dependent on the context, parties involved and other complications that come with that specific project.

All of the municipal officials interviewed also agreed with the views of the individuals from the private companies and added that the process of public participation could lead to conflict within the community. This conflict could arise as community may not always agree on a similar point of view regarding a particular project. After long periods of deliberation there would still be individuals that are still unhappy with the final decision. One of the private consultants interviewed went on to say that it is because issues such as cost and time that the process of

public participation is dreaded and often done in a hasty manner. The point raised by the private consultant is in line with what Rosner (1978) calls conducting public participation as an end. Rosner (1987) argues that within this context, where public participation is undertaken just for the sake of it rather than to meaningfully fulfil a particular goal or mandate.

Another negative aspect of public participation that was raised by approximately fifty (50%) of the municipal respondents regards final decision making. The municipal officials agreed that in most cases, at the end of the consultation phase the final decision is made by the project manager and his team. The different views from the community members are considered in decision making but the project manager and his team make the final decision that they believe would be best for the community. This point raised by the municipal officials shows that in some instances, public participation is undertaken for compliance's sake. This, thus illustrates that some of the views and opinions of the community are over looked and do not have a major impact on the final decisions made.

The above argument raised by the municipal officials on final decision making, illustrates power distribution in decision making and it is clear that the communities do not make the final decisions. This then leads to communities lacking faith in the public participation process. This point is supported by an opinion articulated by one of the market trader interviewed, who stated that; *as much as we [the traders] can give our opinions, it is still the council's job to make the final decision*. The research found that this is the general consensus amongst all traders in the case study. Not only does this show that communities have lost hope but feel that their opinions are not valued but also shows the lack of knowledge that the communities have regarding their power to influence final decision making meaningfully.

5.1.2. Legislation and public participation

South Africa has accepted the process of public participation as the cornerstone of democracy and this has been expressed through a number of laws and policies that emphasise the importance of public participation. This includes the Constitution, which is the supreme law of the country and all of its obligations must be fulfilled (Constitution of South Africa, 1996). The Constitution encourages public participation and other principles such as accountability and openness within all spheres of government. Specific sections of the Constitution make reference to public participation, including Chapter 7, Section 152 (1) (e), Chapter 4, Section 59 (1) (a) and Chapter 6, Section 112 (1) (a), (b) and (c). These sections essentially emphasise the importance

of involving communities in local governance decision making. Other legislation that echo the importance of public participation include, the Municipal Structures Act (1998) which states that there must be a report that is submitted annually that describes the involvement of communities and community organisations in the on goings of the municipality (Municipal Structures Act, 1998).

On the other hand, the Municipal Systems Act (2000) states that a municipality should include “the local community within the municipal area, working in partnerships with the municipality’s political and administrative structures....to provide for community participation” (National policy framework for Public Participation, 2007: 8). Essentially, these two Acts advocate for the inclusion of local community by local council in decision making processes. The existence of such legislation essentially shows that public participation is regarded as a very important tool for decision making in South Africa. It is clear that legislation places a lot of emphasis on public participation in development and spatial planning. Authors such as Nyalunga (2006), Yvonne (2010) and Fung and Wright (2003) emphasise that public participation is an essential process as it allows planners to identify and understand the needs of the community. It is then through this understanding that the needs of the community are responded to and thus making it easier for projects to be geared towards responding to such needs.

Primary and secondary information that was gathered for this research emphasise the importance of public participation in South Africa. However, from the data analysed it was also observed that although the Constitution, and the legislation stem from it, emphasises the importance of public participation, this legislation does not set out the parameters for public participation to occur. This then leaves a gap in legislation, thus giving planners, project managers and other decision makers’ leeway to do as they please regarding public participation, whilst still complying with this legislative requirement. Evidence of this is seen in all four of the selected sub-projects that form the case study. Within these sub-projects, different forms of public participate on are undertaken even though these sub-projects fall under the same programme [KURP]. This shows that the form of participation that is chosen for a project is largely at the discretion of the project manager as confirmed by all the key informant interviews.

Legislation places focus on the structures that should be present at the local municipal level but, it does not specify the methodology of public participation to be implemented in relation to the type of development. This then allows implementing agents to do as they please in order to fulfil

this mandated process whilst it is not done adequately. There is no evidence of a broad public participation strategy in place in South Africa, which is a huge concern for the country. This has led to different public participation strategies being developed by different institutions in isolation (Scott, 2009). This gap in legislation then calls for a move towards a more structured approach towards public participation. The benefits of having a structured approach and set framework for participation include ensuring that all institutions operate within a specific set of guidelines. Another benefit of closing this gap would be to reassure the public about the positive outcomes from public participation. This would thus lead to the public regaining its faith in the public participation process and its benefits.

5.1.3. The community representative structure in KwaMashu

Part 4 of the Municipal Structures Act, (1998) requires that there be a Councillor and a Ward Community within every local municipality and metropolitan. It is then through these avenues of communication that the interests and issues of the community are voiced out. The main function of the Ward Committee is to ensure that the needs of the community are met and that their voices are heard (Municipal Structures Act, 1998). The National policy framework on Public Participation, (2007, 54) provides a detailed description of the function of the Ward committee and states that “*as a representative body at Ward level that is meant to facilitate public participation, Ward committees effectively mediate between the council and the community*”. The function of the Ward committee is primarily to deal with concerns from the local community, provide possible solutions on issues concerning the community and also ensure that there is effective communication between the Councillor and the community (Municipal Structures Act, 1998).

The Ward Committee members interviewed expressed that they meet each Wednesday at the Councillor’s office and a report is given on the activities in each area. The general meetings that are held by the Ward committee are attended by the municipal officials, the Ward committee, the Councillor and other interest groups, where they discuss the developments occurring within the respective Ward. The interest groups that usually attend these meetings include market traders, traditional healers and the residents of the various sections in KwaMashu.

A municipal official interviewed from the INK office and Ward 45 Councillor explained the structure of the community representatives of the KwaMashu Township. In the case study, there is the existence of this representative structure (Councillor and a Ward committee). According to

the municipal official from the INK office, the local structure of the KwaMashu Township includes one Ward Councillor, who is the chairperson of the Ward committee and services all the areas that are part of Ward 45, which is the Ward that the study area falls under. The Councillor of Ward 45 also expressed that the Ward committee is made up of ten members who live in the different areas within Ward 45; this is structured in such a manner that there is at least one representative in each area that falls under Ward 45.

Although the representative structure exists and is in accordance to the legislation, there are questions regarding its functionality and its influence in the KURP. According to the project manager from the Economic Development Department, the influence of the representative structure in the KwaMashu Township was very minimal. Mediation between the municipality and the community can be seen only at the broad scale level. The Ward Committee members and the Councillor are only involved in this project at a broad level, in community meetings that were held regarding these sub-projects. However, they were not part of the meetings that that municipal officials had with the traders that occurred at a lower scale. The Ward Committee members expressed that, they were part of the community meetings but were excluded in the smaller stakeholder meetings that were held with the relevant parties of particular sub-projects. The minimal role played by the community representative structure did not in itself have a negative impact on the KURP as the various stakeholders still had the opportunity to directly communicate with the municipal officials and other project stakeholders. None of the members of the representative structure expressed concern over not being intensely involved in the stakeholder meetings that were mostly held with the traders.

All the Ward committees' members that were interviewed expressed that the process of public participation should be conducted as mandated by legislation and that community members should be made aware of developments occurring in their community. Traders also shared the same view and stated that they have always been notified of all the developments that have occurred in this township. In the selected sub-projects there is evidence that the municipal officials made direct communication with the stakeholders of the different sub-projects. A municipal official [the Project manager] respondent stated that *"It would be pointless to involve Councillors and the Ward committee members in the technical aspect of the project as they are not technicians and regarding the actual projects, it is best to speak to the stakeholders directly"*. The division of roles could be seen as positive as the stakeholders have direct communication with the municipal officials without the influence of the representative system.

This point was raised by a municipal official emphasizes the shift towards governance as there is a true display of a grassroots approach to planning within this project.

Having spoken to five of the ten members of the Ward committee, it was apparent that they are of the view that the Ward committee is effective in reaching out to the community and also putting pressure on the Councillor to respond to the needs of the community. However, they also expressed the limited power they have with regards to making changes and hastening development within the township. Another concern expressed by Ward committee members interviewed is that there is slow feedback from the municipal officials when a matter regarding development or service delivery is communicated to them. It is in such cases that the Ward committee feel helpless because they are unable to effect change or make decisions without directives from the municipality.

There was general consensus among all the Ward Committee members that the needs of the community should be placed at the forefront of development and it is part of their role as part of the representative structure is to ensure this happens. However, this is not always the case. 60% of the Ward committee members interviewed expressed that there have been cases within the KwaMashu Township where decisions were made by the developer prior to the public participation process, without even alerting the Councillor about that particular project. The Councillor of Ward 45 also shared the same views and explained that *“Sometimes the structure holding the mandate [the implementing agent] simply come to implement without informing me as the Councillor of the Ward”*. He pointed out that in many instances he had to stop and enquire about developments that he was not informed about projects beforehand which were already in the construction phase. According to the public participation legislation in South Africa, the Ward representative structure should be at the forefront of development, leading public participation and ensuring that the relevant officials and stakeholders are included and that they engage with the community. Such views are echoed in the National policy framework on Public Participation (2007). This research found that the role of the representative structure, although detailed in legislation, is limited because it does not allow the members of this committee to meaningfully influence decision making for developments within the community.

5.1.4. Levels of engagement

There are three basic levels of community engagement that were designed to include the relevant parties in the KURP. These parties included the community, officials from the municipality, the

URP steering committee, and the representative structure within Ward 45. These included the Masakane meetings, the general community meetings and the Izimbizo. In the Masakhane meetings, the annual budget is presented so that the community priorities are highlighted. According to the Municipal Official from the INK office, during this meeting the community is informed on developments that might be implemented in the area, and people are given an opportunity to comment and pass their grievances and concerns, it is a continuous system of communication that occurs for each and every project. The Ward Councillor also explained that, all the INK Councillors meet and talk about future developments that will occur in this township. In this meeting, there is also a schedule of needs that the Councillor has access to, which are addressed in this meeting, and the levels of urgency are then rated. The Councillor went on to explain that this is not the only platform that is used to engage with people but this is also used as a platform for other business people within the community to express their plans.

The second level of community engagement is through the general community meetings that occur within the Ward on a monthly basis, where the Councillor, the development committee, officials, interest groups within the community and residents attend. In these community meetings, the Ward Councillor and the whole community is invited. These meetings are not scheduled to occur at a particular period in time but instead, these meetings may take place when there is a particular problem within the community that needs to be addressed. According to the Izimbizo which is also another form of community meeting, that is chaired by the mayor. According to the Ward 45 Councillor, the mayor moves from zone to zone to consult with the community listen to their issues and clarify concerns that the community might have. The shop production co-ordinator also added that, during these meetings, the community is given an opportunity to respond, by placing questions in a box which the mayor then responds accordingly.

These meetings [Izimbizo] form a platform where the community can express their general concerns and the Councillor can communicate the different developments and changes that are to occur in the community. Officials from National Departments also use this platform to present to the community different projects that they are proposing in that area and the community is given an opportunity to respond to those. The Councillor of the Ward stated that the other Ward Councillors that fall under INK also attend some of the special community meetings and discuss future development. These meetings are scheduled when needed.

The Project Manager stated that within the community meeting, the community expressed general approval for the renewal or any other proposed development in the area and no concerns were raised at this broad level. Apart from the community wide meetings, the second form of community engagement was done through communication with the community to ensure that they accepted the proposed project as discussed in the community meetings. The project manager also expressed that, at this stage the planners and the project management went directly to the interested and affected parties and discussed the particular sub-project. At this forum, the planner presents the proposed plans and stakeholders are given an opportunity to voice their views and opinions and whether that particular plan meets their needs or not.

Figure 5 Photo Showing a Community meeting at the KwaMashu Township.



Source: Source: eThekweni municipality (2009).

5.1.5. Public participation and Politics

Understanding the relationship between public participation and politics in South Africa is vital as stated by Nyaninga (2006) who argues that politics have significant influence in local governance. From the interviews that were conducted with the Ward Councillor and the Ward

committee, it was gathered that the Councillors played a very weak role in facilitating public participation process in the KURP. The community representative structure (which includes Ward 45 Councillor and the Ward committee), was present in the community meetings, and in placing meeting notices to ensuring that the community is aware of such meetings. The Project Manager also stated that the role of the representative structure was limited to community meetings as they were not involved in the meetings with the traders. The project manager also stated that, the representative structure merely attends the meetings as these were mainly led by municipal officials.

The Councillor also agreed that he was not involved in the meetings that the traders had with the Municipal Officials, however, he also expressed that the area where he played an active role was in the recruitment of members of the community within the KURP as a whole. The Councillor stated that the residents within Ward 45 had to be registered as unemployed. The Councillor keeps a list of them. When alerted by a contractor on the types of skills needed for a particular project, it is then the responsibility of the Councillor to recommend the suitable individuals from this database. The project manager also expressed that, the process of identifying legible individuals is not free from the influence of politics as the individuals that are registered within the political party that is similar to that of the Councillor take first priority, the majority of the cases. Therefore, as much as the private developer might want the community to benefit from the project they might not necessarily do so because of the politics in development projects. As much as this may be the case, the Councillor also stated that there are still some cases where issues of employment are out of his hands and the Project Managers take over that responsibility.

The data in this study revealed that the majority of the members of the representative structure belong to the ANC (African National Congress) including the Ward Councillor himself, in this way the main representative hierarchy within the community is led by the ANC party. Approximately 30% trader respondents interviewed expressed that they understood the role of politics within the process of public participation in development projects. These traders also stated that political individuals always have vested interests in these projects so as to draw the communities to vote for them towards the election periods, whilst this is not a true reflection of them bringing these projects into the community. 50% of the traders interviewed also expressed that the actions of the representative structure and the influence of politics on development leads to some of the members of the community becoming despondent when asked to participate in the development of their area.

When asked on the impact of politics on development, the INK Area Based Manager commented that “*majority of the time there is a representative to represent the view of the community and this representation may not necessarily reflect the view of the community because of the different political affiliations*”. Drawing from this view it was noted that it is important for the planner to note the different political structures and the influence that they have on development so that they can act accordingly to prevent one party from having a louder voice than other people in public participation. Evidence of such [impact of politics] was not identified having major impact on the case study as in some of the sub-projects, such as the market facility upgrade, where the planner went directly to the community. This then leads to public participation that is free from political influence.

From analysis of the data collected in this research found that legislation places emphasis on the existence of representative structures for public participation within the community (Municipal Systems Act, 2000). Evidence from this case study (KURP), it was noted that the role of the Ward Committee and the Councillor is observed to be weak and not very influential in development and decision making. This confirms the views of authors such as Nyalunga (2006). There are serious concerns over the broad and unclear mandate of the Ward committee (Nyalunga, 2006). This is mainly because currently the majority of the projects within the KURP have been through planning process stage but have yet to be implemented on the ground. In addition Ward committees have no resources or the power to assist with such issues.

5.2. The extent of public participation within the KwaMashu Urban Renewal Project.

It is important to note that the involvement of the public was very important for the KwaMashu URP as this was one of the goals of the URP (URP Implementation Framework, 2007). Therefore, it was imperative for the KwaMashu Urban Renewal Project to involve all of the relevant stakeholders and this was achieved in some of the projects as will be discussed in this section. The main themes that were extracted from the primary data regarding the extent of public participation within the KURP were, the method of discussion, trusting the public/citizen control and the setting of an environment for efficient public participation.

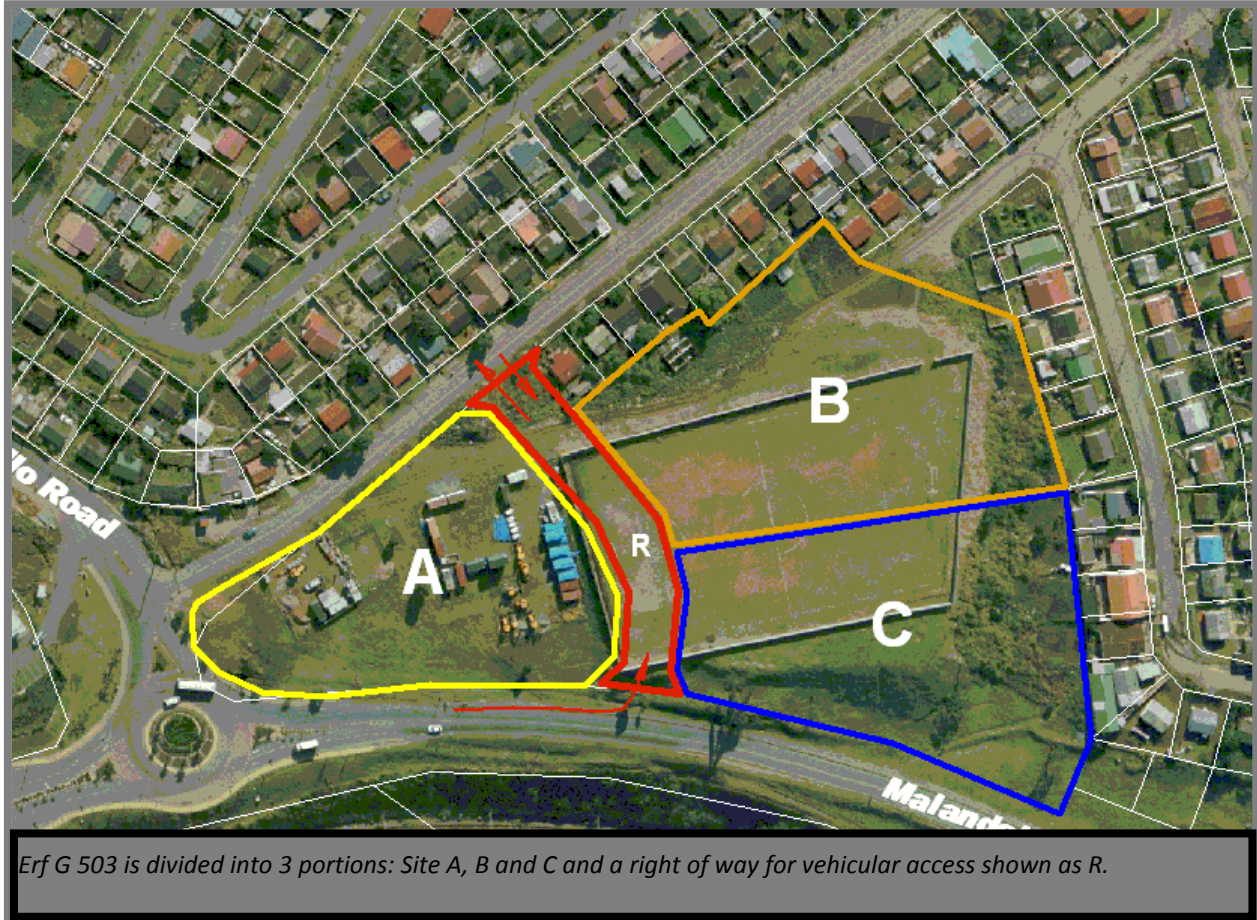
5.2.1. Method of discussion

The ‘method of discussion’ was identified as an important theme in the analysis of public participation. This is mainly because the method used to communicate with the stakeholders determines how effective public participation would be. Healey (1997) highlights the importance of the method used for public participation, and states that this determines how freely stakeholders would be able to express themselves and also shows the role that the community played in influencing that particular sub-project. Arnstein (1969) also emphasises the importance of the method of public participation that is adopted in projects in expressing the views of the community and in shaping decision making. Presented below are the results of the analysis of the method of discussion in selected examined cases (sub-projects) within the KwaMashu Urban Renewal Projects.

5.2.1.1. Rezoning of Erf 503 sub-project

Within the ‘Rezoning of Erf 503’ sub-project, an Environmental Impact Assessment (EIA) needed to be conducted as a Light Industrial land use was being proposed in a residential area. The Project Manager stated in the interview that it was during the EIA process that public participation process was undertaken. The method of discussion used for Erf 503 was through a community meeting. In this meeting the community was given a PowerPoint presentation by the private developer and were also given a questionnaire to fill in, in order to express their views and opinions on the proposed development (See Appendix 6). The EThekweni municipality played a facilitator role in this sub-project as a private environmental company was sub-contracted to undertake the EIA.

Figure 6 Picture showing the proposed development for ERF 503.



Source: eThekweni municipality (2007).

The method of participation used in this sub-project has similar attributes to what Arnstein defines as 'Placation'. Within this type of participation, the community members are asked to give their inputs, however, the technicians and the power holders are still at liberty to make the final decision, with or without taking the views of the community into consideration (Arnstein, 1969). It is evident in this sub-project that the whole community was given an opportunity to participate as a whole and were also invited to attend the meeting. However, even in the sub-project, not all of the community's views were taken in to consideration when final decision making was done. In 'Placation, citizens are given an opportunity to make their comments but because there are no rules to participation the government official can still do as they please with the information (Arnstein, 1969). This was evident in this sub-project as the community expressed concerns over air pollution but the plan for this sub-project was approved anyway (see appendix six). Another concern that was raised by the ward 45 Councillor regarding this sub-project is that, the community that falls under the study area was also not involved in the initial stages of planning for this proposed development but were expected to respond to the set proposed plan, which is a feature of placation. Therefore, according to the method of

participation that was used for this sub-project, it is evident that the community's inputs were not given high regard as insufficient communication was undertaken with the relevant parties. This was also confirmed by responses from the informants interviewed.

5.2.1.2. Market upgrade sub-project

The method of discussion that was used with the traders from the market facility was through a series of meetings with the municipal officials. For this study the Project Manager along with the Architect and the municipal officials from the Business Support Unit Department held up to three meetings with not only the Traders Association but also the traders themselves (see Figure 6). During the meetings between the traders and the municipal officials, the facilitators used pictures and maps which showed details, the size of units of the shops. The Project Manager stated that for the first meeting, a PowerPoint presentation was used which contained pictures and artists impressions on the then projected changes.

The project manager also expressed that the use of pictures, maps and artists impression by the municipality was to ensure that there was a common understanding of what was being proposed so that the community could participate effectively. The traders at the market found this tool very beneficial as it was then easy for them to see, understand and visualize the proposed changes and therefore make meaningful contributions to what was being proposed. One of the market traders' respondents interviewed even expressed that; *the images that were put up made the proposed changes real to us and it was easy to understand for everyone as we could see and say if we are happy with the proposal.* The project manager also went on to state that the use of such images was most beneficial to the illiterate individuals. The illustration below (Figure 6) is a depiction of the method of discussion. The method of discussion that was used in this sub-project shows how the planner went beyond the requirement of legislation to include the relevant parties in the development process. It is visible from the photograph on page 68 that there was a drawing book on the ground and the traders are gathered around it along with the municipal officials. From this photograph it is also clear that the meeting is held close to the traders' place of work to ensure convenience and high attendance.

Figure 7 Photo illustrating public participation with market traders



Source: eThekweni municipality (2009).

According to the Project Manager, in these meetings with the market traders, there was an interpreter who translates information from English to Zulu, from the two municipal officials to the traders. This translator is also from the Business Unit of the Municipality. She also plays the role of the Market Manager: she collects rent, encourages, translates in meetings and ensures that the market system in KwaMashu runs smoothly. Having interviewed to ten of the market traders (as shown in the methodology section), all felt that they were sufficiently included in the decision making process in this particular project. In the meetings with the market traders and municipal officials, the market traders stated that they felt very comfortable and included in the meetings as there was always a translator present; and that they are always asked how they feel about the development and they were given sufficient opportunity to express their views. Another point that was highlighted by 65% of the market traders that were interviewed is that they were very pleased that the municipality was willing to provide containers for them to work from in the duration on the construction phase of the sub-project.

5.2.1.3. The Shopping Centre

The aim of this project was to ensure that the residents would be able to ‘choose ‘to do their shopping in their township. As a means to attain this, the method of discussion adopted by the private developer, Colosis Property Development Group was through conducting a ‘perspective survey’ which could not be attained as an appendix for this study. However, in an interview with the manager of this project, it was found that this survey mainly aimed at ensuring that the community would use the proposed shopping centre and not still feel the need to go to other shopping centres or go into the CBD.

The project manager stated that the results from the Developer’s survey found that people preferred to go to other Shopping centres that were in suburbs. The reasons given for this preference are that the centres in the suburbs were cleaner, had better service and were also well maintained. The developer then assessed these responses and developed the Shopping Centre with the aim of meeting the needs of the people. The project manager highlighted that the main aim of the developer was to ensure that the KwaMashu community did not feel tempted to go to other shopping malls but use the one provided for them. The project manager explained that this was done through the use of quality material and also ensuring that Grade ‘A’ service is offered at this centre.

The type of public participation that was conducted in this sub-project is what Arnstein calls therapy. Therapy is observed in this sub-project as the public is led to believe that they are engaging in genuine public participation. Arnstein (1969) describes that at this level of participation, the solution to any potential issues that may arise is not discussed with the community but instead information is drawn and a solution is provided. This was evident in the method of discussion in this sub-project as a perspective study was conducted and the community was not given an opportunity to change or add to the proposed plan. The plan for the sub-project was already finalized and the ‘perspective survey’ served as a minor addition to an already set plan.

5.2.2.4. The Mahawini Business Hive

The method of discussion for the ‘Mahawini Business Hive’ sub-subproject was through discussion with the Traders Association (TA), therefore excluding the traders that are not part of the TA. The trader association expressed that, the method of public participation used was not in-depth when compared to the Market Facility Upgrade. However, the Mahawini business hive

traders felt that the needs and desires expressed by the Traders Association on behalf of the traders were taken into consideration in the design of the model. The method that was used was what Arnstein called Informing. This is mainly because the Mahawini Business Hive traders were informed of the project and were informed of all the changes that were to be made at a later stage. Information that was drawn from the stakeholders added to the already existing plan. Interviews conducted with the respondents in the Mahawini Business Hive, revealed that it was difficult to operate in this place due to the shortage of space for movement, business growth and storage of goods. These traders also expressed that this proposed plan (Fig 10 on page 78) responds to these issues that they have and therefore they are pleased with the proposed development.

From reviewing the proposed design for this Business Hive and from speaking to the Project Manager, it was clear that this design responds to the issues that were blatant in this Business Hive for many years; this is also supported by Musakwa (2008). These issues include adequate space for storage, shelter and also the provision of municipal services. The project manager also expressed that the plans for this development were designed eight years ago but nothing is on the ground yet as the feasibility of this plan is still being negotiated by the relevant municipal officials. However, as much as there was limited community involvement and control in the method of discussion in this proposed plan, it was expressed by 50% of the market traders interviewed that the sub-project plan did respond to the needs of the community.

When viewed against Arnstein's ladder of participation, this form of participation is similar to 'consultation'. This is a very minimal form of public participation; as the stakeholders were not given an opportunity to make additions on the plan as was the case with the Market Upgrade. The researcher argues that having a plan imposed on a community could have detrimental effects but this was not the case with this sub-project as the traders could be pleased with the development but the sense of pride that Nyalunga, (2006) speaks of and the ownership of the project that Rowe and Frewer (2000) and Yvonne (2010) refer to as an essential aspect of effective public participation is not evident in this sub-project.

5.2.2. Trusting the public /citizen control

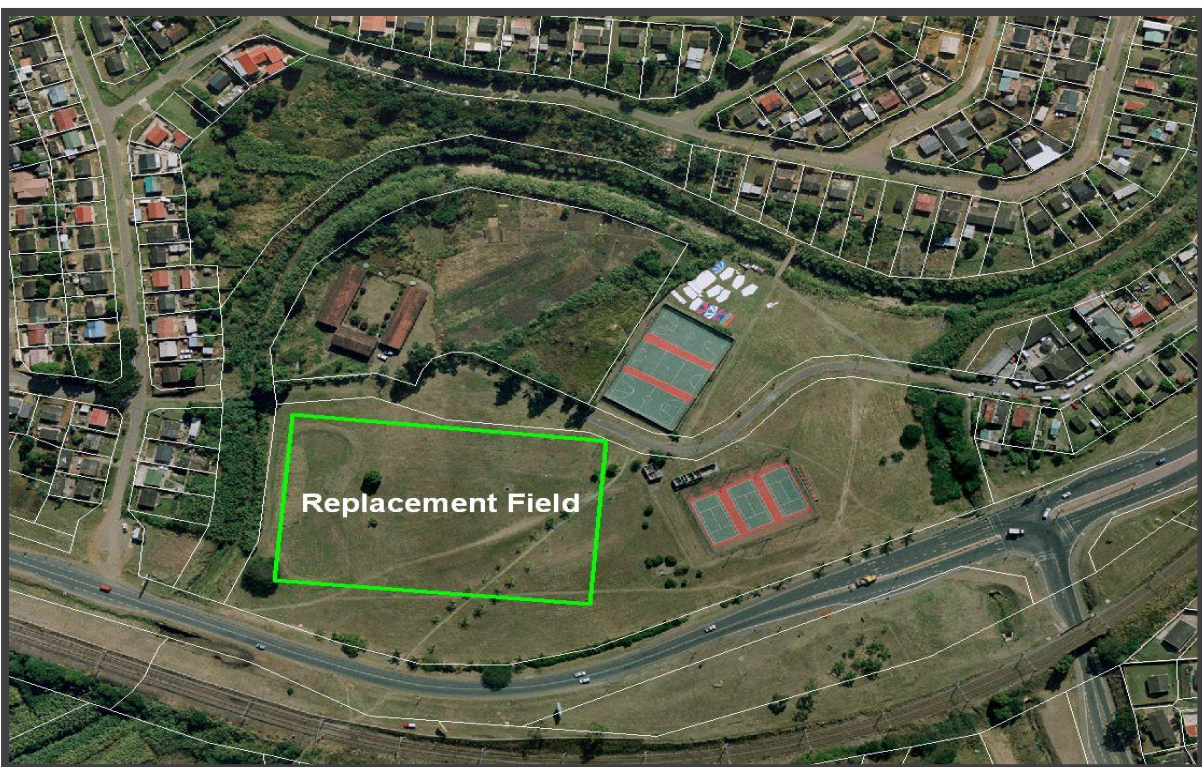
5.2.2.1. The rezoning of Erf 503 sub-project

Arnstein (1969) stresses the importance of the distribution of power within the relevant stakeholders in decision making. From Arnstein's (1969) perspective, the highest form of participation is when the public is trusted enough to play an active role in the decision making process and also has as degree of ownership over the project. This research found that there were low levels of citizen control in the 'Erf 503' sub-project. These findings are mainly based on the role that relevant community members within this sub-project played in the overall planning of this sub-project. The project manager stated that within this sub-project, members of the community were asked to participate in a survey found in appendix 6. This survey essentially sought to extract the views and opinions of the community with regards to the potential impacts of the proposed development. The project manager also highlighted that the responses to the survey were both positive and negative. The proposed development was generally viewed by the respondents as a good development as long as the employment opportunities were to be given to the local community. Another positive aspect that was highlighted by the project manager from the results of this survey is that the community welcomed the proposed development as they were informed that it would lead to a reduction in crime, improvement in skills and the local economy within the Township.

Generally, the community had mixed feelings regarding the proposed development; they were also concerns about the consequences of the change of land use from a training ground to light industrial activities. The community meeting revealed that the site was used for soccer training but the community had hoped the area could be upgraded to a proper soccer field as it had degraded over time. The survey also revealed that concerns from the respondents were based on the fear of depriving the youth of the area a chance to train and develop their soccer skills. Other community members had hoped that this area would be turned into a skills development centre especially for the youth. There were also negative implications associated with the current land use (not maintained soccer field) such as criminal activities, these factors then pushed for an upgrade of this area. Other concerns that were raised include the potential impacts of this proposed development; these include the noise, odour, air quality, the visual quality of the landscape, traffic and income generation that might not go directly to the locals (see Annexure 6). As a response to these concerns, the municipality constructed a replacement field (see Figure 6). The project manager stated that this new field is located just a few metres away from the original training field and is also easily accessible.

The researcher argues that features of a modernist approach to planning are evident in this sub-project as the community is invited to comment on an already set plan and played no role in the development of the plan. From assessing the responses from the survey, it is clear that the community had more negative points as compared to the positive aspects about this project. Nonetheless, despite the responses from the community, the proposed plan is set to still go on. It is evident that there was no public control or trust in the public as contribution to the proposed development was displayed in this sub-project as confirmed by all the traders interviewed. Additionally, it is evident from the survey results that not all of the concerns that were raised by the community were addressed in this sub-project as also highlighted by the project manager that in such developments trade-offs apply at times as there are greater economic benefits .

Figure 8 Image of the replacement field.



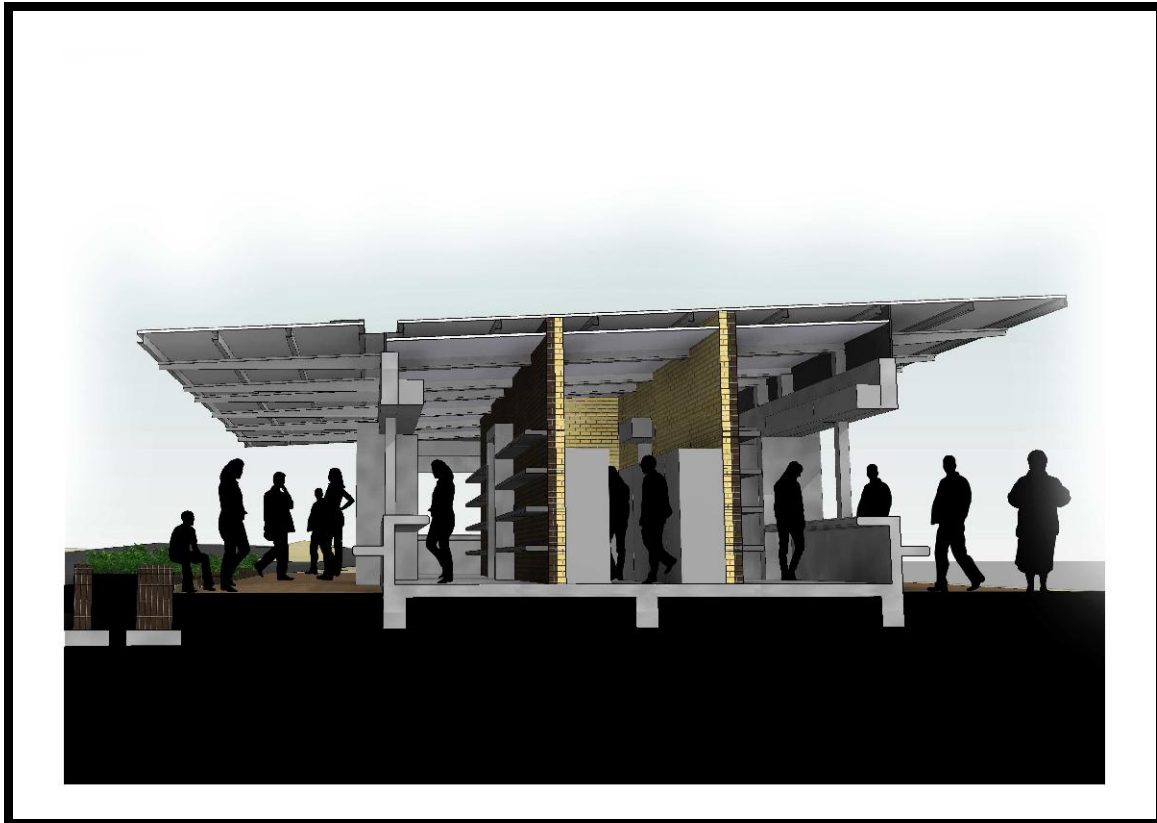
Source: eThekweni Municipality (2009).

5.2.2.2. Market Upgrade Sub-project

Prime evidence of citizen control was observed in this sub-project as the stakeholders played an active role in the decision making process. Although the initial plan came from the municipal officials, it was reworked with the traders until the traders and the municipal officials were satisfied with the plan. The initial draft plan from the municipal officials was that the traders

would have to share one room between about 4-8 traders. The interviews conducted with the traders show that the traders appreciated the proposed development as opposed to their current working conditions. However, 90% of the interviewed traders expressed that they did not like the idea of sharing working space because of potential outcomes such as theft amongst themselves and lack of privacy.

Figure 9 Picture of proposed infrastructure for the Market Facility.



Source: eThekweni municipality (2009).

In the follow-up meeting that was held with the municipal officials, the traders stated that they preferred to have individual rooms that they would own personally, they prioritised privacy [they own space per trader] and security. After these objections to the initial plan from the traders, the project manager and his team set up another meeting, where all the additions from the traders from the previous meeting were included. When interviewed, the traders stated that; *“We feel very comfortable with the communication that we have with the people from the municipality, we have not had any problems and when we had a problem with the first proposal, they changed it, they listen to us”*. The new agreed upon plan, included a structure whereby, each trader would be able to get an individual room that he or she can lock at the end of the day (see fig 7). Figure 7

and 8 show the final plan for this sub project. These two figures show that the concerns that were raised by the traders were addressed.

Figure 10 A side view of the double storey building for market traders



Source: eThekweni municipality (2009).

The image above (see fig 8) depicts the double storey building that was also agreed on as a result of limited space in this area. 50% of the traders interviewed stated that there was a concern with the double story structure as it poses an inconvenience to the potential buyers (see Fig 8 and 9). When one of the members of the traders committee was interviewed she stated that; *“We agreed to the double storey building as the people from the municipality explained that the land that we thought we could expand into was not owned by the municipality and in order to accommodate us all, there had to be a double story structure”* Initially, the traders did not like the idea of a double storey structure as they believed that the double storey would affect their business as customers are mostly tired when they come back from work and would not like the idea of going up the stairs. However, after much discussion amongst the traders and the municipal officials, a consensus was reached. The manager stated that it was decided that the upper floor of the double

story building would be utilized by all the traders selling similar products, this arrangement would then force customers to go upstairs if they are looking for that particular product.

Figure 11 CAD Artists impression of the proposed double storey building in the market facility.



Source: eThekweni municipality (2009).

In her ladder of participation, Arnstein (1969) speaks of a ‘partnership’, this is where planning and decision making responsibilities are shared. Evidence of this can be seen in the market upgrade sub-project. In this sub-project there was evidence of trusting the public as the inputs of the public were taken seriously. Partnership was also apparent in this project as the community was allowed to share ideas and to have their ideas incorporated in the final design of the project. Partnership in this project was also demonstrated through the radical changes that were made from the initial ideas that the municipal officials had to design and suited the traders as well. The manner in which public participation was undertaken in this sub-project concurs with the point that Carmen (1999) makes about taking people and their views seriously and not merely involving them in projects so that they could be informed about the changes that would happen in their communities that they have no choice but to accept. Evidence of this was seen in this

sub-project as the market traders had approximately three meetings with the municipal officials on the proposed Upgrade. During these meetings negotiations were held and the municipal officials were flexible as they would be amended the plan particularity when the traders were against certain aspects until there was a plan that both the traders and the planner agreed on.

In this sub-project there is evidence of trusting the community to play an active role in the planning and decision making process. The manner in which decision making was made for this sub-project is in line with Healey's (1998) notion of collaborative planning as there is evidence of empowerment of the community to share ideas and raise their concerns. There were three meetings held with the stakeholders and within each of the meetings, necessary changes were made to reflect the needs of the traders (including security, privacy and space). This indicates the active control that the stakeholders have in their own development.

5.2.2.3. The Shopping centre

In the Shopping centre sub-project, the low levels of citizen control were identified. According to the project manager interviewed, the private developer responsible for this development did not take extensive public participation to enquire the need for the shopping centre within the community. Instead there was a perspective survey conducted to gather the views of the community on shopping centres and preferences. The manner in which the public was included in this sub-project, is a reflection of a modernist approach to planning. The positivist method of decision making was apparent as it was the planners and the project manager's duty to study the area of KwaMashu and come to the conclusion that such a shopping centre would be suitable for this area.

The decision makers for this sub-project were the specialists as the community members were excluded in the decision making process. The community was merely an extension of the decisions that were already taken, therefore depicting a top down approach to decision making that Armstrong (2007) speaks about. The lack of community trust that was shown in this sub-project is in line with Hostovsky's (2006) definition of modernist planning, which states that the community was seen as homogenous and the assumption that the planners and other specialists are aware of all the needs of the community and can therefore provide solutions. This approach is based on the belief that there is no need to consult the community as the needs of the community can be figured and solved by specialists.

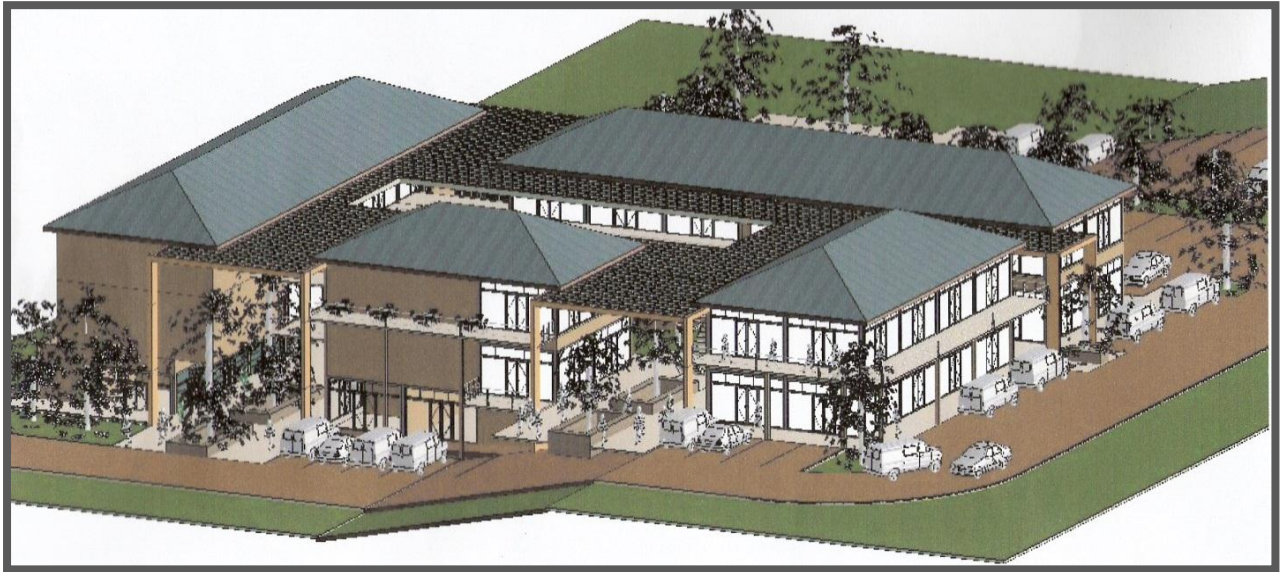
5.2.2.4. The Mahawini Business Hive sub-project

In the Mahawini Business Hive sub-project, the traders were informed of the project as the design was already made. The needs of the traders were described by the members of the Traders Association who were part of the meetings with the Municipal Officials regarding this sub-project. During these meeting, the members of the Traders Association expressed that the space in which the traders are operating is very limited and the environment is generally not conducive to working. As a result of space limitations, the designer had no choice but to construct a double storey. The traders will be located on the ground floor and the training centre located at the bottom (see Fig 10 on page 78) The project manager also expressed that this new plan does not affect the traders operations as they still would be operating on the ground floor which is accessible to the public.

In this sub-project, it is clear that the decisions had already been made before the community was consulted and the traders association was approached with the design shown on Figure 12 on page 84, which remained the same after public participation. From observation and interviews conducted it is clear that, for this sub-project, technical information was collected, space and numbers were considered and the Traders Association (TA) was also consulted and thereafter, a design was made without sufficient participation of the traders themselves. The researcher resolved from the data collection, that the manner in which public participation was conducted, displayed a lack of trust in the public as there was no evidence of negotiation in this sub-project.

Although the manner in which this sub-project was planned for displays a lack of efficient public participation and also absence of citizen control in this sub-project, there was no negative feedback from the traders in this sub-project. 90% of the traders that were interviewed expressed that they are pleased with the proposed development and generally did not see a problem with the manner in which public participation was conducted for this sub-project. The type of public participation that occurred in this sub-project is what Rosner (1978) calls participation as a means to an end as the public participation process was not done with the intention of acquiring the ideas or preference of the of the traders.

Figure 12 Artists impression of the Mahawini Hive



Source: eThekweni municipality (2009).

5.2.3. Environment for effective public participation

The creation of an environment for effective public participation maximises the opportunity and potential for effective public participation to occur within sub-projects (Hajer, 2005). In Arnstein's ladder of participation she also places emphasis on the environment for effective public participation. Hajers' (2005) description of decision making, also places emphasis on the setting [physical setting] and the influence this could have on decision making. This theme was extracted from the data collection phase as it came up as playing a major role in the manner in which people can effectively participate.

5.2.3.1. The rezoning of Erf 503

The public participation process in this sub project can be said to have been done in a haphazard manner, this statement is based mainly on the fact that the main interest group was not initially consulted, this being the South African Football Association (SAFA) KwaMashu Football Association (see appendix 6). The fact that this football association is the main stakeholder in this sub-project was not invited is a display of a non-effective environment for public participation to occur. After the football association requested to be included in the public participation process which was already underway, they expressed concern over the loss of the Football field (see appendix 4). The concern expressed by the football association was taken into consideration as they had written a formal letter stating clearly that the municipality should consider another site (see appendix 5). The Football association made it clear in the letter they

wrote to the eThekweni Municipality that they are a well-recognised organisation. One may then conclude that the changes that were made [replacement of the football field] might have been made to avoid a potential uproar from the community through this organization as the manager did state that the buy-in of the community was very important for the success of this project. The fact that the football association had to approach the municipality after the public participation was done shows that an environment for effective public participation was initially not planned for, in this sub-project.

The fact that the replacement field was constructed demonstrates that some of the views and concerns of the community were taken seriously as the necessary changes were made. This also shows that efforts were made to acquire the views of the community but in terms of taking these views into consideration in decision making, the reaction was very partial. Evidently, more could have been done to reflect the needs of the people, such as the point that was raised by the community in the survey conducted in the public participation process. Which were mainly that, the light industries might have negative impacts such as noise; odour or make them sick was not taken into consideration in the final decision regarding the project. In this sub-project as mentioned by the Project Manager, there is evidence of trade-offs being made between the needs of the community and economic goals of the municipality for this area. This is apparent as most of the views that were put through by the respondents of the survey conducted were disregarded for economic benefits. The Project Manager stated that this was mainly due to the fact that the communities appreciated the employment potential of this project.

In this sub-project, there were some efforts made towards an effective environment for public participation; these include the survey that was being used, which was in English and Zulu. Essentially, the aim of this survey was to acquire the current use of the site, the impact of the proposed development and the post-construction impact of the development. From the respondents interviewed, this research found that the survey previously conducted as part of the public participation of this sub-project, did not engage the community in discussion or allow them to share ideas regarding the proposed development. Thus, the inclusion of the community was thus done as a means to follow legal compliance, as a majority of the concerns of the community over the new development were not taken into consideration according to the respondents interviewed.

The type of participation that was adopted in this sub-project according to Arnstein's ladder of participation is consultation. No attempts were made at creating an environment for effective public participation in this sub-project. The researcher found that under this form of participation the community is given information about a certain project and an opportunity comment about the project (1969). The community was not given an opportunity to be part of the design process of the project but instead they were given a presentation of the proposed development that was already planned and they are asked to comment on it. The comments and issues raised by the community may not be taken into consideration when the final decisions are made. If the issues raised by the community are not addressed, there is no reason given and this was confirmed by this research within this sub-project.

5.2.3.2. Market Facility Upgrade

In the Market Facility Upgrade, there is evidence of an environment created for effective participation. Initially, the meetings were held in a venue close to the iThala shopping centre (see Fig 3) and the attendance of the traders was very poor. The Project Manager made it a priority to find out why the traders did not attend the meeting. It was found that this was mainly because the traders had a problem with leaving their work stations and attending these meetings. To accommodate the market traders, the planner and architect moved the meetings closer to where the people work and there was a better turn-up as the traders were now able to keep an eye over their material and the customers while they were attending the meeting (see Figure 6). Essentially, the traders were consulted before plans were drawn and all of the respondents interviewed agreed that the development was essential for the area. This project was then tendered for contractors to apply and the construction for this sub-project is currently being implemented.

In this sub-project it is clear that an environment was created for effective public participation. The Project Manager added that the number of people who attended mattered as much as the inputs that the community provided. Therefore, it is clear that within this sub-project public participation was not just undertaken to fulfil legislative obligation but the project manager went beyond the 'call of duty' or the legislative requirement in order to ensure that the input of all the traders are heard and also influence that plan.

5.2.3.3. The Shopping Centre

In the construction of the shopping centre sub-project the community was invited to comment on the development. However, the inputs from the community did not make a major difference in the initial plan to construct a shopping centre. An environment for effective participation was not created in any form within this sub-project. There was no form of other interaction between the developer and the community further to the perspective survey. The community was included in the project in order to enhance the economic benefits of the project through the inputs of the community. The survey that was conducted did not give a detailed explanation of the sub project and how the community could benefit. There was no meeting conducted to allow the community to voice their views, concerns or opinions. The Project Manager further stated that this was mainly because the project was being managed by a private developer.

The Project Manager suggested that there was no a need for public participation for this sub-project as this land was reserved for a shopping mall for a long time and this development was to benefit the whole community. This is in line with the public participation framework (2005) that states that not all forms of development need to undergo public participation, such as the development and upgrading of roads. The researcher views this as debatable and questionable, as there is no criteria to establish which type of development would need public participation and which one would not.

5.2.3.4. The Mahawini Business Hive

In the Mahawini Business hive sub-project, as with the shopping centre sub-project, there was minimal interaction with the community. A minimal environment for effective public participation was created for the community to participate in this sub-project. The traders committee was used as a medium to inform the community of the changes that were proposed for their place of work. The form of public participation that was used in this sub-project is a prime example of a modernist form of planning as plans were made on behalf of the traders on the assumption that development will respond to the community's needs.

From the interviews, it was evident that there were no concerns from the traders over this form of consultation. This also draws back to legislation not being specific to the type of public participation that should take place in a certain project (Scott, 2009). This minimal amount of public participation is a result of decision makers taking advantage of the gap in legislation and fast tracking their plans without sufficient consultation with the community.

5.3. Effective public participation

From the evaluation of the four sub-projects that formed the sample for this research, it was found that the extent of public participation differed in different sub-projects. This research also found that in terms of method of discussion, the market upgrade sub-project approach was more effective as a means of public participation. The method of discussion within the sub-project allowed the community to interact and share ideas in a comfortable manner. There was also a formation of trust between the municipal officials and the traders as the changes that the community proposed were put in place. This was confirmed by 90% of the traders interviewed.

Although Arnstein (1969) states that there is no absolute power that can be exercised by the community with regards to development projects. However, when comparing the four sub-projects, the market upgrade sub-project also displayed a high level of citizen control. Even though the community did not have full control of the development, they were highly influential in the development until the final plan was produced. None of the sub-projects that are part of the sample of the research displayed involvement of the public from the start of the project until the end. This research found that within these sub-projects there was minimal display of trusting the public to contribute substantially to development that would affect their lives.

In the market upgrade sub-project there was also evidence of an environment of effective participation that was created. As illustrated above, this was done through the invitation of all the relevant stakeholders to participate and provide their inputs regarding the proposed development. Public participation was not just seen as an event in this sub-project, three meetings were conducted with the traders and in these meetings and instruments such as pictures and drawings were used in order to interact with the traders efficiently.

The Ward Councillor stated that the language factor is usually accommodated substantially in projects that occur within this township. The Project Manager also concurred with this point and stated that, in the public engagement, in meetings and presentations; there was always the use of pictures and illustrations. Therefore, it is clear that the officials were aware of the need for all parties to understand each other. There was consideration of the fact that not all people understand English and therefore there was the use of translators. The use of surveys and other written materials, accommodated all especially people who feel uncomfortable speaking in public meetings, it was a better option for them to express themselves in writing.

5.3. Challenges experienced with implementation of the KwaMashu Urban Renewal Project in the KwaMashu Township.

This section describes the challenges that were experienced in the KwaMashu Urban renewal Project. The project eventually commenced a year after the projected date due to challenges which include issues of land ownership and illegal occupation in state owned buildings. These challenges are briefly outlined below.

5.3.1. Land ownership

The main broad challenge that this project (KURP) was faced with was delay in commencement. According to the Project Manager and other municipal officials interviewed concurred that, issues of land ownership have contributed to the delay of the KURP. The Project Manager further explained that the process of buying land from private owners delayed the implementation of this project. This can also be attributed to the fact that negotiations had to be held with some private land owners in order for the municipality to buy some land for this development in KwaMashu as described by the Project Manager. During engagement with the public in community meetings, the municipal officials from the Business Support Unit stated that the majority of the traders did not have a clear understanding of how much land belonged to the municipality and could be used for the renewal of the area. Therefore it was disappointing to the traders when they found out that the project [KURP] could not be expanded into some areas because land belonged to private owners. The process of the municipal officials explaining the boundaries of the KURP and the reasons for those boundaries to the community have lead to a delay in the commencement of this project.

5.3.2. Illegal occupation

The main challenge that was brought up by the Project Manager was that some members of the community were occupying land and buildings illegally. These groups needed to be removed so as to make space for the different sub-projects within the KwaMashu Township. An example of this was with the groups of traditional healers who were occupying a vacant building within the KwaMashu Town Centre. It was reported by the traditional healers to the Project Manager that these traditional healers did not pay rent to anyone as this building was not being used by anyone else for a long time. As a result of the renewal program that was underway in the Town Centre traditional healers were given an eviction notice by the municipality as they were using this

building illegally. After this eviction the municipality offered to build a building for them and they would have to pay the rent. In the interim, while the municipality constructs this building for them, the municipality has also agreed to provide this group [traditional healers] with containers next to the market area for them to conduct their business until the project is completed.

As part of the planning process for the construction of the traditional healers building, there was a meeting held with the Project Manager, the architect and the traditional healers to discuss the design of the new building. The traditional healers drew up a design that would suit their line of business and what was observed by the planner is that the design was similar to that of the modern medical offices. As part of the formulation of the architect's accommodation schedule, he collected information from the traditional healers about the details of the building that they wanted. From this description it was found that the traditional healers wanted to have a cubicle each as well as a waiting room for their clients. This process also contributed to the delay in the commencement of the KURP project.

Another case of illegal occupation noted in the KURP was the piece of land that was used by the Shembe Church that was designated for a Health Centre. The church was using this land without a lease or permission from the municipality. They had told the Project Manager and his team that the reason for this was that it was difficult for them to buy land as a Church as they do not use a building structure; but conduct their services in an open space. The normal response from the Municipality would have been to just evict them from the land and ask them to find another piece of land to conduct their services. Instead, the Project Manager stated that it was crucial that they went the extra mile to avoid any unnecessary conflict and also maintain support from the community.

The manner in which the public was dealt with in the KURP depicts a change from the former ways of dealing with such issues. The municipality took a different approach and offered [the Shembe church] another piece of land. Initially, the Shembe Church representatives wanted to buy the land that they were already using from the Municipality but the Municipality could not offer them the land because it had be designated for another land use (the Health Care Facility). Instead the municipality suggested that they use another piece of land, which they then bought from the Municipality. This new piece of land was sold to them at half its value as it is a Place of Worship. The Project Manager was also involved in the long process to deconsecrate the land in

order to remove its sacredness from the old site to the new site. The Project manager stated that this was done to show that the support from the Municipality. However, the process of moving the Shembe Church from this land was a process and also contributed to the late commencement of the KURP.

5.4. Summary

From the sub-projects studied, it was observed that even though the municipality embraces public participation there is still some reluctance from the municipality to hand power to the communities as majority of the final decision are made by the municipality. From these sub-projects, it is also clear that only when the design of a sub-project at its final stages, the community would then be involved or mid-way the project. It is also evident that there are different degrees of public participation that are applied in the different projects but in all of the projects the public could be given more power and control over the projects. Even though there was evidence of public participation in the majority of the projects, there is still no legislation that enforces that the views of the community be heard and influence final decision making significantly.

CHAPTER SIX - SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS.

6. Introduction

This chapter provides the summary of the findings, draws conclusions of the research and to also offer recommendations. This research set out to examine public participation in spatial planning projects with the aim of studying the methods, structures and institutional framework for public participation that ensure that public inputs are taken into consideration in decision making. This was done through three objectives that mainly assessed the institutional framework for public participation in South Africa, the extent of public participation in the case study and the different challenges in the KwaMashu Urban Renewal Project.

The research found that since South Africa gained its independence from the apartheid regime, there have been major changes made regarding the inclusion of the public in decision making. The adoption of democracy opened a platform for individuals to vote for a party and even further to that, it has allowed the public to have direct influence on the development of their area. Findings of this research suggest that there is sufficient legislation regarding public participation within Spatial Development Planning in South Africa. However, legislation does not provide a detailed framework for public participation, the different roles are defined but there is no monitoring system to ensure that public participation is adequate in every project.

Legislation such as the Constitution of South Africa (1996), the Municipal Structures Act (1998) and that Municipal Systems Act (2000) support the fact that there should be a representative participation structure with communities, mainly consisting of the Ward Councillor and the Ward Committee and the different committees that are formed within each interest group in the community. It is through these structures that public participation is meant to occur within local governance in South Africa. This research found that these structures are not very active in development projects in the case study; however, their influence is very minimal. Aside from ensuring that the community meetings occur and the allocation of piece jobs when such development occurs in the area.

In essence, this research found that there is sufficient legislation and the necessary community representatives structures are present in the case study. However, but there is not enough depth in this legislation to ensure that public participation has an impact on the final decisions and not

done in a superficial manner. This thus allows the for decision makers, such as Municipal officials and developers to apply any form of public participation without any form of proof that the inputs of the public have been reflected in the final results.

The second objective of this research was to investigate the extent that the public was involved in decision making in the KwaMashu Urban Renewal Project. For the fulfilment of this objective, this study undertook a deep assessment of the different sub-projects that are part of the KwaMashu Urban Renewal Project. The different sub-projects that were assessed include: the re-zoning of ERF 503 of KwaMashu G, The construction the shopping centre, the market facility upgrade and the upgrade of the Mahawini Business centre. The findings suggest that the method of discussion that was used for the different sub-projects were different. Between the four sub-projects assessed, the upgrade of the market facility was seen as the most effective form of public participation. This was tested against Arnstein's ladder of public participation, and this sub-project was seen as a 'partnership' as there were constant negotiations with the traders for a design that would best suit them.

However, there were still concerns with this sub-project as it was found that firstly the municipal officials approached the traders with an already drawn plan and the traders then commented and altered the already drawn plan. This is not a true reflection of effective public participation that authors such as Arnstein (1969) and Nyalunga (2006) advocate for as the relevant parties are only invited to participate after the plan has been made. The creation of an environment for effective public participation was evident only in two of the four sub-projects assessed. This could be a result of what Moser (1978) calls public participation conducted as an end or as a milestone in the project.

The extent of participation in the in the KwaMashu Urban Renewal Project as a whole was minimal. This was mainly due to the different participatory methods that were used as these did not allow the community to fully engage with the planning process within the different sub projects. This is confirmed by the low levels of interaction that were observed in the rezoning of Erf 503 and the shopping centre sub-project.

The third objective of this study was to highlight the different challenges that were experienced with the implementation of the KwaMashu Urban Renewal Project. This research found that there were no major challenges faced with regards to public participation. What was observed

was that challenges such as land ownership and illegal occupation in state owned buildings and land, which then hindered the early commencement of the project but did not halt the public participation process. Instead, it was found from the Project Manager that he and his team had to remove these groups that were illegally occupying the state owned land and buildings very carefully to avoid conflict and community uproar.

6.1. Conclusions

This research highlighted the role of participation within planning within spatial planning projects. From this research it is evident that there are aspects of the legacy of apartheid that are still apparent and still influence decision making today in spatial planning projects. This research found that the methods of public participation differed from sub-project to sub-project. This then allowed for apartheid-like forms of decision making, as in some sub projects, decision making was left to the minority that is in power.

Another factor that this research found is that, the urban renewal that is conducted in the KwaMashu Township, there is no accommodation for informal activities within the township. This research suggests there needs to be a shift towards genuine planning with the community from that onset of the design of projects in order to meet the need of the community adequately. There also needs to be a move towards the community being studied as a whole and improve on what is already on the ground. Formalization of such areas that are currently interwoven with illegal and legal trading activities, thus leads to exclusion and exclusive spaces, which contradicts the post-apartheid goals.

This research also found that the public was aware of their rights to be consulted and informed of proposed projects to be implemented in their areas. Although people are aware of this, there was no particular standard system used to consult the people hence their expectations were not high with regards to the methodology of participation that is used. The construction of the shopping centre is an example of this, where a public community meeting was held and a perspective survey was conducted, this is the most minimal form of public participation. There were no complaints from the public about this form of participation.

However, the representative structure raised a concern over the minimal role that they played in decision making. This is mainly because there is the belief that this structure is not made up of technicians and therefore did not have to know the intricate details of the project. This mentality

could be detrimental to the planning process as was seen in the 'rezoning of Erf 503 sub-project' where public participation process took place without the knowledge of major stakeholders (the Football Association). This thus led to further delays in the projects because this association was only involved at the later stages of planning. The researcher feels that there needs to be a move towards an improved relationship between the community representative structure and the technicians to facilitate better public participation and decision making. The role of representative structure needs to not be ignored within spatial planning projects.

After an assessment of the sub-projects in the KwaMashu Urban Renewal Project, it was evident that there were no attempts made to promote local management of any of the sub-projects. None of the projects promoted total control from the stakeholders, all of them started with the Project Manager and his team approaching the stakeholders with a plan to comment and make inputs on. This highlights a need for a careful approach to public participation. There should be a detailed plan stipulating the manner in which the public is to be consulted or involved in development projects. The intentions of public participation should also be made clear from the onset so as to ensure that this process is done properly and to ensure the inputs of the public are reflected in development projects. In planning for such projects it must also be realized that the role of the planner changes with the nature of the project.

This research found that the community is more engaged with projects within their communities, as there are forums such as community meetings compared to how the situation was under the apartheid planning process. As much as this process has improved over the years, a lot of work still needs to be done in terms of ensuring that the community play a vital role in developments within their communities, which would then lead to more efficient public participation.

It was also observed from interacting with the municipal officials and the Ward committee members that the community representative structure in the KwaMashu Township consists of mainly members from the same political party. As a result of the inevitable influence of politics, the research found that there needs to be a move towards more intervention with the relevant stakeholders directly as seen in the 'Upgrade of the Market Facility sub-project' where the traders were consulted directly but at the same time not undermining the role of the representative structure.

In essence, it is clear that there are still aspects of apartheid planning shape spatial planning in South Africa. Even though the removal of the apartheid system came with the promise of

participatory governance, legislation in South Africa still allows for effective participation to be disregarded without any consequences. The KURP itself is a prime example of a top down approach to planning as it was initiated by the national government similarly to the approach adopted by colonial administrators during the apartheid era.

6.2. Recommendations

6.2.1. Re-assessment of legislation

There is a need for more stringent legislation that ensure that the view of the community is reflected in the final decision making processes from the initial stages of projects. Implementation and monitoring structures should be mandated and enforced so as to ensure that the process of public participation is not just done to meet the legislative requirements but mainly to respond to the needs of the community and prioritise the factors that the community views as vital. Legislation should also ensure that projects have clear indicators of participatory planning for the purposes of monitoring and evaluation stipulated at the beginning of the project. At the end of the project these indicators can then be used to evaluate whether the project failed or succeeded in reflecting the views of the public.

6.2.2. Diffusion of power

This study found that there needs to be diffusion of power from planners to the community as part of the move from the apartheid planning. Communities should be involved in discussion over issues on public participation and when it should occur. The monitoring process should also not be reserved for technical personnel but should also involve the community as they are the beneficiaries of the developments. Essentially there should be a shift towards sharing of knowledge and learning, whereby the parameters of public participation are defined by the planners and all the relevant stakeholders and move away from practices that limit participatory planning. It is important for the communities to feel that they are not just invited to comment on the proposed development but to have a sense of ownership and for them to be aware of the power that they have to influence the planning at every stage of the project. There is an urgent need for the shift towards the empowerment of citizens and increasing shift away from Rational – Comprehensive approaches to planning that uphold the view of the planner and other specialists as people who can solve issues in the community alone. Democratic governance needs to be applied in Urban Renewal Projects and growth from apartheid models of planning must be evident.

REFERENCES

Abelson, J. and Gauvin, F. (2006) *Assessing the Impacts of Public Participation: Concepts, Evidence, and Policy Implications*. Centre for Health Economics and Policy Analysis

Ambert, A., Adler, P. A., Detzner, D. F. (1995) Understanding and evaluating Qualitative research. *Journal of Marriage and the Family*. Vol.57 (4).

Arnstein, S. R. (1969) "A ladder of Citizen Participation". JAIP, Vol. 35 (4) 216-224.

Burayidi, M. A. (ed) (2000) *Urban planning in a multicultural society*. Greenwood, Westport.

Cabannes, Y. (2004) Participatory Budgeting: a significant contribution to participatory democracy. *Environment and Urbanisation*. Vol.16 (1) pp. 27-46.

Carmen. R. E. R. M. (1989) Development communication: the search for a participatory paradigm, *Community Development Journal*, 24(4), pp. 264 ± 272.

Christopher, A.J. (1987b) Apartheid planning in South Africa: the case of Port Elizabeth, *Geographical Journal*, 153, pp. 195-204.

City Network (2004) *People and Places, An overview of Urban renewal*, downloaded from: www.sacities.net/2004/UrbanRenewalPart1.pdf, 03/08/11 (Online).

Collins, K. and Ison, R. (2006) *Dare we jump off Arnstein's ladder? Social learning as a new Policy Paradigm*. Open University, United Kingdom.

Community Participation Framework (2007) Department of Co-operative Governance and Traditional Affairs. KwaZulu Natal Provincial Government.

Republic of South Africa.1996. Constitution.

Creighton, J. L. (2005) *The Public Participation Handbook*. San Francisco, USA: Jossey- Bass.

Davidoff, P. "Advocacy & Pluralism in Planning" 1965, in Campbell & Fainstein, 1996.

Dauids, I. (2005) *Voices from below- reflecting on ten years of public participation: the case of local government in Western Cape Province*. Cape Town: Foundation for Contemporary Research.

De Villiers, S. (2001) *A people's Government: The People's voice – A review of Public Participation in the Law of policy-making Process in South Africa*. Cape Town: Parliamentary Support Programme.

Department of Co-operative Governance and Traditional Affairs. KwaZulu-Natal Provincial Government (2007) *Urban Renewal Programme* [online] (Accessed on – 08 March 2011).

Republic of South Africa.1995. Development Facilitation Act.

Dimuna, O. A. and Omatsone, M.E.O. (2010) Regeneration in the Nigerian Urban Built Environment. *Journal of Human Ecology*, 29 (2): 141-149.

Dola, K. & D. Mijan (2006), Public Participation in Planning for Sustainable Development: Operational questions and issues. *ALAM CIPTA, Intl. J. on Sustainable Tropical Design Research & Practice* 1: 1-8.

Draft Integrated Development Plan. EThekweni Municipality, 5 Year Plan: 2012/13 to 2016/17 - 2012/2013 Plan. Adopted by Full Council on 30th May 2012.

Forester, J. (1982) *Bounded Rationality and the Politics of Muddling Through*. Public administration: Cornell University.

Frewer (2004) The public and effective risk communication. *Toxicology Letters*, 149 (1-3) 391-397.

Frewer and Rowe (2000) *Public Participation Methods: A Framework for evaluation*. Science Technology human Values. Vol. 25 (3).

Fuller W. A. (2009) *Sampling statistics*. Wiley series in survey Methodology. John Wily & sons Inc. Hobkin, New Jersey.

Fung and Wright (2003) *Deepening Democracy: Innovations in Empowered Participatory Governance*. *Politics and Society*. Vol. 29 (1) 5-41.

Giddens, A. (1998) *Conversations with Anthony Giddens: Making Sense of Modernity*. Stanford, CA: Stanford University.

Healey, P. (1997). *Collaborative planning. Shaping places in fragmented societies*. London, MacMillan.

Heredia-Martínez, H. L., Artmann, E, Porto, S. M. (2010) *Communicative approach of Situational Strategic Planning at the local level: health and equity in Venezuela*. *Cad Saude Publica*. Vol. 26 (6) 194-206.

Hostovsky, C. (2006) The Paradox of the Rational Comprehensive Model of Planning. Tales from Waste Management Planning in Ontario, Canada. *Journal of Planning Education and Research* Vol. 25:382-395.

Jupp, V. (2006) *The SAGE Dictionary of Social Research methods Purposive Sampling*. SAGE Publications, Inc.

Kitchin, R. and Tate, N. J. (2000) *Conducting research in Human geography methodology and practice*. Harlow: Prentice Hall.

Kusel, A. (2009) *The South African Urban Renewal Programme (URP): Development of rural/urban nodes in the context of migration*. Conference Urban-Rural Linkages and Migration. Workshop Input. GFA Consulting Group, Germany.

KwaMashu Town Centre Development Guidelines. April 2008. EThekweni Municipality

Lane, M.B. (2005) Public Participation in Planning: an intellectual history. *Australian Geographer*. Vol. 36 (3) 283-299.

MacCallum, D. (2008) Participatory planning and means-ends rationality: A translation problem. *Planning Theory and Practice*. Vol. 9 (3) 325-343.

Masango, R. (2002) Public participation: A critical ingredient of good governance. *Politeia*, Vol. 21 (2): 52-65.

Mitchell, D. (2002) Participation and opportunity: Redefining social security in Australia and New Zealand. *International Social Security Review*. Vol. 55 (4) 127-144.

Mottier, V. (2005) The Interpretive Turn: History, Memory, and Storage in Qualitative Research. *Qualitative Social Research*. Vol. 6 (2).

Musakwa, W. (2008) Local Economic Development as a poverty alleviation tool: A case study on the Urban Renewal Program in KwaMashu Durban. University of Kwa-Zulu Natal

National Development and Planning Commission (1999) Draft Green Paper on Development and Planning. Pretoria.

National Policy framework for Public Participation (2005) Department Provincial and Local Government. Republic of South Africa.

Ngamlana, N. (2001) Community participation: Not yet out of the woods. Afesis-corplan.

Ngqaleni, M. (2009) Funding Local Economic Funding, National treasury, KwaZulu Natal.

Nyalunga, D. (2006) Crafting active citizen participation through ward committees. *International NGO Journal*. Vol. 1 (3) 044-046.

Public participation policy framework (2005) Cooperative Governance and Traditional Affairs.

Punch, K. (2005) Introduction to Social Research. Quantitative and Qualitative Approaches. London: Sage.

Raj, E. (2007) Collaborative planning in practice. Spatial Planning and governance at the regional level. *Sustainable Urban Areas*.

Republic of South Africa. 2008. Planning and Development Act.

Republic of South Africa. Expropriation Act 63 of 1975

Republic of South Africa. Group Areas Act 41 of 1950.

Republic of South Africa Urban Areas Act of 1923.

Republic of South Africa. Local Government Municipal Structures Act 117 Of 1998.

Republic of South Africa. Local Government Municipal Systems Act 1187 Of 2000.

Republic of South Africa. Pass Laws Act 67 of 1952.

Rosner, J. (1978) Matching Method to Purpose: The Challenges of Planning Citizen Participation Activities. In S. Langton (ed.) *Citizen Participation in America*. New York: Lexington Books, New York.

Rowe, R. and Frewer, L. J. (2000) Public Participation Methods: A framework for Evaluation. *Science Technology Human Value* Vol. 25:3 pp. 13-29.

Scott, L. (2009) Participatory multi-criteria decision analysis: a tool for integrated development planning. *Development Southern Africa*. Vol. 22 pp. 5

Smith, R. (2006) The people shall govern. Centre for the Study of Violence and Reconciliation (CSVR). Action for Conflict Transformation (ACTION). Johannesburg, South Africa.

South Africa (Republic) Provincial and Local Government: A handbook for Ward Committees 2005. Pretoria: Government Printers

South African Institute of Town and Regional Planners (1996) Planners and public participation, Position Paper No. 4 (Johannesburg, South African Institute of Town and Regional Planners).

Spatial Planning Land Use Management Bill (2011). South Africa (Republic).

Scott, R. (2009) An analysis of public participation in the South African legislative sector. University of Stellenbosch. School of Public Management and Planning.

Sinwell (2009) The Alexandra Development Forum (ADF): The Tyranny of invited Participatory Spaces? Forthcoming in Transformation: Critical Perspectives in Southern Africa. University of Johannesburg.

Steven Friedman (2004) 'A voice for all: Democracy and Public Participation. Critical Dialogue, Public Participation Review.

Stiftel, B. (2000) *Planning theory*. Department of Urban and Regional Planning, Florida State University. Am. Inst. Cert. Planners: Washington DC.

Strydom, H. (2002) *Ethical aspects of research in the social sciences and human service professions*. Pretoria: Van Schaik Publishers.

Tewdwr – Jones, M. and Thomas, H. (1998) Collaborative action in local plan-making: Planners' perceptions of 'planning through debate' *Environment and Planning B: Planning and design*. Vol. 25 (1) 127 – 144.

Tewdwr-Jones M, Allmendinger P, (1998), "Deconstructing communicative rationality: a critique of Habermasian collaborative planning" *Environment and Planning A* Vol. 30 pp.11.

Thwala, W. D. Community participation in urban renewal projects: experiences and challenges of the case of Johannesburg, South Africa (2006) *Department of Construction Management and Quantity Surveying, University of Johannesburg, South Africa*, Vol 93

Township Renewal Sourcebook (2009). EThekweni Municipality. Township renewal: INK Case Study.

URB Knowledge Management Framework (2009) Cooperative Governance and Traditional Affairs. Technical Support Facility to the Urban Renewal Programme 2007 – 2009.

Visser, G. (2002) Gentrification and South African cities, towards a research agenda, *Elsevier Science*, Vol. 19 (6): 419-423.

Williams, J. (2001). "Human Rights and Citizenship in Post-Apartheid South Africa. *Critical Arts*, Vol. 15 91&20, 24-49.

Williams, JJ. 'Community participation and democratic practice in post-apartheid South Africa: rhetoric vs. reality, in *Critical Dialogue, Public Participation Review*

World Bank (1994) *World Development Report 1994*. World Bank, Washington.

Xulu, N. (2007) *Livelihood Profile of KwaMashu and Situational Analysis of DSD Services in the node*. KwaMashu, Chapter 2a and 2b.

Yvonne, M. (2010) Public Participation for sustainable development in local cities. ISOCARP: Kenya.

APPENDIX 1

**INFORMATION GIVEN TO PARTICIPANTS: FOR QUESTIONNAIRE, INTERVIEW AND
FOCUS GROUP RESPONDENTS**

Study Title: Examining public participation in post-apartheid spatial development planning projects. A case study of the KwaMashu Urban Renewal Project.

Study to investigate: The effect that public participation has on the outcomes of planning projects.

(Ethics Reference Number: HSS/0983/011U).

Good Afternoon.

Introduction:

I am a Masters student from the University of KwaZulu-Natal and I am doing research on “public participation in post-apartheid planning projects using the case of KwaMashu Urban renewal project”. Research is a process to attain answers to a number of questions, and you may have information that would help me to get to such answers. This study aims to examine public participation in post-apartheid projects. I am requesting that you participate in this research study so that I can find out more about the effect that public participation has on the outcomes of planning projects.

What is involved in the study: I have an in-depth interview and I will ask you questions in order to complete the interview. There are no risks to being involved, and no one is forced to take part. There will be no negative consequences either, if you decide not to take part. If you agree to take part, we hope that the information that we obtain will be used to improve knowledge on this subject matter. You can choose not to answer a particular question, and are free to withdraw from the enquiry at any stage.

Confidentiality: Efforts will be made to keep personal information confidential. Absolute confidentiality cannot however be guaranteed. For example, personal information may be disclosed if required by law.

Contact details of researcher/s – for further information please contact:

Miss Anele Ndlela at 076 455 3484

Dr Awour Hayangah at 031 26 03144

Please sign below to indicate that you understand what I have explained to you and that you are willing to participate and provide me with the information I need.

Thank you.

Signature of participant

INTERVIEW SCHEDULE FOR THE PROJECT MANAGER AND MUNICIPAL OFFICIALS

Name: _____

- (1) What role did you play in the KwaMashu Urban Renewal Project?
- (2) How would you define public participation?
- (3) Do you feel that this process [public participation] is important for development projects?
- (4) How did the KURP come about and was public participation included in this plan from the onset?
- (5) Which legislation guides public participation in development projects such as KURP?
- (6) Would you say that the current legislation ensures effective or adequate public participation?
- (7) Which public participation method do you believe is more effective in portraying the needs of the community?
- (8) What was the relationship between the municipality and the community representative structure in the KURP project?
- (9) Who were the main role planners in the public participation process?
- (10) Which methods of public participation were used to involve the stakeholders in the different sub-projects?
- (11) At what stages of a project do you think public participation should occur?
- (12) At which stage of the project cycle were the stakeholders involved in planning of the sub-project?

(13) Were there any conflicts or challenges with regards to the planning of this project?

(14) What did the municipality do to respond to these challenges?

(15) Would you say that the impacts of the public participation process were positive or negative in the planning of the sub-projects? (Elaborate).

(16) What impact did public participation play in the success or failure of the URP?

(17) What can be done to improve public participation within Urban Renewal Projects?

(18) Is there anything that you would like to add?

APPENDIX 2

MUNICIPALITY WARD CONCILLORS AND THE WARD COMMITTEES – THE RESIDENT COMMITTEE INTERVIEW SCHEDULE

Name: _____

- (1) What role did you play in the Urban Renewal Project as part of the community representative committee? (elaborate).
- (2) How important do you think public participation in spatial planning projects?
- (3) How is the community representative structure structured in the KwaMashu Township?
- (4) How could the community structure be improved to reflect the community need more effectively?
- (5) What role did you play in the process of public participation for the different sub-projects?
- (6) How was the community consulted as part of the public participation process for the different sub-projects? (methods used).
- (7) Do you feel that the methods of participation that were used sufficiently represented the view of the community?
- (8) What methods of public participation do you think could be used to ensure maximum involvement and better reflection of in these projects?
- (9) Were there any conflicts or disagreements with regards to the sub-projects?
- (10) Do you feel that public participation had any impact or influence the outcomes of the sub-projects? (Did the views of the stakeholders reflected on the final plans) (elaborate)
- (11) In what way do you believe that the process of public participation could be improved within the sub-projects [Spatial Development Projects] in Townships?
- (12) Is there anything that you would like to add?

APPENDIX 3

INTERVIEW SCHEDULE FOR THE MARKET TRADERS AND OTHER INTEREST GROUPS

Name: _____

- (1) How would you define public participation?
- (2) How important do you feel public participation is in spatial planning projects?
- (3) What form of public participation was used for the sub-project that you were a part of?
- (4) Do you feel that the methods used to facilitate the process of public participation within the sub-projects were adequate?
- (5) Do you believe that the outcomes [the final plan] of the sub-project represent the communities' views?
- (6) In what way do you believe that this process could be improved?
- (7) What impact did community participation play in the success of the project?
- (8) Would you say that the effects of this public participation were positive or negative?
(Elaborate).
- (9) Do you feel that your ideas and inputs invited in the planning of this sub-projects?
(Explain).
- (10) Were there any conflicts or disagreements with regards to this project?
- (11) Is there anything that you would like to add?

APPENDIX 4



Safa Kwa Mashu Football Association



P O BOX 27080
KWA-MASHU
4360

Tel:(031) 503 3820

Fax:(031) 503 6853

31 March 2010

Att: Michael van Niekerk / Nicci Diedericks

FutureWorks
P O Box 2221
EVERTON
3625

Fax No.: (031) 764 4907

Dear Sir / Madam,

APPLICATION FOR ENVIRONMENT AUTHORISATION BASIC ASSESSMENT FOR THE CHANGE IN ZONING OF ERF 503, KWAMASHU G SECTION FROM "CIVIC & SOCIAL" TO "LIGHT INDUSTRIAL" AND CONSTRUCTION OF KWA-MASHU ENTERPRENEURIAL CENTRE. REFERENCE: DM/0054/09.

We acknowledge receipt [on 24 March 2010] of your Background Information Document (7 pages) Reference: DM/0054/09 dated 20 November 2009 regarding the above matter.

We as **Kwa-Mashu Football Association**, the South African Football Association (EThekweni Region) recognized body finds it very disturbing that the said document has been circulating to various organization(s), but ourselves.

It should be noted that we as custodians of football in Kwa-Mashu Township, were not consulted at all. We are of the opinion that a formal meeting of all stake-holders and interested parties should have been convened.

Now, following discussions with all the teams affiliated to our association [including two Executive Members from our Regional Office] at our Annual General Meeting held last Sunday the 28th of March 2010, we would, as a significant interested party to the matter, immediately register our **objection** to the proposed rezoning of ERF 503, Kwa-Mashu G Section, from "Civic and Social" to "Light Industrial" and subsequent construction of the proposed entrepreneurial centre.

The basis of our objection is based primarily on, inter alia, the following:

- In the early 60's [during the dark days of apartheid], prior to the construction of Princess Magogo Stadium, the sport field in G-section served as the stadium. We cannot afford to have the rich history of our township to be taken away.....instead of being declared a monument.
- The fact that we were not informed of the proposed rezoning at inception smacks of a plan conceived and veiled in secrecy ;

- Numbers of senior teams affiliated to Kwa-Mashu Football Association have increased from 25 to 43 this season. This figure excludes junior teams.
- The current sport field [targeted for rezoning] is being used by our development teams' i.e. Under 13 and 15 ;
- There is currently an acute shortage of soccer fields in the area [G-Section];
- This ground is earmarked for a Disability Soccer [DISA] pilot project. Negotiations with are DISA organizers are already at an advanced stage. It would therefore be selfish and inconsiderate in the extreme to throw away such an opportunity when revered politicians and senior government officials appear to be championing and advancing the interests of the physically challenged fellow citizens.
- It is the intention of the current leadership of KwaMashu Football Association to have football played in all existing soccer fields, and this is not about to change.
- To rezone this ground that is situated at G-section would be depriving the community, especially the young kids of an opportunity to be future stars. It should be stated clearly that in this Section, this is the only soccerfield in the area as compared to other areas/sections...

The following if the list of all soccer fields situated in Kwa-Mashu Township;

A Section: Ground No.3 & Rotary Stadium

B Section: Kwa-Mgqomo Ground

C Section: Ground No.5 & 6

D Section: Ground No.9 [To negotiate with Parks, Leisure & Cemeterics to renovate same]

E Section: Ground No 1 & 10

F Section: Ground No.2 & 2A [eMakhchleni]

G Section: Ground No. 4 [under threat of proposed rezoning]

H Section: No sports field

J Section: Ground No. 7 & 8

K Section: eDumping Sports field

L Section: No Sport field

M Section: Shala Zwane sports field

N Section: No sports field

APPENDIX 5

**SUSTAINABLE DEVELOPMENT & CITY ENTERPRISES
ECONOMIC DEVELOPMENT & FACILITATION UNIT**

Projects Department

Rennie Building 11th Floor
41 Margaret Mncadi Avenue (Victoria Embankment)
PO Box 5856 . DURBAN . 4000
Tel 031 311 4227 Fax 031 332 1720



Enquiries: L MW Baars

11 June 2010

Mr. T. O. Mbele – the President
SAFA KwaMashu Football Association
P.O. Box 27060
KwaMashu
4360

Dear Sir

**KWAMASHU TOWN CENTRE REDEVELOPMENT PROJECT: CHANGE IN ZONING OF
ERF 503 KWAMASHU G FROM “CIVIC & SOCIAL” TO “LIGHT INDUSTRIAL” AND
CONSTRUCTION OF THE KWAMASHU ENTREPRENEURIAL CENTRE –
LOSS AND REPLACEMENT OF SPORT GROUND NO. 4.**

Your letter of objection dated 31 March 2010 in response to the advertisement of the Background Information Document (Ref.: DM/005/09), and our subsequent discussion at our meeting at your offices on 8 June 2010, both have reference.

First of all, please accept my apology for any miscommunication on our part regarding the inclusion of the Football Association in the consultation process. We had understood that the field was not being used. In hindsight it is obvious that your association should have been consulted, and I assure you that there was no intention to conceal the proposals from you or anyone else for that matter. I am pleased that the Association has responded, and that we can now engage on the issues raised in your letter.

From your letter and our discussions regarding the loss of Sport Ground No. 4 it is clear that all football fields in the area are needed, and that for football to develop as a beneficial sport in the KwaMashu area, either the retention of the old field or its replacement at a suitable alternative location should be considered.

From an economic development perspective the need to provide space and additional premises for the growth of emerging small local businesses and to create more jobs is important. Existing facilities in the town centre are grossly inadequate and in order to support business development new premises must be

located at a point of high accessibility to their markets. Erf G 503 is located adjacent to the town centre on land that supports the City's Vision of Job Creation and Skills Development for KwaMashu. The on which Ground No.4 is situated is therefore of great economic value and this Unit is of the view that every effort should be made to allow its redevelopment for business purposes.

The Economic Development Unit wishes to explore an alternative location for the replacement of Ground No. 4. We therefore wish to draw your attention to land situated near the intersection of Mandela Road and Nandi Drive, which land is currently zoned "Civic & Social" but, apart from a set of basketball and tennis courts, has remained largely under-developed. This land, described as Erf 337 of KwaMashu G, is owned by the Municipality and can be made available for development as a new football field.

This location has also been identified in the planning work around the Princess Magogo Stadium as a suitable location for the development of a sport complex and one of the training fields required to complement the main stadium field. This will also allow the clustering of sport amenities, such as change rooms, ablution facilities, club houses, ground-keeper's cottage and greatly improved security. The development of a restaurant and entertainment complex may also be possible at this location.

Our engineers have already inspected the land and service records, and confirm that there is no physical impediment to the development of a sport field here. The land will need to be improved: the ground needs to be raised using a fill material and shaped to ensure a level playing surface and proper storm water drainage. A layer of top soil will then need to be added and a suitable grass planted.

I have also taken the initiative of discussing the prospect of building a replacement field in order to release Erf G 503 for redevelopment with the National Treasury Neighbourhood Development Partnership Unit who has funded other developments in the KwaMashu Town Centre. They are willing to consider funding for this, provided it does release Erf G 503.

Regarding the timing of construction we anticipate that our proposal for Erf G 503, should it be accepted and approved, would commence in early 2012. Our engineers have advised that the construction of the replacement field should be linked to the construction of the Entrepreneurial Centre on Erf G 503, primarily because the surplus cut material from the earthworks on Erf G 503 will be required to construct the foundation platform for the new field. This will keep the cost to a minimum and will hopefully allow some of the allocated funding to be used for fencing and ablution facilities.

Your letter also makes reference to the historical significance of Ground No.4. I understand this was the first soccer field to be built in KwaMashu and used as the main match venue before the Princess Magogo Stadium was built. In our view it would be impractical to conserve a field as a memorial, but we are certainly willing to consider other portions. The City has commissioned the creation of a public artwork at the new South-gate of the Princess Magogo Stadium to commemorate and celebrate Heroes and Heroines from the KwaMashu, Ntuzuma and Inanda areas.

I would like to invite the Association to nominate 25 names of people whom have made the greatest contribution to the development of football in the KwaMashu, Ntuzuma and Inanda areas in their lifetime for inclusion in the list of names to be memorialized at the base of this artwork.

Finally, I would like to request the members of your Association to consider our proposal for a replacement field and the concept of a sporting complex on the land described as Erf 337 of KwaMashu G, at the intersection of Mandela Road and Nandi Drive. This is a tangible offer linked to the development of Erf G 503. I would be happy to attend a further meeting with yourselves and members to discuss this option in greater depth.

The Economic Development Unit awaits your considered response.

Yours faithfully

PROJECT MANAGER
Economic Development Unit

APPENDIX 6

**Socio-Economic Assessment Report: the Development and Construction of the Entrepreneurial Support Centre
of Erf 503 KwaMashu-G**

Themes	Questions	Responses
A. Current Use	1. What are you using the site for?	- As a soccer training and playing field - Kids use it as a soccer training field -To promote soccer playing skills for youth
	2. Are there any challenges posed by the site in its current state?	- Crime
	3. What is your vision of the future use of the site?	- Any development and sponsorship for sports from local businesses to reduce crime - To develop the area or build any infrastructure to empower local community. - Get rid of the playing ground and build a skills development centre to skill youth - To develop the area into a fully fledged soccer field to attract people even from outside the area to come and play games -To get rid of the soccer field to reduce crime
B. Impact of the Proposed Development	1. What is your opinion about the proposed development?	- It has my full support but local community must be given first priority when it comes to economic opportunities - Look for an alternative site for this development - It will be good and reduce crime - The development will deprive our kids soccer playing skills development
	2. What are your views about the proposed development being in	- No problem envisaged except for pollution

	close proximity to your residential area/houses?	
	3. What economic benefits do you think will be brought in by the proposed development?	<ul style="list-style-type: none"> - Skills development - It will assist in job creation and poverty alleviation as well as reduce crime - Nothing - Improve business skills to Black people - Improve local economy
	4. What economic shortfalls will be brought in by the proposed development?	<ul style="list-style-type: none"> - None that is obvious at this point. - Not creating income generation opportunities to local youth
	5. Should the development be approved, what do you foresee as construction phase impacts?	<ul style="list-style-type: none"> - Lack of the locals being unemployed - Increase in road accidents as kids will be playing on the streets without proper training/playing venue
C. Impact of the Development After Construction	1. Noise	<ul style="list-style-type: none"> - Very disturbing - Noise will definitely be there but also trains and buses do the same
	2. Odour	- Bad odour which may affect health
	3. Air Quality	- Air quality will definitely be compromised
	4. Visual quality of the local landscape	- The development must be beautifully designed to even attract tourists
	5. Traffic	<ul style="list-style-type: none"> - Traffic will definitely occur - The road is wide enough so traffic will not be an issue

	6. Income generation	- Not for the locals that is a major issue - Development will create job opportunities and will create income generation opportunities ultimately
	7. Entrepreneurship Support	- Local business people should be forwarded the opportunity
Other	- Skills shortage is a major problem in this country, hence being offered such an opportunity is on great achievement	

Survey Methodology

A public meeting was held on Sunday the 8th November 2009 at Dumane School Hall, KwaMashu G section. A presentation on the proposed development was done by the Social Facilitator from Futureworks and questions were allowed. The questions raised were almost similar to those that the survey intended to get responses for from the community members. The social facilitator went through the questions on the survey questionnaire and responded to questions for clarity. 20 Survey questionnaires compiled in IsiZulu and 10 in English were distributed to community members for survey purposes. The councilor felt that the questionnaire numbers were not enough and recommended that they (the councilor and his team) will duplicate the questionnaires to make enough numbers for the community.

Summary of findings:

- The proposed development site currently used for amateur soccer training and local youth strongly recommends use of alternative site for the proposed development.
- Site dangerous and locals complain of criminal activities
- Development supported by the majority as is important for skills development and income generation opportunities as well as job creation.