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COMMUNITY EMPOWERMENT THROUGH PARTICIPATION IN THE LAND DEVELOPMENT OBJECTIVE IMPLEMENTATION - KHAYALAMI METROPOLITAN COUNCIL

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COMMUNITY EMPOWERMENT THROUGH PARTICIPATION IN THE LAND DEVELOPMENT OBJECTIVE IMPLEMENTATION - KHAYALAMI METROPOLITAN COUNCIL

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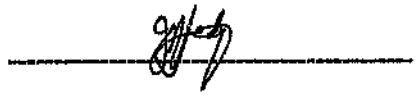
Thesis submitted to the Faculty of Architecture, University of the Witwatersrand, Johannesburg, in partial fulfillment of the requirements for the Degree of Master of Science in Development Planning.

Johannesburg, 1998

DECLARATION

I declare that this is my own unaided work. It is being submitted in partial fulfillment of the requirements for the degree of Master of Science in Development Planning at the University of the Witwatersrand, Johannesburg, It has not been submitted for any degree or examination in any other University



Makhudu LEDIGA

07th day of OCTOBER 1998

ABSTRACT

Evolution of planning theories since the turn of the century, reveals the need for the planning profession to conform to the demands of the fast and ever changing world. The planning profession in South Africa is currently faced with the mammoth task of redressing the legacy of apartheid planning.

In an attempt to redress the legacy of apartheid planning the government promulgated the Development Facilitation Act (DFA), Act 67 of 1995. The DFA principles by their very nature focus on the previously disadvantaged groups of the population. In order to implement the DFA principles, the Land Development Objectives (LDOs) are a relevant tool. This study focuses on community empowerment through participation in the implementation of the LDOs in Kempton Park / Tembisa. The overriding objective is to establishing how the implementation of the LDOs could empower the local communities.

Furthermore the study seeks to establish the areas of intervention in the LDO implementation process. In providing a strategy for such areas, communities should participate in the development process.

In conclusion, the study focuses on the role of planners in addressing problems identified in the LDO implementation process. Such roles include mediation, advocacy, advisor, catalyst etc.

DEDICATION

To my father who has always been, still is a source of inspiration throughout my period of study.

ACKNOWLEDGEMENT

I am indebted to a great number of people (far too many to mention individually) who contributed significantly to shape my ideas in this dissertation.

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CHAPTER 1

1 INTRODUCTION

1.1 Background Information

Throughout the history of planning, the overriding objective of the profession has always been to cater for the diverse interest of communities. In order to achieve this, governments often promulgate legislation. In Britain for example the 1947 Town and Country Planning Act served as a comprehensive measure that became the basis for post-war planning and land use control. It included radical solutions to the compensation and betterment problems, which have been repealed and re-introduced by a number of governments. The key part of the Act was the requirement that planning authorities should produce a development plan as a basic framework for future land use (Hancock, 1995). Equivalent to this Act in South Africa is the Development Faciliatation Act 67, of 1995 (DFA) which seeks to reconstruct the country after apartheid government. The main goal of the act is to empower the previously disempowered communities. Among other things the DFA strives to:

- promote the integration of the social, economic, institutional and physical aspects of land development
- promote integrated land development in rural and urban areas in support of each other
- optimise the use of existing resources including such resources relating to agriculture, land, minerals, bulk infrastructure, roads transportation and social facilities
- promote a diverse combination of land uses, also at the level of individual erven or subdivision of land etc.

The Reconstruction and Development Programme (RDP) and Growth Employment and Re-distribution (GEAR) supplement the DFA by striving to meet the basic needs of all citizens in an affordable way and empower communities through participation and job

creation in a long run[1]. Stroh and Taylor (1981,p 119) in support of the basic needs strategy, indicated that the advantage thereof is to ensure sustained satisfaction of basic needs in the given situation.

In order to comply with the interests of communities, several approaches or methodologies have been adopted. Inherent in some of these approaches is the need to empower the beneficiary communities. Conversely some of these approaches felt short of their goals due to their exclusion or lack of human centredness. A human centred approach is an authentic tool towards realisation of rationality and willful community action in planning. Rationality and willful community action posit that community values and interests should always direct development. Embedded in the community values and interests are the historical and cultural background. With such values, interests and cultural background, the question as to who should plan, for who and how comes to the fore.

The ensuing questions acknowledge the ever-increasing and critical need for involvement of communities in decision-making and implementation of development programmes. In this regard some form of rationality should remain the sanctifying principle for planners. Contrary to the traditional planning processes which were not perceived as a form of empowerment, involvement of communities in decision-making and implementation of development programmes undoubtedly ensures community empowerment.

1.2 Problem Statement

The dawning of a new democracy in South Africa posed a formidable challenge of redressing the effects of apartheid-based patterns of development. The aim thereof is to achieve a system of development which is non-racial, democratic, efficient, integrated and sustainable.

[1] The DFA, RDP and GEAR encourage empowerment of the previously disempowered communities through public participation in all matters affecting them.

A period prior to the 1994 general election in South Africa witnessed the development planning methodologies that always marginalised the people who in theory and rightfully had to benefit from the implementation of development plan[2]. This is attributable to the former government's apartheid planning policy. The South African apartheid policy on development planning is in sharp contrast with "People centred Development" espoused by Russell L. Ackhoff in Korten & Klauss's (ed) (1984, p 195). He defines development as "not a condition or state defined by what people have. It is a capacity defined by what they can do with whatever they have to improve their quality of life and that of others. Therefore development is possession of a desire for improvement and the ability to bring it about". The implementation of apartheid planning policy has been tailored to assume what the disadvantaged communities needed disregarding development aspirations.

In view of this assertion the mammoth challenge facing the Kempton Park / Tembisa MLC (which is a case study area for this study) is to respond to the vast scale of unmet needs and the slow pace of delivery in those regions. To meet these challenges, the MLC will have to shift from its traditional role as simply carrying out the distribution and administration of services at the local level. "Rather local government should embrace a wider conception of local governance of the community and aim to provide strategic leadership and vision within the local community" (Benjamin and Hartley, 1994, p. 10).

The Reconstruction and Development Programme (RDP) and Development Facilitation Act (DFA) have created developmental parameters which require that management of growth and development be focused on the objectives of efficiency and quality. The RDP is a people - driven process and it attempts to empower communities. "Our people, with their aspirations and collective determination, are our most important resource. The RDP is focused on our people's most immediate needs, and it relies, in turn, on their energies to drive the process of meeting these needs" (RDP, 1994, p, 5). This implies participating in all matters affecting their daily lives. It is necessary to bear in mind that reconstruction cannot be divorced from the need to re-examine what men and women are expected to

[2] "Apartheid planning" was racially based. It catered for the interests of minority in South Africa: hence a huge development backlog exists between the former "Black" and "White" areas.

contribute economically, politically socially etc. "The RDP requires fundamental changes in the way that policy is made and programmes are implemented. Above all, the people affected must participate in decision-making" (RDP, 1994, p 7).

As a supplement of delivery to local communities the Gauteng Government Urban Regeneration and Integration Plan was born out of a need to redress the wrongs of the past. This plan intends addressing issues such as getting development partnerships in place, educating local authorities about regeneration philosophy, creating more job opportunities in densified cities, urging local authorities to involve local communities in regeneration initiatives, setting up a fund for building community capacity, formulation of City Improvement Districts, and setting up of Community Development Corporation and other local bodies as local vehicles for the promotion of development (Gauteng Government's Urban Regeneration and Integration Plan, 1998).

1.3 The Significance of Community Empowerment

Sound democratic principles pre-suppose that local communities are empowered to operate freely and initiate development for themselves. Development becomes more successful if local communities are eager to flagship the development path. This becomes a reality only when communities are empowered and involved in the decision-making process. Participation of local communities in decision-making on matters affecting them is an integral part of empowerment (Friedman, 1992).

Again community empowerment entrust communities with a mammoth task of taking ownership of all development initiatives. By taking ownership of all development initiatives, the local communities will exert more commitment in the implementation of development projects or programmes.

Community empowerment brings about sustainability which is always strived for and should be the end product of all development endeavours. Sustainability will make local

communities self-sufficient, self-reliant, self-perpetrating and self-actualising[3] (Esman and Uphoff, 1988).

1.4 The Objectives of the Study

The discourse intends to reflect on several areas of interest in the implementation of the LDOs. This will be viewed from a planning perspective with the aim of identifying the areas of intervention. The overriding objective of the study is to establish how the implementation of the LDOs can facilitate community empowerment. The discourse makes analysis of the implementation of the LDOs in terms of values, attitude, beliefs and interest in relation to planning.

Once the areas of intervention are identified, the planning strategy will be formulated to enable the implementation of the LDOs to be more effective and efficient. In trying to achieve this, the study will:

- establish the degree of involvement of locally based organisations in the process;
- argue that the output of community participation in the implementation of the LDOs is crucial;
- dwell on the relevant theoretical (literature) base to reach substantive development strategy for successful LDO presentation;
- develop an alternative planning strategy to ensure successful and effective LDO implementation.

1.5 Methodology

For the purpose of this study the methodology adopted is twofold. The library sources will be used for general purposes. On the other hand surveys involving interviews and questionnaires will be conducted. "A commonplace instrument for observing data beyond

[3] One cannot talk about effective and efficient community empowerment if projects and programmes embarked upon do not bring about sustainability.

the physical reach of the observer is the questionnaire" (Leady, 1993, p 187). For this reason the research process is shaped by the utilisation of documentary sources and data acquired from interviews and response from the questionnaires. Data processing will involve one kind of operation, namely data reduction during which the qualitative data is summerised and analysed (Mounton, 1996). The data collected will be analysed and reviewed using the descriptive and explanatory methods. The descriptive and explaratory approaches are also instrumental in situating participation within the planning domain.

At the community level the interviews will be conducted among six councilors representing their respective wards. At professional level such interviews will be conducted among six senior officials who are responsible for the compilation of the LDOs in the area - Kempton Park / Tembisa MLC. Their involvement in the LDO process was based on their professional background - some are planners, engineers etc. On the basis of their experience and involvement with the LDO process, inference will be made for the purpose of the study. The collected data will be analysed taking due cognizance of the objectives of the study and conformity to written literature.

1.6 The Rationale

The rationale of the discourse is to coordinate a synthesis of the theoretical and field investigation to set ground for conclusive observation. In this regard the major challenge facing most South Africans, planners in particular, is to contribute greatly in translating policies into action. In line with this thinking, the study seeks to contribute in empowering communities through participation in LDO implementation process.

1.7 Organisation of the Discourse

The discourse comprises of six chapters. Chapter one introduces the problem and outlines the objectives of the study. It goes further to focus on the significance of community empowerment, methodology and structure of the discourse.

Chapter two looks at explanation of concepts such as community, empowerment, participation, LDOs and sustainability, Community and participation as well as participation in planning. It goes further to answer the questions related to public participation in planning. Such questions try to establish who should participate and how much participation is desirable. Lastly it draws on planning theories that could aid or facilitate empowerment of communities.

Chapter three provides the purpose of the LDO process, background information and location, demographic characteristics of the area, the historical background, the benefits of the process, legal significance of the LDOs, the working plans and public participation, legislation impacting on budgeting procedures, the community views on participation in the LDO process and conclusion. Chapter four presents the findings from the interviews conducted and response received from the planners and managers, key issues, challenges, summary of the findings and conclusion.

Chapter five entails training and capacity building, institutional re-organisation, establishment of sound communication strategy, appropriate planning methodology and conclusion.

Chapter six looks at the implications of the study to planning profession, limitations of the research, areas of future research and conclusion.

CHAPTER 2

2 LITERATURE SURVEY ON PARTICIPATION, EMPOWERMENT AND PLANNING THEORIES

2.1 Introduction

Participation and empowerment are integral part of community development. The concept of empowerment is based on the understanding of power as the use of resources, of whatever kind, to secure outcomes. Power then becomes an element of action and refers to the range of interventions of which an agent is capable (Giddens, 1973:348). With regard to South African planning experience, the apartheid planning policies did not consider social values and norms of certain racial groups. The ultimate influence of those policies resulted in a lopsided form of development in the country.

This chapter makes an illustrative review of different dimensions of planning which can culminate in revealing a different structure of reality. Its usefulness or its simplicity dictates the appropriateness or choice of a planning procedure. Linked to the concept of community empowerment, there are several key concepts that qualify for explanation prior to their application in the text[4]:

2.2 Explanation of Concepts

Explanation is done to clear ambiguity resul. from recognition of the fact that concepts such as empowerment participation and sustainability have multi-functional meaning depending on the discipline and background against which it is being applied.

[4] Explanation of key concepts is necessary to ensure that their meanings are better understood as used in the text.

2.2.1 Community

The protagonists of the concept believe the community is the focus of intervention. (Kam1996, p 231) regard it as a key strategy for empowering low income people. The essential characteristic of a community, so conceived, are those of: a population territoriality organised, (2) more or less completely rooted in the soil it occupies (3) its individual units living in a relationship of mutual interdependence as community (Samuel, 1983). Ramphele and Thornton (1988, p 29) argue that community is the ideal for the future, the structure of utopia, the expectation of heaven, the legitimate goal for a truly democratic parties.

2.2.2 Empowerment

Empowerment may be defined as a process which shifts the perception of the powerless people and enable them to assume greater control of their lives. Again it could be described as a process aimed at extending a limits that powerless people set to the form which the distribution of discretion can take and embrace a spectrum of activities ranging from individual resistance to mass political organisation which challenges basic power relations in society (Bookman & Morgan, 1984, p 4).

For the purpose of this study the suitable definition will be derived from Brown & Korten (1989, p 6) which view empowerment as "a process by which the members of a society develop themselves and their institutions in ways that enhance their ability to mobilise and manage resources to produce sustainable and justly distributed improvements in their quality of life consistent with their own aspirations". Voth (1979, p 75) relates this concept with development when he states that "while people are pursuing a concrete objective, they learn self reliance and gain in self-sufficincy and human dignity

2.2.3 Participation

There is a common believe that participation has no meaning unless the people involved have significant control over the decisions concerning the organisation to which they

belong. There is a varied perception of what participation is. Others view it as an instrument to enhance efficiency of projects, others view it as an end in itself. For the purpose of this study it is viewed as a means to achieve other goals.

Whilst there are several definitions of community participation the one relevant to this study is by Sewell and Coppock, (1977). He defines community empowerment as "an active process by which beneficiary client groups influence the direction and execution of a development project with a view to enhancing their well being in terms of income, personal growth, self reliance or the values they cherish".

In Work in Progress, (February - March 1994, p 2) it is argued that community participation is appropriate when one or more of the following conditions are present:

- the objective of a project is empowerment of the people and capacity building;
- the design of the project services calls for interaction among beneficiaries as a basis for identifying their needs and preference;
- the implementation of a project demands frequent and negotiation among beneficiaries and users rather than a weak bureaucracy are better able to manage a part of the project operations.

The impression given is that participation should focus on the beneficiary community - beneficiaries are objects of development and it is their involvement in the direction and execution of projects which is of major concern[5].Participation effectively enable and afford people to exercise their right of choice, the right to agree, approve or diapprove, accept or reject (Christianson, 1994).

2.2.4 Land Development Objectives (LDO'S)

LDOs are the tools being developed by the local government to ensure effective and sustainable governance. They are development plans or frameworks setting targets for

delivery for each local government for the next 5 years, i.e. how many houses, services and jobs will be provided by an area, with what resources, who will be involved and when and where. The LDOs also creat standards and criteria to ensure that local government performs appropriately in the delivery of services (MLC – LDO document, 1997).

2.2.5 Sustainability

While it is acknowledged that there are many definitions of sustainability, the most definite explanation of sustainable development comes from the report of the World Commission on Environment and development, namely the Brundtland Commission, published in 1987. Here sustainable development is defined as " meeting the needs of the present without compromising the ability of the future generations to meet their own needs (World Commission on Environment and Development, 1987, p 8).

In this study sustainable development is perceived as a holistic concept that is political, social, economic and cultural. It looks at all aspects of human development.

2.3 Community and Participation

Community may be defined in various ways. If community is to be defined in terms of membership, it is certainly obvious that some possibility of participation in community life should be required. Membership involves the idea of identification which seems to pre-supposes some kind of involvement. There is a link between three concepts: community, membership and particupation. Any community development programme aims at increased and better participation of the people in community affairs. Efficient participation involves democratic principles. "A democratic society exists to enable all its citizens to develop the various talents and interests to the fullest possible extent. The concern is with the whole man and his ultimate value by virtue of his humanity .... it is

[5] The objective of public participation in the LDO implementation process is to ensure that the LDOs are based as far as possible on consensus between members of the public and interested bodies in a particular area

from participation and sharing in social, economic, occupational, political and religious activity that individuals gain their friendships, find their identity and are able to give as well to take from the society" (Ackoff, 1974).

The community work theory look at particular justification of participation of community - falls into two categories.

2.3.1 Participation as a Tool Towards Efficiency

It is a known fact that people who actually belong to the groups know their own needs best. For this reason the community worker in trying to make articulate these needs from within the groups which he serves is serving both the cause of community development by encouraging people to come forward and actively say what they need and thus efficient administration (Sewell and Coppock, 1977). Participation happens to maximise efficiency.

2.3.2 Community Participation and Self-reliance

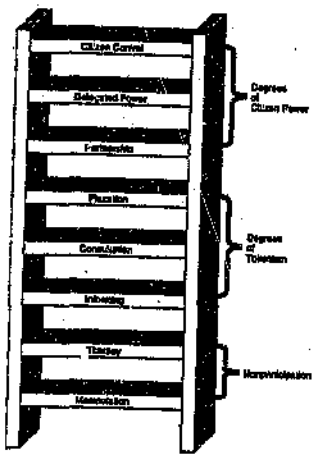
Another major justification of participation is in terms of some notion of human self realisation or self fulfillment. "Most agencies have as their primary aim the development of people in the sense that they want to help them both individually and in groups to develop the will and the confidence to manage their own affairs. They value this not only because it enables people to meet more of their own needs for themselves but also in so doing they can increase their own status and self respect" (Sewell and Coppock, 1977).

It should also be born in mind that changes and tension in social life cannot be divorces from politics and issues of political power. "To be plausible a theory of community, and in particular the place of participation within it, needs to be counterbalanced by a theory of the political organisation of society in which such issues as elitism, pluralism, bureaucracy, democratic theory receive due consideration" (Sewell and Coppock, 1977).

In his study on ladder of citizen participation, Stein (1995, p 360 - 361) identified types of participation and non-participation (see figure 1). At the bottom of the ladder manipulation and therapy describe the levels of non-participation. These two rungs do not enable people to participate in planning, but enable powerholders to 'educate' or 'cure' the participants. Rungs three (informing) and four (consultation) progress to levels of 'tokenism' that allow the have-nots to hear and to have the voice. At this stage citizens still lack the power to ensure that their views will be heeded by the powerful. Rung five (placation) is higher level tokenism because the ground rules allow have-nots to advise, but retain for the powerholders the continued right to decide. Further up the ladder are levels of citizen power with increasing degrees of decision-making clout. Here citizens can enter into a partnership that enables them to negotiate and engage in trade-offs with traditional powerholders. At the topmost rungs, delegated power and citizen control, have-not citizens obtain the majority of decision-making seats, or full managerial power.

Figure 1

Eight Rungs of ladder of Citizen Participation



Source: Stein (1995).

Much has been said about participation in various literature sources. For the purpose of this study, it is necessary to establish the applicability of this concept in relation to planning. This raises several questions such as who should participate, who is likely to participate and on what issues?

2.4 Public Participation in Planning

The critical challenge faced by planning is to accommodate a mounting demand for greater degree of public participation. The pressure for an expanded role of the public in planning is rooted in both philosophical and pragmatic considerations. The former is related primarily to the general belief that the individual has the right to be informed and consulted and expresses his views on matters which affect him personally. In modern representative government reliance is placed upon elected representatives, who provide a channel of communication between the governors and the governed. This system works well where the interest can be identified, when those affected can articulate their views and when channels of communication are well-known to the individual involved (Sewell and Coppock, 1977).

Sewell and Coppock (1977, p 7 – 10) raised several questions that could help in addressing problems experienced when public participates in planning issues:

2.4.1 Who Should Participate, and how much Participation is Possible and Desirable?

Ideally the process of decision making should take into account the views of all those who have a legitimate interest in the matter at issue. Sometimes it is clear who such individuals are, particularly where both those who will gain and those who will pay can be identified (Allwood, 1991).

2.4.2 Who is Likely to Participate?

It has been noted that the public tends to be apathetic about most policy issues unless they are clearly and directly affected, and unless they are convinced that the personal involvement in planning or policy-making is likely to make some difference. Planning and policy making tend to be in the hands of relatively small elite of officials and politicians, who are influenced to some extent by various interest groups, though these involve only a small proportion of the public (Caroll, 1992). Equally important is that those involved tend to be drawn from the ranks of the better-educated, better-paid and more politically aware members of the public. It is neither useful nor possible to consult every individual on every issue that may interest him. The challenge is to find the array of issues where inputs from legitimate interest would lead to higher levels of social satisfaction (Sewell and Coppock, 1977).

2.4.3 On what Issues and at what stages in decision-making is Public Participation Desirable?

There are numerous issues that compete for public attention. 'Routine' matters require little or no direct inputs from the public in decisions about them, but 'strategic matters' typically involve conflicts between interests and hence there is a need to consult the interests involved. A major difficulty, however, is that of identifying 'strategic' issues and providing the machinery to deal with them when no avenues of communication have previously existed (Sewell and Coppock, 1977).

2.5 PLANNING THEORY AND COMMUNITY PARTICIPATION IN LDO IMPLEMENTATION

It is necessary in this chapter to reflect on the background of planning theories. It is against these theories that the participation and empowerment of communities in Kempton Park / Tembisa would be weighed. It is these theoretical planning models that

are characteristic of the decision making process in the participation and empowerment of communities.

Knowing who is likely and should participate, it is necessary to establish how planning theories should help in alleviating problems likely to crop out during LDO implementation process. This will provide a solid base of reference in future where LDOs are implemented.

2.5.1 Geddesian Model

The Geddesian Model was could be regarded as the root of the planning theory. The model was developed by Patrick Geddes in the early decades of this century when he postulated the theory of 'diagnosis before treatment' which translates to 'survey before plan'. It emerged from the background in which planning lacked procedural method. His inception of 'survey before plan' approach to planning marked a milestone in the planning fraternity. He argued that planning methodology should be sequential. This classic Geddesian 'survey ---- analysis ------plan' dominated the planning spheres from the 1920s to 1960s. The tenets of his model are centred around the fact that decision-makers should make decisions from informed position i.e. they have to assemble the necessary data and understand the 'elemental relationships' (Muller, 1992 p, 126).

Geddes' survey was comprehensive, ranging from geology, climatology, communication, manufacturing, population characteristics and urban conditions. Fagence (1977p,102) notes that "Geddes highlighted that diagnosis should involve public participation, involvement by education through the public exhibition, active participation in the collection of information and proposals to those of the planning authority". His survey before plan was construed as a form of scientific method. Again his work provides logic and sequence that is significance in the planning process.

The Geddessian model accommodates the LDO implementation process because it insists on process of consultation, investigation before implementation of decisions. Survey of

the area as a whole is necessary i.e. compiling status quo report giving social, economic, political, environmental background of the area in question. Although this was done in Kempton Park / Tembisa, the question is how credible the data collected is since some of the members of the community were not content with the information. The model is developed in a city environment which has relevance to case study area, Kempton Park / Tembisa which is an urban environment.

The model has been criticised as it covers a wider scope and many issues of development planning without any concrete procedure of linking issues. It thus lack the sense of time, scale and feedback mechanism in its procedure. Muller (1992: p 127) argue that the model lacks both an "analytical component and prescription as to how to move from survey to policy". McLoughlin in Muller (1992, p127) noted that the model leads to a "tendency towards collecting information for its own sake, unselective and uncritical wallowing in facts and figure almost as if survey or information collection was a kind of ritual behaviour".

The Geddessian model, although it lacks the prescription as to how to move from survey to policy, it accommodates the LDO implementation process since it request analysis of the area before planning for it. Survey provides planners with the most valuable information necessary to planner before taking any decision.

2.5.2 Rational Decision Making Model

With the publication in 1955 of Politic, Planning and the Public Interest by Meyerson and Banfield, the theoretical and practical base of the discipline of urban planning took on new depth and breadth (Muller, 1992, p 134). They introduced the notion of rational decision making in the planning process for the first time. Their model draws on the conception of the public interest as a base for goal definition (ends) and decision making in planning (Ibid, p134).

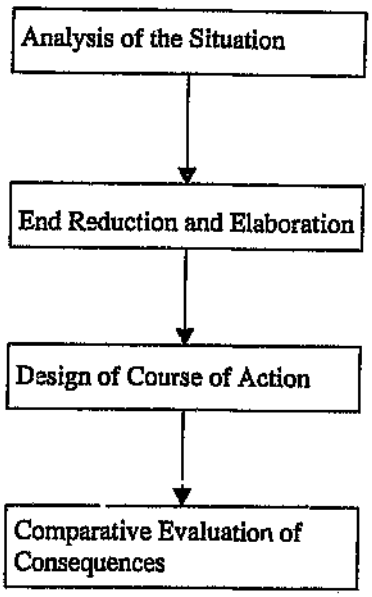
In applying this model for decision making purposes, Mayerson and Banfield maintain that the planner has to:

- consider all alternatives strategies available;
- identify and evaluate all of the consequences that follow upon each of those alternatives chosen
- select that alternative the probable consequences of which would be preferable in terms of his most valued ends.

In the case of LDOs implementation in Kempton Park / Tembisa the ends must correspond with the public interest. The element of rationality is crucial in the implementation of the LDOs since programmes or projects with most valued ends will be considered firstly. Prioritisation of programmes in the LDO implementation process automatically reveals the desired alternative. This is often informed by the public interest which is at the core of the rational decision making model. This process of rational decision-making leads to the four-stage model of rationality.

Figure 2

Four Stages of Rationality Model



Source: Mayerson and Banfield (1955) in Muller (1992).

The major setback of the model is that it is top-down, autocratic and manipulative authority since more power is vested in the planner who invariably controls decision making. At this stage the m el is not consistent with the bottom-up approach espoused in the LDO implementation[6]. The model assumes that by the planner's technical expertise he / she should be able to come out with all "alternative courses of action"(Muller, 1992, p 134). The model does not consider the role people can play in planning other than the planner. The model loses the side of the fact that planning is about people and that planners should plan with people. The model pressumes that the planned course of action which is selected rationally is most likely to maximise the attainment of the relevant ends.

It can be argued that to a certain extent the rational model is more relevant to empowerment through the LDO implementation process since it regard the public interest as its point of departure. Although the model is top-down in character, the public interest concept which it espouses, conforms to the moral mandate of the planning profession – promoting social justice and environmental integrity (Bickenback and Hendler, 1971).

2.5.3 The Rational Comprehernsive Model

The rational-comprehensive planning is the approach "where-by the programme put forward for evaluation cover the available action space and where that action has itself been derived from an exhaustive definition of the problem to be solved"(Faludi, 1973, p 155). Planning should not be subjected to short sighted and amateurish problem solving, but should rest on sound, rational principles of management.

The rational-comprehensive model of planning builds on the assumption that the planning agency is omniscient and that it can, nd should, find comprehensive, final answers to the problems under investigation (Forss, 1985, p 30). The model assumes that the planning agency is rational in this process, that is, ratioinal in the sense that the utility

[6] Effective LDO implementation process succeeds in a democratic environment where individuals and groups have freedom of expression. In this process planners act as mediator or agents of change, not autocrats.

of planning is optimised. This implies that the planning agency identifies all possible courses of action, identifies all desirable and undesirable effects of these, and makes the correct choice of action for the community.

Although there has been many criticisms of the rational comprehensive model, Faludi (1973) summarised Lindblom's criticism of the rational comprehensive model with the following propositions:

- it is not adapted to man's limited intellectual capabilities;
- it is not adapted to inadequacy of information;
- nor is it adapted to coastlines of analysis;
- it is not adapted to failure, which must be anticipated in many circumstances;
- it is not adapted to closeness of observed relationship between fact and value in policy-making;
- it is not adapted to openness of systems of variables with which it must content;
- Lastly it is not adapted to diverse forms in which policy problems actually arise.

Etzioni (1967) pointed out that the model is suitable to totalitarian societies in which there is little resistance by way of popular consensus. For this reason the model cannot suit the task of empowering communities through LDO implementation process. This is attributable to the fact that communities in South Africa, especially those from former "Black townships" are still trapped in a culture of resistance. The major challenge still facing the greater part of South Africa is responding to the vast scale of unmet needs in the face of slow pace of delivery[7].

To meet these challenges, local government will have to shift from its traditional role of simply carrying out the distribution and administration of services at the local level. "Rather local government should embrace a wider conception of local governance of the

[7] It should be born in mind that South Africa is a democratic state and a multi-cultural society. Still nurturing her young democracy, people are more supportive of democracy and are more opposed to totalitarian principles.

community and aim to provide strategic leadership and vision within the local community" (Bennington and Hartley, 1994, p 10).

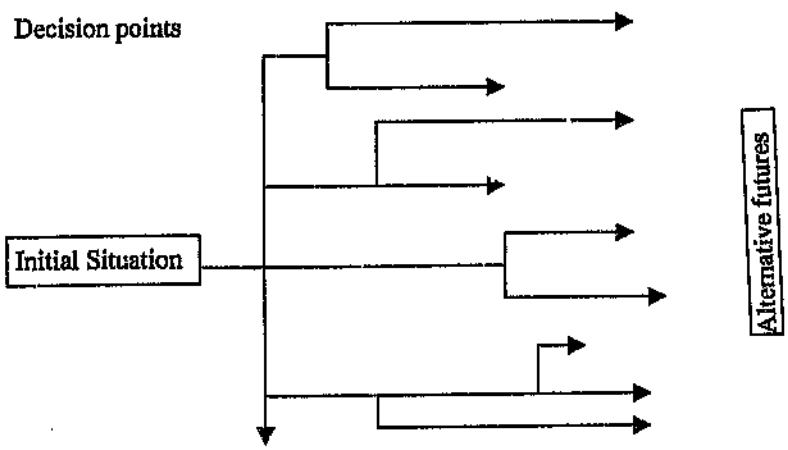
2.5.4 The Incrementalist Approach

This approach is usually referred to as disjointed incrementalism or a method of successive limited comparison, i.e. science of "muddling through" Lindblom, (1973: 168) in Faludi (1973). Lindblom argues that rational-comprehensive planning is simply not feasible, it is too distant an ideal ever to be reached. He argues that planning should proceed in a piecemeal fashion. In this approach the planner should focus on increments by which alternatives differ from the status quo i.e. on an assessment of marginal differences. This is so because it lies within the reach of human competence.

Incrementalism is the only workable method of dealing with complex solutions considering human limited intellectual capacities. Incrementalism pays attention to relatively few alternatives (Lindblom: 1959, 153). The alternatives that are considered are the ones that differ only marginally from the existing status quo.

Figure 3

Incremental Decision Model



Source: Lindblom (1973) in Muller (1992).

The model is advantageous in the sense that the means and ends are chosen in a simultaneous process. Lindblom maintains that it is through such simultaneous process that "it is possible to determine whether policy choice is better or worse than another" (Ibid, p 159).

Lindblom (1959, p 167) admits that incrementalism may "lead decision maker to overlook excellent policies for no other reason than that they are not suggested". As a result incrementalism has emerged as a short sighted way of planning that may be regarded as irresponsible. Dror (1973) has extended this view to assess that incrementalism ideologically reinforces 'the pro-inertia and anti-innovation forces" (Etzioni: 1967, p 221). Therefore the model attempts to 'adapt decision making strategies to the limited knowing abilities of decision maker and to reduce the scope and costs of information collection and comparison' (Stein: 1995, p 41).

Although the incremental approach has emerged as a short sighted way of planning, it is regarded to be the only workable method of dealing with complex solutions like volatile Tembisa environment which was previously raged by violence. The model could be used successfully to the point in case (Kempton Park / Tembisa environment) if fulfillment of the long-term goal could always be taken into account. The model suits the LDO process which is cyclical but does not take due cognizance of long-term goals.

2.5.5 Mixed Scanning

On realising the flaws of the incremental decision making model, Amitai Etzioni (1967) proposed a methodology which allowed for the planning process to transcend the shortcomings of both incrementalism and rationalism, yet operationalise the attributes of both methods. The founder, Etzioni, has the expectation that "a viable approach can be developed from two sets of mechanisms" derived from the rational and incremental methods: firstly, high order fundamental processes stipulating basic direction and

secondly, incremental process which inform or respond to fundamental decisions" (Muller: 1992, pp 146 - 147).

The approach is both descriptive and prescriptive, and claims its strategy is "determined neither by values nor by information but by the position of power relation among the decision makers" (Etzioni: 1967, p 227). In this regard the less vocal members of the communities in Kempton Park / Tembisa are likely to benefit less from the LDO implementation process. It is in favour of top down approach which tends to benefit the vocal or those in power. This refers particularly to those communities from the informal settlements which are less focal.

2.5.6 Participation Decision Making Model

The rational planning model that occured in the 1960s was accompanied by the emergence of a practical concern with citizens involvement in planning process. This brought about the participatory model of planning. The model reflects features of procedural theory and the underlying approach is practical as it deals with public ipinion. The model recognises that the society is not equilitarian. It has been seen as a democratic tool, a weapon for emancipation of the oppressed and an empowerment mechanism for the marginalised (Arnstein, 1969).

The model best suits the empowerment of communities through LDO implementation process. Empowerment is in most cases expressed through participation of beneficiaries. The fact that participation deals with the public opinion, it accommodates empowering component of the study.

2.6 Conclusion

Through this chapter the major concepts to be considered when empowering communities through LDO implementation have been identified and explained. The purpose of their explanation is to ensure clarity and understanding them in the text. These

concepts are community, empowerment, participation, LDOs and sustainability. The chapter goes further to discuss how participation could contribute in building efficiency and self reliance among members of the community to be empowered.

Through the ladder of citizen participation, various levels of community participation in matter affecting them have been spelled out. These various levels help to evaluate stages of participation for a particular community. Again it helps the planner to know how and when to intervene in the process of community participation.

The chapter concludes by staging the relationship between participation and planning which helps in reflecting who is likely to participate and on what issues. Furthermore several planning theories have as well been spelled out. These theories are relevant to the LDO implementation. They provide a solid base for reference when addressing problems cropping out during the LDO implementation process.

Briefly this chapter has outlined background on empowerment, participation, LDOs and the theoretical source of reference on planning. With this information it is necessary to embark on the case study area with the aim of establishing whether correct procedures are being followed in ensuring that the LDO implementation in Kempton Park / Tembisa really empower the local communities.

CHAPTER 3

3 LAND DEVELOPMENT OBJECTIVES AND COMMUNITY INVOLVEMENT – KEMPTON PARK / TEMBISA MLC

3.1 Introduction

This chapter reviews the process followed in the implementation of the LDOs in Kempton Park / Tembisa areas with the aim of isolating planning related problems cropping out during the process. Furthermore the results and the lessons learnt from the process will be used to provide a framework for proposals and relevant planning process for empowering communities through LDO implementation.

The Kempton Park / Tembisa area has been chosen as a case study area by virtue of being one of the regions alleged to have succeeded in implementing the LDOs in Gauteng Province. This chapter will primarily focus on the objective of the case study, limitations of the exercise, historical background of the area, the LDO process, the findings and conlusion.

3.2 Objectives of the Case Study

There is one objective for the case study:

- Draw lessons from the results of the LDO process and use them to provide framework for proposal and relevant planning process for empowering communities in future.

3.3 Limitations of the Exercise

Due to the vastness of the case study area, the researcher had to confine his work on very few people. The sample size is twelve (12) people of whom six (6) are councillors, six (6)

managers and planners of the MLC. Four of the councillors are from Tembisa and two from Kempton Park. The criteria for the choice of councillors and officials as interviewees stem from their undoubted record of involvement in both the first and second cycles of the LDOs in their respective areas. It is their experience and involvement in the LDOs process that will give credibility to the outcome of the survey.

One of the hurdles in the process of data collection was to interview the Chief Executive Officer of the MLC and his Deputy due to their tight work schedule. It has also been very difficult to secure appointments for interviews with some of the councillors. Despite all these problems, the researcher managed to interview relevant people who provided information for this study. Other people interviewed from various wards are LDO officers.

CASE STUDY: THE LDO PROCESS AND THE COMMUNITY VIEWS ON PARTICIPATION PROCESS

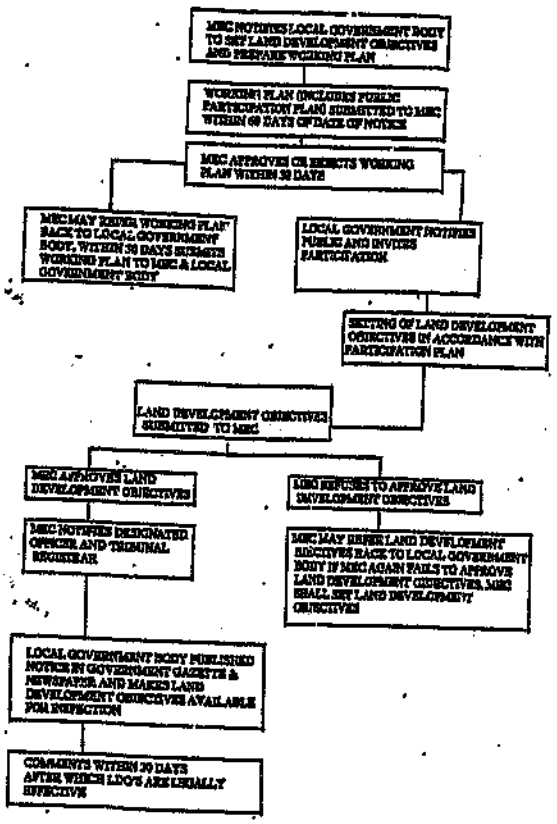
3.4 The Purpose of LDOs

The purpose of the LDOs is to "transform Local Government by re-orientating their budgets and human resources in a transparent and accountable manner to achieve service delivery according to 5 year business plans prioritised and finalised through effective and efficient community participation" (LDO Documents, KMC 1997, P 14).

Like in other regions, local authorities in Kempton Park / Tembisa were instructed by the Member of the Executive Council (MEC) for Development Planning and Local Government of Gauteng province to prepare the LDOs for their area of jurisdiction. The Gauteng Land Development Objectives Regulations, 1996, to this effect were promulgated on 30 August 1996, and the procedures and time frames are depicted in the following diagram:

Figure 4

Procedures and Time Frames for LDOs in Kempton Park / Tembisa MLC



Source: MLC – LDO Document 1997.

3.5 Background Information and Location – Kempton Park / Tembisa MLC

Kempton Park / Tembisa MLC is one of the three metropolitan local councils found in the greater Khayalami Metropolitan Council (KMC) ... (See figure 5). The other MLC's are Lethabong and Midrand. The KMC is one of the six functional sub-regions of Gauteng province, namely Greater Pretoria Metropolitan Council, Eastern Gauteng Service Council, Greater Johannesburg Metropolitan Council, Western Gauteng Service Council and Lekoa / Vaal Metropolitan Council[8]. Kempton Park / Tembisa area lies north-eastern of the KMC and it comprises a total area of 2 860 hectares.

3.6 Demographic Characteristics of Kempton Park / Tembisa MLC

The mushrooming of informal settlements in Tembisa since 1985 increased a number of immigrants in the area. This lead to explosion of population figures in the area. Presently Tembisa has roughly 437 632 residents whilst Kempton Park has about 148 000. The total population of the area is therefore estimated at 585 632. These figures were obtained from Gauteng Province statistics from the 1996 census.

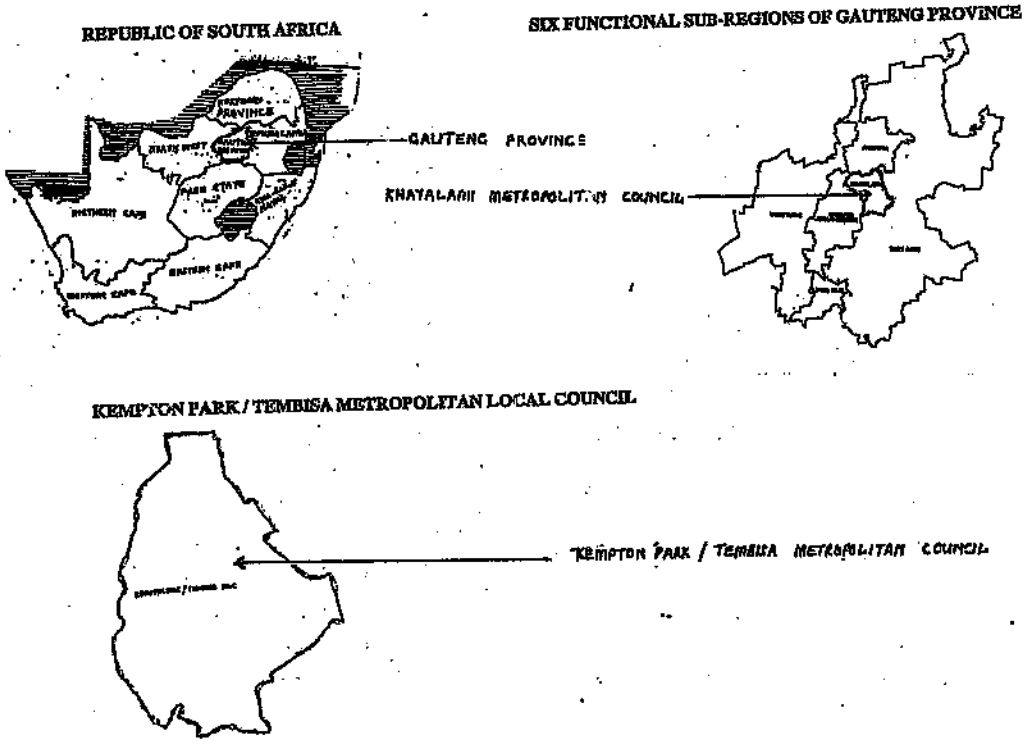
3.7 Historical background - Kempton Park / Tembisa MLC

3.7.1 Kempton Park

The area exists out of two farms: Rietfontein (belonged to the Beukes family) and Zuurfontein (belonged to the Marais family). After Mr Marais death his wife remarried and at her death the farm was divided between the children and her second husband. The development of Kempton Park was mainly on the farm Zuurfontein. Kempton Park was established as a result of discovery of diamonds and primarily because of the railway to connect the Vaalriver and Pretoria (Kempton Park is the central point). The gold that was found in the area were very deep and dynamite had to be used. A dynamite factory was built with Carl Friedric Wolff as a director. Carl Friedric Wolff was born in Kemptene,

Figure 5A

Case Study Area



Source: MLC – LDO Document, 1997.

[5] After democratic elections in 1994, Gauteng province was divided into six functional sub-regions, each of which has further been subdivided into MLCs.

the capital of Algau in South Germany. In 1886 Carl F Wolff boug . a portion of farm Zuurfontein, with a view to establish a town next to the railway. On 25 August 1903, Kempton Park was founded by Carl F Wolff. The evolution of Kempton Park over the past nine decades has been dramatic and exiting. Its rapid change from a little town into a striving industrial centre, culminated in Kempton Park. On 28 October 1942 Kempton Park obtained Town Council status. Kempton Park has grown very huge in 95 years time, and has now become a significant place in the Gauteng area. Kempton Park requested for City Status by many people and institutions on 16 September 1992. Again on 29 September 1992 Kempton Park was declared as a city. On the 3 May 1993 Kempton Park's City Status was celebrated – (Khayalami Metro Review, March 1998).

3.7.2 Tembisa

Tembisa (City of Hope) was found ' as a Regional Town in 1956. The area is situated approximately 9 kilometers north of Kempton Park and approximately half way along the railway line between Johannesburg and Pretoria. Tembisa comprises a total area of 2 860 hectares. The area was founded as a result of the former apartheid government's racial segregation policy. The Minister of Administration and Development, the late Dr H Verwoerd and the Department of Housing and Railways signed a scheme for the establishment of a single Regional Township and railways. He signed a scheme for the establishment of a single Regional Township to serve the needs of the whole area - Kempton Park, Edenvale, Modderfontein, Germistone and Bedfordview. By 1950 there was a great need for more land to live on. The area in Edenvale and Kempton Park were fille l to capacity and numerous controlled and uncontrolled squatter camps were the order of the day. Independent of each other, several of the local authorities concerned had already made representations for extensions to existing locations and proclamation for new allocations, but in the absence of co-ordinated planning and the vagueness of the general development pattern, no progress could be made. In 1952 the Minister of Administration and Development appointed a small committee to investigate the possibility of receiving a single site for housing to serve the whole of this area. The

Minister was in favour of the establishment of a single township to serve the whole of the area and had accepted the Investigation Committee's recommendation to such a township. The first meeting took place in Kempton Park and within a month of ratification of the agreement, the first 200 families were received into the Township and settled under the site-and-service conditions. The Minister of Railways kept his promise and a railway line was built from Kaalfontein to Elandsfontein. In addition, a permanent holt, Oakmore station was provided.

In April 1973 the control of the Tembisa was given to the East Rand Administration Board, and on 15 September 1976 the first Community Council for Tembisa was elected. Since 1986 the Tembisa Council became autonomous. An Administrator was appointed in 1992 to administer the affairs of Tembisa, until the new dispensation came into effect.

On 1 January 1995 Kempton Park and Tembisa officially amalgamated to form Kempton Park / Tembisa Metropolitan Local Council. It is the biggest sub-structure in the North East Rand Region. Currently Tembisa has a population of about 437 632. This implies the total population of the MLC as a whole is 585 632.

3.8 Benefits of the LDO Process

When effectively implemented the LDO process in the area should bring about general development in the area. The LDO should provide for the following benefits:

- Focus on development and service delivery in the Metropolitan Local Council (MLC);
- Direct and development to rectify urban disparities;
- Improve transparency of decision-making;
- Facilitate the re-orientation of budgets to service provision:
- Create certainty;
- Re-inforce the need for environmental management;
- Create flexibility in the land development process; and

- Pro-active community involvement

Source: LDO – Document for the MLC.

3.9 Legal significance of the LDOs

The principles relating to the formulation, implementation and evaluation of the LDOs is encapsulated in the Development Facilitation Act (DFA) Act 67 of 1995 (MLC - LDO 1997). In terms of this Act, Local Authorities are required to prepare LDOs in terms of chapter 4 which implies business plans, focused on 5 year priority development issues and budgetary implications. This 5 year business plan and budget will be approved and gazetted by the MEC for the Department of Development Planning and Local Government. Furthermore, the 5 year business plan and budget will be compiled within the context of the guiding principles stipulated in chapter 1 of the Act. These guiding principles are the following:

- promote the integration of the social, economic, institutional and physical aspects of land development;
- promote integrated land development in rural and urban areas in support of each other;
- optimise the use of existing resources including such resources relating to agriculture, land, minerals, bulk infrastructure, roads transportation and social facilities;
- promote a diverse combination of land uses, also at the level of individual erven or subdivision of land;
- discourage the phenomenon of "urban sprawl" in urban areas and contribute to the development of more compact towns and cities;
- contribute to the correction of historically distorted spatial pattern of settlement and to the optimum use of existing infrastructure in excess of current needs; and encourage environmentally sustainable land development practices.

Source: DFA, Act 67 of 1995.

3.10 Working Plan and Public Participation Plan for Kempton Park / Tembisa LDO

A working plan and public participation plans indicating how the Kempton Park / Tembisa Metropolitan Local Council (MLC) will go about formulating LDOs were submitted on the 18th September 1996 through the Khayalami Metropolitan Council (KMC) and approved by the MEC of the Department of Development Planning and Local Government.

3. The Working Plan

The MLC – LDO Documents (1997) outlines the following:

3.11.1 Sectoral LDOs

The working plan shows the following Sectoral LDOs:

- Economic / Tourism
- Housing
- Transport
- Spatial
- Community and Social Facilities
- Education
- Financial and Institutional
- Sports and Recreation
- Safety and Security
- Environment
- Engineering Infrastructure Services

3.11.2 Contents of the Sectoral LDO's

Each LDO includes the following:

- a vision statement;
- development standards which shall be set by the responsible body in collaboration with the stakeholders;
- a development framework which will indicate major trends influencing development in the area (key leverage and performance areas and critical issues identified through participation);
- development strategies to implement the Development Framework (5 year budgets).

  Targets for performance monitoring which will include:

  * public participation and monitoring of development;
  * quantum and land development;
  * financial and development strategies (MLC –LDO document,1997, p 36).

3.12 The Public Participation Plan

In order to ensure that the LDOs are implemented with success, the Kempton Park / Tembisa MLC came up with public participation workplan. To come out with the public participation plan, the following methodology was followed:

* to identify the relevant actors per sector and per ward and to inform them of the preparation of the LDO's;
* to nominate councillors responsible for sectoral LDO's as well as responsible committees of the MLC for sectoral LDO's;
* to advertise broadly through the local press for any stakeholders to identify themselves;
* to initiate general consultative meetings at each critical step of the process of preparing draft LDOs in order to gain fair consensus on the process;
* to workshop all LDO's at each critical step, with all relevant local stakeholders;
* a capacitation programme for all councillors and for all stakeholders.

Source: (MLC- LDO Document, 1997 p 38)

In order to improve the effectiveness of the public participation process, a two-pronged approach was embarked upon:

- to have a sectoral approach for each LDO in order to involve experts in their field of expertise into the process of compiling a well-informed status quo report.
- to ensure grass roots participation through the ward councillors, to involve local representatives into the process (Ibid).

3.13 Legislation Impacting on Budgeting Procedures

In order to implement the LDOs successfully, the MLC followed legislation that would impact on the budget. The following legislation has impact on the budgeting process:

* The DFA (Act 67 of 1995) and the Regulations;
* The Local Government Transition Act Second Amendment (97 of 1996).

In terms of the Local Government Transition Act Second Amendment (97 of 1996), the Kempton Park / Tembisa MLC must prepare a Local Integrated Development Plan (LIDP) with regard to the General Principles (chapter 1) and LDO's (chapter 4) of the DFA.

Furthermore the MLC should:

- not budget for a deficit;
- conduct its affairs in an effective, economical and efficient manner with a view to optimising the use of the resources in addressing the needs of the community;
- conduct its financial affairs in an accountable and transparent manner;
- prepare a financial planning in accordance with the integrated development plans and LDO process and manage its administration and budgeting and planning process to give priority to the basic needs of its community, and promote social and economic development within its area of jurisdiction and support the implementation of national and provincial developemnt programmes;

- manage its financial resources to meet and sustain its objectives;
- regularly monitor and assess its performance against its integrated development plan and the LDO process; and
- annually report to and receive comments from its community regarding the objectives set in its integrated development plan and the LDO process.

Source: (MLC – LDO Document, 1997).

3.14 Budgeting Procedure

Legally and in terms of the Local Government Transition Act Second Amendment 97 of 1996 the following budgeting procedure should be followed. An annual budget be compiled and submitted to the Department of Finance the MLC shall annually on or before the date determined by law, compile and by two-thirds majority of all the members of its council, approve a budget for:

* operating income and expenditure; and capital expenditure which must reflect the source of finance, future capital charges, operating and maintenance costs as well as the consequential influence thereof on levies, rates and service charges;
* statement to be audited against Local Integrated Development Plan;
* advertise meetings to make findings of audited statement available to public;
* submit comments and minutes of meetings to MEC;
* expenditure will be authorised without provision having been made on the budget.

Source: (MLC - LDO Document 1997).

3.14.1 Normalisation Strategy

The normalisation strategy approved by the MLC, with specific reference to infrastructure and capital, will be implemented in two phases. The first phase being the bridging period from 1 April 1996 to 31 December 1997, and the second phase being the normalisation period from 1 January 1998 onwards.

The normalisation priorities in both phases were furthermore adapted to correspond with the following broad zones according to the KMC guidelines in terms of Vision 2025. In short these zones are the following[9] ...(See Figure 5[B]).

Zone of intervention: Tembisa

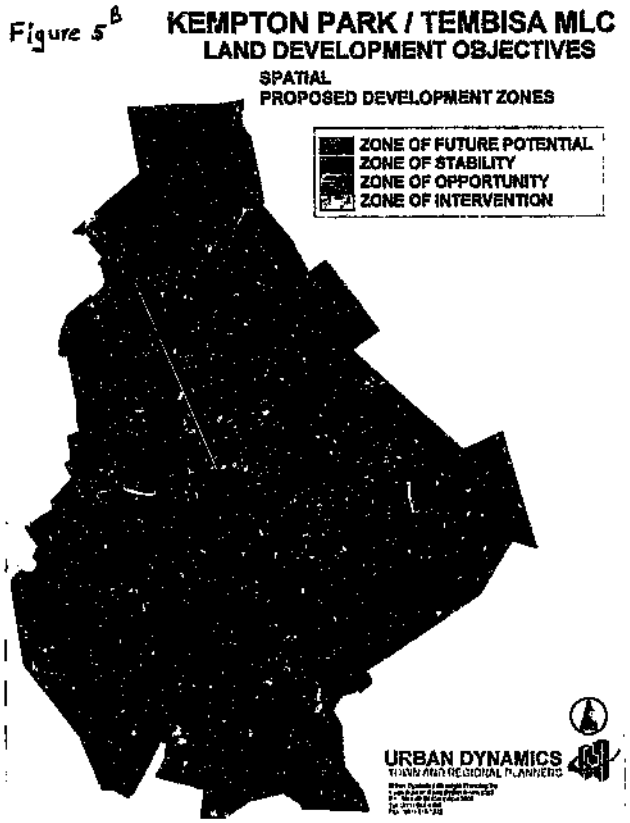
Zone of stability : Kempton Park

Zone of opportunity : South Zone: Industrial area and Johannesburg International Airport and CBD

North Zone: Area around R21, farm portions south of Tembisa

Zone of Potential : Area to the east consisting of farm portions and agricultural holdings. (LMC –LDO Document, 1997

Figure 5[B]



Source: MLC – LDO Document, 1997.

[9] Normalisation strategy is of great significance to planners. By identifying various zones (intervention, stability, opportunity and potential) it will be much more easier to know exactly where resources should be directed.

3.14.2 Sources of Finance

The MLC can finance the capital budget through the following financial resources:

- **consolidated loan fund (CLF)**
  loans to be raised with financial institutions and normally to be redeemed over a period of 5 to 20 years.
- **Bulk Endowment**
  contributions made by developers.
- **Metro Funds**
  Applications made to KMC for infrastructure capital projects.
- **Other**
  National and Provincial Departments, e.g. Housing, Education and Health
  RDP Funds.
  NGO Funds (Section 21 and Trusts).
  Private Sector.

3.15 The Community Views on Participation in the IDO Process – Kempton Park / Tembisa MLC

The views on community involvement in the LDO implementation process revealed a wide range of response. From such response one can deduce irregularities which contravened the planning principles.

3.15.1 Domination by Consultants

Most LDO officers deployed at ward level were not content with how the LDO process is driven. It is argued that the process is mostly driven by profit motivated consultants who are merely interested in providing information disregarding its credibility[10]. It is argued

[10] It is argued that most of the consultants employed to carry out the projects or facilitate the LDO process were not familiar with local dynamics, hence local communities were not content with how they

that the process should be driven by people who have interest and love for the area. It is argued that White Consultants who were not familiar with development dynamics in the townships drove the process.

Their involvement in running of the workshops with the members of the community has always resulted in failure to reach consensus on several issues. A very good example of a case in point is the failure by Burger and Waluk Town Planners to convince local community on explaining the land use map at Rabbie Ridge Community Hall in January 1996.

3.15.2 Views on Capacity Building and Training at Ward Level

The general feeling about capacity building related to LDO implementation at ward level was that, such officers and their organisations are not capacitated in that regard. This includes councillors at some stages. Lack of capacity and training at ward level often creates that rift between the beneficiary communities and the project / programme managers. As a result of that communities do not have a sense of ownership of programmes. In some instances, councillors are trained with the hope that the required skills would then be imparted to people on the ground, but some councillors fail to carry out their tasks.

3.15.3 Communication Strategy

It was stated that although there was enthusiasm and willingness to participate in the LDO process by communities, the major hurdle was ineffective communication strategy among the wards and the consultants. For that reason the process itself is not as all-inclusive as it ought to be. There has always been poor communication between consultants and various institutions and organisations in the area. For this reason a sound communication strategy needs to be established.

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executed their tasks.

3.15.4 Poorly Defined Roles of Locally Based Organisations

Since the LDO process is mostly consultants driven, the involvement of locally based organisations is very minimal. Most officers at ward level maintained that consultants often resort to capital intensive methods of implementation rather than labour intensive methods which would ensure involvement of local organisations. Where such organisations are involved, their roles are often poorly defined.

3.16 Comparison with LDO Implementation Process in Midrand

Midrand MLC lies north-west of Khayalami Metropolitan Council.It is one of the three MLCs of the Khayalami Metropolitan Council. Like in other five functional sub-regions of Gauteng Province, Midrand MLC prepared its working plans for the LDO implementation. The question that comes to the fore is how successful has the area been in community empowerment through the LDO implementation process in comparison with Kempton Park / Tembisa Metropolitan Local Council?

3.16.1 The Findings - LDOs in Midrand

Midrand is the fastest growing centre in the Southern Africa. Participation by local communities (disadvantaged groups) in the LDO implementation process takes place to a very lesser extent. Being an advanced area with sufficient resources, the area too uses consultants who in most cases disregard empowerment of local communities. An example here is a crisis on land use plan that exists between Ivory Park local community and the Midrand Metropolitan Local Council which employed Burger and Waluk Town Planners to facilitate the LDO process. Presently the Ivory Park local community wants the consultant to re-workshop the land use plan as they were not pleased with the first workshop ran in 1997.

The community members from Ivory Park maintain that the process was conducted unfairly and refuse adopting or approval of land use applications in their area.

- **Strategies for Intervention**

  The planning solutions adopted for Kempton Park / Tembisa MLC on community empowerment should therefore still be appropriate for Midrand MLC since they have common problems.

3.17 Findings and Challenges Emanating from the Case Study

The views of communities at ward level regarding participation in the LDO process reflect several areas that call for intervention by planners:

- Appointment of planners who love their work.
- Capacity building at ward level.
- Institutional re-organisation.
- Consideration of local initiatives and locally based organisations in the LDO process.

3.18 Conclusion

This chapter focuses on the case study area. It sheds more light on the LDO process and the extent of community involvement in the process. The objective is to draw some lessons from the process and utilise them for the provision of planning strategy. This is not done to the exclusion of the limitations of the study. The purpose, procedures and timeframes for LDOs in the area reflect efforts to make the process successful. The demographic characteristics and the historical background of the area are of great significance as they provide the scale of needs and the areas of intervention.

The chapter outlined major elements or components of the LDO process in the area. The benefits of the LDO process bring about general development in the area. Focus on development and service delivery, rectifying urban disparities, re-orintation of budgets to service provision, creation of certainty etc are indications of how the LDO process would benefit the Kempton Park / Tembisa MLC.

The legal significance of the LDOs which is encapsulated in the DFA, Act 67 of 1995 shows how crucial and relevant the process is in redressing the apartheid policies of development. The working and public participation plans and the sectoral LDOs specifically point out what should be done and the involvement of communities in the LDO process.

Lastly the chapter reflected on community views on participation in the LDO process. This includes the views such as the role of consultants, capacity building and training, communication strategy, views drawn from Midrand MLC (for comparison purposes) and the general findings on the process.

It is clear that the contents of the LDO for Kempton Park / Tembisa MLC are not implemented as proposed. The working plan and public participation plan are not followed as proposed. The burning question is how do the councillors, planners and managers at the Kempton Park / Tembisa MLC views community empowerment through participation in the LDO implementation. The next chapter reflects their response to the ensuing question.

CHAPTER 4

3 SURVEY FINDINGS ON COMMUNITY PARTICIPATION ON LDO IMPLEMENTATION – RESPONSE FROM COUNCILLORS AND SENIOR MANAGERS OF KEMPTON / PAR TEMBISA MLC

4.1 Introduction

Having outlined the background of the case study area, this chapter moves a step forward to provide the outcome of the survey conducted in the area. In this regard respondents are classified into two categories, viz. the councillors, representing the views of their communities, and the managers and planners representing the MLC. Both groups were chosen on the basis of their involvement in the LDOs process. For this reason the response will be aggregated into those two groups. This was done in an attempt to have an overall perspective on the LDOs implementation by all sectors of the affected population.

4.2 Presentation of the findings

Primarily the major purpose of presenting the findings on research conducted on the implementation of the LDOs is to provide a solid base for the analysis in the next chapter. This information is presented according to the sequence of questions as outlined in the questionnaire (see Appendix 2).

4.2.1. Response to question 1 - Understanding of the Concept LDOs

On the part of Kempton Park / Tembisa's planners and managers, the understanding of the concept, LDOs, is seen as a need driven process through which objectives are determined the ideal development of the area. It implies that needs of a community in a particular area determine where the priorities lie for development. The formulated LDOs then is the business plan for the specific local authority.

The understanding of the concept, LDOs by the councillors encompasses developmental objectives which outlines community needs and formalises such needs in terms of visible delivery and tangible capital and operational expenditure. To most of them LDOs bring a picture of a marriage between community driven projects and budget. Generally there seem to be a clear understanding of what LDOs are amongst those involved in the process.

4.2.2 Response to question 2 - the Inputs to the LDO Implementation Process

The Kempton Park /Tembisa LMC planners and mangers reflected that their organisations provide budget for the LDO implementation. The MLC indicated that their sections owns human resources and furthermore helps in the monitoring and evaluation of the process.

On the other hand the councillors claim to be contributing in numerous ways in the process. For example they attend meetings of different sub-committees e.g. spatial public safety, the plenneries and go further to provide written inputs if requested. Generally it could be concluded that organisations really attempted to contribute in the LDO implementation process.

4.2.3 Response to question 3 - Organisational Arrangements and Proposed Structure(s)

From the MLC, officials claim to have established the community forums, ward committees and designated officials from existing structures to co-ordinate the LDOs on each MLC and the KMC. It is argued that all departments work only according to the LDOs and Integrated Development Plans (IDPs) in terms of which the budget is allocated.

On the part of councillors it is claimed that by virtue of being members of political parties, they use the existing structures and establish some to ensure effective and efficient people driven LDO implementation. Such structures include community forums, ward committees, women's organisation etc.

4.2.4 Response to question 4 - Major Achievements of Structures or Co-operatives

The MLC claims that it has succeeded in focusing on the organisational structures of the local authorities and their budgets on delivering and accommodating the needs of the communities to reach their vision. Furthermore implementation of the projects with communities went ahead without disruptions which often took place in the past. It is claimed that the higher levels of service rendering through the improvement of infrastructure both related and non-related to delivery were major achievements.

The councillors indicated that through monitoring they ensured that most of the set objectives were achieved. Examples here include rehabilitation of roads in Tembisa, installation and upgrading of street-light etc. Although it could be claimed that delivery through the LDO process took place in various spheres, the burning question is the extent of community empowerment during the process.

4.2.5 Response to question 5 - Provision of Training and Capacity Building during the LDO Implementation

It is noted that the Metro Planning Working Group (all planning) departments, (KMC and MLC) drew up a format on content and programmes for the LDOs. Several community workshops were held with the KMC forums and the ward committees to explain procedure. The process was driven through the Chief Executive Forum (KMC and LMC) and accepted by the joint EXCO (Executive Committee) (KMC and MLC) who made it implementable. It is stated that any form of training was done inhouse through workshops. There has been no official numbers from the communities. The skills

acquired are related to the understanding of the process and performing their own LDOs inhouse. Furthermore communities were trained in several spheres on skill development, e.g. the civil engineering department trained the community members in the building of roads and installation of other services.

The councillors although they could not provide the statistics on community members trained, they argued that their wards were engaged in training their communities to acquire skills that would equip them to compete in the labour market. Such skills involve compaction of soil in certain areas, brick-making etc[11].

Although it is claimed that capacity building and training were provided, there is no proof or evidence to that effect. Furthermore there is no detailed information as to how, where and when such training took place. There is also no statistics as to how many people went through the training as well as the type of training. Attendence of meetings in most cases were very poor, (see Appendix 3). It is therefore necessary to focus on capacity building and training if the LDO implementation process aims to improves lives of the beneficiary communities.

4.2.6 Response to question 6 - Strategic development, Strength, Weaknesses, Opportunities and Threats encountered during the LDOs implmentation

As the strategic strength the Managers and Planners came to realisation that the LDO process enabled the whole region to focus on working towards a common vision. This implies channeling resources towards one common goal. As weaknesses it has been realised that there is no prescribed breakdown for the LDO. This implied that each MLC could work on the LDOs under various formations not necessarily the same as that of the KMC and other MLC's. Again it has been very clear that it is very difficult to align the LDO implementation process. The opportunity identified included working as one region towards a common goal.

[11] It is expected that the acquired skills would reduce the unemployment rate in the area.

The councillors regard as strategic strength the fact that the area managed to come up with a definite plan which gave direction to capital expenditure. The major weakness of the process is that it was rushed. The councillors were not given enough training. The process offered the opportunity to the communities to influence council and make sure that the community needs are met. For them the major threat is general financial state of the council which is highly unlikely to coup with the scale of needs from the communities.

4.2.7 Response to question 7 - Improving the Institutional Arrangements to Implement The LDOs

Both councillors and Kempton Park / Tembisa Managers and Planners share the same view that the LDO institutional arrangement is vital for implementation of the LDOs. Although such institutions are available, they don't operate efficiently. For that reason they need to be re-organised. With regard to institutions, it is not clear as to who should do what and where. The situation is aggravated by lack of institutional co-ordination in the area. For this reason institutions need to be re-organised and co-ordinated for effective LDO implementation. Firstly it is necessary to identify the current and potential institutions whose role is crucial in the LDO implementation. Planners should therefore consider institutional re-organisation an area of intervention since it is currently impeding empowerment of the communities through LDOs.

4.2.8 Response to question 8 - Job Creation

Planners and Managers alluded to the fact that it is not only the projects related to the LDOs that often create jobs, but also policies on how implementation should take place. Through participation the communities are made aware of projects and that policies can influence their participation in those projects. An example mentioned here is waste and refuse removal in Ivory Park. The council could either appoint staff or train the community to provide the service. In Ivory Park the community chose to be trained and are collecting refuse themselves.

The councillors claim that in most projects related to infrastructure provision, quite a considerable number of jobs are created. Such projects include street-light installation, brick-making and building etc.

4.2.9 Response to question 9 - LDOs Contribution in Incorporating Community Facilities, Health, Education and Welfare into the Social Fabric of Communities

The Managers and Planners acknowledged that people are made aware of the community facilities, health, education and welfare issues. The communities have a choice to make when listing priorities out of their needs list. They would then give these social facilities a higher priority. These services are all provided by the Provincial Government which does not work according to the Local Authority's LDO's yet. The local authorities have now to convince the Provincial Government to spend their budget as required. In this regard the LDO's however, give support to applications.

On the part of councillors it is reflected that such issues are brought to the fore-front and ensure more equitable spending on such issues.

4.2.10 Response to question 10 - How the LDO's Implementation Supports Vulnerable communities

The Managers and Planners argue that the fact that the LDO's through prioritisation indicate where the need is the greatest, it helped in the allocation of the budget more towards the disadvantaged areas. An example is Kempton Park, where the largest part of the budget is spent on Tembisa since it has been declared zone of intervention.

In support of the Planners and Managers, the councillors reiterated that the needs of the vulnerable communities are given priority and have been funded to a greater extent than previously.

4.2.11 Response to question 11 - Involvement of Communities in Improving Safety and Security

The Managers and Planners pointed out that communities are now more concerned about where, when and on what the budget is spent. They have to take ownership and protect what is provided. For example, at Winnie Mandela Park community policing was brought in free through inhouse training by Local Authority[12]. The community now took over the infrastructure as theirs when delivered. They then have to protect such facilities, otherwise money is wasted.

Other than being more concerned about where, when and on what budget is spent, communities suggested improvements. For example the construction of speed-humps on the roads, satelite police stations, having more regular patrols etc. All these have already been implemented in Tembisa.

4.2.12 Response to question 12 - Organisational Involvement in Monitoring and Evaluating LDO Implementation

The Managers and Planners revealed that specific LDO projects in specific areas all have Steering Committees which indicate technical staff and the community. They all have and know implementation programme. Regular meetings are used to monitor progress and quality as well as job creation. In Winnie Mandela Park housing project Community Liaison Officers actually work fulltime on the project with contractors.

The councillors claim to involve the communities in monitoring the budget. They argue that they allow communities to give input to make sure that the relevant items are funded. They also have regular meetings with various structures within communities giving feedback on project implementation.

[12] Winnie Mandela Park is the biggest informal settlement in the area and is being upgraded. Protection of property in the area at this stage - upgrading is crucial since vandalism is rife there.

4.2.13 Response to question 13 - Cost-containment and Efficiency Measures on LDO Implementation process

The Managers and Planners stated that people from communities are trained, for example in refuse collection as well as collection of rates and taxes. These people are then remunerated according to collections made. Through the LDOs and strategy they are made aware of ownership and results if payment is not received. This strategy has been effectively implemented in Ivory Park where returns went up from 2% - 47% in one year. The beneficiaries are also to sign all new housing projects. Other strategies include higher levels of service rendering, updated billing system, rendering of monthly reports, pay - win incentives, credit control measures as well as visible projects for the improvement of infrastructure.

In trying to encourage payment of services the councillors linked delivery and payment of services. This implied the failure to pay by communities would result in poor service delivery or nothing at all.

4.2.14 Response to question 14 - Report-back Mechanisms

It is claimed that one of the major reasons for poor implementation of the LDOs is poor communication strategy. The lines of communication to reach all members of the community should be open. For example some projects have already been completed, but due to poor communication strategy, such an information is not yet available to communities. Mechanism should be devised as to how information from the subordinates on the ground could reach those in authority. Although it is claimed that such a mechanism exists, it is not effective.

Ward councillors are often requested to do regular feedback yearly. Feedback should be done regularly throughout the year at public meetings. It could be argued that the need for a sound communication strategy is crucial in the area. The flow of information should be

accommodated in the communication strategy. It is therefore advisable that the communication strategy in the area be improved.

4.2. 15 Response to question 15 - Administration and Institutional Arrangements

The Managers and Planners argue that the LDO process is driven politically. In this regard the communities have to work with ward committees and technical official support. The community leaders are identified to drive different projects. This does not take place as proposed.

It is necessary to have a clear arrangement of institutions to ensure effective delivery. Presently the arrangement of institutions does not provide efficient administration. Without efficient administration of institutions, it is highly unlikely that relevant projects will be implemented. When properly arranged various institutions will know exactly what their mandate is and how to carry it out.

4.3. Key Issues

In the process of LDO implementation in Kempton Park / Tembisa key issues identified are:

- Lack of capacity on the ground
- Poor planning procedures
- Lack of sound communication strategies
- Institutional re-organisationPoor management system.

4.4. Challenges

Having identified the areas of intervention in the LDO implementation process, the major challenge is to formulate the planning strategy that would change the perception the

people have about the LDOs. Whilst the discourse attempts to come up with sound planning strategy for successful LDO implementation, the major challenges are:

- Effectuating implementable planning strategies that will have communities on board and ensure that local communities are capacitated;
- Adopting and applying communication strategy that will ensure efficient vertical and lateral flow of information;
- Adopting planning principles that promote human-centred development;
- Re-organisaing institutions dealing with the LDO in the area.

4.5 Summary of the findings

It has been very clear to the researcher that all organisations working on LDOs in the LMC, to a certain extent made input towards implementation of the LDOs. Furthermore it is claimed that such organisations tried to organise themselves for the process.

Whilst it is argued that jobs are created and training of communities does happen, it is evident that there is poor communication strategy, lack of skills to implement, poor institutional arrangements, sound mechanisms to monitor and evaluate the process.

4.6 Conclusion

The presentation of the findings of the survey conducted serves a major purpose of highlighting areas of strength, weakness, opportunity, and threat in the empowerment of communities through the LDO implementation. The results of the findings on several areas were found to be positively linked to successful LDO implementation. Generally there is a clear understanding of the concept 'LDOs' by those involved in it.

Whilst it could be argued that organisational arrangements have been made in some LDO spheres, provision of training and capacity building for the effective LDO process is not given highest priority. In addition to capacity building and training is poor institutional

arrangements. It should be clear for each institution to know exactly what its task and roles are in the LDO process.

Though jobs are created through the LDO process, it is furthermore claimed that the process supports the vulnerable communities by involving them in improving safety and security and monitoring and evaluation of the process. In brief the chapter helped to identify four major areas that invites intensive planning. These are lack of capacity on the ground, poor planning process, lack of communication strategy and institutional re-organisation. The next step is to establish how planning procedures could help in LDO implementation to ensure that the local communities are empowered.

CHAPTER 5

5 STRATEGY FOR EMPOWERMENT PLANNING AND RECOMMENDATIONS

5.1 Introduction

Planning in its simplest form is a process generally involving identification of the goal and objectives, identification of alternatives, the selection of desired alternatives and the implementation of the chosen alternative. This is in accordance with the quest to make planning profession maintain social relevance and legitimacy to the lives of the people.

In line with the above argument, this chapter focuses on how planning can help address the following:

- Training and capacity building on the ground in Kempton Park / Tembisa MLC; Institutional re-organisation in Kempton Park / Tembisa MLC;
- Adopting sound planning procedures;
- Establishment of sound communication strategy in Kempton Park / Tembisa MLC.

In addressing these problems, use will be made of appropriate planning theories that can provide solution.

5.2. Training and Capacity Building

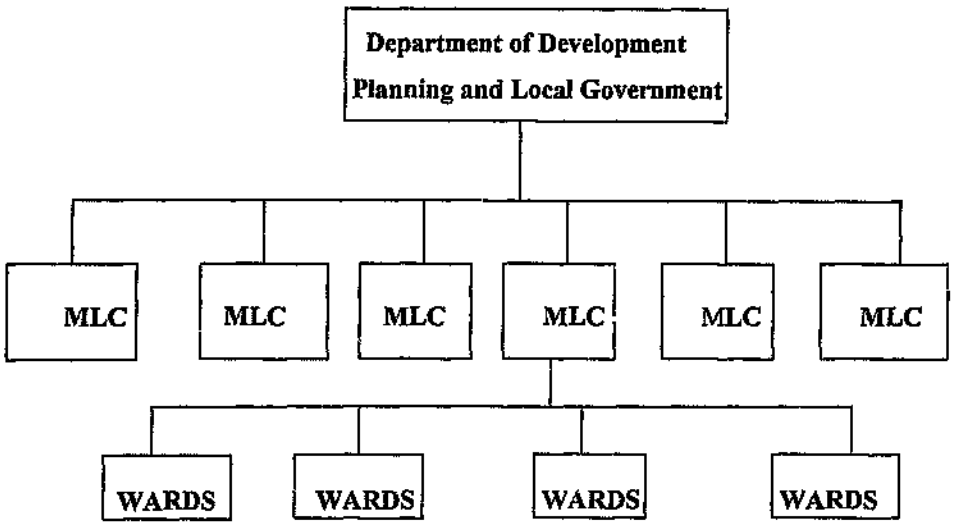
In contrast with the tenets of the Geddessian Model, survey ..... analysis .....plan, it is dubious whether survey of the area was efficiently conducted before embarking on LDO implementation process. Although the status quo report has been compiled in Kempton Park / Tembisa MLC, it sounded inefficient. Through survey it would have been easy to establish the available resources. The role of planning is to direct the resources towards achievement of the objectives and provide information on the use of such resources. Such an information enables the decision-maker to use resources sparingly (Forss, 1985).

Training and capacity building should be directed towards councillors and senior officials who in turn would impart their skills to their sub-ordinates. In this process it is necessary to consider various alternatives in the quest for arriving at best choice. Davidoff and Reiner (1973:1") define planning process as "a process for determining an appropriate future action through sequence of choices". It is a continuous process of choice involving the evaluation of alternatives in the light of desirable end-states.

An element of rationality should be considered in the capacitating process. In other words the public interest should be at the heart of the process. Again the process should be empirical. It should be governed by the use of experience and application of known norms and values that have existed over the years. Some form of capacitation should be initiated to ensure that beneficiaries of the LDO implementation process really benefit from it[13]. Any form of training and capacitation should be directed at addressing what the community values are mostly.

Figure 6

Proposed Capacitating Procedure



Source: Author, 1998.

[13] Training and capacity building for the implementation of the LDOs should start from the provincial level and filters down to the ward level. The role of each structure in community building should be clear.

The process should comments at the Department of Development Planning and Local Government of Gauteng Province since the LDO process is pioneered by that department. Experts from that department should empower the councilors and other senior officials at the Metropolitan Local Council. From that level the councillors should as well empower officers in their respective wards. In this regard what should the role of a planner be?

5.2.i The Role of a Planner in Training and Capacity Building

By virtue of being professionals, development planners should enable people to develop themselves by adopting the approach which is people centred since development is for people. On the other hand planners should play enabling and facilitative role. Planners have to be supportive and directive within the communities. They should impart skills that will make local communities self-reliant and self-supportive. The planner has to lead the process ensuring that all levels are capacitated (refer to figure 1) in the LDO implementation. It should be born in mind that the role of a planner as a leader should not be mistaken for top-down approach to planning. If majority of planners see their role as leading one, as guardian of public interest, then this will limit their perception of participation (Thornly, 19977). Each structure or level should know its responsibility and how to carry it out. The major goal is to ensure that beneficiaries are able to take the process forward in the absence of professionals. Some of the skills to be imparted include taking minutes and report writing related to LDO meetings.

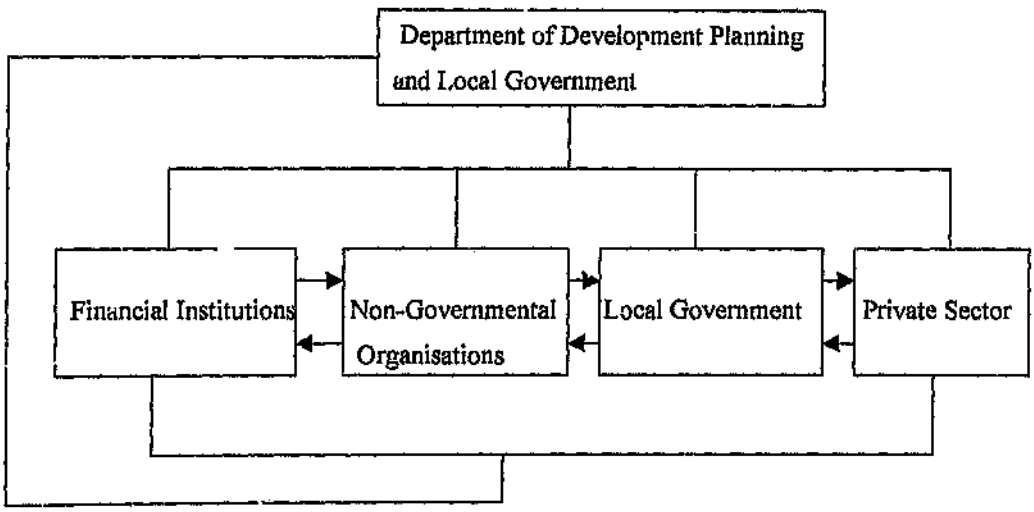
5.3. Institutional Re-organisation

It is necessary to re-organise the current institutions responsible for the implementation of the LDOs in Kempton Park / Tembisa LMC. This should be done because the organisation of the current institutions is not capable of empowering commmunities through the LDO process. In re-organising these institutions it is necessary to rationalise and consider the public interest. Institutions should be re-organised to enable a particular process to go ahead. In this regard the Geddessian model again comes to the fore although it does not provide the details as to how institutions should be re-organised.

Survey of environment in which each institution operates should be considered before suggesting incorporating any institution in the process. Institutions engaged in LDO process should consider the values and norms of the beneficiary communities. "Values are inescapable elements of any rational decision-making process or of any exercise of choice (Faludi, 1973, p 30). For the purpose of this study, figure 7..... shows some of the institutions to be involved in empowering the communities through the LDO implementation. The need for efficient institutions for LDO implementation is crucial. The current development trends indicate that development has shifted from regional planning to development planning. This has automatically caused the nature of regional strategies to change. One major indicator of that is that institutional location of responsibility for development planning has shifted down-wards (Tomlison, 1994). This implies people on the ground should take ownership of development programmes.

Figure 7

Institutional Re-organisation



Source: Author, 1998.

Public / private sector partnerships should be fostered among various institutions to help promote implementation of the LDOs. There should be mutual relationship among all

institutions involved in implementing LDOs. Each institution involved in the process should in one way or another link with other institutions in order to avoid recurrence of past mistakes in the LDO implementation process.

Each institution should focus on achieving the goals and objectives which take cognizance of values and norms of the beneficiary communities. Again each institution should be clear of its mandate in the LDO implementation.

5.3.1 The Role of a Planner in Institutional Re-organisation

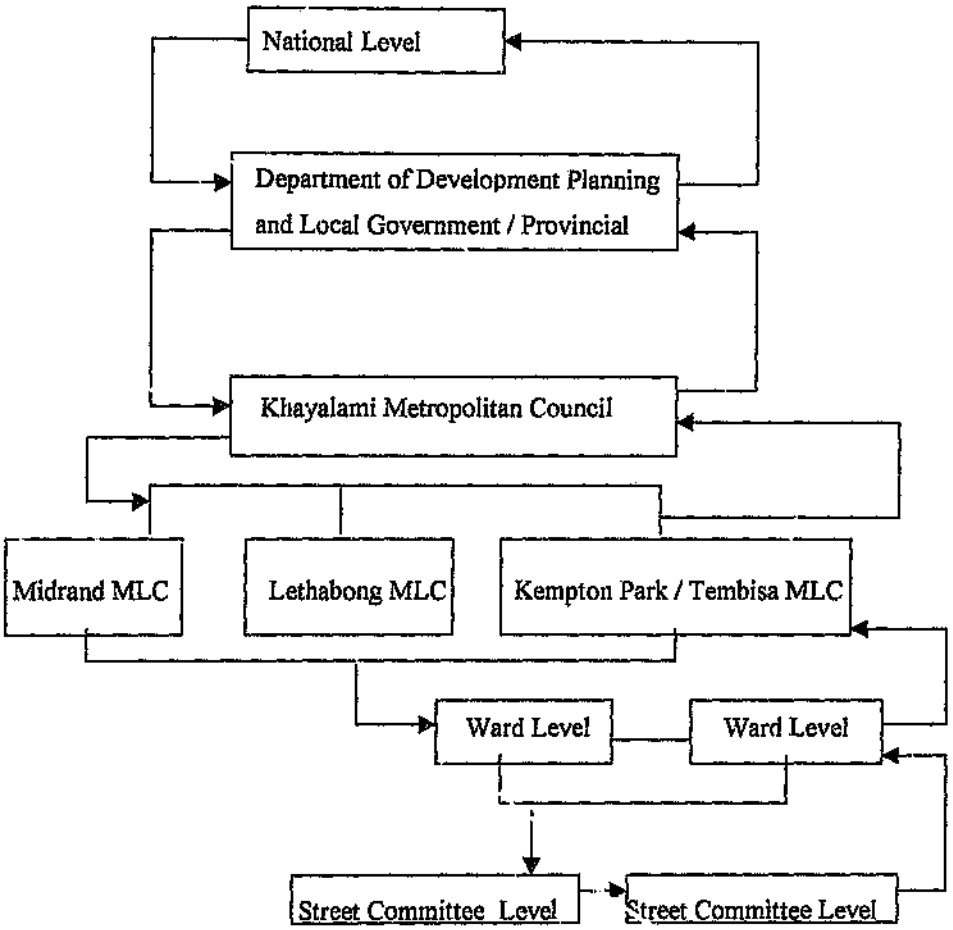
Since community based projects often involve local authorities, government and NGOs, the planner being the agent of change has to act as a mediator and foster partnerships among all interested institutions. He has to take into account different institutions with different conflicting interests. The planner has to help clarifying the roles of each institution at various levels and create sound relationship by encouraging formulation of a steering committee comprising representatives from each institution. In doing this he has to focus and concentrate on strategic institutions.

5.4. Establishment of Sound Communication Strategy

The following channels of report-back or communication should be established:

Figure 8

Communication Channel



Source: Author, 1998.

The flow of information should be two way – (see figure 8).....The information (e.g. basic needs) should flow from the National level to the Department of Development Planning and Local Government (Provincial). The provincial department should then disseminate information to the MLCs. From the MLCs it should then flow to the ward level from where it would go to Unit level. From the Unit level it would then go to street level.

Sound communication strategy should be based on what has been truth in the past i.e. empiricism. The community should develop and maintain participatory structures within such local organisations. The overriding objective of such participation, consultation and broad involvement should be geared towards reaching a common decision. Furthermore these decisions should be made in the light of norms and values which are common to all members of the community. Again the means of communication adopted should be informed by local conditions in terms of levels of literacy, available resources and accessibility.

5.4.1 The Role of a Planner in Establishing Sound Communication Strategy

What should the role of a planner be in the establishment of a sound communication strategy? In this participatory process of communication, the planner has to work with people, go to people, consider indigenous knowledge, must act as an agent of change. The major task of a planner in establishing sound communication strategy, is to act as an advocate. He also has to act as an educator and initiator at early stages of formulating communication strategy in order to make people aware of the necessity of their participation. As 'educator' planners should help people to learn so that they can change through act and development

Sound communication strategy should enable communities to take care of their own affairs. Muller (1982) shares the same concern in his promotive planning. The substance of promotive planning, Muller (1982) is rejection of traditional advocacy roles of planners which make them 'surrogates' of communities. In his promotive planning Muller (1982) advocates transaction by development planners with the communities in which communities are brought up in a way as to make capable of becoming advocates of their cause. He strongly discourages planning methods which do not set the disadvantaged free to take care of their own affairs

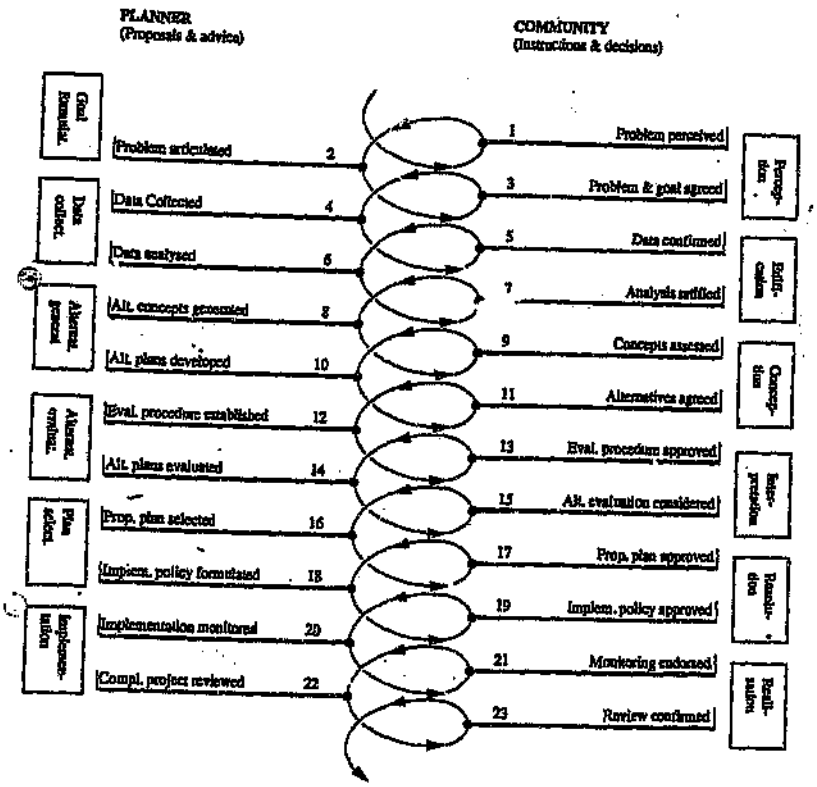
5.5 Appropriate Planning Methodology

Guided and informed by the findings of the study, the most appropriate planning methodology to bring planning process back on track for successful community

empowerment through participation in LDO implementation process, in the strategic choice informed by participatory principles. This methodology should be applied in decision making when implementing the LDOs. Muller (1994, p18) refers to it as community decision making model. The model (figure 9) shows elements of phenomenological consciousness experienced by communities: perception, edification, conception, interpretation, resolution and realisation. The major reason for embarking on this model is to provide a platform for the concerns of the voiceless.

Figure 9

Community Decision Model.



Source: Muller, 1994, p 18.

5.6 Conclusion

The chapter attempts to address crucial areas of intervention identified in the previous chapter. Training and capacity building among the members of the beneficiary community should be emphasised. The process should be initiated from the provincial level in terms of resources and management. The beneficiary community should be able to manage the LDO implementation process in absence of professionals. The role of a planner as a facilitator should be at the forefront of the process.

Re-organisation of institutions playing a major role in the LDO implementation, needs immediate attention. Without them efficient implementation could remain a wishful thinking. Institutions should realise what their goals are and where the public interest lies. In this regard the planner has to play a co-ordinating role.

Efficient communication by all involved in the process is necessary from the Department of Development Planning and Local Government down to the street level. In formulating sound communication strategy, all affected stakeholders should be considered together with the information of the local conditions. The planner has to play an effective mediatory role in the process to ensure the vertical and lateral flow of information.

As a relevant tool to address all identified problems, the strategic choice informed by participatory principles has been proposed. The methodology should be proposed when implementing the LDOs. This methodology has been chosen because of its relevance to the topic of the study. Lastly is necessary to establish the implications of this study to the planning profession.

CHAPTER 6

6 THE IMPLICATIONS OF THE STUDY TO PLANNING PROFESSION AND CONCLUSION

6.1 Introduction

In order ensure the necessary levels of compatibility, uniformity and consistency of planning process at a local level, development planning has to take its rightful role in empowering local communities. The planning process should be tailored to meet specific needs of the community at a local level. "The local sphere is an arena where citizens can participate in decision making to shape their own living environment, and exercise and extend their democratic (social, economic and political) rights"(White Paper on Local Government, March, 1998).

Effective planning should be able to bring together different interest groups to participate in the community decision-making process. This task invites the expertise of planners by virtue of being professionals. Muller (1995) pointed out that the planning profession in South Africa currently finds itself in a neutral and uncertain territory between the old reality, the old identity and the new. Faced with the need to conform to the demands of the current development reality and the profound societal change, the planning profession should serve the interests of a just society by taking due cognizance of the interests of the least privileged. It is argued that the planning profession is capable of carrying out this task through advocatory means and empowerment of deprived communities. The most important question that follows from this study is whether the objectives of this study have been met or not.

6.2 Have the Objectives of the Study been Met?

The objectives of the study have been met since the following issues have been adequately dealt with:

- The extent to which the implementation of the LDOs facilitated community involvement and empowerment;
- The degree of involvement of locally based organisations in the LDO implementation process;
- The need for community involvement in the LDO implementation process;
- Identification of the relevant literature sources to help in formulating the strategy for LDO implementation;
- Provision of the alternative planning strategy for successful LDO implementation process

6.3 To What Extent has the Community Empowered through The LDO Process been Sustainable?

In relation to Stein's (1995) argument on ladder of citizen participation, it could be argued that Kempton Park / Tembisa should be operating at rungs 7 and 8 (see figure 1). The political environments and the constitution accommodate community participation. From the findings of the study, the area could be linked with rungs 3 (informing) and 4 (consultation). At this stage (3 & 4) the community is entitled to hear and have the voice. Due to lack of capacity and training the community still lack power to ensure that their views will be heeded by higher authorities.

Sustainable development ensures delivery of basic environmental, economic and social services to all without threatening the viability of the system (Brugman, 1994) On the basis of the current state of LDO implementation one cannot be assured of sustainability of the process. Whilst it could be claimed that there has been improvement in the upliftment of standards of living for the disadvantaged groups, most of the LDO projects implemented so far do not have sustainability guarantee. This is again attributed to lack of capacity by local community members. For example, local community members have not been trained to maintain the installed street lights. The community local people

should be the centre of development initiative because they are the greatest resource (Gilbert and Gugler, 1992).,

6.4 The Implications of the Study to Planning Profession

It is necessary to establish whether the outcome or findings of the study comply with the moral mandate and the goal of the planning profession. The professional codes for planners suggest attempt to identify suitable goal for planners. Bickenbach and Hendler (1995) argue that the social goal for planners is primarily one of promoting social justice and environmental integrity – "the social good of environmental integrity and social equity are intrinsic to what it means to be a planner, and, therefore are part of the fabric of the profession. More significantly these social goods are constant, irrespective of the ambient political climate" – Muller (1991) in Bickenbach and Hendler (1995, p20)

In support of Rawl's principles of theory of justice, Muller (1995, p 8) stated that "each person must have an equal right to the most extensive system of equal basic liberties compatible with a similar system of liberty for all, that social and economic inequalities are to be arranged so that the greatest benefit accrues to the least advantaged, and that an inequality of opportunity must enhance the opportunities of those with lesser opportunity".

In line with the ensuing information, the planning procedures adopted in the LDO implementation in Kempton Park / Tembisa MLCto a lesser extent comply with the requirement of the moral mandate and the goal of the planning profession. The planning procedures did not clearly spell out how much participation is possible and desirable. The implication is that there has been inefficient mediation between the communities in the area and the affected and interested parties.

Although the LDO implementation process focuses more attention to the disadvantaged groups, the role of planning in that regard is very minimal. It is not clear as to how

communities would participate in some of the eleven sectoral LDOs. Without such a clear participation procedure, community empowerment in the area will always remain a myth.

In order to ensure that the moral mandate and the goal of the planning profession become realisable in the participation and empowerment of communities, planners have to play the role of problem definers, rationalisers and take decisions together with the communities, but not for the communities. They should be 'educators' and help people to learn so that they can change through act and development.

6.5 Limitations of the Research

Due to the size of the case study area, not all-relevant people were accessible for providing valuable information. This also justifies why not all councillors were interviewed or responded to the questionnaire. On the other hand it has been a very difficult task to have access to some of the councillors due to their tight schedules. Furthermore the bias by respondents to the questionnaire cannot be ruled out.

6.6 Areas of Future Research

The limitations imposed on the research undoubtedly poses challenge to zealous researchers to venture forth and gather more information and come out with new proposal which will be of great significance to improve community empowerment through LDO implementation.

Areas that need further research include:

- Investigating progress made in the second cycle of the LDOs; and
- The participatory empowerment for the subsequent LDO implementation process in the area since it is a five-year-process.

6.7 Conclusion

The fulfillment of the moral mandate and the goal of planning profession are pivotal to any planning procedures. The major goal of this study is to establish how the implementation of the LDOs can facilitate community empowerment. In order to achieve this an alternative planning strategy has to be developed to ensure successful and effective LDO implementation. Effective LDO implementation would mean effective community participation and empowerment.

The second chapter provides literature sources from which reference could be made in order to arrive at an effective planning strategy necessary where community empowerment is to take place through LDO implementation. The chapter provides a theoretical backing for the analysis stage of the study.

The third chapter takes a closer look at a case study area. It provides information about the LDO process, procedures, working plan and public participation plan, budgeting procedures as well as the views of communities on participation in the implementation of the LDOs. Chapter four engages a discussion on the findings on the survey made among the councilors, managers and planners at Khayalami Metropolitan Council. It is from these findings that areas of intervention were identified. The findings are based on the response of the questionnaires and interviews conducted.

Chapter five provides strategy for empowerment planning. Having identified the areas of intervention in chapter three and four, relevant decision-making models and planning theories were applied in this chapter in order to have a solution to identified problems.

Chapter six concludes by giving the implications of the study to the planning profession. In view of this fact it can be concluded that inefficient planning procedures, poorly management of institutions and affected organisations and poor communication strategy in the implementation of the LDOs resulted in poor participation and empowerment of local communities.

In conclusion, it should be noted that community empowerment through participation in the LDOs implementation process could be successful provided sound planning procedures are adopted, affected institutions are re-organised and efficient communication strategy is adopted.

APPENDIX A

A letter written by the Researcher and endorsed by the Head of Department (Department of Town and Regional Planning – Wits)

P. O. BOX 23665
JOUBERT PARK
2044
20/08/1998

Sir

A REQUEST TO CONDUCT AN ACADEMIC RESEARCH IN YOUR ORGANISATION IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF SCIENCE IN DEVELOPMENT PLANNING

I hereby request to conduct an academic research in your organisation in partial fulfillment of the requirements for the degree of Master of Science in Development Planning.

The topic of my discourse is "Community Empowerment Through Participation in the Implementation of the Land Development Objectives (LDOs) – Kempton Park / Tembisa.

The data will be collected through interviews or responding to questionnaires where necessary.

You are assured that all information will be treated in full confidentiality. Should you be interested, you will be provided with a summary of the findings.

I hope to have a prompt attention please.

Yours faithfully
Makhudu LEDIGA

DATE: ....20/08/98.....

.....

SUPERVISOR : Prof. J. MULLER
(HOD & DEAN OF THE FACULTY)

DATE: .....

.....

APPENDIX B

Questionnaire for the Study

UNIVERSITY OF THE WITWATERSRAND
DEPARTMENT OF TOWN AND REGIONAL PLANNING

TOPIC: **COMMUNITY EMPOWERMENT THROUGH PARTICIPATION IN THE IMPLEMENTATION OF THE LDOs – KEMPTON PARK / TEMBISA**

SUPERVISOR : **Prof. J. MULLER**

STUENT'S NAME : **J. M. L EDIGA**
STUDENT NUMBER : **9408004V**

POSTAL ADDRESS : **P. O. BOX 23665**
JOUBERT PARK
2044

TEL. No. : **082 6722923**

COMMUNITY EMPOWERMENT THROUGH PARTICIPATION IN THE LAND DEVELOPMENT OBJECTIVE IMPLEMENTATION PROCESS

PLEASE PROVIDE THE FOLLOWING INFORMATION ABOUT YOURSELF

NAME .....
ORGANISATION .....
POSITION IN ORGANISATION .....
TELEPHONE NUMBER .....

Please provide answers to the following questions. You may use a separate sheet if the space provided is not enough for your answers.

1. What do you understand by the concept Land Development Objectives (LDOs)?

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2. What direct input does your organisation make in the implementation of the LDOs? Give examples.

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3. What organisational arrangements and proposed structure(s) (co-operatives) were set up by your organisation to implement the LDOs?

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4. What are the major achievements of such structures or co-operatives? List them.

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5. Does/ has your organisation provide(d) any form of training in the implementation of the LDOs? If yes give example(s), duration of training and a number of people trained or being trained and skills acquired/ being acquired.

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6. What are /were the major strategic development strengths, weaknesses, opportunities and threats encountered by your organisation in the implementation of the LDOs?

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7. To what extent has the implementation of the LDOs improved access to and the standards of services, sanitation, electricity and recreational facilities?

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8. In what spheres has the implementation process of the LDOs created jobs among the local community members? Cite examples?

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9. How has the implementation process of the LDOs contributed in incorporating the following issues into the social fabric of communities: community facilities, health, education and welfare?

10. In what way has the implementation process of the LDOs provided adequate support to vulnerable communities? Give examples.

11. In what ways were communities involved during the implementation of the LDOs to ensure improvement of safety and security in their areas? Give examples.

12. In what ways has your organisation involved the local communities in the monitoring and evaluation of the implementation process of the LDOs? Give examples.

13. What strategies or cost-containment and efficiency measures has your organisation adopted in the implementation of the LDOs to encourage payment of services by local communities?

14. What report-back mechanisms has your organisation adopted to inform local communities about progress made in the implementation of the LDOs?

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15. What administrative and institutional arrangements has your organisation set up in the local communities to implement the LDOs?

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APPENDIX C

Attendance register indicating a number of people who attended some of the LDO meetings.

ATTENDANCE REGISTER

NAME	ADDRESS	ORGANISATION	TEL NO.	HANDTEKENING/SIGNATURE
Dinah Dungu	255/6 Temong Ext.	ANC.	N/A	[signature]
Abhylah Sulimani	264/265 Temong Ext 2	ANC.	N/A	[signature]
Dumisani Gumede	187/8 Temong Ext D	ANC.	926-1917	[signature]
Jacob Makgato	166 Temong Ext D	ANC	N/A	[signature]
Abel Mgwenya	274/275 Temong Sec	ANC	N/A	[signature]
Enock Maseko	278/279 Temong Ext D	ANC	N/A	[signature]
Sibusiso Ngwenya	1580 Leboeng	Councillor Ward 11	926 806-2198	[signature]
Ashley Sesing	759 Sedibeng	ANC	N/A	[signature]
Bessie Maseko	34 Isithama	ANC ward 16		[signature]
Ester Mllonga	321 Isichame	ANC ward 16	N/A	
Mrs Florence Bonna	595 Mahhulong	ANC Ward 11	926-048118	[signature]
Nokuthula Ranyawa	339 Sedibeng Section	ANC Ward 11	926-8123	[signature]
Bakhie Tlidi	214 Difatem Section	ANC	926-2647	
Wanning Jon Ging	DDI # 29	Gauteng Province	3942424	[signature]

ATTENDANCE REGISTER

NAME	ADDRESS	ORGANISATION	TEL NO.	HANDTEKENING/SIGNATURE
ABDULAH SULIMAN	264/265 TEMONG EXT 2	A.N.C	N/A	[signature]
DAVID MASEKO	168 Temong Ext 2.	ANC	N/A	[signature]
CHARLES MASHIATSHIDI	169 TEMONG EXT 2	ANC	N/A	[signature]
FREDDY MONALANE	307 TEANONG SECTION	ANC	N/A	[signature]
Enoch Maseko	278-279 Temong Ext 2	ANC	N/A	[signature]
Levy Malatse	78 Temong Ext 2	ANC	N/A	[signature]
R.H. MALATSE	78 TEMONG Temong	ANC	N/A	R H MALATSE
Johanna Baloyi	78 Temong	A.N.C	N/A	J Baloyi
MATSHIDISO MAHOSI	199 Temong	ANC	ANC	M Mahosi
ELLIOT TEKANE	1498 LEBOENG	ANC	N/A	[signature]
ELMOT IWONGA	466 LEBOENG	WARD 17 CHAIRMAN	3922101	[signature]
VINCENT HLATSHWAYO	183 NASHEMON SEC	COUNCILLOR WARD 17	9202369	[signature]
SIBUSISO NGHENA	1580 Lebeng	ANC	806-2195	[signature]
Charles Mahlo	1732 TEAMONG EXT 5	ANC	N/A	[signature]
ARANS MANAKA	830 Maeken ext	ANC (WARD 17)	924-1288	[signature]
Jacob AFRICA	632 Maokeng EXT	ANC (WARD 17)	9244225	[signature]

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